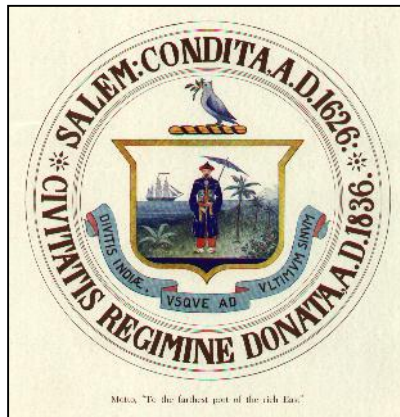


CITY OF SALEM

FIVE-YEAR CONSOLIDATED PLAN

July 1, 2015 – June 30, 2020
(FY16-FY20)



MAY 15, 2015

Kimberley Driscoll
Mayor

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Director of Planning & Community Development

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Contents

ES-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)	1
The Process	8
PR-05 Lead & Responsible Agencies	8
PR-10 Consultation	9
PR-15 Citizen Participation.....	21
Needs Assessment	27
NA-05 Overview	27
NA-10 Housing Needs Assessment	29
NA-15 Disproportionately Greater Need: Housing Problems.....	42
NA-20 Disproportionately Greater Need: Severe Housing Problems.....	46
NA-25 Disproportionately Greater Need: Housing Cost Burdens.....	49
NA-30 Disproportionately Greater Need: Discussion	50
NA-35 Public Housing.....	51
NA-40 Homeless Needs Assessment.....	56
NA-45 Non-Homeless Special Needs Assessment	63
NA-50 Non-Housing Community Development Needs.....	67
Market Analysis.....	70
MA-05 Overview	70
MA-10 Number of Housing Units.....	72
MA-15 Housing Market Analysis: Cost of Housing	80
MA-20 Housing Market Analysis: Condition of Housing.....	85
MA-25 Public and Assisted Housing.....	90
MA-30 Homeless Facilities and Services	94
MA-35 Special Needs Facilities and Services	98

MA-40 Barriers to Affordable Housing	102
MA-45 Non-Housing Community Development Assets.....	105
MA-50 Needs and Market Analysis Discussion.....	119
Strategic Plan	123
SP-05 Overview	123
SP-10 Geographic Priorities	125
SP-25 Priority Needs	126
SP-30 Influence of Market Conditions	129
SP-50 Public Housing Accessibility and Involvement.....	144
SP-55 Barriers to affordable housing.....	145
SP-60 Homelessness Strategy	147
SP-65 Lead based paint Hazards	149
SP-70 Anti-Poverty Strategy.....	150
SP-80 Monitoring	155
APPENDIX.....	155

Appendix 1 – Maps

Appendix 2 – Citizen Participation Plan

Appendix 3 – Public Comments

Part 1) Public Participation Process

Part 2) Review of Draft Plan

Appendix 4 – Other Resources

Appendix 5 – Monitoring Guide

Appendix 6 – Alternate/Local Data Sources

Executive Summary

ES-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

1. Introduction

Each year, the City of Salem receives federal funds for housing and community development activities. The City uses these funds to undertake housing, community and economic development projects and programs that assist low- to moderate-income individuals, families and neighborhoods. In order to receive these funds, the City must prepare a Consolidated Plan every five years, as well as annual Action Plans to implement the five-year plan. Together, the Consolidated Plan and the Annual Action Plans provide a record of how Salem evaluated its needs and presents a blueprint of how it will use the funds to be received from the U.S. Department of Housing and Urban Development (HUD). The Consolidated Plan establishes a vision for attaining a higher quality of life for low- and moderate-income residents and the annual Action Plan outlines specific activities that work toward accomplishing that vision.

In each of the five years covered by this Consolidated Plan, Salem anticipates receiving approximately \$953,000 in CDBG entitlement funding, approximately \$88,000 in HOME funds and an estimated \$115,000 in program income. These estimates are based on recent funding levels. The total estimated five-year allocation is \$4,765,000 from CDBG, \$440,000 in HOME funds and \$575,000 in program income. These funds are conditional upon annual appropriations by the federal government and receipts generated by program income. The funding is applicable to federal (HUD) fiscal years 2015, 2016, 2017, 2018, 2019, and will be utilized during Salem's Fiscal Years 2016-2020. This Consolidated Plan applies to activities that will take place from July 1, 2015 through June 30, 2020.

The Consolidated Plan process identifies needs as a result of gathering information from many sources. The outcome of this needs assessment (completed through research and compilation of data and direct, personal consultations) is a comprehensive strategy for the use of Salem's federal housing and community development funds to address unmet needs. identified during the Consolidated Plan process.

2. Summary of the objectives and outcomes identified in the Plan Needs Assessment Overview

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

Objectives

Activities must meet one of the following three objectives:

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

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

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

Outcomes

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

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

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

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

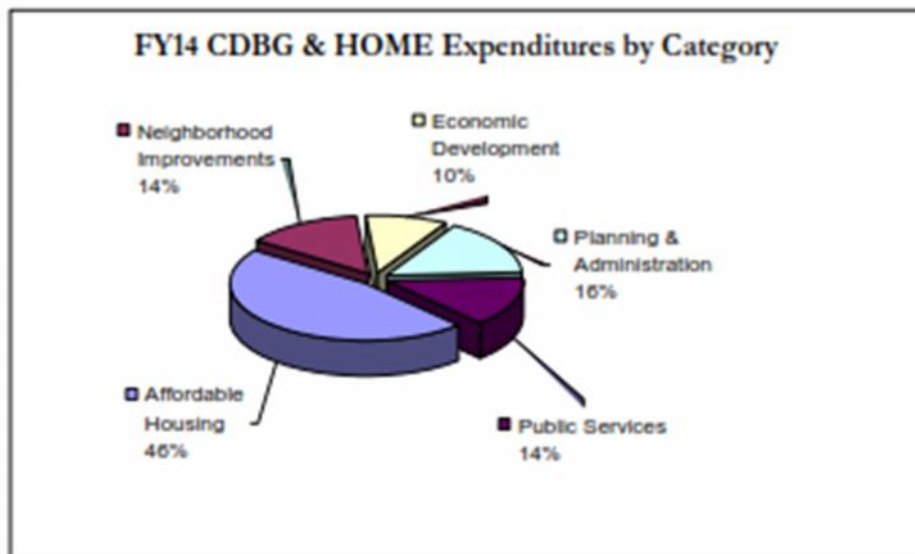
3. Evaluation of past performance

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

The annual Consolidated Annual Performance and Evaluation Report (CAPER) provides an analysis of the accomplishments and progress the City has made toward meeting the goals and objectives laid out in its Five Year Consolidated Plan. The FY15 CAPER, for the current fiscal year, will be available by September 30, 2015. The most recent CAPER, for FY14, evaluated the fourth fiscal year of the previous 5-Year Consolidated Plan. HUD calculated that 99.53% of CDBG funds

spent in FY14 directly benefited low- and moderate-income persons. The FY14 CAPER is available at the City of Salem Department of Planning and Community Development (DPCD), the Salem Public Library and on the City's website at www.salem.com.

The chart below illustrates FY14 spending by category, as a percentage of overall CDBG and HOME expenditures.



4. Summary of citizen participation process and consultation process

As part of the process in developing this new Consolidated Plan, Salem's Department of Planning and Community Development (DPCD) sought public input from residents, businesses, social service organizations and various stakeholders. A series of nine community meetings and focus groups were held throughout the city. The meetings were held at the Salem Housing Authority, at neighborhood meetings within specific wards with large low- and moderate-income (LMI) populations, in the City Hall offices, at community organizations, and at Salem State University to reach as broad of a population as possible. The focus groups targeted persons with disabilities, housing providers, businesses and seniors. Individual stakeholder interviews were conducted with city staff, social service providers, residents, business owners, and other persons and organizations familiar with local needs. To augment the outreach process, the City conducted an online survey in English and Spanish (also available in a hard copy format), for which the City received 318 responses.

5. Summary of public comments

A summary of comments received in the Citizen Participation and consultation process can be found in section PR of this Consolidated Plan. A more detailed description of the comments received during community meetings and focus groups and the results of the survey can be found in the Appendix.

6. Summary of comments or views not accepted and the reasons for not accepting them

All comments and views were taken into consideration in preparation of this Consolidated Plan.

The Appendix includes a response to written comments received.

7. Summary

The Consolidated Plan includes a **Needs Assessment** which considers such issues as:

- Low and moderate Income Households with high housing cost burden and other housing problems
- Disproportionate needs of minority populations
- Homelessness
- Elderly, disabled, residents of public housing, and other special needs populations

A **Market Analysis** considers:

- Characteristics of Salem's housing inventory
- Cost of rental and ownership housing
- Inventory of Public and Assisted Housing
- Resources that support homeless and non-homeless special needs populations
- Non-housing community development context
- Geographic concentration of community development needs

Through the Needs Assessment process and Market Analysis, several priorities were identified including housing, economic development, public services and neighborhood improvements.

- Salem needs more housing that is affordable to people of all income levels and household types, including accessible housing and housing with supportive services. The disparity between income and the cost of housing in the City and the region and a shortage of subsidized affordable housing units are the two greatest challenges to meeting the needs of the constituent population.
- Salem has identified needs for social services, including transportation, nutrition, housing advocacy, legal services, education, childcare, emergency funds for homelessness prevention, and substance abuse prevention and treatment, as well as program navigational guidance for seniors and new immigrants, and greater access to continuous programs and services.
- Salem residents in low-wage occupations struggle with the high cost of living, while other residents are commuting long distances to reach higher paying jobs. Job training, ESL classes, and other work-readiness programs would help to match the available work-force with living-wage jobs in the region.

Economic development initiatives will help to increase and maintain quality employment opportunities for low- and moderate-income residents in Salem. Business recruitment, coordination, and technical and financial assistance will support and maintain a vibrant economy and help to build small businesses in the city.

- Improvements to streets, sidewalks, parks, and public spaces will help to improve the quality of life in areas of the city with concentrations of low- and moderate-income households, as well as to improve the accessibility of the city's public realm for persons with disabilities. There is strong support for the completion of a new senior center.

Salem's Department of Planning and Community Development will continue to administer CDBG funding to address these needs, and to work with nonprofit community partners to create affordable housing, rehabilitate housing occupied by low- and moderate-income households, provide access to homeownership for first-time homebuyers, support businesses through small business loans, technical assistance and storefront improvement programs, provide community services to combat poverty and promote self-sufficiency, and to improve neighborhood infrastructure and public facilities in LMI neighborhoods and the downtown.



*61 Congress Street is slated for development into affordable housing by North Shore CDC.
Photo courtesy of Google maps*



Students from the Salem Academy Charter School who volunteered at Lifebridge. Photo is courtesy of Lifebridge.



The design of McGlew Park is expected to be underway in FY16. Photo courtesy of Jessica Kane



Mayor Kimberley Driscoll (back row; third from right) visits with participants of the “Career Gateways Program,” an occupational skills training program for residents of Salem’s Point neighborhood that was funded with Working Cities Challenge grant funds. The program prepared participants for careers as certified nursing assistants. Training was conducted on-site at Spaulding Hospital North Shore in Salem. Photo is courtesy of Spaulding Rehabilitation Network.

The Process

PR-05 Lead & Responsible Agencies 24 CFR 91.200(b)

1. Describe agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	City of Salem	Department of Planning & Community Development

Table 1 – Responsible Agencies

Consolidated Plan Public Contact Information

For Inquiries or to send written comment contact:

City of Salem
Department of Planning & Community Development
120 Washington Street
Salem, MA 01970
Att: Jane A. Guy, Assistant Community Development Director
T: 978-619-5685
E: jguy@salem.com

PR-10 Consultation - 91.100, 91.200(b), 91.215(l)

1. Introduction

In 2014, the City of Salem retained a consultant, Community Opportunities Group, Inc. (COG), to prepare its Five Year Consolidated Plan (covering city Fiscal Years 2016-2020) and first year Action Plan. In developing this Consolidated Plan, a series of nine community meetings and focus groups were held throughout the city, including a public hearing. The meetings were held at the Salem Housing Authority, at neighborhood meetings within specific wards with large low- and moderate-income (LMI) populations, in the City Hall offices, at community organizations, and at Salem State University to reach as broad of a population as possible. The focus groups targeted persons with disabilities, housing providers, businesses and seniors. Individual stakeholder interviews were conducted with city staff, social service providers, residents, business owners, and other persons and organizations familiar with local needs.

To supplement these, COG interviewed and consulted with staff from provider agencies who serve Salem residents, both those located in and outside of Salem. In addition, an on-line survey (in Spanish and English) generated 318 responses. The purpose of this process was to obtain an understanding of the population's needs and the resources available to address the needs, as well to gain an understanding of gaps of needed programs and services.

Beyond gaining an understanding of needs and resources, this process also served to assist the City in determining how HUD, other federal and state and private funds could be used most effectively. Overall, many of the various local and regional agencies have a good awareness of the existence of other agencies and their respective programs and services. Still, the consultation process itself helped to refresh inter-agency coordination.

A second public hearing will be held during the 30 day comment period after the release of the Draft plans.

Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(l)).

The City works cooperatively with private housing providers and private and governmental health, mental health, and service agencies and other interested parties to implement its Consolidated Plan.

The DPCD leads Salem H.O.P.E. (Human Organization Partnership Effort), a networking group of human service agencies that serves Salem residents. H.O.P.E. provides an opportunity for agencies to learn about the services being provided by other agencies in order to fill in gaps, coordinate efforts and avoid duplication of services. All human service agencies are invited to attend the quarterly Steering Committee breakfast meetings held at rotating agency locations. Through this program, agency representatives are (re-)introduced to each other and exchange information, announcements and updates.

Although the City does not currently use its CDBG funds to assist the Salem Housing Authority (SHA), the DPCD coordinates with the SHA to address the housing needs of Salem's lower-income residents. Proposed development sites or demolition or disposition of existing public housing developments must follow established regulatory procedures administered by City agencies. Some of these, such as the Board of Appeal and Planning Board have staff support from the DPCD.

The City also works with nonprofit agencies to administer social service activities. The City issues an annual Request for Proposals (RFP) for CDBG public services funding to undertake priority programs outlined in the Consolidated Plan. Additionally, the City cooperates and coordinates with other agencies and funding sources to support specific activities. Examples of these include MassHousing's "Get the Lead Out" and Massachusetts Housing Partnership's "Soft Second Mortgage" programs.

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

Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness.

The major homeless needs in the area are primarily serviced through the **Gloucester/Haverhill/Salem/Essex County Continuum of Care (CoC)** which is referred to locally as the North Shore **Continuum of Care Alliance**, using McKinney-Vento funding. The lead entity for the CoC is the City of Peabody, which also oversees the North Shore HOME Consortium, of which Salem is a member. Through the Consortium, the CoC has received funds through the McKinney-Vento program. The Consortium distributes these funds directly to area organizations. Salem-based Lifebridge has been a subrecipient of these funds.

Salem's DPCD works directly with programs that participate in the North Shore CoC, including the North Shore Community Action Programs, Inc. (NSCAP), Lifebridge, and HAWC to support and enhance programs that address at-risk and homeless families. The City relies on its CDBG funding to address homeless needs and conduct homelessness prevention activities through public social services funding. Each year, through the public services program, the City of Salem solicits proposals from nonprofit organizations for housing and community services. Through this process, the City funds various homeless programs which may include rental down payment assistance, homelessness prevention emergency assistance, medical services, outreach, and transitional housing. Salem provides NSCAP, Salvation Army, Catholic Charities and HAWC with CDBG funding for Homelessness Prevention Programs and provides HOME funding to NSCAP, HAWC and Citizens for Adequate Housing to assist households with first/last/security payments for rental housing.

NSCAP coordinates the North Shore Housing Action Group (NSHAG), which is a network of social service agencies, faith-based organizations, elected officials, and businesses who work collaboratively to address the needs of those who are homeless or at risk of becoming homeless. The network covers the

24 cities and towns of Cape Ann, southern Essex County, and the greater Lynn region. NSCHAG's aim is to enhance the level of coordination and communication among providers.

In late 2014, the Mayors of Salem and Beverly joined together to create a joint task force to better understand and address the homelessness problem. The task force is co-chaired by the two mayors and includes representatives from city departments, and service agencies. In February, 2015, Danvers and Peabody were invited to join the task force. The Mayors' Task Force on Homelessness proposes to analyze sub-populations of homeless people: the chronic homeless, homeless families, seniors, teens and young adults, as well as those with substance abuse, mental health and/or behavioral health issues. The group will also look at long-term needs for supportive housing, emergency shelter, day programming, and other support systems.

Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards and evaluate outcomes, and develop funding, policies and procedures for the administration of HMIS

No community or agency within Salem's jurisdiction receives a direct award of ESG funds.

2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdictions consultations with housing, social service agencies and other entities

Table 2 – Agencies, groups, organizations who participated

Agency/Group/ Organization	Agency/Group/ Organization Type	What section of the Plan was addressed by Consultation?	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?
AIDS Action Committee Of Massachusetts	Services - Persons with HIV/AIDS	Non-Homeless Special Needs	Paula Linell of the AIDS Action Committee was consulted via phone interview. She provided information that was incorporated into the Needs Analysis.
Bass River, Inc.	Services - Persons with Disabilities	Non-Homeless Special Needs Market Analysis	Bass River, Inc. was consulted via phone interview to obtain information about services for persons with developmental disabilities that was incorporated into the Market Analysis.
City of Beverly	Other Government - Local	Homelessness Strategy Homeless Needs - Chronically homeless, Families with children, Veterans, Unaccompanied youth	Salem is coordinating with Beverly through the Mayors' Task Force on Homelessness to identify and address housing needs and services of the region's homeless population.
Caritas Communities	Housing	Market Analysis	Mark Winkeller of Caritas Communities was consulted via phone interview. Information they provided was incorporated into the Needs Analysis and Market Analysis.
Community Teamwork, Inc.	Regional organization	Housing Need Assessment Market Analysis	Ed Cameron of Community Teamwork Inc. (CTI) was consulted via phone interview. CTI provided information that was incorporated into the Needs Analysis and Market Analysis.
Town of Danvers	Other Government - Local	Homelessness Strategy	Salem is coordinating with Danvers as part of the regional Mayors' Task Force on Homelessness to identify and address housing needs and services of the region's homeless population.

Agency/Group/ Organization	Agency/Group/ Organization Type	What section of the Plan was addressed by Consultation?	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?
East Gate Christian Fellowship	Services - Elderly Persons Services - Nutrition Assistance	Housing Need Assessment Non-Homeless Special Needs Anti-poverty Strategy Community Services	Paul Paulsen of the East Gate Christian Fellowship was consulted via phone interview to discuss their capacity and the needs of the population they are serving.
Fair Housing Center of Greater Boston	Service - Fair Housing	Housing Need Assessment Market Analysis	Robert Terrell of the Fair Housing Center of Greater Boston was consulted via phone interview. Information he provided was included in the Needs Analysis and Market Analysis.
HAWC	Services -Victims of Domestic Violence	Homeless Needs - Families with children Non-Homeless Special Needs	Anthony DiPietro of HAWC was consulted via phone interview, and provided information that was incorporated into the Needs Analysis and the Market Analysis.
Independent Living Center Of The North Shore & Cape Ann, Inc.	Services - Persons with Disabilities	Housing Need Assessment Non-Homeless Special Needs Market Analysis	Mary Margaret Moore of the Independent Living Center of the North Shore and Cape Anne participated in focus groups in the public participation process. Information provided by the organization was incorporated in the Needs Analysis and Market Analysis.
Journeys of Hope	Services - Homeless	Homelessness Needs - Unaccompanied youth Market Analysis	Journeys of Hope was consulted via phone interview to obtain information about homeless youth and young adults that was incorporated into the Needs Assessment and Market Analysis.
Lahey Behavioral Health	Services - Health Health Agency	Non-Homeless Special Needs Market Analysis	Keysher Doyle of Lahey Behavioral Health Services was consulted via phone interview. She provided information that was incorporated into the Needs Analysis and Market Analysis regarding behavioral health services and addiction treatment services available to people in Salem who are homeless, disabled, or economically insecure.

Agency/Group/ Organization	Agency/Group/ Organization Type	What section of the Plan was addressed by Consultation?	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?
Lifebridge	Services - Housing Services - Homeless	Housing Need Assessment Homelessness Strategy Homeless Needs - Chronically homeless Market Analysis	Valerie Sweeney of Lifebridge was consulted via phone interviews. Lifebridge provided information that was incorporated into the Needs Analysis and the Market Analysis. Lifebridge will continue to coordinate with the City of Salem and the newly-formed Mayors' Regional Task Force on Homelessness to address the needs of people who are homeless.
Lynn	Other Government - Local	Homelessness Strategy	Salem is coordinating with Lynn as part of the regional Mayors' Taskforce on Homelessness to identify and address housing needs and services of the region's homeless population.
Lynn Housing Authority & Neighborhood Development	PHA	Market Analysis	The Lynn Housing Authority was consulted via phone interview to obtain information about regional homelessness and housing resources that was incorporated into the Market Analysis.
Lynn Shelter Association	Services - Homeless	Market Analysis	The Lynn Shelter Association was consulted via phone interview to obtain information about regional homelessness and housing resources that was incorporated into the Market Analysis.
MA - DHCD	Other government - State	Housing Need Assessment Market Analysis Anti-poverty Strategy	Information provided by DHCD was incorporated into the Needs Analysis and Market Analysis. The City of Salem will continue to coordinate with DHCD to facilitate implementation of strategies to create affordable housing and combat poverty, and to address barriers to the development of affordable housing.

Agency/Group/ Organization	Agency/Group/ Organization Type	What section of the Plan was addressed by Consultation?	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?
Main Streets Initiative	Services - Economic Development	Economic Development Market Analysis	Kylie Sullivan of Salem Main Streets Initiative participated in focus groups during the public participation process. Salem Main Streets will continue to coordinate with the City of Salem in implementing strategies related to Economic Development.
Massachusetts Department of Public Health	Other government - State	Homeless Needs - Chronically homeless Market Analysis	The MA Department of Public Health, Bureau of Substance Abuse Services was consulted via phone interview to obtain information about incidences of substance abuse in Salem that was incorporated into the Needs Assessment and Market Analysis.
Metropolitan Area Planning Council	Regional organization	Market Analysis	Information provided by MAPC was incorporated into the Market Analysis. The City of Salem will continue to coordinate with MAPC to undertake planning related to housing and community development, particularly in the Point Neighborhood.
North Shore Community Development Coalition	Housing Regional organization Planning organization Community Development	Housing Need Assessment Non-Homeless Special Needs Economic Development Market Analysis Anti-poverty Strategy	The North Shore Community Development Coalition provided input through focus group meetings and interviews, and contributed data for the Needs Analysis and Market Analysis. NSCDC will continue to coordinate with the City of Salem to carry out projects in implementation of the Strategic Plan.
North Shore Moving Market	Services-Elderly Persons Services - Nutrition Assistance	Housing Need Assessment Non-Homeless Special Needs Anti-poverty Strategy Community Services	Linda Richards of the North Shore Moving Market was consulted via phone interview to discuss their capacity and the needs of the population they are serving.

Agency/Group/ Organization	Agency/Group/ Organization Type	What section of the Plan was addressed by Consultation?	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?
North Shore Community Action Programs, Inc.	Services - Housing Services - Children Services - Elderly Persons	Housing Need Assessment Market Analysis Anti-poverty Strategy	Deric LePard of North Shore Community Action Program (NSCAP) was consulted via phone interview. He provided information which was incorporated into the Needs Analysis and Market Analysis. NSCAP will continue to coordinate with the city to implement strategies that provide community services.
North Shore Workforce Investment Board	Services - Employment	Economic Development Market Analysis Anti-poverty Strategy	Mary Sarris of the North Shore Workforce Investment Board was consulted through phone interview. Information they provided was incorporated into the Market Analysis and strategy for economic development and community services.
City of Peabody	Other government - Local	Anticipated Resources	Information provided by the North Shore Home Consortium was incorporated into the Anticipated Resources.
River House Inc.	Services - Homeless	Market Analysis	River House Inc. in Beverly was consulted via phone interview to obtain information about regional homelessness and transitional housing resources that was incorporated into the Market Analysis.
Salem Chamber Of Commerce	Business Leaders	Economic Development Market Analysis	The consultant preparing the Consolidated Plan attended a Chamber of Commerce meeting to discuss meeting attendees' perspective on economic development needs. Mary Sarris of the Chamber was further consulted via phone interview.
Salem Community Charter School	Services - Education	Market Analysis Anti-poverty Strategy	The Salem Community Charter School was consulted via phone interview. It provided information that was incorporated into the Needs Analysis and Market Analysis.
Salem Council on Aging	Services - Elderly Persons	Housing Need Assessment Non-Homeless Special Needs	Staff of the Salem Council on Aging attended focus groups during the public participation process, and were further

Agency/Group/ Organization	Agency/Group/ Organization Type	What section of the Plan was addressed by Consultation?	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?
	Other government - Local	Market Analysis Anti-poverty Strategy	consulted with in a meeting with several staff members. Input provided by the Council on Aging was incorporated into the Needs Analysis and Market Analysis. The City will continue to utilize the Council on Aging in implementing strategies to identify and meet the service needs of seniors and elderly residents.
Salem Housing Authority	PHA	Public Housing Needs Market Analysis	The Salem Housing Authority was consulted via meeting and phone interview to determine the agency's most pressing needs. In addition, the SHA's Comprehensive Plan must take into account the findings of the Consolidated Plan and the City of Salem must certify that the documents are consistent. Information provided by the SHA was incorporated throughout the Consolidated Plan.
Salem Police Department	Services - Victims of Domestic Violence Services - Homeless Other government - Local	Homelessness Strategy Homeless Needs - Chronically homeless, Families with children, Veterans, Unaccompanied youth Non-Homeless Special Needs	Lt. Dennis King of the Community Impact Unit of the Salem Police Department was consulted via phone interview. He provided information that was incorporated into the Needs Analysis and Market Analysis. The City will continue coordination between the Police Department, Department of Planning & Community Development, homelessness and domestic violence service providers within the city, and the Mayors' Regional Taskforce on Homelessness.
Salem Veterans Services	Other government - Local Services - Veterans	Homelessness Needs - Veterans Non-Homeless Special Needs	Kim Emberling of the Salem Veterans Services Office was consulted via phone interview. Information he provided was incorporated into the Needs Analysis.

Agency/Group/ Organization	Agency/Group/ Organization Type	What section of the Plan was addressed by Consultation?	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?
Salem Health Department	Municipal Health Agency, Services - Health	Housing Needs Assessment Non-homeless Special Needs Lead-based Paint Strategy	The Salem Health Department provided data on incidences of lead poisoning that was used in the Housing Needs Assessment, as well as the Needs Assessment and Market Assessment with respect to special-needs populations.
Salem State University Enterprise Center	Services – Employment Services – Education Other Government - State	Market Analysis Economic Development	Laura Swanson of the Enterprise Center at Salem State University was interviewed via phone. She provided information that was used in the market analysis. They will continue to work with the City to provide economic development programs to increase employment opportunities for low-income Salem residents.
U.S. Department of Veterans Affairs	Other government - Federal	Homelessness Needs - Veterans Market Analysis	The U.S. Department of Veterans Affairs was consulted via phone interview to obtain information on veterans and veterans services that was incorporated into the Needs Assessment and Market Analysis.
The Salvation Army	Services - Homeless	Homeless Needs Market Analysis	The Salvation Army provided information about the programs they provide to address substance abuse, as well as homelessness.
Wellspring House, Inc.	Services - Homeless Services - Education	Homeless Needs - Families with children Market Analysis Anti-poverty Strategy	Wellspring was consulted via phone interview to obtain information about transitional housing and workforce training services that was incorporated into the Needs Assessment and Market Analysis.

Identify any Agency Types not consulted and provide rationale for not consulting

To the City's knowledge, it consulted with all relevant agency types. There were a few individual agencies that it attempted to contact but were unable to reach.

Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	City of Peabody	Salem DPCD works directly with Peabody and member agencies in implementation of the Strategic Plan to support and enhance its existing programs that address at-risk and homeless families.
North Shore HOME Consortium Consolidated Plan	City of Peabody	HOME programs overlap with affordable housing-related goals in the Consolidated Plan.
Salem Housing Authority Comprehensive Plan	Salem Housing Authority	The Salem Housing Authority seeks to address the housing needs of lower-income residents in Salem.
NSWIB 2015-2017 Strategic Plan	North Shore Workforce Investment Board, Inc.	The WIB seeks to create economic opportunities that benefit low- and moderate-income residents and align with the anti-poverty strategy of the Consolidated Plan.
Downtown Salem Retail Market Strategy & Action Plan	Salem Redevelopment Authority	The SRA seeks to create economic opportunities that benefit low- and moderate-income residents and to improve the downtown which is designated as a slum & blight area.

Table 3 – Other local / regional / federal planning efforts

Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan (91.215(l)).

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

In December, 2014, the Cities of Beverly and Salem formed the Beverly-Salem Mayors' Regional Task Force on Homelessness, which brings city officials and staff together with homelessness services and housing organizations to coordinate efforts to address homelessness.

In addition, federal and state agencies were contracted to obtain data and to determine the status of programs or the funding resources being provided in Salem by jurisdictions or agencies other than the City itself.

Narrative The Department of Planning and Community Development (DPCD) coordinates and communicates with other municipal departments, local and regional agencies, and public and private housing organizations. The DPCD coordinates the Salem H.O.P.E. effort and communicates regularly with subcontracted agencies delivering social services and subrecipients of federal funds. DPCD also works with the Salem Housing Authority (SHA), nonprofit organizations, and housing developers to produce affordable housing in the City. The strength of these relationships is beneficial in streamlining housing development and leveraging additional funds for projects.

PR-15 Citizen Participation

1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting.

In developing this Consolidated Plan, the City held a series of nine community and focus group meetings throughout the city, including a public hearing. The meetings were held at the Salem Housing Authority, at neighborhood meetings within specific wards with large LMI populations, in the City Hall offices, at community organizations, and at Salem State University to reach as broad of a population as possible. The focus groups targeted persons with disabilities, housing providers, businesses and seniors, while individual stakeholder interviews were conducted with city staff, service providers, residents, business owners, and other interested parties. To augment the outreach process, the City conducted an online survey in English and Spanish (also available in a hard copy format), for which the City had 318 responses. Meeting notes and a summary of survey results are provided in the appendix. All public comment was considered during the development of the draft and final plans. Comment letters are included in the Appendix, along with the City's response to comments.

Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of Response/ Attendance	Summary of Comments received	Summary of Comments Not Accepted and Reasons	URL (if applicable)
1	Public Meeting	Minorities Non-English Speaking: Spanish Non-targeted/broad community Residents of Public and Assisted Housing Point Neighborhood	On October 20, 2014, a public meeting was held with the Point Neighborhood association. 19 attendees including 1 city councilor and the city's Latino Affairs Coordinator. Spanish translation was provided.	Need for more affordable housing of all kinds (including SROs), especially to serve the lowest income category. Many critical services are outside the neighborhood (COA, food pantry) so access is difficult. Transportation is needed, as is locating more services within the neighborhood. Need for more affordable child care, translation services, services for immigrant acclimation, and ESL. Language, transportation, and childcare are the greatest barriers to full time/quality employment.	N/A	N/A
2	Public Meeting	Non-targeted/broad community Service providers and public	On October 21, 2014, a focus group was held with housing services providers, banks, developers, realtors, social service agencies and interested persons. There were 7 attendees.	Affordable housing supply does not meet the demand. Huge demand for housing by extremely low income households and families. Need transitional units for youth and women and permanent housing for homeless population, especially those leaving foster care.	N/A	N/A

Sort Order	Mode of Outreach	Target of Outreach	Summary of Response/ Attendance	Summary of Comments received	Summary of Comments Not Accepted and Reasons	URL (if applicable)
3	Focus Group	Persons with disabilities Residents of Public and Assisted Housing Commission on Disabilities	On October 21, 2014, a focus group was held with persons with disabilities and their service providers. There were 9 attendees.	Calls for a program to retrofit units (publicly- and privately-owned) to make them functionally accessible to occupants. Need for more curb cuts and more functional accessible pedestrian infrastructure throughout the city.	N/A	N/A
4	Public Meeting	Non-targeted/broad community LMI neighborhood residents and businesses	On October 21, 2014, a public meeting was held with the Ward 4 Neighborhood Association. There were 12 attendees.	Increase housing affordability for young families. Need more vocational training. Condition of streets and sidewalks a concern. Improve pedestrian safety: lighting along sidewalks, pedestrian lights, illuminated crossings, handicapped accessibility and curb cuts.	N/A	N/A
5	Focus Group	Non-targeted/broad community Economic Development stakeholders	On October 21, 2014, a focus group was held with businesses, banks, realtors, developers and interested persons. There were 7 attendees.	The city needs new methods of business recruitment. Current retail mix is a challenge - difficult to find appropriate businesses for vacant storefronts. Funding an event coordinator for Main Street Salem could facilitate more downtown events. Need to update 2007 downtown retail study.	N/A	N/A
6	Focus Group	Department Heads	On October 22, 2014, a focus group was held with various heads of departments of the City of Salem. There were 15 attendees.	There has been a significant increase in homelessness, particularly among youth. Continued funding for walking police patrols is desirable. Develop pedestrian routes with corresponding wayfinding signage.	N/A	N/A

Sort Order	Mode of Outreach	Target of Outreach	Summary of Response/ Attendance	Summary of Comments received	Summary of Comments Not Accepted and Reasons	URL (if applicable)
7	Public Meeting	Business community	On October 22, 2014, the consultant attended a meeting of the Salem Chamber of Commerce to discuss the Consolidated Plan. There were 20 attendees.	Continue funding the Salem Main Streets Program. Support for businesses outside of October is a high priority. Increase support for the programs run in partnership with the city and civic groups such as public art, the Farmer's market, and events.	N/A	N/A
8	Public Meeting	Non-targeted/broad community LMI neighborhood residents and businesses	On November 5, 2014, a public meeting was held with the South Salem Neighborhood Association at the Salem State University Enterprise Center. There were 5 attendees.	Landlords are not keeping up their properties. Need to improve landlord relations with their neighborhoods. Overcrowded housing particularly those with students sharing apartments. Affordable after-school programs are needed, particularly for working parent households. Need for street lighting and street trees, trash bins and lane and crosswalk striping. Housing similar to SROs is needed. Encourage programs for teen pregnancy prevention and services for teen parents.	N/A	N/A

Sort Order	Mode of Outreach	Target of Outreach	Summary of Response/ Attendance	Summary of Comments received	Summary of Comments Not Accepted and Reasons	URL (if applicable)
9	Public Meeting	Non-English Speaking: Spanish Persons with disabilities Residents of Public and Assisted Housing Elderly residents and service providers	On November 7, 2014, a public meeting was held at the Salem Senior Center. There were 25 attendees. Spanish translation was provided.	Need affordable senior housing located near transportation, groceries, and other amenities. Address tripping hazards caused by street trees, poor pavement conditions, and curbs. Transportation program needs expanded times.	N/A	N/A
10	Public Meeting	Residents of Public and Assisted Housing	On November 13, 2014, a public meeting was held with tenants of the Salem Housing Authority. There were no attendees.	No comments were received.	N/A	N/A
11	Public Hearing	Minorities Non-English Speaking: Spanish Persons with disabilities Non-targeted/broad community Residents of Public and Assisted Housing	On November 20, 2014, a public hearing was held for all interested persons. Spanish translation was provided. There was 1 attendee.	No comments were received.	N/A	N/A

Sort Order	Mode of Outreach	Target of Outreach	Summary of Response/ Attendance	Summary of Comments received	Summary of Comments Not Accepted and Reasons	URL (if applicable)
12	Internet Outreach	Minorities Non-English Speaking: Spanish Persons with disabilities Non-targeted/broad community Residents of Public and Assisted Housing	An on-line survey was posted on the City's website in English and in Spanish. There were 318 responses.	Respondents were asked to describe their demographic and socio-economic profile, and then to provide insight on housing issues, community service needs, economic development constraints, and priorities for neighborhood improvements. A detailed summary of the survey results is provided in the appendix.	N/A	N/A
13	Public Hearing	Minorities Non-English Speaking: Spanish Persons with disabilities Non-targeted/broad community Residents of Public and Assisted Housing	On April 16, 2015, a public hearing was held for all interested persons. There were 3 attendees.	Participants asked about specific neighborhood improvements planned for FY16, as well as the number of jobs in Salem created as part of Economic Development programs that receive CDBG funds.	N/A	N/A

Table 4 – Citizen Participation Outreach

Needs Assessment

NA-05 Overview

Needs Assessment Overview

During the needs assessment process, the City identified several priorities, including housing, economic development, public services and neighborhood improvements.

Salem needs more housing that is affordable to people of all income levels and household types. Throughout the public outreach and consultation process, participants identified the cost of housing in the city and the region as a major concern. Cost and a shortage of subsidized affordable housing units are the two greatest challenges to meeting the needs of the constituent population. A significant proportion of the community is housing cost-burdened. The wait for subsidized housing can be 10 years or longer. The greatest gaps in affordable housing are for extremely low- and very low-income households, and disabled and elderly residents. More rental housing is also needed for families and for persons living alone. The characteristics of Salem's housing stock, much of which is in century-old, 2-4 family structures, make it difficult for families, disabled, senior, individual, and minority households to find housing appropriate to their needs due to the presence of stairs, lead paint, code violations, and discrimination. Many homeowners are in housing that is inadequate or doesn't fit their needs because they cannot afford repairs or modifications, access financing, or find alternative housing. Purchase prices are out of reach for low- and moderate-income households trying to become homeowners.

Elderly, disabled, and homeless families have been identified by survey respondents and participants in the consultation process as the population sub-groups needing the greatest support. There is also a growing need for services to assist low-income young adults who are homeless or at risk of homelessness.

Salem has identified needs for social services that include transportation, nutrition, housing advocacy, legal services, education, childcare, and emergency funds for homelessness prevention. Input from the public and local and regional service agencies cites the need to help seniors and other low income individuals and households become more aware of, and to navigate, available programs and services. Mental health issues are a concern for many of these individuals, and access to both sustained and a continuum of care is critical. Incidences of drug addiction have been increasing, and more capacity is needed for prevention and treatment around substance abuse, as well as HIV/AIDS.

Salem residents in low-wage occupations struggle with the high cost of living, while other residents are commuting long distances to reach higher paying jobs. There is a need for more local or nearby living wage jobs that provide health benefits, as well as entry-level jobs that provide a path for career advancement. Job training and ESL classes would help to match the available work-force with jobs in the region. Services to provide orientation to new immigrants, or financial management or life skills to those emerging from homelessness would help these individuals gain economic independence. A lack of

affordable childcare and after-school care is a barrier to full employment for many workers, along with transportation constraints.

Economic development initiatives will help to increase and maintain quality employment opportunities for low- and moderate-income residents in Salem. Business recruitment, downtown coordination, and technical and financial assistance will support and maintain a vibrant economy in the downtown and help to build small businesses in the city.

In surveys and public meetings, participants cited the need for public improvements, particularly streets, sidewalks, parks, and public spaces. Facilities that provide multi-purpose space for social and civic activities, arts, recreation, and community services are also needed. There is strong support for the completion of a new senior center. Others suggested that a community space serving the Point neighborhood is needed.

NA-10 Housing Needs Assessment - 24 CFR 91.205 (a,b,c)

Summary of Housing Needs

The cost of housing and the lack of availability of affordable housing for low- and extremely low-income households represent the greatest needs, reflected both through analysis of data and through input of the public and service providers. The lack of available housing appropriate for families and seniors is also an issue.

Demographics	Base Year: 2000	Most Recent Year: 2011	% Change
Population	40,407	41,163	2%
Households	17,477	17,690	1%
Median Income	\$44,033.00	\$56,203.00	28%

Table 5 - Housing Needs Assessment Demographics

Data Source: 2000 Census (Base Year), 2007-2011 ACS (Most Recent Year)

Salem is home to over 41,000 residents. The city has a relatively stable population, having increased by approximately 2.3% between the 2000 and 2010 decennial Census. The rate of population growth slightly exceeded the rate of household growth during this time, meaning that average household size, 2.31 in 2010, has edged up since 2000.

Population growth occurred primarily in the 35-64 age range. In contrast to regional trends, Salem's elderly population has continued to decline in absolute numbers over the past two decades, while the number of children (<18 years) also decreased between 2000 and 2010. Children make up approximately 19% of Salem's population, numbering 7,728 as of 2010. As of 2010, Salem had 7,173 residents over the age of 60, comprising 17% of the population. The proportion of children and of seniors is lower in Salem than in Essex County or Massachusetts as a whole.

Salem is one of the more diverse communities on the North Shore in terms of ethnicity and race; the proportion of minority residents being slightly higher than Essex County or Massachusetts overall. The Hispanic population continues to grow, while most other minority groups decreased in number between 2000 and 2010.

Population by Race and Age					
	Salem		Essex County		Massachusetts
	Number	Percent	Number	Percent	Percent
White Alone (non-Hispanic/Latino)	31,377	75.9	565,035	76.0	76.1
Black or African American (non-Hispanic/Latino)	1,450	3.5	19,566	2.6	5.9
Asian (non-Hispanic/Latino)	1,083	2.6	22,864	3.1	5.3
Some other race (non-Hispanic/Latino)	249	0.6	3,628	0.4	1.2
Multi race (non-Hispanic/Latino)	716	1.7	10,155	1.3	1.8
White Alone (non-Hispanic/Latino)	6,465	15.6	743,159	16.5	9.6
Persons < 18 years	7,728	18.7	172,089	23.2	21.7
Persons > 65	5,342	12.9	105,083	14.1	13.8
Source: 2010 Census DP-1: Demographic Profile data					

More than half of Salem's households are families. One-third of all households are married couples, and one in four has children under the age of 18 years old. A relatively high proportion of Salem households, 36 %, consist of individuals living alone. Almost twice as many women live alone as men; among people living alone over the age of 65, the ratio of women to men is three to one.

An online survey conducted as part of the Consolidate Plan process provides further insight into the family composition of Salem residents. Out of 318 residents who responded to the survey, the largest share, 40%, were single generation family households with no children under age 18 living in the home, including couples without children, and empty-nesters. The proportion of two-parent and single-parent households who completed the survey was similar to the American Community Survey (ACS) profile, while fewer survey respondents (26%) lived in non-family households. The survey was notable in reporting the portion of intergenerational households (12% in total), including parents with adult children living at home, adults with parents aged 65 and over living in their homes, and households with 3 or more generations living together. This finding indicates that people may be doubling up because of the lack of affordable or appropriate housing to meet their needs.

Household incomes have fluctuated over the past five years; the median household income according to the 2009-2013 ACS was \$64,214, compared with an estimated median of \$61,906 in 2006-2008. Single parent families earn less than half as much as married couple families, while individuals living alone have comparably low incomes. Median incomes in Salem are lower than the statewide median for most types of households.

Households by Type				
	Households	Percent	Median Income	Massachusetts Median Income
All Households	18,363		\$64,214	\$84,900
Families	9,680	52.7	\$91,120	\$102,264
Male single-parent w/ children <18	421	2.3	\$44,635	\$44,880
Female single-parent w/ children <18	1,861	10.1	\$30,477	\$28,116
Individuals living alone	7,002	38.1	\$30,847	\$31,716
Seniors >65 living alone	2,045	11.1	\$22,968	\$24,337
Households with one or more people >65	4,041	22.0	\$30,869	\$38,325
Source: ACS 2009-2013 5-Year Estimates B19126, B19215, S1903				

Number of Households Table

	0-30% HAMFI	>30-50% HAMFI	>50-80% HAMFI	>80-100% HAMFI	>100% HAMFI
Total Households *	3,535	2,455	2,205	1,730	7,760
Small Family Households *	965	725	1,040	665	780
Large Family Households *	145	120	110	110	310
Household contains at least one person 62-74 years of age	660	445	410	355	1,120
Household contains at least one person age 75 or older	705	630	235	130	330
Households with one or more children 6 years old or younger *	379	335	385	280	1,165
* the highest income category for these family types is >80% HAMFI					

Table 6 - Total Households Table

Data Source: 2007-2011 CHAS

Nearly half of Salem's households have incomes below 80% of the HUD Area Median Family Income (HAMFI) for the Greater Boston/North Shore area, which was approximately \$90,000 in the 2007-2011 ACS. One in five households earns less than 30% of the median, while an additional 14% earn between 30% and 50% of median income. Seniors fall disproportionately into these lower income brackets; for those aged 75 and over, 35% and 31% of households fall within these two income brackets, respectively. Households with young children are more likely to fall into the upper three income brackets, earning 50% of HAMFI and above (2007-2011 CHAS).

A pronounced economic divide separates renters from homeowners. As of 2013, the median homeowner household income in Salem was 2.3 times that of the city's renter households, (\$81,318 versus \$35,297). This difference has grown, as the median income for Salem homeowners increased 34% between 2000 and 2013, while the median for renters increased by just 13% (ACS 2009-2013). Income differences between homeowners and renters often reflect differences in household type.

Married-couple families (with or without children) constitute the largest share of homeowners – nearly half – while non-family households comprise 39%. By contrast, more than half of renters (55%) are non-family households, and 19% of renters are single parent households. Only 16% of renters are married-couple households.

Salem has over six thousand residents living in poverty, representing 15% of the city's population. The rate of persons living near or below the definition of poverty is relatively high compared to Essex County or the state. An estimated 3,673 households in Salem receive public cash assistance or food stamps.

Households by Poverty Status				
	Population/ Households	%	Essex County %	Massachusetts %
Population with incomes below poverty	6,229	15.5	11.2	11.4
Below 50 percent of poverty	2,748	6.8	4.6	5.2
Below 150 percent of poverty	10,359	25.8	18.3	18.1
Households Receiving Public Assistance or Food Stamps	3,673	20.0	15.8	14.7
Students receiving free or reduced lunch		59.7		38.3
Source: ACS 2009-2013 5-Year Estimates DP03, S1701; MA Department of Education (2012)				

Housing Needs Summary Tables

1. Housing Problems (Households with one of the listed needs)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Substandard Housing - Lacking complete plumbing or kitchen facilities	170	55	20	20	265	20	0	0	0	20
Severely Overcrowded - With >1.51 people per room (and complete kitchen and plumbing)	0	0	0	0	0	0	0	0	0	0
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	55	0	25	10	90	0	0	0	20	20
Housing cost burden greater than 50% of income (and none of the above problems)	1,440	375	80	0	1,895	425	340	285	125	1,175
Housing cost burden greater than 30% of income (and none of the above problems)	330	860	465	150	1,805	95	285	295	380	1,055
Zero/negative Income (and none of the above problems)	135	0	0	0	135	45	0	0	0	45

Table 7 – Housing Problems Table

Data Source: 2007-2011 CHAS

The cost of housing has a significant impact on Salem's lower income population. Renters bear the greatest burden; nearly two thousand households pay more than half of their income on rent, while a similar number spend between 30% and 50% of their income on housing costs. There are about 2,200 cost-burdened homeowners, more than half of whom are severely cost-burdened, paying over half of their income on housing expenses. Overcrowding is an issue for a fairly small number of households. Approximately 300 housing units lack complete plumbing or kitchen facilities. The vast majority of households with housing problems are renters, particularly extremely low-income households.

Among households with extremely low incomes (below 30% of AMI), a substantial majority (58% of renters and 69 % of homeowners) have housing problems, which primarily reflect housing cost burden.

2. Housing Problems 2 (Households with one or more Severe Housing Problems: Lacks kitchen or complete plumbing, severe overcrowding, severe cost burden)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Having 1 or more of four housing problems	1,660	435	125	30	2,250	450	340	285	145	1,220
Having none of four housing problems	1,085	1,185	1,135	735	4,140	160	500	665	820	2,145
Household has negative income, but none of the other housing problems	135	0	0	0	135	45	0	0	0	45

Table 8 – Housing Problems 2

Data Source: 2007-2011 CHAS

Among households with extremely low incomes (below 30% of AMI), a substantial majority (58% of renters and 69% of homeowners) have housing problems, which primarily reflect housing cost burden.

3. Cost Burden > 30%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	680	485	295	1,460	50	140	255	445
Large Related	80	40	15	135	15	35	75	125
Elderly	359	315	80	754	355	335	149	839
Other	795	435	150	1,380	95	115	90	300
Total need by income	1,914	1,275	540	3,729	515	625	569	1,709

Table 9 – Cost Burden > 30%

Data Source: 2007-2011 CHAS

According to Table 9, there are a total of 3,729 renter households and 1,709 homeowner households who pay between 30% and 50% of their income on housing. In total, this represents 31% of all households in Salem. Among renters, smaller households, including families of 2-4 people and individuals are most likely to have housing cost burden; among homeowners, the majority of cost-burdened households are elderly.

4. Cost Burden > 50%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	530	10	30	570	50	90	165	305
Large Related	55	10	0	65	15	35	25	75
Elderly	320	145	10	475	275	115	50	440
Other	655	235	40	930	85	100	40	225
Total need by income	1,560	400	80	2,040	425	340	280	1,045

Table 10 – Cost Burden > 50%

Data Source: 2007-2011 CHAS

Over 3,000 households in Salem are severely cost-burdened – that is, they spend over half of their income on housing costs. Two-thirds of the severely cost-burdened households are renters, and half (1,560 households) are extremely low income renters. Individuals living alone and small families (2-4 persons) comprise the majority of severely cost-burdened renters, while elderly homeowners are the most likely to experience severe cost burden.

5. Crowding (More than one person per room)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Single family households	40	0	0	10	50	0	0	0	20	20
Multiple, unrelated family households	25	0	25	0	50	0	0	0	0	0
Other, non-family households	0	0	0	0	0	0	0	0	0	0
Total need by income	65	0	25	10	100	0	0	0	20	20

Table 11 – Crowding Information – 1/2

Data Source: 2007-2011 CHAS

Overcrowding occurs mostly among extremely low income renters. CHAS data indicates that there are fifty cases where overcrowded conditions occur where multiple families share one rental apartment. Neighborhood meeting participants noted that overcrowding is a notable issue where students are sharing apartments, although not evident in CHAS data. Many survey respondents complain that their homes are too small, whether or not they meet the overcrowding criteria defined by CHAS.

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Households with Children Present	0	0	0	0	0	0	0	0

Table 12 – Crowding Information – 2/2

Data Source Comments: Estimate by Community Opportunities Group

Describe the number and type of single person households in need of housing assistance.

Non-family households are disproportionately burdened with unaffordable housing costs. The majority of non-family renter households are individuals living alone, and over three-quarters of non-family households in Salem spend more than 30% of their income on housing. Over 2,000 individuals living alone are living in rental housing they cannot afford. More than half of these households, about 1,300, are spending more than 50% of their income on rent. About 40% of cost-burdened renters living alone (925) are over the age of 65. The lowest income renters living alone are the most severely cost burdened of any population group.

There are also approximately 750 homeowners living alone in Salem who pay more than 30% of their income on housing related costs. The majority, (75%) are over the age 65, and most of these households are severely cost-burdened, that is, paying more than 50 % of their income for housing.

Single person households in need of assistance								
	owners				renters			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Spend 30-50% of income on housing	20	100	135	255	525	205	280	1,010
elderly live alone	20	80	125	225	385	120	45	550
non-elderly non-family	0	20	10	30	140	85	235	460
Spend >50% of income on housing	285	165	65	515	935	320	50	1,305
elderly live alone	200	65	25	290	280	85	10	375
non-elderly non-family	85	100	40	225	655	235	40	930
Total all cost-burdened non-family households	305	265	200	770	1,460	525	330	2,315
elderly % of total	72.1%	54.7%	75.0%	66.9%	45.5%	39.0%	16.7%	40.0%
severely cost burdened % of total	93.4%	62.3%	32.5%	66.9%	64.0%	61.0%	15.2%	56.4%

Estimate the number and type of families in need of housing assistance who are disabled or victims of domestic violence, dating violence, sexual assault and stalking.

There are approximately 4,403 households in Salem in which one or more household members have disabilities, representing 24% of the city's households. Of households with disabilities, 1,567 (36%) receive SNAP or cash assistance benefits. (ACS 2009-2013 B22010) As with other segments of Salem's population, the lack of affordable housing has been identified as the highest priority need for persons with disabilities. For persons with a mobility disability, this problem is compounded by the insufficient supply of accessible units.

HAWC, which provides services in Salem to victims of domestic violence, provides a shelter/residential facility that has a capacity of 7 adults and 20 children, and also assists clients in finding permanent housing and housing assistance. In FY 2014, HAWC received requests for non-residential assistance and services from 2,428 unduplicated clients, of whom ten percent (244) were from Salem. A record of the services that HAWC provided on September 10, 2014, which typifies the needs of its clients, included 8 unmet emergency shelter requests.

What are the most common housing problems?

The vast majority of housing problems in Salem stem from housing cost, which has risen precipitously over the past decade relative to household incomes. Renters, in particular, are paying a higher share of their income on housing than they did in 2000: the median rent has increased by 51% between 2000 and 2013, while median income for renters has risen by 13% during the same period. Salem's median gross rent of \$1,063 represented 36% of monthly household income, on average, between 2009 and 2013, while in 2000, the median gross rent represented just 27 % of monthly gross income of Salem's rental households. Approximately half of renter households spend more than 30% of their income on rent. In addition, 100 rental households are living in overcrowded conditions likely due to the choice of smaller units than needed or families doubling up in order to mitigate the cost of housing.

Homeowners as a group are wealthier than renters, having a median household income that is more than double the median for renters, yet home values have also increased over this period at nearly twice the rate of income growth. The median income for homeowners declined slightly (without adjusting for inflation) between 2008 and 2013, as did the median value of owner-occupied homes. Rising home values combined with increasing tax burden results in a considerable number of homeowners are also paying more than they can afford for housing. Participants in the public survey and meetings also highlight finance problems due to underwater mortgages.

Aside from housing cost, many participants in the public meetings and surveys expressed concern over the condition of homes throughout the city, particularly where they are owned by absentee landlords. Survey respondents noted "unsafe conditions," which are not included in CHAS criteria, including lead paint, mold, asbestos, faulty electrical/plumbing/ heating systems, or crime. Housing insecurity for reasons other than insufficient income was also noted by some housing respondents, including the potential of eviction, foreclosure, or that they lack their own housing.

Housing Costs versus Household Incomes 2000-2012				
	2000	2008	2013	Change: 2000-2013
Median Household Income	\$43,580	\$61,906	\$55,780	28%
Owners	\$60,532	\$82,215	\$81,318	34%
Renters	\$31,211	\$34,876	\$35,297	13%
Median Value	\$188,700	\$347,100	\$304,400	61%
Median Gross Rent	\$705	\$1,075	\$1,063	51%
Median Gross Rent as % of Median Renter Income	27.1%	37.0%	36.1%	
Source: 2000 Census DP04, SF-3; ACS 2006-2008 DP04, B25119; ACS 2008-2012 DP04, B25119				

Are any populations/household types more affected than others by these problems?

Low-income families are most severely impacted by housing costs; over 2,000 small families (2-4 persons) in Salem are burdened with unaffordable rents. For Salem families who rent, about 60% have children under the age of 18 (2,594 families), and an estimated 1,300 of those households are cost-burdened.

Among homeowners, elderly with very low or extremely low incomes are the most severely impacted by rising housing costs.

Describe the characteristics and needs of Low-income individuals and families with children (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered 91.205(c)/91.305(c)). Also discuss the needs of formerly homeless families and individuals who are receiving rapid re-housing assistance and are nearing the termination of that assistance.

Housing is foundational for every aspect of a person's life. However, some individuals and families are housed precariously and cycle in and out of homelessness, or live one unexpected bill away from eviction. The threat of homelessness is real for a growing number of Americans whose wages have not kept pace with housing costs, especially in metropolitan Boston. A minimum wage worker earning \$9.00 per hour (as of January 1, 2015), has to work more than two full time jobs (89 hours per week) to afford an efficiency apartment at fair market rate (approximately \$1,000 per month for Salem¹). Evidence of the economic pressures and housing insecurity in Salem and the North Shore is seen by the number of Salem and North Shore families housed by the state in motels, hotels, and scattered site transitional housing. As of late 2014, the state was housing 30 Salem families.

Although hard data does not exist to quantify the low-income individuals and families with children who are currently housed but at-risk of losing their housing, anecdotal reports are that many live under this

¹ HUD FMR and HOME Rents 2014

threat. During public forums, focus groups and interviews, residents and service providers consistently expressed concern over the cost of housing in Salem — cost burdens borne especially by low income households and insufficient affordable housing options for both low- and middle-income households. The 2007-2011 CHAS reported nearly 1,900 renter households having cost burdens of greater than 50% of income; more than three-quarters of these had extremely low incomes. Unsurprisingly, the severity of cost burden appears to be closely related to income level: although more than 1,800 renter households had cost burdens between 30% and 50%, 18% of the extremely low income households fell within that range. For homeowners, the CHAS reported that 1,175 households had a similar cost burden, with 36% of those being extremely low income. In short, the data shows that cost burdens fall most heavily on extremely low income households.

There is a need for all kinds of housing — particularly rental housing — to serve different types of households, including seniors, large and small families and individuals living alone. Salem also has a shortage of housing that is accessible for persons with disabilities.

There are long waiting lists for housing appropriate for seniors — both for market rate units and subsidized senior housing. Meeting participants and service and housing providers point out that some larger units are needed for seniors with special needs, in order to accommodate caregivers and/or family members. Participants in the survey and public meetings also noted that stairs are a mobility barrier for many seniors, which may result in a need to find more suitable housing.

The City does not have data relating to formerly homeless families and individuals who are receiving rapid re-housing assistance and are nearing the termination of that assistance

If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates:

There is no uniform profile of a homeless person in Salem, nor of households at risk of homelessness. The information provided in the response above serves as an indicator of the risks faced by many low- and extremely low-income Salem households. These risks are supported by anecdotal comments made by residents and representatives of provider agencies, who stated that economic insecurity is seen as the single most important factor in homelessness or being at-risk of homelessness.

The scarcity of lower-priced housing and the decreasing trends in funding for subsidized housing have contributed to the rise of homelessness and the length of time that homeless persons spend waiting for permanent housing. The waiting list for obtaining a voucher or a unit in a subsidized housing development is currently 10 years or longer, and the volume of applicants for the recent housing lottery for the 51 units at the former St. Joseph's housing development (20:1) underscores the magnitude of the need for affordable housing by lower income households in the region, many of whom are having

difficulty keeping up with housing costs.² Anecdotally, there were reports that many households are couch surfing or doubling up with family members due to the cost of housing or the difficulty of finding appropriate housing.

Specify particular housing characteristics that have been linked with instability and an increased risk of homelessness

Hunger is a leading indicator of poverty and reflects how precariously households are living. For many who struggle to meet housing costs, food may be one of the few variable expenses. After paying rent/mortgage and utility bills, cost-burdened families have little money remaining. Conversely, other low-income families may face the difficult choice of giving priority to spending limited income on food, thereby falling behind in housing expenses. According to ACS, the number of households receiving SNAP benefits or cash assistance rose by 35% from 2009-2013, to an estimated 3,195 in 2013.³ ACS estimates that two-thirds of the households receiving SNAP benefits had one or more persons working, 41% have children under the age of 18, 27% of SNAP recipients have elderly household members, and 53% have persons with disabilities.⁴ Salem organizations that provide food assistance⁵ cited an increase in requests. Joseph's Storehouse is currently receiving about 125-180 visitations per week, compared to 75 three years ago; in 2014, it served 1,098 unduplicated households.⁶

The North Shore Housing Action Group (NSHAG), operated by North Shore Community Action Programs, Inc. (NSCAP), is a network of provider agencies, faith-based organizations, elected officials and others who collaborate on a regional approach to prevent and address homelessness. NSCAP's 2014 homeless service report provides insight to the issues faced by *currently housed* low-income persons in Salem and other communities it serves (Peabody, Beverly, Danvers, and 22 other communities). It reports that 60% of its homeless clients had incomes too low to pay for housing, by far the highest reported primary reason for becoming homeless. The second highest reported cause was a job loss, experienced by 12% of its clients. Economic factors are clearly a primary cause for homelessness, or risk of it. NSCAP reported that "...many more are working than compared to two to three years ago; many more 2 parent households are active in the shelter system. Incomes are not nearly enough to pay local rents."⁷

Although federal, state and private funding exists, the funding levels for affordable housing units, emergency and transitional shelter, and related programs benefitting the low-income and poor persons is inadequate. This is especially true for permanent affordable housing – hence the continuing demand for emergency shelter and transitional housing. There is also a need for resources and services to prevent individuals and families from becoming homeless or for households trying to exit homelessness.

² Applicants included non-Salem residents, as well as those currently residing in Salem.

³ ACS B10957, 2005-2009 and 2009-2013.

⁴ ACS S2201, 2009-2013.

⁵ These include St. Joseph's Storehouse/East Gate Fellowship Food Pantry and the North Shore Moving Market.

⁶ Phone interview with Paul Paulsen of East Gate Fellowship Food Pantry on January 15, 2015.

⁷ Email from Laura MacNeil, NSCAP, to Jane Guy, Salem OPCD, January 13, 2015.

A National Housing Trust Fund, established as a provision of the Housing and Economic Recovery Act of 2008, is expected to be capitalized beginning in 2016, and will provide a permanent dedicated source of funding through a block grant program to states for affordable housing, particularly targeted toward rental housing for extremely low income households.

Aside from increasing the supply and diversity of affordable housing, low income households would also benefit from increased support to help prevent homelessness and to improve the quality of the housing in which they reside. Some of the needs identified by housing service providers include legal assistance, individualized accommodations to make units accessible; pest control and mold remediation; and weatherization, energy efficiency and fuel assistance. There are insufficient resources to meet the demand for existing programs. Moreover, applicants confront administrative barriers when they try to access them, such as difficulty understanding complex eligibility requirements and application forms. In particular, many people have difficulty obtaining assistance because of language barriers and/or CORI records.⁸

⁸ Meeting on Tuesday, October 21, 2014 with Affordable Housing Service Providers; responses to surveys and interviews with various providers, various dates.

NA-15 Disproportionately Greater Need: Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

Introduction

The following table highlights some of the socio-economic differences that exist between races and ethnicities in Salem. Overall, whites and Asians are wealthier than other racial groups, with significantly higher median incomes and rates of homeownership. Salem's largest minority population, Hispanics have a median household income that is approximately half that of white households, and fewer than 20% of Hispanic households own their own homes. African American households and other racial groups have comparably lower median incomes and rates of homeownership.

Salem Households by Tenure, Race and Hispanic Origin				
	Total Households	Median Household Income	Percent Homeowners	Percent Renters
All Households	18,363	\$55,780	47.0	53.0
White Alone (Non-Hispanic)	14,949	\$60,375	53.0	47.0
Black or African American (Non-Hispanic)	872	\$35,417	16.4	83.6
American Indian and Alaska Native (Non-Hispanic)	74	\$40,833	10.8	89.2
Asian (Non-Hispanic)	298	\$63,393	69.8	30.2
Native Hawaiian and Pacific Islander (Non-Hispanic)	0	-		
Some Other Race (Non-Hispanic)	826	\$24,928	8.8	91.2
Two or More Races (Non-Hispanic)	422	\$40,625	29.2	70.8
Hispanic or Latino Ethnicity (all races)	2,155	\$30,654	14.8	85.2
Source: ACS 2008-2012 5-Year Estimates S1903, B25003				

The following table shows the distribution of household incomes by race and ethnicity. Hispanic households disproportionately have extremely low (<30%) and very low incomes (30-50% AMI), while African American households and other minorities are more likely to fall into the very low and low income categories (50-80% AMI).

Distribution of Households by Race and Income Level					
	<30% AMI	30-50% AMI	50-80% AMI	80-100% AMI	>100% AMI
All Households	18%	14%	14%	9%	46%
White (Non-Hispanic)	16%	13%	14%	10%	47%
Black / African American (Non-Hispanic)	18%	20%	40%	4%	18%
Asian (Non-Hispanic)	12%	0%	17%	24%	47%
American Indian, Alaska Native (Non-Hispanic)	20%	75%	0%	0%	5%
Pacific Islander (Non-Hispanic)	-	-	-	-	-
Hispanic or Latino Ethnicity (all races)	40%	24%	9%	7%	20%
Source: 2007-2011 CHAS, Community Opportunities Group					

0%-30% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,535	820	185
White	1,865	540	100
Black / African American	125	0	30
Asian	110	0	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	360	280	55

Table 13 - Disproportionally Greater Need 0 - 30% AMI

Data Source: 2007-2011 CHAS

*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

30%-50% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,920	535	0
White	1,340	470	0
Black / African American	155	0	0
Asian	0	0	0
American Indian, Alaska Native	45	0	0
Pacific Islander	0	0	0
Hispanic	315	65	0

Table 14 - Disproportionally Greater Need 30 - 50% AMI

Data Source: 2007-2011 CHAS

*The four housing problems are: 1.. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

50%-80% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,165	1,040	0
White	880	790	0
Black / African American	95	75	0
Asian	0	0	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	175	165	0

Table 15 - Disproportionally Greater Need 50 - 80% AMI

Data Source: 2007-2011 CHAS

*The four housing problems are:
1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

80%-100% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	705	1,025	0
White	600	935	0
Black / African American	0	15	0
Asian	35	35	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	70	30	0

Table 16 - Disproportionally Greater Need 80 - 100% AMI

Data Source: 2007-2011 CHAS

*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

Discussion

CHAS data indicates minor differences in the rate of housing problems between White and minority households of comparable income. While a higher proportion of African-American or Hispanic households have housing problems than the population as a whole, the rate of severe housing problems is comparable or lower. High margins of error for the ACS data on which the CHAS data is based may account for differences in the data, not clearly reflecting actual conditions.

Proportion of Households with Housing Problems by Race and Income Level				
	<30% AMI	30-50% AMI	50-80% AMI	80-100% AMI
All Households	77%	73%	54%	38%
White	76%	70%	55%	37%
Black / African American	100%	85%	50%	0%
Asian	100%	0%	43%	60%
American Indian, Alaska Native	100%	100%	0%	0%
Pacific Islander	-	-	-	-
Hispanic	75%	77%	58%	50%
Source: 2007-2011 CHAS, Community Opportunities Group				

NA-20 Disproportionately Greater Need: Severe Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

Introduction

CHAS data indicates minor differences in the rate of housing problems between White and minority households of comparable income. While a higher proportion of African American or Hispanic households have housing problems than the population as a whole, the rate of severe housing problems is comparable or lower. High margins of error for the ACS data on which the CHAS data is based may account for differences in the data, not clearly reflecting actual conditions.

Proportion of Households with Severe Housing Problems by Race and Income Level				
	<30% AMI	30-50% AMI	50-80% AMI	80-100% AMI
All Households	59%	33%	18%	7%
White	59%	35%	18%	8%
Black / African American	42%	85%	28%	0%
Asian	100%		43%	0%
American Indian, Alaska Native	100%	100%		
Pacific Islander				
Hispanic	58%	18%	2%	0%
Source: 2007-2011 CHAS, Community Opportunities Group				

0%-30% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,110	1,245	185
White	1,555	850	100
Black / African American	110	15	30
Asian	110	0	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	275	365	55

Table 17 – Severe Housing Problems 0 - 30% AMI

Data Source: 2007-2011 CHAS

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

30%-50% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	770	1,685	0
White	695	1,115	0
Black / African American	55	100	0
Asian	0	0	0
American Indian, Alaska Native	10	30	0
Pacific Islander	0	0	0
Hispanic	4	375	0

Table 18 – Severe Housing Problems 30 - 50% AMI

Data Source: 2007-2011 CHAS

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

50%-80% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	410	1,800	0
White	300	1,375	0
Black / African American	60	110	0
Asian	0	0	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	55	290	0

Table 19 – Severe Housing Problems 50 - 80% AMI

Data Source: 2007-2011 CHAS

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

80%-100% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	175	1,555	0
White	175	1,360	0
Black / African American	0	15	0
Asian	0	70	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	0	100	0

Table 20 – Severe Housing Problems 80 - 100% AMI

Data Source: 2007-2011 CHAS

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

NA-25 Disproportionately Greater Need: Housing Cost Burdens – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

Introduction:

As noted earlier, minority populations in Salem – particularly African-Americans and people with Hispanic ethnicity – have disproportionately lower incomes compared to White households. Data indicates that disproportionate housing cost burden among minorities is related to the broad income disparity overall, rather than racial and ethnic differences.

Housing Cost Burden

Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Jurisdiction as a whole	3,565	2,895	3,215	245
White	8,755	2,995	2,650	155
Black / African American	255	155	200	30
Asian	155	45	105	10
American Indian, Alaska Native	0	30	10	0
Pacific Islander	0	0	0	0
Hispanic	845	735	280	55

Table 21 – Greater Need: Housing Cost Burdens AMI

Data Source: 2007-2011 CHAS

Discussion

CHAS data indicates that Hispanic households disproportionately spend 30-50% of their income on housing, while a disproportionate share of African-American households spend more than half of their income on housing related costs. As previously stated, the median incomes for minority households is considerably below that for White households, and low-income and minority households are more likely to rent their homes. The disproportionate burden of high housing costs is likely a reflection of income and rental market conditions.

Proportion of Households with High Cost Burdens by Race					
	Total Households	Proportion of Income Spent on Housing			
		<=30%	30-50%	>50%	No Income
Jurisdiction as a whole	17,495	57%	24%	18%	1%
White	14,840	60%	23%	17%	1%
Black / African American	505	44%	24%	33%	0%
Asian	210	62%	19%	14%	5%
American Indian, Alaska Native	20	0%	0%	100%	0%
Pacific Islander	0	-	-	-	-
Hispanic	1,755	38%	35%	25%	2%

Source: 2007-2011 CHAS, Community Opportunities Group

NA-30 Disproportionately Greater Need: Discussion – 91.205(b)(2)

Are there any Income categories in which a racial or ethnic group has disproportionately greater need than the needs of that income category as a whole?

Minority households have disproportionately lower incomes compared with the overall population, and they are less likely to own their own homes. CHAS data does not indicate a significant difference in the rates of housing problems experienced by households of specific racial and ethnic groups in comparison with other households with similar incomes. Minor differences in the proportion of households with housing problems may fall within the margin of error for the ACS data on which the CHAS data is based.

Anecdotally, Salem residents have experienced some discrimination in the housing market. In a very tight rental housing market that is dominated by small-scale multifamily buildings, minority households have an added disadvantage when seeking housing if landlords choose to select non-minority applicants, although this is undocumented.⁹

If they have needs not identified above, what are those needs?

During the public consultation process, participants at the community meeting held in the Point Neighborhood stated that there is a need for more coordinated services to help Spanish-speaking residents navigate immigration transition. Spanish-speaking households often have difficulty accessing services they need, including housing programs, legal assistance, job training, and financial counseling, because they do not know about the programs or need help navigating the administrative and regulatory requirements.

Are any of those racial or ethnic groups located in specific areas or neighborhoods in your community?

Salem has the multicultural and mixed-income population characteristics of many older industrial cities in the Northeast. The Point, a neighborhood located directly south of Salem's downtown, is the City's only racially and ethnically concentrated area where census tracts have a non-white population of 50% or more. Sixty-three percent (63%) of the neighborhood's 4,491 residents are non-white, more than double the City's non-white population of 25%. (US Census 2010) The majority of the Point's non-white residents are Latino immigrants and second and older generations, with some new arrivals from Haiti and African countries. The neighborhood's median income is \$26,483, with 33% of households meeting poverty guidelines. (Salem Point Neighborhood Commercial Corridors Revitalization Plan, 19: "ESRI and US Census") More than half (62%) of the Point's renters and one-third (39%) of its homeowners are cost-burdened, paying more than 30% of their income towards housing costs. (ACS 2007-2011)

Despite this geographic concentration, the City has not found indication that housing policies have created impediments to fair housing. Subsidized and affordable housing is located citywide, and is not disproportionately concentrated. Foreclosures and loan denials also occurred proportionally in all areas.

⁹ Phone interview with Nelly Wadsworth, Associate Director of Center for International Education, Salem State University, 2/6/15

NA-35 Public Housing – 91.205(b)

Introduction

The Salem Housing Authority (SHA) provides affordable housing to individuals and families in both federally- and state-owned properties. The SHA also administers Section 8 Housing Choice Vouchers, which subsidize the rents of tenants living in privately-owned rental units. It manages 39 federally-owned housing units located in six properties at six different sites, as well as 676 units of state-owned housing located in 83 buildings at 17 sites within the City. In addition to its own properties, the SHA currently manages a total of 867 Section 8 Vouchers (9 project-based and 858 tenant-based) that subsidize rents in privately-owned housing.

The table below shows federal units and vouchers, including those administered by other agencies than the SHA, such as Community Teamwork, Inc. in Lowell, which administers 348 Section 8 vouchers for residents living in Salem (169 project-based and 179 tenant-based).

Totals in Use

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project -based	Tenant -based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers in use	0	0	39	867	9	858	0	0	0

Table 22 - Public Housing by Program Type

*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

Data Source: PIC (PIH Information Center)

Characteristics of Residents

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project -based	Tenant -based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	
Average Annual Income	0	0	16,462	16,251	11,514	16,301	0	0	0
Average length of stay	0	0	5	7	4	7	0	0	0
Average Household size	0	0	1	2	1	2	0	0	0
# Homeless at admission	0	0	0	3	0	3	0	0	0
# of Elderly Program Participants (>62)	0	0	21	208	2	206	0	0	0
# of Disabled Families	0	0	10	220	7	213	0	0	0
# of Families requesting accessibility features	0	0	39	867	9	858	0	0	0
# of HIV/AIDS program participants	0	0	0	0	0	0	0	0	0
# of DV victims	0	0	0	0	0	0	0	0	0

Table 23 – Characteristics of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

Race of Residents

Race	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers					
				Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled*
White	0	0	38	793	9	784	0	0	0
Black/African American	0	0	1	67	0	67	0	0	0
Asian	0	0	0	5	0	5	0	0	0
American Indian/Alaska Native	0	0	0	2	0	2	0	0	0
Pacific Islander	0	0	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0
*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition									

Table 24 – Race of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

Ethnicity of Residents

Ethnicity	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers					
				Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled*
Hispanic	0	0	9	436	0	436	0	0	0
Not Hispanic	0	0	30	431	9	422	0	0	0
*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition									

Table 25 – Ethnicity of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

Section 504 Needs Assessment: Describe the needs of public housing tenants and applicants on the waiting list for accessible units.

Program	Applicants Requesting Modified Units
State Elderly 667	47
State Family 705	20
Federal Elderly	1
Federal Family	0
Source: SHA Executive Director 2/19/2015	

Most immediate needs of residents of Public Housing and Housing Choice voucher holders

Based upon the available data, Salem needs more housing that is affordable to low income families, elders and those with disabilities. As shown in the above table entitled “Characteristics of Residents”, the *average* household income of current residents of public housing and those with housing vouchers is below 30% of area median income (Extremely Low Income), which indicates that only the poorest individuals and families are finding rental housing sufficiently subsidized as to be genuinely affordable to them. Fewer Very Low Income households earning between 30-50% of area median income are receiving these scarce housing subsidies. Those with incomes that are between 31 percent and 50 percent of area median income cannot afford housing even at the lowest end of the range of private housing market without incurring a serious cost burden. Additional accessible housing is also needed to address the needs of an aging population.

In Salem, as is true throughout the Metropolitan Boston area, high market rate rents provide a challenge to Housing Choice voucher holders to find units with rents that meet the program requirements.

Massachusetts now maintains a statewide Section 8 waiting list and the Salem Housing Authority draws applicants from that statewide list, applying its own approved local preferences.

The waiting lists for all types of public housing in Salem are long and are a further indication of the need for an increased supply - not only of more affordable housing, but for additional housing with rents subsidized to a level that is scaled to the income of the tenants. The table below indicates the SHA current waiting lists.

SHA WAITING LISTS		
	FEDERAL	STATE
FAMILY	396	294
ELDERLY	229	750
CONGREGATE		1
MODIFIED		59
SECTION 8		* State Waiting List

SHA ESTIMATED AVERAGE WAITING TIME FOR APPLICANTS		
	FEDERAL	STATE
FAMILY	2+ YEARS	1+ YEARS – 2+ YEARS
ELDERLY	1+ YEARS	.5 + YEARS – 3+ YEARS
SECTION 8 w Local Preference	8+ YEARS	8+ YEARS
SECTION 8 non Local	10+ YEARS	10+ YEARS

How do these needs compare to the housing needs of the population at large?

The population at large continues to experience similar pressures related to the cost and suitability of housing in Salem and the region. Incomes have been stagnant for a number of years, and the pressures driving rental housing costs upward has been exacerbated over the last few years as homeowners who lost their homes to foreclosure entered the rental housing market, increasing demand and driving prices up further. Accessible housing will be needed by an increasing percentage of the population. This trend is further fueled by an aging population, as the “Baby-Boomer” generation reaches retirement age. Accessibility retrofits of older single family housing are often complex and expensive, particularly in older, historic cities such as Salem where many homes are old, located on small lots, and not easily adaptable. It is possible that Salem’s decline in population over age 65 between 2000 and 2010, countering state-wide trends may reflect the difficulty that seniors face in finding appropriate housing that allows them to stay in the community. Providing accessible units in larger rental developments where, for example, elevators are already part of the design will be an increasing need, and likely a more cost effective one.

Discussion

The North Shore CDC and other agencies that participated in the Housing Stakeholders Focus Group meeting observe that, aside from the excessive length of waiting lists for affordable housing, maintaining the list is challenging because the population who seek affordable housing because of current housing problems are often transient and difficult to contact once units become available. In addition, many have difficulty qualifying because they have problems with credit, CORI, or other issues that lead to disqualification.

NA-40 Homeless Needs Assessment – 91.205(c)

Introduction:

Homelessness is a complex problem that requires different solutions and interventions.¹⁰ Homelessness happens to individuals, couples, and families with children; it can be a chronic or temporary condition. The Commonwealth's Department of Transitional Assistance, the Division of Housing Stabilization within the Department of Housing and Community Development (DHCD), and the division of the Executive Office of Health and Human Services which fund services for many homeless families and individuals, categorize the root causes as:

- *structural issues* such as high housing costs or low household income
- *personal issues* such as mental illness, substance abuse or other physical and mental disabilities, and/or
- *social policies* such as the availability and effectiveness of assisted housing, mental health programs, substance abuse treatments, and other service interventions.

The continuing loss of affordable housing, in conjunction with low paying jobs, has exacerbated the risk of homelessness. In situations reported by service providers, the lowest income households and individuals with disabilities are frequently living in overcrowded or substandard conditions that likely serve as short-term housing solutions. Permanent housing has become increasingly out of reach for young adults, many of whom resort to "couch surfing", while significant number of elderly residents reside in homes that they cannot afford to maintain in safe, habitable condition. In addition to decent, safe, affordable housing, many homeless families and individuals also need supportive services to make the transition to independent living, to deal with other problems such as substance abuse or mental illness, or to become economically self-sufficient.

Tracking the number of people who are homeless or at risk of homelessness is challenging. Some who are homeless are transient, with multiple shelter stays in one year at one or more providers, making it difficult to obtain an unduplicated count of people using homeless services. Other homeless individuals and families stay with family and friends or are unsheltered, thereby resisting identification and assistance.

Salem is one of 30 communities within the North Shore Continuum of Care Alliance (NSCoC), which conducts annual Point-in-Time (PIT) counts, as required by HUD. Salem has two homeless shelters: Lifebridge, an emergency shelter for both male and female adult individuals, and Healing Abuse, Working for Change (HAWC), a domestic violence shelter for families. Both conducted their PIT count on 1/28/15. Lifebridge also coordinated with the Salem Police Department to go out into the street to count the unsheltered homeless population. The count from the two shelters and streets totaled 70

¹⁰ HUD defines "homeless" or "homeless individual" as an individual who lacks a fixed, regular, and adequate nighttime residence; and an individual who has a primary nighttime residence that is a) supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill); b) an institution that provides a temporary residence for individuals intended to be institutionalized; or c) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

homeless adults and children, of which 4 were unsheltered individuals on the street.¹¹ This figure does not capture homeless individuals or families temporarily staying in hotels, hospitals, drug treatment facilities, stabilization or transitional programs, or detention facilities, nor those who are doubling up or “couch-surfing” with other households.

Lifebridge primarily serves the chronically homeless, and reports in annual PIT counts that the three largest sub-groups of its guests are those with mental illness, substance abuse and physical disabilities. Lifebridge notes that for the past several years it has seen an increase in young adults who are homeless, with this trend becoming more pronounced during the cold weather months.

Salem and area homeless service providers report that the number of homeless persons *seeking* emergency shelter continues to increase for both individuals and families. Service providers distinguish between individuals and families seeking shelter and the actual numbers that are being sheltered and counted. While the shelters allow individuals to “overflow” during the winter, they can only serve them if there is available space. Salem’s two shelters have a normal capacity of 53 beds; they can host an overflow of 16 additional beds.

SALEM POINT IN TIME COUNT: January 28, 2015

Homeless Count	Persons
Lifebridge*	49
HAWC	17
Other (Unsheltered)	4
Total	70

	Lifebridge	HAWC**	Other	Total
Chronically Homeless	49			49
Seriously Mentally Ill	37			37
Chronic Substance Abuse	24			24
Veterans	1			1
Persons with HIV/AIDS	1			1
Victims of Domestic Violence	4	17		21
Unaccompanied Children (under 18)	0			0
Elderly (over 60)	7	.		7
Youth (18-24)	3			3
Physically Disabled	11			11

* Lifebridge reports that one shelter guest was hospitalized when the count was taken; if that person was present its count would be 50.

** HAWC did not collect PIT data in 2015 for the subpopulations listed.

¹¹Information provided by Lifebridge, and HAWC.

In addition to the above, the Salem Community Charter School reports that 18 (30%) of its students, are homeless as per the McKinney-Vento definition. This includes one individual under age 18, with the others between age 18-23.

If data is not available for the categories "number of persons becoming and exiting homelessness each year," and "number of days that persons experience homelessness," describe these categories for each homeless population type (including chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth):

Homeless Persons who are Chronically Homeless. Lifebridge reports that all of its 49 guests are chronically homeless. HAWC reported that none of the households present at the PIT count were chronically homeless. Advocates emphasize that the chronically homeless have issues that a shelter stay or housing subsidy cannot solve – housing with supportive services is essential in permanently housing the chronically homeless.

Homeless Persons who are Seriously Mentally Ill. Lifebridge reported that more than three-quarters of its clients (37) on the day of the 2015 PIT count were seriously mentally ill.¹² Valerie Sweeney, Lifebridge's Clinical Manager, stated that most of the clients who come to the shelter are referrals being discharged from hospitals. Ms. Sweeney's viewpoint is that many are being discharged prematurely with untreated mental health issues, including those whose behavior escalates to violence, which can pose an unsafe environment to staff and other clients.¹³ Both Lifebridge and the Salem Police Department report seeing an increase in younger homeless persons, and issues of mental illness and substance abuse both among young and older adults.¹⁴ In the 2014 PIT, HAWC reported that two of its sheltered individuals were severely mentally ill; it did not report this information for the 2015 PIT.¹⁵ Agencies and organizations active in Salem in providing homelessness prevention and services to the homeless, as well as those providing other social services, note the inadequacy of mental health services in the region – both for out-patient and in-facility treatment.

Homeless Persons who are Chronic Substance Abusers. For the 2015 PIT, Lifebridge reported that 24 of its 49 clients (50%) had chronic substance abuse issues. HAWC reported that one of its clients was a chronic substance abuser. Homelessness service providers note the inadequacy of substance abuse programs in the area, resulting in continued instability of clients and the inability to provide them with needed programs and services. Lifebridge offers a ninety-day support program that includes counseling and drug testing. Individuals who come to the shelter under the influence of a substance or use while present are referred to either another shelter that is equipped to handle their situation or to hospitals or detox facilities, or they are put into Salem Police Department custody.

¹² Telephone Interview with Valerie Sweeney, Lifebridge, 2/24/15

¹³ Telephone Interview with Valerie Sweeney, Lifebridge, 1/20/15

¹⁴ Telephone discussion with Lt. Douglas King, Salem Police Department, 1/23/15

¹⁵ Telephone Interview and email with HAWC staff, 1/20/15 and 2/19/15

Homeless Persons who are Veterans. Lifebridge counted 1 individual in 2015 who was a veteran, compared to 3 in the 2014 PIT count. HAWC reported no veterans.

The last fifteen years has seen an increasing number of veterans in need of shelter, transitional, and permanent supported housing. With the current numbers of returning veterans, it is expected that this need will increase further. In addition, for the first time there is a growing number of women veterans, both individuals and those with families, who need assistance.¹⁶ However, because of new programs that demonstrate a collaborative effort between the Veterans Administration and HUD, we are seeing a dramatic decrease in the incidence of homelessness among veterans – both individuals and families. A significant increase in resources through these new programs – particularly VA Supportive Housing (VASH) and Supportive Services for Veterans and their Families (SSVF) means some supportive services are being made available. In the New England area – and across the country - there has been an impressively strong push to bring the numbers of homeless veterans down to a “functional zero” by the end of this calendar year.¹⁷

The U.S. Department of Veterans Affairs (VA) provides supportive and permanent housing to address homelessness among veterans. The Veterans Northeast Outreach Center (VNOC) which provides services for veterans within the North Shore region reported that of approximately 3,000 Veterans served in the past year, about 60-70% are chronically homeless. Many suffer from PTSD, mental illness, and/or substance abuse. VNOC participates in the NSCoC and connects qualified homeless veterans to emergency shelters or transitional housing.¹⁸ The Bedford office of the VA reports that Community Teamwork, Inc. (CTI) administers 4 VASH vouchers in use by Salem, one of which expired on February 28, 2015.

Homeless Persons with HIV/AIDS. In the 2015 PIT count, Lifebridge counted 1 individual who reported having HIV/AIDS. HAWC did not collect this information. The North Shore office of the AIDS Action Committee of Massachusetts reports that a very small proportion of its population is homeless, estimating 2-3 persons from Salem.

A previous study of HIV/AIDS by North Shore Community Action Programs (NSCAP) found that the primary need of persons with AIDS is access to affordable housing. Frequently those with HIV/AIDS find themselves unemployed and dependent on disability income. Staff at NSCAP working with persons with AIDS have found that once an individual has adequate housing, he/she is much more likely to successfully use other services and maintain a healthy lifestyle with proper nutrition. The need for housing ranges from independent living to a supportive environment for those who are sickest.¹⁹

Victims of Domestic Violence. HAWC provides a range of services to families experiencing violence or abuse within 23 North Shore/Cape Ann communities. It runs a shelter for persons in crisis or needing

¹⁶ North Shore HOME Consortium 5-Year Consolidated Plan 2015-2020

¹⁷ Email from Kevin Hurley, North Shore HOME Consortium, 5/13/15

¹⁸ VASH voucher information provided by Cheryl Coviello, Bedford, MA Office the VA, 2/25/15

¹⁹ North Shore HOME Consortium 5-Year Consolidated Plan 2015-2020

refuge from domestic violence or abuse with a capacity of 7 adults and 20 children. The number of homeless identified in the 2015 PIT count who are victims of domestic violence, including the 17 sheltered at HAWC and 4 reported by Lifebridge, are a reflection of the capacity of these shelters, rather than the number of homeless families or individuals who have experienced domestic violence. In addition, NSCAP reports that it assisted 30 Salem families in 2014 with temporary housing in scattered sites or area motels.

Homeless Persons who are Young Adults (18-24 years). The Salem Community Charter School reports that 18 (30%) of its students are homeless using the McKinney-Vento definition. Of these, 17 are between the ages of 18-23. Lifebridge reported 3 young adults present during its 2015 PIT count. Lifebridge has seen an increasing number of clients who are young adults in their 20s and 30s, many with mental health and/or substance abuse problems. Lifebridge does not serve youth under the age of 18.

Journeys of Hope (JoH) is a local organization that has served homeless and at-risk youth and young adults in Salem and the region. JoH estimated that 990 homeless youth live on the North Shore, including young people who are living in emergency or transitional homeless shelters with their parents, or whose families have doubled up with friends or relatives due to economic hardship. JoH noted many reasons for youth or young adult homelessness: they cannot or choose not to stay with their families in shelters, they are estranged from their family, are runaways, or are awaiting foster care. Risk factors associated with homelessness among youth and young adults include history of abuse, neglect, and substance abuse/addiction, mental illness, involvement in the juvenile justice system, aging out of foster care, and economic instability.

Unaccompanied Youth. The Salem Community Charter School reports that one of its students under the age of 18 is homeless.²⁰ Services or shelters that accommodate unaccompanied homeless youth under the age of 18 are lacking in the region. Although they are not technically homeless, the Plummer Home provides congregate housing for up to 12 boys ages 13-18, and supported apartments for young men ages 16-22 who are referred by the Department of Children and Families and the Department of Mental Health.

Physically Disabled. In its 2015 PIT count, Lifebridge identified 11 homeless individuals (22% of their clients) who have physical disabilities. Affordable housing that is accessible for people with disabilities is extremely limited. Many people with disabilities who are not identified as homeless nevertheless lack permanent housing. Focus group participants in the public participation process described situations in which people with disabilities live in nursing facilities or with family members in housing that is overcrowded and/or inadequate, due to the lack of affordable alternatives.

²⁰ Telephone interview with Jenn Thomas, Salem Community Charter School, 2/24/15

Estimate the number and type of families in need of housing assistance for families with children and the families of veterans.

Family homelessness is at a crisis level in the region. The PIT count for the North Shore CoC consortium in 2015 showed a total of 2,329 persons in families, over half of whom being sheltered in motels, hotels, or other temporary situations due to lack of shelter capacity.²¹ HAWC counted 17 persons in its Salem shelter in the 2015 PIT count, including adults and children; during its 2014 PIT count, HAWC provided shelter to a total of 24 adults and 20 children.

NSCAP reports that it assisted 212 families in 2014, 95 in its scattered sites program and 117 in the Econolodge in Danvers. As an agency with a regional service area, NSCAP reported that 30 (14%) of the families that it served in 2014 were from Salem.

Housing support for veteran families is provided by the Veteran's Northeast Outreach Center. No data is available on the number of veteran families in the region who are experiencing homelessness. CTI administers 4 VASH vouchers in use by Salem, one of which expired as of February 28, 2015. These are held by: 1 Black, non-Hispanic male; 1 White, non-Hispanic male; and 1 White, non-Hispanic female. The expired voucher was held by 1 Black, non-Hispanic female with 2 children.

Describe the Nature and Extent of Homelessness by Racial and Ethnic Group.

The following is from data provided by HAWC (homeless families) from its 2015 PIT count:

Households with Children Sheltered at HAWC: 6

Total Persons: 15 (10 female, 5 male; 7 White Non-Hispanic, 8 Hispanic; 4 White, 3 Asian)

Households without Children sheltered at HAWC: 2

Total Persons: 2 (2 female; 2 Non-Hispanic; 1 Black/African-American, 1 Asian)

Households without Children sheltered at Lifebridge: 49

Total Persons: 49 (16 female; 33 Male; 38 Non-Hispanic, 4 Hispanic; 38 White, 7 Black/African-American, 4 Multiple Races)

Unsheltered Households: 4

Total Persons: 4 (1 female, 3 male; 4 White Non-Hispanic)

Describe the Nature and Extent of Unsheltered and Sheltered Homelessness.

HUD considers an individual or family to be chronically homeless if that individual or family:

- is homeless and lives or resides in a place not meant for human habitation, a safe haven, or is in an emergency shelter;

²¹ North Shore HOME Consortium 5-Year Consolidated Plan 2015-2020

- has been homeless and living or residing in a place not meant for human habitation, a safe haven, or an emergency shelter continuously for at least one year or on at least four separate occasions within the last three years; and
- has an adult head of household (or a minor head of household in no adult is present in the household) with a diagnosable substance use disorder, serious mental illness, developmental disability, post-traumatic stress disorder, cognitive impairments resulting from brain injury, or a chronic physical illness or disability, including the occurrence of 2 or more of those conditions.

Both Lifebridge and HAWC conducted their PIT count on January 28, 2015. Lifebridge, which serves chronically homelessness individuals, also coordinated with the Salem Police Department to go out into the street to count Salem’s unsheltered homeless population. The count from the two shelters and streets totaled 70 homeless adults and children, of which 4 were unsheltered individuals on the street., Lifebridge stated that the 49 individuals it sheltered on that date were all chronically homeless persons.^{22,23}

²²Information provided by Valerie Sweeney, Clinical Manager, Lifebridge; and Healing Abused, Working for Change (HAWC).

²³ This figure does not capture homeless individuals or families temporarily staying in hotels, hospitals, drug treatment facilities, stabilization or transitional programs, or detention facilities, nor those who are doubling up or “couch-surfing” with other households.

NA-45 Non-Homeless Special Needs Assessment - 91.205 (b,d)

Introduction:

Information regarding the non-homeless special needs of the community was gathered primarily through the needs assessment sessions held in the fall of 2014, and via direct contact with service agencies in the community. Outreach sessions focused on specific populations and topical areas, many of which may fall under the non-homeless special needs category. The identified needs ranged from housing to human services to public facilities improvements. Specific populations that were considered include:

- Elderly and Frail Elderly (age 65 and over)
- Persons with mental, physical, and/or developmental disabilities
- Persons experiencing substance abuse (alcohol or drug addiction)
- Persons with HIV/AIDS and their families
- Victims of domestic violence, dating violence, sexual assault, and stalking

Describe the characteristics of special needs populations in your community:

Elderly and Frail Elderly: According to the 2010 Census, Salem has 5,324 persons age 65+, comprising 12.9% of the city's population. Approximately 2,000 seniors (38%) live alone (ACS 2009-2013). Within this cohort, the ratio of women to men is 3:1. City-wide, 4,041 households include persons over the age of 65. Seniors tend to have lower incomes. The median household income for households with one or more seniors is approximately \$31,000; for seniors living alone the median income is approximately \$23,000. Almost 40% of seniors, including both homeowners and renters, are burdened with housing costs that exceed 30% of their income.

Frail elderly are defined as those elderly with mobility or self-care limitations. Typically, this population requires some assistance in daily living. This assistance may include adaptive housing and/or supportive services. ACS 2009-2013 counted 1,914 seniors with disabilities, or 37% of persons over age 65 in Salem.

Persons with Disabilities: Persons with disabilities comprise nearly 14% of Salem's population. These include cognitive difficulties, hearing or vision impairment, and impaired mobility. Approximately 1,000 residents have disabilities that require assistance with self-care, while twice as many are not able to live independently. There are 4,403 households in Salem in which one or more household members have disabilities, representing 24% of the city's households. (ACS 2009-2013 B22010)

Population with Disabilities, 2009-2013								
	All Persons		Under 17 years		18 to 64 years		65 + years	
Total civilian non-institutionalized population	41,746	100%	7,670	100%	28,939	100%	5,137	100%
With a Disability	5,700	13.65%	557	7.26%	3,229	11.16%	1,914	37.26%
Cognitive Difficulty	2,625	6.29%	424	5.53%	1766	6.10%	435	8.47%
Hearing or Vision Difficulty	2,092	5.01%	248	3.23%	888	3.07%	956	18.61%
Ambulatory Difficulty	2,874	6.88%	105	1.37%	1529	5.28%	1240	24.14%
Self-Care Difficulty	1,064	2.55%	144	1.88%	472	1.63%	448	8.72%
Independent Living Difficulty	2,045	4.90%	-	-	1227	4.24%	818	15.92%
Source: ACS 2009-2013, S1810								

Domestic Violence: In addition to its emergency shelter facility, HAWC provides advocacy and direct services to persons experiencing domestic violence or abuse. In FY 2014, 2,428 unduplicated clients received non-residential assistance and services, 10% (244) of them from Salem. The 2,428 clients that it served included calls to its 24-hour hotline (3,055 calls/1,033 persons), one-on-one advocacy (1,299 sessions for 584 persons), and VOCA legal assistance (1,385 clients/2,495 court appearances or conferences). During this period, 586 persons received assistance from 6 other programs, for a total 1,116 sessions or service units. A record of the services that HAWC provided on September 10, 2014 typifies the needs of its clients: 6 court appearances, 1 walk-in, 14 hotline calls (10 females, 4 males), and 8 unmet emergency shelter requests.

Substance Abuse: Statewide, substance abuse – particularly opiate addiction has become an increasing concern, as public health and safety officials have observed dramatic increases in overdoses in recent years. Over two years between April, 2012 and April 2015, the Salem Police Department reports of medical overdoses increased by 70%, from 86 to 146. Other incidents related to substance abuse include found used hypodermic needles, which increased by 17% over the past (one) year, and Section 35 commitments for alcohol, which doubled (from 12 to 25) over the past year. On the other hand, alcohol related incidents decreased 27% over two years.²⁴ Contrary to these trends, the Massachusetts Bureau of Substance abuse Services reports that admissions of Salem residents to licensed substance abuse treatment programs decreased from a peak of 997 in FY13 to 768 FY14. The discrepancy may reflect the availability of treatment services, rather than the number of residents who needed them. Of the admissions, 14% were homeless and 45% had received prior mental health treatment. Salem admissions reporting alcohol as the primary substance abused (39%) were higher than for the state as whole (32%).

²⁴ Lieutenant Dennis King, Salem Police Department Community Impact Unit, by email to Jane Guy, 4/17/15.

The proportion of admissions reporting the use of heroin (47%), increased by more than 60% during a five year period.²⁵

What are the housing and supportive service needs of these populations and how are these needs determined?

To determine needs, meetings and interviews were held with housing and social service agencies serving various populations. These were supplemented by publicly-available data and information from public and private agencies.

Seniors: There is a shortage of affordable housing appropriate for seniors: units that are accessible, located near public transportation, and near shopping and services. Many older housing structures (both public housing and private homes) have stairs which are difficult for seniors to use. Some seniors living with family members want to live independently, but are unable to find affordable and accessible housing. Some larger units (2 bedrooms) are needed so seniors can accommodate caregivers. There are long waiting lists for housing appropriate for seniors, both affordable and market rate units.

Senior Center staff expressed the need for more assistance to seniors and family caregivers to navigate the array of available services and programs. Other needs relate to family caregivers: training, support groups, and personal time. Increased access to transportation services, particularly on weekends and evenings, would enable seniors to participate more in social activities, fitness programs and faith communities.

People with Disabilities: A high priority concern is the lack of affordable, accessible housing units – affordable or market rate. The supply of accessible units should be proportional to the households with disabilities; the current population is approximately 20%, while the Salem Housing Authority has only 39 accessible units out of 715, or 5% of public housing units. In addition to the Housing Authority, the Department of Developmental Services provides housing in group homes located in Salem to 65 developmentally disabled adults. Combined, the 104 units that specifically accommodate persons with disabilities is 4% of the total subsidized housing inventory (including public housing and privately-owned units).²⁶

Mary Margaret Moore of the Independent Living Center of the North Shore and Cape Ann, Inc. (ILNCSA) reported that some disabled people are unable to be discharged from nursing facilities due to the lack of vouchers or appropriate housing that would permit them to live independently. Vouchers are needed for people who are seeking to leave nursing homes, or who are at risk of having to enter nursing homes for lack of alternatives. The ILNCSA estimates that 95% of its calls are for help with housing.

²⁵ Massachusetts Department of Public Health, Bureau of Substance Abuse Services Online, http://www.mass.gov/Eeohhs2/docs/dph/substance_abuse/large_cities/salem_fy2114.pdf

²⁶ DHCD Subsidized Housing Inventory, 4/21/2015

More resources are needed to make accessibility retrofits to both public housing units and privately owned units. Public housing buildings need retrofits such as entry door openers, flashing fire alarms and doorbells for vision or hearing impaired tenants. People need to be made more aware of the availability of important programs such as Project Safety Net.

Services are needed to help persons with disabilities become economically self-sufficient. Emergency funding is needed for homelessness prevention, as well as free legal services, housing advocacy and financial education and life skills. People with disabilities face many external barriers when trying to find employment. Many service providers noted that improved transportation services would reduce barriers to employment and services, as these barriers directly contribute to housing insecurity.

A comprehensive regional approach would support housing and economic needs of persons with disabilities. A regional center for assistive technology would support the needs of this population.

Discuss the size and characteristics of the population with HIV/AIDS and their families within the Eligible Metropolitan Statistical Area.

Salem has the third or fourth largest population in Essex County of persons living with HIV/AIDS. According to 2013 data from the MA Department of Public Health's Division of STD Prevention and HIV/AIDS Surveillance, both Haverhill and Salem have 51-100 persons living with HIV/AIDS. Lawrence and Lynn have the largest numbers; those two cities have 53% of the total cases reported for Essex County.²⁷

The North Shore office the AIDS Action Committee of Massachusetts (AAC), located in Lynn, served forty-four clients from Salem in 2014. The office stated that incomes of these clients are typically extremely low, around \$750-\$1,000 per month. As with other organizations, MAAC stated that affordable and quality housing for its clientele is its single greatest need. Better transportation is also a large need, as this would enable clients to access the array of services essential to treatment and maintenance of their physical and mental health.

²⁷ Massachusetts HIV/AIDS Surveillance Report for Essex County, 2013, issued October 2014.

NA-50 Non-Housing Community Development Needs – 91.215 (f)

Describe the jurisdiction's need for Public Facilities:

There is a wide variety of needs for public facilities and services within the city. The public consultation process cited accessibility modifications to public buildings and facilities as one of the most pressing needs. These include the construction of ramps and elevators to and within public buildings, upgrades for persons with visual and auditory impairments, access to public transportation, and unobstructed and accessible routes through city streets (see discussion below under "Public Improvements").

Additional needs that were cited included upgrades to the City's parks and beaches: better maintenance of existing buildings, landscaping, and pavement; additional lighting; improvements to playing fields; the provision of public restrooms and drinking fountains; and unspecified improvements of a nature that would make the City's considerable public parks and beaches more pleasant to visit.

Residents also continue to strongly support the construction of a new senior center to provide services and meeting space to serve the elder population.

Residents of the Point Neighborhood suggest the need for a community center that could provide space for ESL, adult education, food pantry, childcare/afterschool care, and other services, as well as social meeting space.

How were these needs determined?

The needs were determined through the public outreach process including nine community meetings and focus groups, interviews, and the online survey identified above.

Describe the jurisdiction's need for Public Improvements:

Common themes have emerged with respect to public improvements. In a 2014 survey of residents to evaluate City services, repairing streets and sidewalks, and keeping streets and public areas clean ranked among the highest priorities. Survey respondents also indicated that that sidewalk and street repair, park maintenance, and general cleanliness of the city are services for which they see the most need for improvement. Participants in public input meetings for the Consolidated Plan commonly cited improvements to sidewalk conditions and handicapped accessibility as a high priority. Due to Salem's historic nature, many of the sidewalks are constructed of cobblestone with granite curbing. Buckled bricks in the cobblestone, whether from typical wear, maintenance, or tree roots, can create hazards and become impassable to those who are disabled. Steep sidewalks, sidewalks with non-compliant cross-slopes, lack of or non-compliant curb cuts/ramps, sidewalks impeded by drainage and tree grates, signage, signals, and other issues create additional physical barriers. While most downtown street corners have access ramps, additional ramps are needed on street corners leading into the downtown to make them fully accessible to people with mobility impairments. In addition, the city's elderly say that downtown sidewalks and pedestrian areas need further improvement, including surface repairs. Meeting participants cited the Essex Street pedestrian mall as particularly hazardous to people with mobility limitations. A number of intersections were identified as problematic for both pedestrian and

vehicular safety, though the reasons for these hazards varied from needs for better signage, signalization, to the physical construction of pedestrian facilities, turning lanes, or inclusion of bicycle lanes. In addition to the functional adequacy of the city's surface infrastructure, residents have aesthetic concerns as well. Beautification projects, including tree plantings, street and sidewalk improvements, signage, and lighting programs have been implemented and continue to be a priority for many Salem residents.

How were these needs determined?

The needs were determined through the public outreach process including nine community meetings and focus groups, interviews, and the online survey conducted as part of the Consolidated Plan process, and another online survey focused on City services undertaken by the City in 2014.

Describe the jurisdiction's need for Public Services:

While many needs are related to housing, such as homelessness, elder care, and substance abuse treatment, there were a number of other needs for public services identified related to child care, after school programs (particularly for children with special needs), programming and services for senior citizens and residents with disabilities (particularly outside of normal operating hours), food pantries, and legal and financial services. While Salem currently offers many services as identified above, many service providers stated that a large amount of needs remain unmet 1) due to income ineligibility for those who are slightly above income but struggle to meet their expenses, 2) limited range of services, or 3) service areas for which there is very limited funding (fuel assistance, legal services, etc.) or funding is nonexistent.

Of the respondents who completed the online survey, 28% indicated that they or their family members have some unmet needs for public services while two-thirds stated that there are unmet service needs in the community as a whole. The types of service needs most frequently noted were for homelessness, substance abuse, childcare/after school care and youth programs, as well as programs for community engagement, recreation, and adult education. When asked which populations are most in need of additional services, respondents were most frequently concerned for homeless families, followed by seniors, children, and veterans. Other needs mentioned include more public transportation in general or specifically for seniors and disabled residents, services for seniors outside of business hours, and more capacity to deliver food to homes. Finally, some respondents indicate simply that more services are needed, while others would like to see a shift in the distribution of funding for different services.

The need for improvement of Salem's public schools has also received considerable concern. Since 2011, Salem has been designated by the state as a "Level 4" school district, having performed poorly on the Massachusetts Comprehensive Assessment System in both the Math and English Language Arts sections over a four-year span and as a system that hasn't shown signs of "substantial improvement." Designation as a Level 4 school requires a school district to undertake an accelerated process for rapid and sustainable achievement within three years. A district is considered Level 4 when one or more of its schools moves into that status; Salem has one Level 4 school, the Bentley Elementary School, and four that are rated Level 3. According to the Department of Elementary and Secondary Education, 75% of

Bentley's students come from low-income families and are receiving free or reduced lunch. In addition, 37% of the school's students reported that English is not their first language.²⁸ Since 2013, the Salem School District has been working with the Blueprint Schools Network, a Newton nonprofit, to run the low-achieving Bentley Elementary School.

How were these needs determined?

The needs were determined through the public outreach process including nine public meetings, focus groups, interviews, and the online survey identified above.

²⁸ Boston Globe, May 22, 2015, "Nonprofit to take over troubled Salem school".

Housing Market Analysis

MA-05 Overview

Housing Market Analysis Overview:

Salem offers an array of housing that includes single family homes, and a range of multi-family housing types, from smaller 2-8 unit structures, to apartment buildings and newer garden and mid-rise complexes. Salem has approximately 2,350 subsidized units.

The city has a large inventory of historically significant buildings that contribute to its overall character and sense of place. Half of all single family homes predate World War II. The majority of the city's rental housing is in small structures (2-8 units) built prior to 1930. While older homes define Salem's character, their age and type of construction also challenge their suitability for certain segments of the population. They often have stairs, maintenance issues such as lead paint, or outdated heating and electrical systems that make them unaffordable or unsuitable for many residents, such as seniors, families with young children and persons with disabilities.

The cost of housing is a concern for Salem residents at all income levels, but increasing housing costs are particularly hard on lower income residents. There are 6,229 households living below the poverty level and another 4,000 living between 100%-150% of the poverty level.²⁹ Approximately 3,700 households with incomes below 80% of median income are paying more than 30% of their income on housing.³⁰

For homeowners, home values rose at more than twice the rate of homeowner incomes between 2000 and 2011. Only 10% of owner-occupant housing is considered affordable to low-and moderate- income households.³¹ Fluctuation in prices has resulted in "upside down" mortgages making it difficult for owners to sell or refinance.

Average rents increased at four times the rate of incomes for renters from 2000-2011 making market rents unaffordable for low- and moderate-income households. The 2,350 subsidized housing units, and additional 1,000 Salem households with Section 8 rental housing vouchers, are unable to meet the demand from housing cost burdened households for housing affordability assistance.

There are numerous organizations in the region providing support to special needs populations such as those with disabilities, victims of domestic violence, veterans, people with HIV/AIDS, and those with mental health and substance abuse issues.

²⁹ ACS 2009-2013

³⁰ CHAS 2007-2011

³¹ CHAS 2007-2011

Salem is home to a diverse workforce and varied employment base dominated by the health care and educational services industries. The city has a vibrant downtown, and robust tourism economy based on considerable natural, historic, and cultural resources. Despite relatively low unemployment rates, a gap exists between the skills of the available workforce and employment opportunities. As a Massachusetts "Gateway City", Salem is part of a collaborative effort to foster economic revitalization in the state's older, mid-sized cities.

Salem's Point neighborhood has the highest concentration of low income renter households, and is also racially and ethnically concentrated. Point residents' low wages, together with the neighborhood's aging housing stock, result in multiple housing problems, including inadequate building maintenance and overcrowding. The City and non-governmental organizations such as the North Shore CDC have focused recent planning efforts for economic development, infrastructure improvement, and affordable housing development to meet the needs of this neighborhood.

MA-10 Number of Housing Units – 91.210(a)&(b)(2)

Introduction

Salem is one of the most densely settled communities in the Commonwealth of Massachusetts, with approximately 2,314 units of housing per square mile. Housing, businesses, industries, and local institutions are tightly concentrated near Salem's coastline, while traditional suburban neighborhoods, open land, and commercial and multi-family properties on fairly large footprints characterize the western and southern sections of the city. Areas that are more densely settled include the Downtown and the Point Neighborhood. Salem's varied land use pattern contains a wide variety of housing types, and a broad range of housing values.

All residential properties by number of units

The US Census building permits database indicates that there have been 1,036 new housing units constructed between 2000 and 2013, including 243 single family and 793 multifamily units. Salem's housing is overwhelmingly composed of two-family and multifamily dwellings. The majority of the city's lower income households are concentrated in areas which have higher density housing.

Property Type	Number	%
1-unit detached structure	4,916	26%
1-unit, attached structure	1,383	7%
2-4 units	7,034	38%
5-19 units	2,648	14%
20 or more units	2,761	15%
Mobile Home, boat, RV, van, etc	0	0%
Total	18,742	100%

Table 26 – Residential Properties by Unit Number

Data Source: 2007-2011 ACS

Salem has historically provided a large inventory of rental housing, compared to other North Shore Communities. The rate of homeownership has fluctuated over the past 15 years around the level of 50%. ACS estimates for 2013 show a decrease in homeownership, with only 47% of households owning their own homes, compared with 52% in 2011.

The majority of the city's multifamily housing stock was constructed prior to 1930. Although they constitute the predominant housing type, the median year of construction for 2-4 family homes was around 1900, with very few having been constructed after 1920. Single family homes were built throughout the Twentieth Century, with a peak in construction between 1950 and 1969. A surge in multifamily ownership housing development occurred in the 1980's. For Salem's condominium inventory, about half is in 2-4 unit and larger multifamily buildings constructed prior to 1930, which have been converted to condominium ownership.

Residential Building Type by Year Built						
	Single Family	Condominium	2-Family	3-Ffamily	4-8 Multi	8+ Multi
Before 1900	25%	19%	52%	37%	43%	17%
1900-1929	19%	28%	39%	61%	54%	48%
1930-1939	4%	1%	3%	1%	2%	-
1940-1949	6%	<1%	3%	1%	-	-
1950-1959	14%	1%	1%	<1%	-	-
1960-1969	17%	<1%	1%	<1%	<1%	10%
1970-1979	4%	2%	<1%	-	-	14%
1980-1989	4%	40%	<1%	-	-	-
1990-1999	3%	6%	<1%	-	<1%	-
2000-2013	4%	3%	<1%	-	<1%	10%
Source: City of Salem Assessor's Database 2014						

The federal [Fair Housing Act](#), also known as Title VIII of the Civil Rights Act prohibits discrimination against protected classes including race, religion, national origin, familial status, sex/gender, and disability. The Massachusetts Antidiscrimination Law, [M.G.L. c. 151B](#) has additional protected classes, including sexual orientation, gender identity, veteran/military status, and receipt of public and/or rental assistance. Owner-occupant landlords of two-family homes may legally exercise wider discretion in tenant selection with respect to several protected classes under Fair Housing laws. Approximately 1,156 rental units, or 13% of Salem's rental housing inventory, qualify for this exemption as they are in owner-occupied two-family structures.³³ Treading boundaries of antidiscrimination law, such discretion may, in fact be practiced by landlords with 3- and 4-family units as well, where they are owner-occupied and/or self-marketing.

Unit Size by Tenure

	Owners		Renters	
	Number	%	Number	%
No bedroom	60	1%	577	7%
1 bedroom	606	7%	2,390	28%
2 bedrooms	3,633	40%	3,840	45%
3 or more bedrooms	4,854	53%	1,730	20%
Total	9,153	101%	8,537	100%

Table 27 – Unit Size by Tenure

Data Source: 2007-2011 ACS

³² Federal law exempts landlords of buildings with 4 or fewer units from fair housing regulations, but Massachusetts limits the exemption to owner-occupied 2-family homes, and specifies that the exemption does not apply with respect to race or receipt of public assistance. Massachusetts also provides an exemption in limited circumstances for buildings with 3 or fewer units with respect to households with children.

³³ City of Salem Assessor's data, Owner-occupied 2-family properties

Salem's housing units tend to be fairly small, reflecting the types, density, and age of the city's housing. About half of the city's owner-occupied housing inventory consists of attached units – from two-family dwellings to larger condominium properties – and overall, including single family homes, the median number of rooms is 5.8. By comparison, the median number of rooms in owner-occupied housing in Essex County is 6.6. Renter-occupied housing units in Salem are consistent with the size profile of rental units in the region, with a median of 4.1 rooms per unit (ACS 2009-2013). Fewer than 20% of all renter-occupied units in Salem are suitable for families (3 or more bedrooms), which is relatively low for Essex County and the state. Participants in neighborhood meetings noted that many of the larger units are being rented to groups of students, further reducing the availability of units suitable for families. The scarcity of larger rental housing units leads to families – as well as students – living in apartments that are too small for their needs.

On the smaller end of the housing scale, the supply of compact housing units suitable for small households or individuals living alone is not easily identified through Census data. Compact housing units might include studio apartments, “SRO” or single room occupancy units, rooming or lodging houses, college dormitories, transitional “sober” housing for persons in treatment for drug or alcohol addictions, or other types of supported housing. In addition, commercial hotels often provide primary residence for households of any income level, whether they view their occupancy as permanent or transitional.³⁴ Residents of hotels are not consistently identified by the Census under any category of housing.

Some of Salem's compact housing units may be captured in the 577 “no bedroom” apartments identified in the 2007-2011 ACS, while many compact units (including group homes) would be counted as non-institutionalized group quarters rather than individual dwelling units. In 2010, the decennial Census counted 1,478 residents living in student housing, and 125 living in other non-institutionalized group quarters. Facilities that provide skilled nursing services would be classified as institutional group quarters; in 2010, there were 153 residents over the age of 65 living in institutionalized group quarters.

Local data provides another view of compact housing options, although it is still difficult to define or quantify such living quarters. The Assessor's database identifies 12 privately-owned properties throughout the city as rooming and boarding houses, although buildings with commercial use on the ground floor and SRO or efficiency units on upper floors (such as the Caritas development at 117 Lafayette) are classified as “mixed use”, and some buildings which house permanent residents may be classified as hotels. The city has 11 licensed rooming or lodging houses (excluding Bed &Breakfasts) which offer single or double bedrooms for rent with shared bathrooms ranging from 6 to 57 rooms each, with a combined total of 202 rooms. These include rooms available on the open market, as well as “sober” homes or other housing targeted to specific subgroups of the population. Some of the city's compact housing units are subsidized through Section 8 or other state and federal housing assistance programs, while others rent at market rates. In addition, the Assessor identifies five charitable housing properties which provide congregate living facilities with some form supportive services or counseling to

³⁴ Brownrigg, Leslie A., People Who Live in Hotels: An Exploratory Overview, US Census Bureau, 2006.

residents. The Brookhouse Home for Aged Women, for example, provides a rest home (which offers living assistance but not skilled nursing) for up to 36 women over the age of 55, while Emmerton House (owned by the Women's Friend Society) provides affordable housing for 20 women of all ages who study or work in the Salem area. The John Bertram House, a Sunrise Senior Living community, provides skilled medical support for 25 residents, and Grosvenor Park nursing home has 123 beds offering long term nursing care and/or short term rehabilitation. Finally, the Plummer house for boys provides a group home or supported apartments for up to 18 youth ages 13-22.

Describe the number and targeting (income level/type of family served) of units assisted with federal, state, and local programs.

Salem has a sizeable inventory of public housing, as well as housing that is assisted through numerous subsidizing programs. The Commonwealth's Department of Housing and Community Development maintains a subsidized housing inventory (SHI) for each community. In order to be included on the SHI, units must have a long-term affordability restriction that requires them to remain affordable to households earning up to 80% of the area median income as determined by HUD. The inventory includes both publicly- and privately-owned housing developments — both rental and owner-occupied units. As of May, 2015, Salem has 2,470 housing units that qualify to be included on the SHI, including 36 rental developments with a combined total of 2,320 units, 65 units provided to individuals with cognitive disabilities through the Department of Development Services (DDS), and 85 rental and owner-occupied units that have been assisted through the Housing Rehabilitation Program.³⁵ According to this count, 12.98% of Salem's housing stock (year round housing units counted in the 2010 Census) is affordable.

In addition to housing developments owned by the Salem Housing Authority, there are many privately-owned subsidized housing units that have been built, owned and/or managed by non-profit entities, for-profit developers, other state agencies, or individual homeowners.

The North Shore Community Development Coalition (NSCDC), formerly the Salem Harbor CDC which combined with affordable housing organizations in Beverly and Peabody, was established over thirty years ago to address housing concerns. The NSCDC currently owns and maintains a total of 247 rental housing units in 24 buildings within the City of Salem, focused in the Point Neighborhood. The CDC acquired 10 buildings in 2014, comprising 84 units, which it plans to renovate over the next few years. One of its properties, Salem Point Cooperative, is a scattered-site cooperative jointly owned with the tenants, which is currently under renovation. Over the next five years, the CDC has plans to undertake renovation of 151 additional units. All but 17 units in the CDC's portfolio are subsidized, and in most cases they are affordable to households at or below 60% of AMI.

³⁵ Due to the relatively short term of affordability, units assisted through the HOR program may no longer qualify for the SHI, although this program continue to fill a valuable need in the community.

Subsidized Housing Inventory, DHCD					
Project Name	Address	Type	SHI Units	Affordability Expires	Subsidizing Agency
Housing Authority					
Leefort Terrace	Leefort Terrace	Rental	50	Perp	DHCD
Bertram Terrace	Bertram Terrace	Rental	20	Perp	DHCD
Colonial Terrace	Boston and Nichols	Rental	40	Perp	DHCD
Norton Terrace	Norton Terrace	Rental	20	Perp	DHCD
Bates Terrace	Bates Terrace	Rental	16	Perp	DHCD
Pioneer Terrace	Pioneer Terrace	Rental	104	Perp	DHCD
Charter Street	27 Charter St.	Rental	110	Perp	DHCD
J. Michael Ruane	3 Broad Street	Rental	16	Perp	DHCD
James A. Dalton Residence	205 Bridge Street	Rental	35	Perp	DHCD
Morency Manor	45 St. Peter St.	Rental	54	Perp	DHCD
Stephen Zisson Elderly	290 Essex St.	Rental	14	Perp	HUD
5 Barton Square	5 Barton Square	Rental	16	Perp	HUD
Garden Terrace	North St.	Rental	32	Perp	DHCD
Rainbow Terrace	Rainbow Terrace	Rental	136	Perp	DHCD
Phillips School	86 Essex Street	Rental	17	Perp	DHCD
Farrell Court	Farrell Ct.	Rental	12	Perp	DHCD
Park/Prince/Congress	Park/Prince/Congress	Rental	14	Perp	DHCD
Scattered Sites	Hawthorne, Bridge, & Boston Streets	Rental	9	Perp	HUD
Other Affordable Developments					
Federal and Boston Streets	191-193 Federal; 36-38 Boston	Rental	24	2015	MHP
Salem Point Rentals	98-102 Lafayette Street	Rental	15	2036	DHCD
Fairweather Apartments	40R Highland Ave.	Rental	127	2025	HUD
HES Housing I	403-405 1/2 Essex St.	Rental	9	2037	DHCD
Loring Towers	1000 Loring Avenue	Rental	250	2016	MassHousing
Lynch Street	10-14 Lynch Street	Rental	11	2017	MHP
Pequot Highlands	10,12 First Street	Rental	250	Perp	DHCD,
Princeton Crossing Apts	12 Heritage Drive	Rental	358	2017	MassHousing
Residential Options	20 Central Av; 1 Washington St	Rental	3	2041	EOHHS, HUD
Salem Point Rentals	Peabody; Prince St Pl; Prince; Palmer; Congress	Rental	44	2034	DHCD
Salem Harbor CDC FTHB	Scattered Sites	Ownership	3	2015	DHCD
Salem Heights	12 Pope St.	Rental	285	2103	DHCD, HUD,
Salem Point Cooperative	64 Harbor/Peabody/Ward	Rental	77	2091	DHCD, FHLBB
104 Lafayette St	104 Lafayette Street	Rental	10	2031	HUD, DHCD
Palmer Street	68-72 Palmer Street	Rental	10	2020	MHP
Palmer Cove	50 Palmer St	Rental	15	2056	HUD,
Lincoln Hotel/Caritas	117 Lafayette	Rental	62	2018	HUD
St. Joseph's	135 Lafayette	Rental	51	2111	DHCD
North River Apartments	28 Goodhue	Rental	4	Perp	DHCD
Willow Avenue	Willow Avenue	Mix	2	2013	DHCD
DDS Group Homes	Confidential	Rental	65	N/A	DDS
Salem HOR Program	Various	Ownership	68	2015-2022	DHCD, HUD,
Salem HOR Program	Various	Rental	12	2023-2057	HUD
Source: DHCD, City of Salem					

The NSCDC was recently awarded state support for a project at Harbor and Lafayette Street, which will preserve and renovate two buildings in the Point. The work will create 26 affordable apartments, 16 of which will be for tenants between 18 and 24 years old.

Redevelopment of the former St. Joseph's Church recently created 51 units of affordable rental housing. Initiated by the Boston Archdiocese's Planning Office for Urban Affairs (POUA), the project utilized HOME funds through the City of Salem and the North Shore HOME consortium, as well as other state funding. POUA is beginning the process of a second phase of its redevelopment program, which is expected to create an additional 20-30 housing units.

Caritas purchased and renovated the Lincoln Hotel, a 62 unit single room occupancy (SRO) development that is subsidized through project-based Section-8 vouchers. Another regional affordable housing developer, Harborlight Community Partners of Beverly is actively seeking opportunities for developing affordable housing in Salem.³⁶

In addition, the City negotiates with private developers on a case-by-case basis to create affordable units. Four additional housing units have been created at 28 Goodhue Street, known as North River Apartments, through negotiations during the permitting process, and 10% of the units at Riverview Place apartments and Grove Street Apartments will be affordable upon construction, totaling an additional 25 units of affordable housing in the future.

In addition to these subsidized housing projects, many households in Salem are assisted through Section 8 Housing Vouchers. Salem Housing Authority administers 867 units, including 858 mobile vouchers (which are not eligible for the SHI) and 9 project based vouchers. Other agencies in the region also administer housing vouchers – both project based and mobile – which are utilized by Salem residents. Community Teamwork, Inc. (CTI) in Lowell provides vouchers to 348 households, including 169 project-based vouchers and 179 mobile vouchers. Most of the developments for which there are project-based vouchers are incorporated into projects listed above on the SHI.

Provide an assessment of units expected to be lost from the affordable housing inventory for any reason, such as expiration of Section 8 contracts.

Salem has five privately-owned rental housing developments whose subsidies have various expiration dates: Salem Heights, Loring Towers, Pequot Highlands, Princeton Crossing, and Fairweather Apartments. Agreements have recently been reached that extend affordability of Salem Heights (285 units) for 100 years, while the Preservation of Affordable Housing (POAH) purchased Fairweather Apartments, ensuring their continued affordability of these 127 units. Compromise agreements were reached to extend affordability for all 250 units at Loring Towers, and to commit 150 project-based vouchers for Pequot Highlands. However, 358 units at Princeton Crossing are at risk of expiring in 2017.

³⁶ Phone interview with Andrew DeFranza of Harborlight Community Partners, 2/6/15

Owner-occupied homes listed on the SHI which are due to expire over the next five years are homes owned by low to moderate income households that have been assisted by the City's Home Rehabilitation program. These homes do not have a long-term deed restriction, and the subsidy will expire when the homeowner pays off the loan or sells the home.

Does the availability of housing units meet the needs of the population?

There is a shortage of housing to meet the diverse needs of Salem's population. Households who struggle to find appropriate housing include those with lower incomes, families, seniors, and individuals living alone. There is a particular need for more rental housing of all kinds, as well as more affordable housing. Demonstrating the extent of need for affordable housing, POUA received over 1,000 applications for a lottery for the 51 new affordable units at the former St. Joseph's Church site in September of 2013. However, it is important to note that these applications represent people from many communities throughout the region, not just Salem.

In part related to the age of the city's housing stock, there is a shortage of housing – particularly rental housing – that is accessible to people who are handicapped or have mobility limitations. Most apartment units in 2- to 4-family homes have stairs, and there are few units which have been designed or retrofitted to accommodate the needs of people with disabilities.

Describe the need for specific types of housing:

- Participants in the public meetings report long waiting lists for housing appropriate for seniors – including market rate units as well as subsidized senior housing. In addition to age-restricted or assisted housing, seniors often seek housing that is handicapped accessible or does not require navigating stairs. Some seniors also need housing with more than one bedroom to accommodate caregivers or family members with special needs. The lack of affordable and appropriate housing for seniors and the disabled leads many to be stuck in nursing homes or to be inadequately housed while they wait for vouchers or accessible units to become available.
- Large apartments suitable for families are in short supply. Fewer than 20% of apartments in Salem have 3 or more bedrooms, and the majority of the city's rental housing stock is in older buildings which may have lead paint or other safety concerns. Moreover, Salem's increasing student population puts pressure on the private rental market for larger apartments, as roommates collectively pay higher rents than families can afford.
- More affordable homeownership opportunities are needed, particularly for middle income families. Many respondents to the survey indicated that they face barriers to ownership due to affordability: they would like to own a home but cannot afford a down payment or are unable to find a home at a price they can afford.
- There is a substantial demand for more affordable housing options for individuals living alone. The number of compact housing units in Salem – with or without supportive services - is grossly insufficient to meet the demand for such units. Approximately 7,000

residents in Salem live alone, including 2,000 seniors over the age of 65. As discussed in section NA-10, approximately 3,000 non-family households (including renters and homeowners) are cost-burdened, of which nearly half are elderly persons living alone. The ACS and 2010 Decennial Census suggest that the city has fewer than 1,000 housing units that serve this population.

Discussion

While Salem has diverse housing due to its historic development and ownership patterns, there are still significant gaps in housing that meet the needs of many segments of the city's population. A large majority of the city's multi-family housing (3+ units), was constructed 80-100 years ago, and lacks handicapped accessibility or has maintenance issues such as lead paint, older heating and electrical systems that make them unaffordable or unsuitable today for many of the city's households. Largely, the housing built since 1980 has been single-family homes and condominiums, thus reserving the majority of newer housing in the city to homeowner households.

The shortage of rental housing is evident in the lack of vacancies in the rental market to accommodate people who move into Salem or seek to relocate within the city. According to ACS (2009-2013), the number of vacant units available for rent comprise 3.7% of the city's rental housing stock. A rental vacancy rate of 5% is the generally recognized norm that is considered adequate to allow for mobility within a rental market. Participants in public meetings reported difficulty for people to find appropriate housing within the city, including incoming students and faculty at Salem State University, elderly residents, families, and people with disabilities. Reasons cited were the lack of inventory of available units, the reluctance of small-scale or owner-occupant landlords to rent to tenants who they feel could not safely navigate their buildings, and an unarticulated bias by landlords when selecting among multiple applicants.

MA-15 Housing Market Analysis: Cost of Housing - 91.210(a)

Introduction

The cost of housing is a significant and growing concern for Salem residents. Housing costs affect households at various income levels, not only those at the lowest income levels. Residents find it financially more and more difficult to keep up with rent increases. Participants in the public meetings and survey noted that housing is becoming unaffordable, especially for renters. Anecdotally, many households are doubling up, renting substandard apartments, and/or paying a high proportion of their income on rent. Many condominium owners complain of living in units that are too small or inadequate for their needs due to underwater mortgages that make it difficult to obtain financing to make modifications or to move.

Cost of Housing

The value of owner-occupied units increased by 70% between the 2000 census and the 2011 ACS estimate. This was more than twice the rate of income growth for homeowners during the same period (33%). The increase in home values has not been a steady trend. According to The Warren Group data on home sales, home prices peaked in 2005, declined over the next five to seven years, and have been increasing again since 2012. The median price for a single family home in 2014 was \$335,000, while the median price for condos is \$240,000.



Fluctuation in housing prices has had consequences for homeowners who purchased their homes during the price bubble and subsequently owe more on their mortgages than their homes are worth. “Upside down mortgages” make it difficult for homeowners who wish to sell their homes, which can lead to foreclosure or abandonment if homeowners encounter financial hardship. This condition also inhibits access to financing to enable homeowners to make improvements or modifications to their homes. This has particularly been an issue for condominium owners, as median prices fell consistently between 2005

and 2011, and have yet to recover to the level they were between 2003 and 2007. Indeed, nearly twice as many foreclosures have occurred for condominiums as single family homes between 2007 and 2013, despite the fact that single family homes outnumber condominiums by 20%. According to Assessor's data, 55% of condos are currently valued at less than the purchase price. Prices for single family homes fell by about \$100,000 between 2005 and 2012, but have recovered much of this value in the past 2 years. As of February, 2015, The Warren Group reports that 14% of condominium owners have negative equity, compared with 5% of single-family homeowners.

Overall, Salem has largely recovered from the foreclosure crisis. The number of foreclosures has decreased consistently each year since they peaked in 2008. The Commonwealth defines "distressed" properties as those where a foreclosure petition has been filed or an auction was scheduled in the previous year, or is bank held (up to 2 years). As of July 1, 2014, Salem's rate of distressed housing units was 3.7%, now lower than the state average of 4% for municipalities with 1,000 units of housing or more.³⁷

Foreclosures in Salem			
Year	1-Family	Condo	All
2013	8	14	26
2012	16	20	45
2011	12	27	53
2010	18	33	64
2009	19	25	62
2008	19	32	73
2007	18	25	55

Since 2009, the Massachusetts Housing Partnership (MHP) has tracked foreclosures throughout the state, documenting the impacts of the national foreclosure crisis. The rate of foreclosures peaked statewide between 2008 and 2010, and has since declined. While economic recovery may have played a role, policy changes have also been credited for a significant reduction in the number of properties that undergo foreclosure, largely due to litigation against banks charged with predatory lending. Regulatory changes have allowed more people to be eligible and receive assistance for refinancing their loans, and banks are more willing to working with homeowners to avoid foreclosure.

	Base Year: 2000	Most Recent Year: 2011	% Change
Median Home Value	188,300	320,400	70%
Median Contract Rent	634	938	48%

Table 28 – Cost of Housing

Data Source: 2000 Census (Base Year), 2007-2011 ACS (Most Recent Year)

³⁷ Massachusetts Housing Partnership Foreclosure Monitor, August 15, 2014

Rent Paid	Number	%
Less than \$500	1,724	20.2%
\$500-999	3,383	39.6%
\$1,000-1,499	2,803	32.8%
\$1,500-1,999	477	5.6%
\$2,000 or more	150	1.8%
Total	8,537	100.0%

Table 29 - Rent Paid

Data Source:

2007-2011 ACS

The impact of rising costs has been harder still for renters whose income grew by just 12% between 2000 and 2011, compared with a 48% increase in median rent. The table above indicates that about 1,700 households (20%) paid rent of \$500 or less, and an additional 40% of households paid between \$500 and \$999 per month. This would appear to indicate that 60% of apartments in Salem are affordable to households earning \$40,000 or less, when, in fact, the Census “rent paid” data includes households who live in subsidized housing and/or receive rental housing vouchers.

Rental costs are considerably higher for households who occupy or seek market rate apartments in Salem. Anecdotally, the asking price for market rate apartments generally ranges from \$725 to \$1,800, with a median of \$1,350. The majority of available apartments (70%) have one or two bedrooms. Individual rooms rent for \$425 to \$1000; most rooms are in shared apartments or townhouses, although one boarding house offers rooms with shared bathrooms and coin-op laundry facilities for \$150 per week (Survey of 51 apartments advertised on Craigslist on 12/12/2014). An income of \$24,000 per year would be needed to afford the most inexpensive private market housing option for a single individual.

Housing Affordability

For a median priced condo in 2014, a first time homebuyer with a 10% down payment of \$24,000 would require an annual income of approximately \$55,000 to be able to afford a home (assuming 30 year mortgage at a 4% interest rate). At \$335,000, an income of approximately \$75,000 is required to purchase a single family home.

Units Affordable to Households Earning	Renter			Units affordable to Households earning	Owner	
under 30% HAMFI	1,870	22%		under 50% HAMFI	425	5%
30-50% HAMFI	1,860	22%		50-80% HAMFI	500	5%
50-80% HAMFI	3,075	36%		80-100% HAMFI	1375	15%
more than 80% HAMFI	1,730	20%		more than 100% HAMFI	6855	75%
Total	8,535	100%		Total	9155	100%

Data Source: 2007-2011 CHAS

Three-quarters of homes in Salem have values that are affordable only to households who earn more than 100% of HUD Area Median Family Income (HAMFI), and only 10% of homes are affordable to

households earning low and moderate incomes. The cost of renter housing is more evenly distributed among all of the low and moderate income brackets.

The following table shows the approximate distribution of households in Salem by HUD's income classifications. (Note that the income categories provided by ACS do not exactly align with HUD definitions, nor do they indicate household size.) The median family income calculated by HUD for the Boston-Cambridge-Quincy Metro Area in 2011 was \$96,500. Only 22% of households in Salem have incomes above 100% of the median for the Boston metro area. The majority of households, between 60 and 70%, have incomes below 80% of the HAMFI.

	Income	Households	%
< 30% HAMFI	Less than \$30,000	5,117	29%
30% -50% HAMFI	\$30,000 - \$49,999	2,977	17%
50%-80% HAMFI	\$50,000 - \$74,999	3,078	17%
80%-100% HAMFI	\$75,000 - \$99,999	2,619	15%
> 100% HAMFI	\$100,000 and more	3,899	22%
Source: ACS 2007-2011 B19001			

Monthly Rent

Monthly Rent (\$)	Efficiency (0 bedroom)	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Fair Market Rent	\$1,042	\$1,164	\$1,454	\$1,811	\$1,969
High HOME Rent	\$1,042	\$1,164	\$1,408	\$1,619	\$1,786
Low HOME Rent	\$ 856	\$ 917	\$1,101	\$1,271	\$1,418

Table 30 – Monthly Rent

Data Source: HUD FMR and HOME Rents

The Fair Market Rent calculated by HUD for 2014 is comparable to the anecdotal observation of market rents previously discussed. High and Low rent limits for HOME are within an appropriate range for rents in Salem. Apartments at the Fair Market Rent would not be affordable to very low income and extremely low income households.

Is there sufficient housing for households at all income levels?

There are fewer units available to households earning low or moderate incomes. While 29% of households in the city have incomes less than 30% of HAMFI, only 11% of housing units throughout the city are affordable to households at this income level. For households earning 30-50%, 50-80%, or 80-100% of HAMFI, the proportion of appropriately priced housing is within range, according to ACS. Overall, 63% of households earn less than 80% of HAMFI, while only 44% of housing is affordable in this range. A disproportionate share of the city's housing is affordable to households earning more than 100% of HAMFI.

	Income	Households	%	Housing Units	%
< 30% HAMFI	Less than \$30,000	5,117	29%	1,870	11%
30% -50% HAMFI	\$30,000 - \$49,999	2,977	17%	2,285	13%
50%-80% HAMFI	\$50,000 - \$74,999	3,078	17%	3,575	20%
80%-100% HAMFI	\$75,000 - \$99,999	2,619	15%	3,105	18%
> 100% HAMFI	\$100,000 +	3,899	22%	6,855	39%
Source: ACS 2007-2011 B19001, CHAS 2007-2011					

How is affordability of housing likely to change considering changes to home values and/or rents?

Housing affordability is becoming an increasingly significant concern, as home values and rents are rising faster than incomes. The income disparity between renters and homeowners has also widened, as the increase in home values (70% between 2000 and 2011) far outpaced renter household incomes (12%). This makes it harder for renters to enter the homebuying market. The online survey indicates that many people who currently rent would like to own their own homes, but cannot afford a down-payment or mortgage for homes on the market.

How do HOME rents / Fair Market Rent compare to Area Median Rent? How might this impact your strategy to produce or preserve affordable housing?

While HOME rents and Fair Market Rent are considerably higher than the median rent calculated by ACS, the “rent paid” data collected by ACS includes households who live in subsidized housing and/or receive rental housing vouchers, and is thus artificially low. The Fair Market Rent calculated by HUD for 2014 is comparable to an anecdotal observation of apartments advertised for rent in Salem in December, 2014. High and Low HOME rent limits are within an appropriate range for rents in Salem. Disparity between Fair Market Rent or HOME rent limits and the actual market rents in Salem has not been an issue for Salem housing programs.

Discussion

According to ACS data, there are 6,229 households in Salem living below the poverty level and another 4,000 live between 100% and 150% of the poverty level. Approximately 3,700 households with incomes below 80% of median income are paying more than 30% of their income on housing. The supply of affordable housing is insufficient to meet the needs of cost burdened households including families and seniors, resulting in waits of 10 years or longer for subsidized housing units or vouchers.

Housing costs have risen disproportionately faster than income for both renters and homeowners in Salem, so that housing affordability is a concern, especially for households with low and moderate incomes. As noted in MA-10, over 3,000 households in Salem are severely cost-burdened, paying more than 50% of their income on housing. Half of these (1,560 households) are extremely low-income renters. Among homeowners, the elderly is sub-group of residents who are most impacted by housing cost burden; CHAS data indicates that 1,279 low- and moderate-elderly homeowners pay more than 30% of their income on housing-related costs.

MA-20 Housing Market Analysis: Condition of Housing – 91.210(a)

Introduction

Given the age of the city's housing stock, the condition of housing is a significant concern for many residents, particularly renters and homeowners with low and moderate incomes. Small, older rental structures which comprise the majority of rental housing units, present a barrier to many households to access housing that meets their needs due to accessibility issues, lead paint, and code violations. Participants in neighborhood meetings also expressed concern about the maintenance of rental housing where buildings are owned by absentee landlords. Many low-income homeowners, meanwhile, face financial barriers to fixing up their properties, particularly when the work needed to bring the homes up to code exceeds the value of the house.

Definitions

Standard Housing: Housing that meets one of the following definitions:

- The unit meets HUD Housing Quality Standards (HQS).
- The unit meets all state and local codes.

Substandard Housing: Housing that meets one of the following definitions:

- *Not Suitable for Rehabilitation:* Housing that is in such poor condition as to be neither financially nor structurally feasible for rehabilitation.
- *Suitable for Rehabilitation:* Housing that is not in standard condition but is both financially and structurally feasible for rehabilitation. This does not include units that require only cosmetic work, correction or minor livability problems or maintenance work.

Condition of Units

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With one selected Condition	3,423	37%	3,927	46%
With two selected Conditions	27	0%	228	3%
With three selected Conditions	0	0%	13	0%
With four selected Conditions	0	0%	0	0%
No selected Conditions	5,703	62%	4,369	51%
Total	9,153	99%	8,537	100%

Table 31 - Condition of Units

Data Source: 2007-2011 ACS

The Housing Conditions reflected in Table 7 are the same as those described in the needs analysis, including lack of complete kitchen facilities, lack of complete plumbing facilities, overcrowding (more than one person per room), and cost burden, i.e., spending more than 30% of household's income on housing. As noted in Table 7 of Section NA-10, the most common housing condition by far is cost burden. An estimated 265 rental units and 20 owner-occupied units lack complete plumbing or kitchen facilities, making them substandard. In addition, an estimated 90 renter households and 20 owner-occupant households live in over-crowded conditions.

Participants in neighborhood meetings highlighted concerns about housing conditions that are not reflected in CHAS data. Many are concerned about the condition of rental properties, in particularly the lack of upkeep and maintenance and, in some cases, illegal activities taking place in investor-owned rental properties. Many low-and moderate-income and/or elderly homeowners also have difficulty maintaining and improving the condition of their homes due to financial barriers.

Year Unit Built

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	347	4%	488	6%
1980-1999	1,770	19%	715	8%
1950-1979	1,805	20%	1,768	21%
Before 1950	5,231	57%	5,566	65%
Total	9,153	100%	8,537	100%

Table 32 – Year Unit Built

Data Source: 2007-2011 CHAS

More than half of Salem’s housing was built prior to 1950, lending it to have substantial maintenance costs. Older housing may reduce the affordability of a structure because of maintenance costs and safety issues. Over 80% of the housing structures in Salem were constructed prior to 1980, and may contain lead paint which was prohibited for residential use in 1978.

Risk of Lead-Based Paint Hazard

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980	7,036	77%	7,334	86%
Housing Units build before 1980 with children present	400	4%	779	9%

Table 33 – Risk of Lead-Based Paint

Data Source: 2007-2011 ACS (Total Units) 2007-2011 CHAS (Units with Children present)

The age of the city’s rental housing stock leads to a high proportion – over 85% - of rental units having a risk of containing lead-based paint. Children under the age of 6 are most vulnerable to lead poisoning. An estimated 1,179 households with children under the age of 6 live in housing units constructed before 1980, representing over 90% of the city’s households with young children. More than homeowners , renters represent a higher share of households who have children under the age of 6, and they are more likely to live in older buildings; significantly more children in rental housing are potentially exposed to the hazard of lead-based paint in their homes.

In 2001, Salem was considered one of the state’s high risk communities, with 24 cases over five years, averaging 4.8 cases per year. However, the rate of lead poisoning has improved considerably over the

past decade. Despite the age of the city's housing stock, the rate of lead poisoning is low: there have been about 1-3 cases of lead poisoning per year among children screened over the past decade.³⁸

Vacant Units

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units	1,211	52	1,263
Abandoned Vacant Units	376	52	428
REO Properties	18	0	18
Abandoned REO Properties	3	0	3

Table 34 - Vacant Units

Data Source Comments:

ACS estimates that there are 1,263 vacant units in the city, of which 835 are only temporarily vacant, as they are currently available for sale or rent, sold but not yet occupied, or intended for seasonal use. The remaining 428 units are assumed to be abandoned for purposes of analysis.

According to Salem's Assessor, there are 52 housing units in poor or very poor condition. Although the Assessor's data does not indicate whether buildings are occupied, it provides an indication of the number of buildings in the city in neglected condition. Of these, 20 are single family homes, 4 are condo units, 22 are 2-3 family buildings, and 6 are 4-8 unit or mixed use properties.

The City Assessor lists 18 residential properties which are currently investor owned. (Occupancy status cannot be determined from assessor's data.) Of these, 3 went through foreclosure more than five years ago and are assumed to be abandoned. All of these units are reported to be in "good" to "average" condition except for one unit listed in "very poor" condition. As this unit is a condominium in a garden style building in which other units are listed in good condition, it is nevertheless considered to be suitable for rehabilitation.

Between 2007 and 2013, a total of 378 residential properties were foreclosed, including single family, multifamily, and condominiums. According to the City Assessor, 500 properties have undergone foreclosure or bank sale since 2000. The number of foreclosures in Salem has declined steadily over the past 5 years although it remains higher for condominiums than for single family homes.

Massachusetts Housing Partnership (MHP) defines distressed properties as all those properties where a foreclosure petition has been filed, an auction scheduled in the previous year, or is bank held (up to two years). Salem is one of the 26 communities in the state identified as "Gateway Communities", which collectively accounted for 39.5% of the state's foreclosure crisis. Nonetheless, Salem's rate of foreclosure distress has improved ahead of the state as a whole. In July of 2014, Salem had 3.7 distressed housing units per 1,000, compared with 7.8 the previous year.

³⁸ MA Childhood Lead Poisoning Prevention Program, Screening and Incidence Statistics

³⁹ The Warren Group, "Foreclosure Stats", www.thewarrengroup.com

Need for Owner and Rental Rehabilitation

Aside from the issue of lead paint, the age of the city's housing stock lends to substantially higher maintenance costs. Weatherization and energy conservation improvements, repairs to roofing or siding materials, mold remediation, and updates to heating, cooling, electrical, and plumbing systems may be necessary for older housing to be safe, sanitary and to be more energy efficient. Residents who are handicapped or have mobility limitations are challenged with stairs or other accessibility barriers in their homes.

Data provided through the city's Assessor's database (described in previous section) indicates that the overwhelming majority of multi-family residential buildings, and close to half of single family homes and condos, were constructed before 1930. About 5% of residential properties (630 homes) are listed by the Assessor as being in "fair" or worse condition, of which one-third are single family homes and the rest are multifamily or mixed use structures. This includes 52 buildings rated as "poor" or "very poor", most of which were built over a century ago. The median assessed value of properties that are listed in poor condition is \$157,000 for single family homes, and just over \$200,000 for 2-3 family homes.

Over the past five years, Salem's housing rehabilitation loan program helped to improve 39 owner-occupied units, and CDBG funds contributed to the renovation of 77 units of rental housing at Salem Point Apartments by the North Shore CDC. Homeowners face financial barriers to maintaining and improving the condition of their homes when the work needed to bring the homes up to code exceeds the value of their properties. Similarly, many homeowners, especially those with condominiums, have difficulty accessing funding to improve their homes due to lack of equity or underwater mortgages.

Estimated Number of Housing Units Occupied by Low or Moderate Income Families with LBP Hazards

An estimated 1,179 households with children under the age of 6 live in housing units constructed before 1980, representing over 90% of the city's households with young children. Because a higher share of households who have children under the age of 6 are renters rather than homeowners, they are more likely to live in older buildings. Thus, significantly more children in rental housing are potentially exposed to the hazard of lead-based paint in their homes. Children in lower income households are particularly vulnerable, as they are more likely to live in housing that has not had lead hazard reduction treatment or abatement, or is otherwise not well-maintained. While the majority (81%) of homeowners with children under the age of 6 have higher incomes (above 80% of AMI), the opposite is true for renters. More than one-quarter of renter households with young children have incomes below 30% of AMI, and more than 70% have incomes of less than 80% of the AMI.

Lead Paint Hazard by Income Relative to AMI										
	Owner					Renter				
	<30%	30-50%	50-80%	>80%	Total Children	<30%	30-50%	50-80%	>80%	Total Children
Built before 1980 with children under 6	15	70	125	885	1,095	350	180	245	335	1,110
Built after 1980 with children under 6	10	0	0	185	195	4	85	15	40	144
All children under 6	25	70	125	1070	1,290	354	265	260	375	1,254
% children under 6	2%	5%	10%	83%		28%	21%	21%	30%	
% of children at risk of lead poisoning	1%	6%	11%	81%		32%	16%	22%	30%	
Source: CHAS 2007-2011										

Discussion

Salem's diverse housing stock represents a long span of public and private investment in housing to meet the needs of a wide range of households and individuals of all income levels. The age of much of the city's housing, however, generate health and safety problems due to aging structures, outdated mechanical systems, accessibility issues, lead paint, and code violations. These housing problems disproportionately impact renters, in particular elderly and disabled households and families with children, and they are more concentrated in LMI neighborhoods with denser, older housing stock.

The City of Salem has addressed the need for renovation and rehabilitation of older housing stock through its Housing Rehabilitation Loan Program, as well as supporting the modernization and rehabilitation of affordable housing owned by the Salem Housing Authority and North Shore CDC, and administering or supporting programs that provide weatherization and lead paint remediation. Moreover, the Get the Lead Out Program and the City's Housing Rehabilitation Loan Program have de-leaded numerous properties over the last 25 years, which has helped the city to significantly reduce the rate of lead poisoning,

In addition to rehabilitation efforts, new multi-family development will also help to increase the availability of rental housing that does not pose the barriers intrinsic to older structures. The City has consistently supported efforts to create new affordable housing, and is currently at 12.98% (state average is 9.2%), making Salem the community with the highest percentage of affordable housing of all the 30 cities and towns in the North Shore HOME Consortium.⁴⁰ Still, the supply falls short of the need for affordable and accessible units, particularly to serve the lowest income households. In this regard, Salem encourages other communities in the Consortium to help increase the supply of affordable housing in the region.

⁴⁰ MA DHCD Subsidized Housing Inventory, May, 2015

MA-25 Public and Assisted Housing – 91.210(b)

Introduction

The Salem Housing Authority (SHA) provides affordable housing to individuals and families in both federally- and state-owned properties. The SHA also administers Section 8 Housing Choice Vouchers, which subsidize the rents of tenants living in privately-owned rental units. It manages 39 federally-owned housing units located in six properties at six different sites, as well as 676 units of state-owned housing located in 83 buildings at 17 sites within the City. In addition to its own properties, the SHA currently manages a total of 867 Section 8 Vouchers (9 project-based and 858 tenant-based) that subsidize rents in privately-owned housing.

The table below shows federal units and vouchers, including those administered by other agencies than the SHA, such as Community Teamwork, Inc. in Lowell, which administers 348 Section 8 vouchers for residents living in Salem (169 project-based and 179 tenant-based).

Totals Number of Units

Program Type									
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers available			39	1,088			0	0	0
# of accessible units									

*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

Table 35 – Total Number of Units by Program Type

Data Source: PIC (PIH Information Center)

Describe the supply of public housing developments:

Describe the number and physical condition of public housing units in the jurisdiction, including those that are participating in an approved Public Housing Agency Plan:

The Salem Housing Authority owns and manages a portfolio of 715 units of decent, safe and sanitary public housing for low income elderly, family, and handicapped residents which are scattered across the City of Salem. This includes seventeen developments with a total of 106 rental units, and nine scattered-

site units in one- and two-unit buildings. The SHA's portfolio includes both federal and state public housing developments.

Of the 39 federally-assisted public housing units, 30 are elderly units in 2 developments. The remaining 9 units are family units scattered in 4 buildings at 3 sites.

Subsidized Housing Owned and Managed by Salem Housing Authority							
		Total	Number of Bedrooms				
Development	Address	Units	SRO	1	2	3	4
ELDERLY							
State							
Leefort Terrace	Leefort Terrace	50		50			
Bertram Terrace	Bertram Terrace	20		20			
Colonial Terrace	Boston & Nichol Sts	40		40			
Bates Terrace	Bates Terrace	16		16			
Norton Terrace	Norton Terrace	20		20			
Pioneer Terrace	Pioneer Terrace	104		104			
Charter Street	27 Charter Street	110		110			
Morency Manor	45 St. Peter Street	54		54			
J. Michael Ruane	3 Broad Street	16	16				
Dalton Residence	205 Bridge Street	35		35			
Federal							
Stephen Zisson	290 Essex Street	14		14			
Power Block	5 Barton Square	16		16			
Elderly Total		495	16	479			
FAMILY							
State							
Phillips School	86 Essex Street	17		1	4	12	
Garden Terrace	Garden Terrace	32		4	22	6	
Rainbow Terrace	Rainbow Terrace	136			68	68	
Park, Prince, Congress Streets	33 Park St26 Prince St	6					
	117 Congress St	8					
Farrell Court	17, 19, 21 Farrell Ct.	12			6	6	
Federal							
Scattered Sites	2 Hathorne Crescent	2			2		
	122 ½ Boston Street	2				1	1
	121 ½ Bridge Street	2			2		
	73 Boston Street	3			1	2	
Family Total		220		5	109	105	1
TOTAL UNITS		715	16	484	109	105	1
Source: Salem Housing Authority							

In addition to the 39 federally-assisted public housing units, there are 676 state-assisted public housing units located in 83 buildings at 17 sites. Of these, 168 are family housing units and the remainder are elderly/disabled units. A total of 39 public housing units in Salem are handicapped accessible.

The rent structure varies depending on the original funding source. In all of the elderly housing developments, tenants pay 30 percent of their monthly income for housing costs, including rent and utilities. For 32 of the family housing units, the same 30 percent standard applies. In the other 188 family units, however, tenants pay 27 percent of their monthly income for rent and utilities. Federally subsidized units and Section 8 vouchers are offered to tenants with incomes at or below 50 percent AMI, and the state-subsidized units are offered to tenants with incomes at or below 80 percent AMI. Thirty-six of the SHA's units are accessible to people with disabilities, including 21 in elderly developments and 15 in family developments. Of the 12 elderly developments, one is a congregate residence.

Public Housing Condition

Public Housing Development	Average Inspection Score
Federal Public Housing Units	92
Section 8	97

Table 36 - Public Housing Condition

Describe the restoration and revitalization needs of public housing units in the jurisdiction:

The SHA received a 92 of possible 100 points on its most recent PHAS (Public Housing Assessment System) scoring in the FY ending 9/30/2012. The 8 points the SHA did not receive were based on the physical condition of the properties. The Authority recently received a HUD Capital Fund Program Award to use for federal public housing units.

The Commonwealth of Massachusetts has recently implemented a Capital Improvement Program that provides housing authorities with a five year capital allocation for making repairs to state subsidized housing units in order to better plan for capital needs. The list of current projects in Salem is below. This change to a five year allocation for housing authorities is an improvement over the annual system of submitting a list of all needed improvements to the state and waiting for them to individually approve specific projects because it provides the housing authorities with a better way to predict the funding that will be available and plan for capital projects. However, the funding level for capital needs at both the state and federal level remains inadequate to the needs of these generally aging properties.

Federally-assisted public housing developments have been better funded and thus more easily maintained over the years, and are in generally good condition.

Describe the public housing agency's strategy for improving the living environment of low- and moderate-income families residing in public housing:

Salem Housing Authority is pursuing an active modernization program to maintain and update its public housing portfolio, both state- and federally-funded. For state-funded developments, the Commonwealth has moved to a 5 year capital improvement funding plan which provides better ability to local housing authorities to plan and budget their capital improvements. While funding is still more limited than what is needed to maintain units in excellent condition, the plan provides for a predictable income stream for capital improvements and repairs. This recent change is preferable to the previous system of annual applications to the state with all housing authorities competing for limited funding.

In addition to routine maintenance and repair work, the following modernization work is currently either underway or in design at the following SHA developments:

- \$1.4 million window and door replacement at Pioneer Terrace elderly housing;
- \$135,000 emergency generator installation at Morency Manor;
- \$11,000 water conservation program of replacement of 26 toilets at various units;
- 67,600 walkway paving at Rainbow Terrace.

The SHA also recently received notification of a \$40,906 award from HUD's Capital Fund Program, which will be used for maintenance and administration operation costs for the SHA's 39 units of federally funded public housing.

Community Teamwork, Inc. (CTI) administers the MA Department of Housing and Community Development's Family Self-Sufficiency Program which provides employment incentives to Section 8 voucher households. There are currently 7 DHCD FSS participants in the City of Salem.

MA-30 Homeless Facilities and Services – 91.210(c)

Introduction

To compete for federal funding (from the McKinney Homeless Assistance Act administered by HUD), a community or a group of communities must develop a continuum of care system. By HUD definition, “a continuum of care system is designed to address the critical problem of homelessness through a coordinated community-based process of identifying needs and building a system to address those needs.”⁴¹ Salem is part of the Continuum of Care Alliance under the aegis of the North Shore HOME Consortium, led by the City of Peabody. The Consortium serves 30 communities in the region, excluding Lawrence and Lynn. As homeless persons are often transient, services should be examined from a regional perspective, and most of the service providers in the Salem area serve people throughout Essex County, not just the city or town in which they are based. For example, Salem families at risk of homelessness and other special needs populations, such as those living with HIV/AIDS, access services based in Peabody and Danvers. Social services in Salem are most closely linked with those in the surrounding communities of Peabody, Lynn, Danvers and Beverly. The purpose of the Continuum of Care Alliance is to join resources, heighten awareness of existing resources, and increase cooperation between homeless and homeless prevention service agencies in Essex County.

Several types of facilities in Salem and on the North Shore are dedicated to serving the homeless. In general, homeless assistance facilities encompass emergency shelters, including domestic violence shelters, transitional housing, and permanent supportive housing. Emergency shelters address the basic human needs of food, shelter and safety. Additionally, many of these facilities directly provide services that address secondary needs such as medical care, counseling, substance abuse, mental health treatment and case management on a limited basis. Also, these organizations make referrals to other North Shore social service agencies for more intensive or specialized assistance such as job training, life skills training, and English as a second language (ESL) classes, as well as for transitional and permanent supportive housing.

In late 2014, the Mayors of Salem and Beverly came together to create a joint task force to better understand and address the homelessness problem. The task force is co-chaired by the two mayors and includes representatives from city departments and service agencies. In February, 2015, Danvers and Peabody were invited joined the task force. The Mayors’ Task Force on Homelessness proposes to analyze sub-populations of homeless people: the chronic homeless, homeless families, seniors, teens and young adults, as well as those with substance abuse, mental health and/or behavioral health issues. The group will also look at long-term needs for supportive housing, emergency shelter, day programming, and other support systems.

⁴¹ U.S. Department of Housing and Urban Development Online, “Homeless Assistance Programs,” Community Planning and Development, <<http://www.hud.gov/offices/cdp/homeless/programs/index.cfm>>.

Facilities and Housing Targeted to Homeless Households

	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds	
	Year Round Beds (Current & New)	Voucher / Seasonal / Overflow Beds	Current & New	Current & New	Under Development
Households with Adult(s) and Child(ren)	54	0	0	0	0
Households with Only Adults	34	16	0	22	0
Chronically Homeless Households	34	16	0	22	0
Veterans	0	0	3	0	0
Unaccompanied Youth	0	0	0	0	0

Table 37 - Facilities and Housing Targeted to Homeless Households

Data Source Comments: Data provided by Lifebridge and HAWC

Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons

Lifebridge's services (see next section below) address medical, supportive service and other needs. Under Lifebridge's auspices, Partners Home Care provides medical care to homeless persons, and nursing students from Salem State University (SSU) assist homeless individuals with frostbite care at the shelter as part of their training. Lifebridge also provides case management services that directly connect clients who need access to mental health care and substance abuse treatment. Also, Lifebridge acts as a clearinghouse, referring people to other area service providers such as the North Shore Career Center, The Salvation Army, HAWC and North Shore Community Action Programs. SSU also provides classes at Lifebridge. In addition, Lifebridge's staff actively conducts outreach on the streets to homeless persons.

Through a CDBG sub-grant to Lifebridge, the City partially funds a licensed nurse who provides onsite and community based health assessments to the homeless population, including wound care, blood pressure monitoring, nutrition and general health education. The nurse also provides outreach services via random patrols in order to help connect unsheltered homeless individuals with needed services and to liaise with local businesses. The Salem Police Community Impact Unit works closely with Lifebridge.

HAWC provides a wide range of services including a 24-hour crisis hotline, legal assistance and advocacy, support groups, one-on-one counseling for women and men, and play therapy groups for children. In FY14, HAWC's Salem and satellite offices served 2,428 individuals from 23 North Shore/Cape Ann communities, providing more than 4,900 units of service, not including the hotline. The hotline itself

received and returned more than 3,000 calls. Salem residents represented 10% of the clients served and a generally proportionate share of all of the services provided. In addition, HAWC collaborates with the North Shore Medical Center to provide services for patients who suffer from domestic abuse.⁴²

The City's Veterans Services Office is the main local contact point for veterans seeking assistance. MGL c. 115 mandates programs and services to assist veterans, including financial support to low income veterans. Financial support can take a variety of forms, including fuel and utility assistance, emergency funds and short-term rental assistance to prevent homelessness. Chapter 115 can also provide assistance for housing "start-up" costs, i.e., first and last month's rent and security deposits. If resources of other agencies are not available, Salem will provide assistance, including paying for a hotel stay if necessary.

From 2010-2015, Journeys of Hope (JoH) ran a day program for homeless and at-risk youth ages 18-23, based at the First Universalist Church in Salem. JoH's program provided clients with basic hygiene needs, a meal at breakfast, and one-on-one case sessions to define and work towards individual goals. It also partnered with schools to provide summer programs and counselling for at-risk students, and continues to offer vocational training in culinary arts through the Salem Charter School.

List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. If the services and facilities are listed on screen SP-40 Institutional Delivery Structure or screen MA-35 Special Needs Facilities and Services, describe how these facilities and services specifically address the needs of these populations.

Emergency Shelter for Individuals in Salem. Lifebridge offers 3 programs: community meals, emergency shelter, and services. Referrals are by word of mouth, from other social service agencies, or the MA Department of Transitional Assistance (DTA). The shelter is open 24 hours to individuals aged 18+. It has 34 beds (24 males, 10 females), and 16 additional beds during the winter. The shelter has been at or over-capacity year-round for several years. Because of a bed shortage area-wide, staff tries to shelter as many as is reasonable.

Lifebridge also seeks to place homeless individuals in permanent housing. Its Seeds of Hope campus has 22 congregate units (18 subsidized) of supportive permanent housing, 5 for females and 17 for males. In 2014, Lifebridge exceeded its goal by placing 64 homeless individuals into permanent housing.

Regional Facilities for Individuals. Throughout the North Shore region, the North Shore HOME Consortium reports a total of 123 year round beds for households with only adults, 73 voucher/seasonal/overflow beds, 39 transitional housing beds, and 369 permanent supportive housing beds.⁴³ The nearest shelter outside of Salem is River House in Beverly, an emergency shelter for up to 34 men. Within the same facility it provides 5 residents with affordable, supportive housing in a congregate

⁴² Information provided by Nikki Whittaker-Velasque, Director of Programs, HAWC, 2/25/15

⁴³ North Shore HOME Consortium 5-Year Consolidated Plan 2015-2020

setting. Each tenant has a private bedroom and shares a living room, kitchen, bathrooms and laundry. Tenants receive case-management services.

The Lynn Shelter Association (LSA) operates emergency shelter, transitional and permanent supportive housing facilities and programs. It runs an emergency shelter at 100 Willow Street that provides beds for up to 50 adults, with expanded capacity of 80 beds during winter. Housing and case management programs are based at its Great Hill Residence: a veterans' stabilization program, a group home for chronic substance abusers, and a scattered site program for persons with HIV/AIDS. LSA provides a Women's Transitional Housing program for 14 females, and a "Transitions" program for 30 homeless individuals. Its Shelter + Care program provides 30 units of supportive housing for chronically homeless, disabled individuals.

Emergency Shelter for Families in Salem. Healing Abuse Working for Change (HAWC), is an emergency shelter for families fleeing domestic violence. It has capacity for 7 adults and 20 children. Adults complete a 3-month program before moving to transitional housing. This stay may be extended if no other housing options are available. HAWC provides a range of non-residential services, including a 24-hour crisis hotline. Other services include court representation/legal services, advocacy, support groups and 1-on-1 counseling, housing search, and child counseling and playgroups. Clients receive help with parenting and life skills and building self-esteem.

Regional Facilities for Families. Throughout the North Shore region, the North Shore Home Consortium reports a total of 355 year round beds for households with adults and children, 734 voucher/seasonal/overflow beds, 76 transitional housing beds, and 67 permanent supportive housing beds.⁴⁴ In addition to HAWC's satellite facilities around the North Shore, homeless families are served by organizations in the region, including North Shore Community Action Program (NSCAP). NSCAP provides scattered-site emergency shelter regionally for 47 families. It leases apartments in Salem to families and pays the rent and utilities.

The Lynn Shelter Association operates the Bridge House Shelter (11 families), Green House Shelter (21 families), and provides subsidies and supportive services to 6 families through Shelter + Care funding.

Citizens for Adequate Housing, Inc. (CAHI) provides emergency shelter and services for up to 6 homeless families and another 4 transitional family units through its Inn-Between program. It also operates Inn-Transition, a 6-month sober-living transitional housing facility, offering 8 units for families with substance abuse and mental health problems. It offers parenting and basic living skills training.

Lahey Health Behavioral Services manages H.A.R.T. House, a residential program for women with substance abuse problems and their families. Wellspring House in Gloucester also serves families regionally, with 5 emergency family shelter units.⁴⁵

⁴⁴ North Shore HOME Consortium 5-Year Consolidated Plan 2015-2020

⁴⁵ <http://www.wellspringhouse.org>

MA-35 Special Needs Facilities and Services – 91.210(d)

Introduction

Various subpopulations of Salem residents have specific housing needs and may also require special attention due to their current or prospective service needs, including elderly, frail elderly, persons with disabilities, substance abusers, and persons with HIV/AIDS.

An array of public, non-profit and charitable organizations provide services to Salem residents, located both in Salem and throughout the region. Some of these organizations offer services in multiple areas (multi-service agencies); others focus in specialized areas, such as domestic violence/abuse, youth services, or housing. Following is a discussion of services that provide support to Salem residents with special needs.

Including the elderly, frail elderly, persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addictions, persons with HIV/AIDS and their families, public housing residents and any other categories the jurisdiction may specify, and describe their supportive housing needs

Elderly and Disabled: Salem's Counsel on Aging provides programs, activities, and services for Salem residents who are age 60 and over and/or disabled. Services include transportation for medical appointments and shopping, safety awareness and support programs, weekday meals, health clinic, social and wellness programs, and a range of social services.

The North Shore Moving Market has delivered groceries to home-bound elderly and disabled persons since 2011. They serve 170 people per month who cannot get to a food pantry on their own. (In addition to elderly, they increasingly get requests from younger households who are out of work or need to supplement their SNAP benefits; the North Shore Moving Market encourages those who are capable to visit a stationary food pantry.) The Moving Market typically obtains supplies from the food bank in Lowell, but when they are not sufficiently stocked to fill the need, the Moving Market has to buy groceries to bring to their clients. They are funded through CDBG, ESSP and, occasionally, small grants from private foundations.

CAB's Outpatient Clinic in Salem (see "Substance Abuse Services") provides special programs for senior and older adults.

Persons Living With HIV/AIDS: The North Shore office of the Aids Action Committee (AAC), in Lynn, is the primary organization that serves persons with HIV/AIDS. It provides both direct services, and client advocacy/case management and referrals to other agencies throughout the region. Among its many services, it provides emergency housing assistance, housing search assistance, as well as transitional, permanent, and congregate and scattered site housing, both with and without supportive services.

NSCAP in Peabody also provides housing-related services to persons with HIV/AIDS in the region. Of these, 10 persons are in Salem, 6 individuals and two 2-person households.⁴⁶ NSCAP coordinates its assistance with other agencies, e.g., the AAC and the Lynn Housing Authority (LAND), whose service area includes Salem. The services provided include housing search, rental start-up (1st month's rent and security deposits) and transitional (short-term) rental subsidy assistance. LAND estimates that it is currently providing housing subsidies to 4-6 Salem households.⁴⁷

Substance Abuse Services: The Salem Police Department is coordinating with the City's Public Health Department and service providers to address the opiate addiction crisis, seeking ways to provide access to care for those who overdose, as well as training and prevention initiatives. Two of the region's substance abuse support networks, CAB Health and Recovery Services and Health & Education Services, Inc. (HES) merged and then joined with Lahey Health in 2013. Lahey's behavioral health services include outpatient mental health clinics; inpatient and outpatient treatment and prevention for drug and alcohol problems; school-based programs; and community education and prevention. A clinic in Salem provides outpatient services and treatment for substance abuse and addiction, mental health, and for family youth and children. Lahey also offers inpatient treatment, residential, and transitional support programs in several facilities on the North Shore, serving both men and women, men only, adolescent boys only, and women with children. The Salvation Army's Salem office also refers clients to its 80 bed Adult Rehabilitation Center in Saugus, which provides a six to nine month residential support program for clients struggling with addiction.

Victims of Domestic Violence: HAWC provides services including a 24 hour hotline, support groups, individual advocacy, community education, and a parent-child trauma recovery program. HAWC collaborates with the North Shore Medical Center to provide further community education, crisis intervention, and safety planning services. HAWC also operates a residential facility that provides emergency shelter to individuals and families experiencing domestic violence and abuse.

Describe programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing

Mental Health Services: Since the merger with CAB and HES, support services on the North Shore are provided by Lahey Health Behavioral Services. For those in Salem who are leaving mental health facilities or are at-risk of psychiatric hospitalization, Lahey offers in- and outpatient support programs to assist persons with mental illnesses. The programs include addiction counseling, as well as job training and life skills.

Part of the Lahey network, the CAB office at 41 Mason Street is a community-based Emergency Services Program (ESP), providing a continuum of care to clients with co-occurring substance abuse and mental health disorders. An Assertive Community Treatment (ACT) Team operates from this office and is

⁴⁶ Interview with Heidi Williams, HOPWA Director, NSCAP, 2/24/15.

⁴⁷ Telephone interview with Harry MacCabe, Lynn Housing Authority and Neighborhood Development, 2/24/15.

available 24 hours a day for persons that require intensive outreach, assistance with medication, or general support.

Assistance for Persons with Cognitive and Physical Disabilities: The Independent Living Center of the North Shore and Cape Ann (ILCNSCA) provides a variety of assistance programs, primarily focused on independent living skills, for persons in the region with cognitive and physical disabilities. ILCNSCA offers educational and advocacy programs, partially funded with CDBG funds, which provide information and referral services, counseling, housing skills training and housing advocacy.

Morgan Memorial Goodwill Industries serves people with cognitive and physical disabilities by referral from the Department of Developmental Services (formerly Department of Mental Retardation) or the Massachusetts Rehabilitation Commission. Its clients range in age from 22 to 72 years of age. Goodwill provides job and vocational training, and job readiness counselling. For people with severe mental retardation, Goodwill provides a day program with job simulation activities.

Bass River Day Activity Program, Inc. offers day programs in Salem and Beverly for adults with developmental disabilities, providing mental health care and counseling, support groups, job training and job coaching programs.

Other regional programs include Anchor to Windward, which provides assistance to disabled adults transitioning to independent living, particularly focusing on socialization skills and jobs education. This program receives no public funding. Wellspring House, located in Gloucester, provides assistance directed to assisting families and individuals (primarily those living on Cape Ann) to move out of poverty. Wellspring also serves disabled adults referred by the Massachusetts Rehabilitation Commission.

Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. 91.315(e)

Salem will continue to provide grants to nonprofit agencies for social services programs such as homelessness and foreclosure prevention, housing education, food distribution, homeless services, job training, senior transportation, childcare, crime prevention, immigrant services (cultural orientation and acclimation), ESL and citizenship education, youth activities, senior services, adult education (financial literacy, computer training, etc.), and substance abuse prevention, and other programs that advance self-sufficiency, reduce household financial burdens, or improve the quality of life, as well as other special services (legal assistance, program navigation).

Examples of services the City funds with CDBG that support non-homeless special needs are food pantries, homelessness prevention programs provided by HAWC, Catholic Charities, The Salvation Army, and NSCAP, the North Shore CDC Family Stability Program, HAWC Children's Program, Cerebral Palsy Association Preschool Program, Lifebridge Medical Support Services Program, North Shore Moving Market, Salem Community Child Care, Salem YMCA child care, Independent Living Center Accessible Housing Education Services Program, and the Salem Council on Aging Transportation Program.

For entitlement/consortia grantees: Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. (91.220(2))

See above.

MA-40 Barriers to Affordable Housing – 91.210(e)

Negative Effects of Public Policies on Affordable Housing and Residential Investment

Throughout the process of gathering input through public meetings and interviews with service providers, business associations, and housing professionals, the City of Salem has not found indication that housing policies have created impediments to fair housing. Subsidized and affordable housing is located citywide, and is not disproportionately concentrated. Foreclosures and loan denials also occurred proportionally in all areas. Moreover, Salem has not experienced neighborhood objection and zoning practices that limit development of supportive housing for persons with disabilities. In comparison with other towns in the region, Salem offers a greater diversity of housing, and a higher proportion of affordable housing overall, exceeding the state's 10% affordable housing goal. Moreover, a concentration of health and social service providers in Salem draws a disproportionate share of persons with disabilities to seek affordable and accessible housing in the city.

Some of the factors identified in the previous Consolidated Plan in 2010 continue to contribute to the difficulty of increasing the availability of affordable housing, including a shortage of land, lack of regulatory tools to require affordable housing in new developments, and local government's dependence on the property tax to finance City services. Like other communities, Salem is not in control of all of these barriers, and as a result its ability to solve them is constrained by financial resources and legal requirements.

Regulatory and Environmental Constraints

As a mature coastal city of only eight square miles, there is limited remaining developable land, and the remaining developable land is limited by environmental constraints and regulated by zoning and other state and federal land regulations.

Much of Salem's developable or underdeveloped land is located in the following zoning districts:

- **R1** is a single family residential zone with a minimum lot size of 15,000 sf and frontage and lot width requirement of 100 feet. These dimensions are difficult to achieve where many of the lots are narrow.
- The **RC** zone has a minimum lot size of 80,000 sf, minimum frontage and lot width of 200 feet, and front yard setback of 40 feet. While these dimensions are appropriate in a conservation zone, it preserves land at the expense of development opportunities.
- The **R2** district allows for single and two-family dwellings on lots as small as 7,500 sf.
- The **R3** district allows for the construction of multi-family housing, with maximum building height of 45 feet and required distance between buildings of 40 feet. Multifamily dwellings in R3 on lots held under a single ownership and consisting of a minimum of 200,000 sf may be built to a maximum height of 50 feet or 4 stories.
- Downtown, the **B5** district encourages urban density, scale and form appropriate for a city of Salem's size. Residential density is controlled by variable floor to area ratios of 3:1 to 6:1, and maximum height of 70 feet, or six stories.

- The City's other business districts are governed by more suburban-like height and coverage regulations, and only allow residential development in the **B1** district, except that Planned Unit Developments (PUDs) are allowed in the **B2, B4, B5, Industrial, and BPD** districts.

Recent residential development has primarily been focused in the North River Canal Corridor (NRCC) and in the downtown. Overall, the City has positioned itself to absorb redevelopment inside its traditional core areas, consistent with smart growth principles. If Salem's land use regulations were too prescriptive in these locations, the City would not be able to adapt to changing market conditions and residential preferences of changing demographics.

Due to Salem's industrial past, most of its land – particularly in the areas that are zoned for higher density development – is impacted by environmental contamination. Some degree of brownfield remediation is required for almost any project throughout the city, under the oversight of MassDEP. This impacts public projects such as park improvement, as well as private development. The requirement for environmental clean-up increases the cost of development. The city has utilized federal and state funding programs in the past to address brownfield sites.

Many areas throughout the city are subject to state environmental regulation through Chapter 91, which protects the public use of tidelands and waterways, and the Wetlands Protection Act. Many potential redevelopment areas also fall within flood zones identified by FEMA. Regulations around all of these natural environmental conditions establish land use constraints and/or mitigation requirements, and necessitate further levels of approval in the permitting process for proposed development projects, depending on their location and scale. These permitting processes slow development projects and considerably add to the cost of development. Two major housing developments currently in the pipeline which combined would create over 250 new rental units in Salem are awaiting resolution of environmental permitting issues.

Lack of Development Finance

While Salem has been working extensively to allow for larger mixed-use and multi-family residential projects within its downtown area and the North River Canal Corridor, the recent recession hindered (although not completely stopped) the development of such projects. The recession had several impacts related to construction: first, it has caused severe constrictions in construction spending. One outcome of this is that there are fewer developers remaining with the financial resources and access to capital, staffing capacity and skills required to perform large scale construction projects. Second, changes in federal regulations with respect to lending, which have remained relatively favorable toward the construction of multi-family residential projects, have also made it more difficult for developers to cross-leverage their existing projects in order to secure construction financing and take out loans. Third, with a weaker market, building more expensive projects (such as those that require the construction of costly underground parking as well as extensive design review) have become less profitable. All of these issues, combined with high land values, and sites that entail high development costs have created barriers to the construction of affordable residential development at the scale needed to respond to the need.

Public Finance and Housing Affordability

Salem has seen the value of its residential stock generally increase in the post-recession years, however at the same time, tax rates have also been raised. In the past decade, the residential tax rate has increased from \$11.38 per \$1,000 in 2005 to \$16.41 per \$1,000 in 2015. Two factors affect property tax bills: the cost of municipal and school services, and the sources and amounts of revenue used to pay them. In Salem, the increase in homeowner tax bills has less to do with growth in local spending than a decline in nonresidential tax revenue and the amount of local aid as a percentage of the City's budget. Of the 348 cities and towns in Massachusetts the Department of Revenue collects data for, Salem's average single-family tax bill ranked 126 in the state in 2014, which is an improvement since 2009 when it was ranked 119. Decreases in the commercial and industrial tax base have contributed to the problem of high tax bills, along with increases in fixed costs such as health care. Salem has plainly experienced a growing shortfall in local aid, forcing property tax payers to make up the difference.

MA-45 Non-Housing Community Development Assets – 91.215 (f)

Introduction

Since 2009, Salem has been designated as one of Massachusetts 26 “Gateway Cities”, which are identified as mid-sized urban centers that anchor regional economies around the state and face “stubborn social and economic challenges while retaining many assets with unrealized potential.”⁴⁸ Gateway cities have been defined by the State Legislature as having a population between 35,000 and 250,000, with an average household income below the state average and an average educational attainment rate below the state average. Since 2008, Gateway Cities have been the focus of a collaborative effort of municipal and state leadership to research and implement innovative strategies for economic development and revitalization.

Salem is home to a diverse workforce and varied employment base. Several economic sectors dominate the employment opportunities within the city, like health care and educational services, while several additional emerging industries such as local food and the creative economy need support to continue growing and providing additional economic opportunities. Salem has a vibrant traditional downtown, robust tourism economy based on its considerable natural, historical, and cultural resources, active and growing manufacturing and construction sectors, a stable financial services sector, and a lively and ever-growing restaurant and entertainment scene. Its workforce, which experiences lower unemployment rates than the state and national averages, is generally well-educated across most age cohorts, but gaps exist between the skills of the available workforce and employment opportunities, particularly within the medical and durable goods manufacturing fields.

⁴⁸ MassINC Gateway Cities Innovation Institute, <http://www.massinc.org/Programs/Gateway-Cities/About-the-Gateway-Cities.aspx>

Economic Development Market Analysis

Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	43	177	0.2%	1.0%	-134
Arts, Entertainment, Accommodations	2,739	2,791	12.6%	16.4%	-52
Construction	816	714	3.7%	4.2%	102
Education and Health Care Services	6,346	8,129	29.2%	47.7%	-1,783
Finance, Insurance, and Real Estate	1,809	696	8.3%	4.1%	1,113
Information	708	171	3.3%	1.0%	537
Manufacturing	1,419	754	6.5%	4.4%	665
Other Services	1,086	872	5.0%	5.1%	214
Professional, Scientific, Management Services	2,201	1,021	10.1%	6.0%	1,180
Public Administration	979	1,103	4.5%	6.5%	-124
Retail Trade	2,531	2,221	11.6%	11.6%	310
Transportation and Warehousing	887	179	4.1%	1.0%	708
Wholesale Trade	204	274	0.9%	1.6%	-70
Total	21,768	17,049	100%	100%	2,666

Table 38 - Business Activity

Data Source: Massachusetts Executive Office of Labor and Workforce Development (EOWLD)

In 2013, Salem was home to 1,318 establishments that combined for an average monthly employment of 19,288 workers.⁴⁹ Due to the seasonal nature of some sectors of Salem's economy, the average monthly employment experiences an uptick during the fall for the duration of the Halloween season and a low point during January and February after the holiday season, when inclement weather and reduced retail employment impacts the overall employment. Over the past five years, the number of establishments and workers in Salem has remained relatively constant with less than a 1% increase in the number of jobs. However, during the same time period, the average weekly wage has increased by approximately 7.5% from \$837 a week to \$897.⁵⁰

Table 45 reflects that there is currently a surplus of approximately 2,666 workers for positions in Salem; most notably, large surpluses exist within the Finance, Insurance, and Real Estate business sectors as well as the Professional, Scientific, and Management business sectors. As these tend to be higher wage occupations, the surplus of professionals generally employed within those sectors could impact other industries. However, it should also be noted that there are a number of business sectors that are

⁴⁹ Massachusetts Executive Office of Labor and Workforce Development, ES-202, 2013. Note: Figure presented is higher than figure shown in table as the employment categories used by the ACS are more limited than those used by the Massachusetts Executive Office of Workforce Development and do not fully capture the industries located within Salem.

⁵⁰ Massachusetts Executive Office of Labor and Workforce Development, ES-202, 2013.

experiencing a shortage of workers, particularly within the Education and Health Services Sector. The following table denotes the largest employers in Salem for every business that employs in excess of 100 employees. The largest employers correspond to the significant numbers of jobs in health care and education, but also demonstrate the broad range of employers within Salem including in the tourism, retail, manufacturing, and financial services industries. However, it should also be noted that Salem, and downtown Salem in particular, is home to many microenterprises which employ five workers or fewer and provide a large share of jobs in the city.

Largest Employers		
Company Name	Nature of Business	Total Employees
North Shore Medical Center	Health Care	3,100
City of Salem	Municipal Government	1,780
Salem State University	Higher Education	1,443
Spaulding Hospital for Continuing Medical Care, North Shore	Health Care	576
Market Basket	Food Market	475
Commonwealth of Massachusetts	State Government	420
Salem Five Savings Bank	Banking	320
Peabody Essex Museum	Cultural/Tourism	255
Grosvenor Park Nursing Center	Health Care	241
Home Depot	Retail	185
Salem Glass	Retail	165
Salem YMCA	Social Service Agency	150
Hawthorne Hotel	Lodging	150
Northeast Behavioral Health Services	Health Care	146
Wal-Mart	Retail	120
Excelitas Technologies Corp.	Manufacturer	112
Jacqueline's Gourmet Cookies	Manufacturer	112
Middle-Oak Insurance Co.	Insurance	110
Target	Retail	110
Groom Construction	Service	100
Harbor Sweets	Retail	100
Shaw's Supermarket	Food Market	100
Crosby's	Food Market	100
TJ Maxx	Retail	100
Thermal Circuits	Manufacturer	95
Waterfront Hotel	Lodging	80

Data Source: City of Salem, 2015

Labor Force

Total Population in the Civilian Labor Force	24,509
Civilian Employed Population 16 years and over	22,007
Unemployment Rate	10.21
Unemployment Rate for Ages 16-24	28.29
Unemployment Rate for Ages 25-65	7.51

Table 39 - Labor Force

Data Source: 2007-2011 ACS

While the size of the labor force has remained relatively constant since 2010, it has grown marginally by 1.4%, representing an increase of 402 employed members of the workforce.⁵¹ The unemployment rate has also improved significantly; while the ACS 2007-2011 reported that the unemployment rate averaged 10.2% during that time period, local data provided by the Executive Offices of Labor and Workforce Development (EOLWD) reports that the overall unemployment rate was 8.1% in 2010, slightly lower than the overall unemployment rate in the State of Massachusetts of 8.3% during the same year. Unemployment has steadily decreased between 2010 and 2014; however, there was with a slight uptick in unemployment in 2012. During the same period of time the number of business establishments in Salem constricted. The unemployment rate subsequently decreased in both 2013 and 2014. The unemployment is currently 6% in Salem, which is on par with a 6% unemployment rate in Massachusetts in 2014. In contrast to the overall workforce, the unemployment rate for youth was reported by ACS at 28.3% during 2007-2011, and likely remains high.

Occupations by Sector	Number of People
Management, business and financial	5,804
Farming, fisheries and forestry occupations	646
Service	2,599
Sales and office	5,492
Construction, extraction, maintenance and repair	1,229
Production, transportation and material moving	716

Table 40 – Occupations by Sector

Data Source: 2007-2011 ACS

The above table reflects that there are approximately 16,486 median income workers in Salem, representing 74.9% of the civilian workforce with the majority of remaining workers represented in low income occupations and a minority of workers represented in high income occupations. Of those workers, 35.2% are employed in management, business, and financial occupations; 33.3% are employed in sales and office occupations; 15.8% in service occupations (which is notable because service

⁵¹ Massachusetts Executive Office of Labor and Workforce Development, LURR Report, 2010-2014.

occupations represent nearly ¼ of all jobs in Salem, meaning that roughly 10% of those jobs do not provide median income wages)⁵²; construction, extraction, maintenance, and repair, represent 7.5% of occupations; production, transportation, and material moving represents 4.3% of occupations; and finally, farming, fisheries, and forestry occupations represent 3.9% of employment. Of the latter, the Salem Farmer’s Market is integral to helping local farmers bring their goods and products to market and it is likely to see some increase in those occupations in upcoming years; while maritime occupations, once a mainstay in Salem’s economy continue to experience difficulties due to economic conditions resulting from federal regulations. With the introduction of cruise ships to Salem’s harbor, as well as the development of trade schools and maritime programs within the North Shore Community College system, there may be an increase in service and technical occupations related to the maritime economy in upcoming years.

Travel Time

Travel Time	Number	Percentage
< 30 Minutes	12,358	59%
30-59 Minutes	5,082	24%
60 or More Minutes	3,521	17%
Total	20,961	100%

Table 41 - Travel Time

Data Source: 2007-2011 ACS

During the public outreach process and within interviews, Salem’s geographic location and access issues were repeatedly mentioned as a concern. Many of Salem’s residents live and work within Salem or within close proximity to the city, as reflected by the table above which shows that nearly 60% of Salem residents commute for less than 30 minutes to work. Still, access to jobs outside of the North Shore region, particularly those in high-tech or financial service occupations which tend to be located within Boston, Cambridge, or the northwest suburbs, remains problematic. This is due in part to the nature of public transportation options offered by the Massachusetts Bay Transit Authority (MBTA) which links Salem to Boston by commuter rail or ferry, but not as conveniently to other suburban locations, leading to poor east-west transportation connections along those corridors. Further, due to high and frequently unpredictable traffic volumes on Route 128, accessing locations to the west can create significant commute times to high skilled jobs. Local Routes 107 and 114, which provide access to larger arteries and highways such as Route 128, Route 1A, and Interstate 95, are frequently plagued by traffic congestion and have many signalized intersections that lengthen commute times, contributing to the perception of access issues in Salem. With 41% of Salem residents commuting more than 30 minutes to work, and a full 17% commuting more than 60 minutes, transportation to work remains a challenge to

⁵² Massachusetts Executive Office of Labor and Workforce Development, ES-202, 2013.

Salem residents. In addition, 68% of residents drove alone to work, 8% car pooled, 11% took public transit, 7% walked, 4% worked from home, and the remaining 2% arrived to work by other means.⁵³

Education:

Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	1,292	141	827
High school graduate (includes equivalency)	3,397	518	741
Some college or Associate's degree	4,944	539	762
Bachelor's degree or higher	8,034	510	1,004

Table 42 - Educational Attainment by Employment Status

Data Source: 2007-2011 ACS

Forty-two percent (42%) of Salem's workforce holds a bachelor's degree or higher. Salem's workforce has a higher educational attainment than Massachusetts overall, wherein 39% of the workforce has completed a bachelor's degree or higher.⁵⁴ Within that cohort, the unemployment rate was 2.2%, while 4.4% are not in the labor force. Twenty-eight% of the population has received some college or an Associate's degree; with an unemployment rate of 2.4%, this cohort experiences the highest unemployment rate. High school graduates or equivalent represent 21% of the labor force while those with less than a high school diploma represent 10%.[2] The lowest unemployment rate is among those who do not have a high school diploma or equivalency, with an unemployment rate of 0.6%, and a non-participation rate in the labor force of 3.6%. These rates are on par with all other cohorts, with the exception of those with a bachelor's degree or higher who are more likely to not be participating in the labor force by will rather than necessity.

Although workers with lower educational attainment experience less unemployment, interview data and survey responses suggest that marginal employment, leading workers to have to hold multiple jobs in order to afford basic necessities, is routinely experienced by this cohort. This issue is especially pronounced for members of the labor force with limited English language proficiency who find their employment options to be limited. As many low wage earners are employed in service occupations, instability due to the seasonal nature of Salem's tourism economy is particularly impactful on these populations.

⁵³ American Community Survey, 2007-2011, DP03.

⁵⁴ American Community Survey, 2007-2011, DP03.

Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	93	129	209	710	583
9th to 12th grade, no diploma	452	416	152	644	580
High school graduate, GED, or alternative	1,851	918	1,076	2,662	2,253
Some college, no degree	2,155	1,244	1,027	2,021	708
Associate's degree	267	376	569	1,019	187
Bachelor's degree	293	2,060	1,733	2,417	493
Graduate or professional degree	79	1,116	733	1,504	489

Table 43 - Educational Attainment by Age

Data Source: 2007-2011 ACS

The 24-35 year age cohort is the most well educated cohort in Salem, with 51% of residents in that age group having attained a bachelor's degree or higher, and 77% having attended some college or attained an associate's degree. Residents between 35 and 44 years of age had similar educational attainment levels to residents in the 24-35 year age cohort, with 74% having attended college and 45% having completed a bachelor's degree or higher. Within both cohorts, roughly one quarter of residents had attained a high school education or less. The least educated cohort in Salem are residents 65 years or older; 22% did not complete high school and 65% did not attend college. This reflects cultural shifts and economic necessities within the United States, wherein the necessity of a college education or some post-high school specialized training is typically now a prerequisite for entry level employment. Interestingly, within the 18-24 age cohort, 46% of residents hold a high school diploma or less and have not attended college; while 54% of residents in that cohort have completed some college. Although traditional students attend college during the ages represented by that cohort, it is possible this generation will have lower educational attainment levels than previous generations, or wait longer to further their education.

Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	23,977
High school graduate (includes equivalency)	36,898
Some college or Associate's degree	36,464
Bachelor's degree	50,076
Graduate or professional degree	63,951

Table 44 – Median Earnings in the Past 12 Months

Data Source: 2007-2011 ACS

Educational attainment has a strong impact on income earning potential, as workers with less than a high school education earn a median income that is 38% of the median income of workers with a graduate or professional degree. Comprising 10% of the workforce, these workers earn a median income of \$23,977. Workers with some college or associate's degrees had median earnings that were marginally lower than those who were high school graduates (or equivalent), which may in part be explained by the slightly higher unemployment rate that cohort experiences. Workers with a bachelor's degree or higher (42% of the workforce) earn considerably more than workers with less than a bachelor's degree (58% of the workforce).

However, educational attainment is not the only indicator which impacts median income; household type and marital status also has a strong correlation to median income. In 2011, married-couple family households had a median income of \$90,269 (representing 34% of all households), while family households including married-couple households had a median income of \$64,769 (representing 55% of all households). Non-family households had the lowest incomes, with a median income of \$40,630 (representing 45% of all households). The overall median household income in Salem was \$56,203,⁵⁵ which is significantly lower than the Area Median Income (AMI) for the Boston-Quincy-Cambridge HMFA, which is \$94,400.

Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?

By far, the largest employment sector in Salem is Education and Health Care Services, employing nearly 30% of workers and representing almost half the jobs within the city. The health care sector is composed of 246 establishments employing 5,454 workers on average, with an average weekly wage of \$1,059, and is expected to expand in upcoming years due to need for increased medical services related to demographic changes and planned investments.⁵⁶ Subject to legal proceedings with Partners Health Care, the North Shore Medical Center is currently planning to consolidate its in-patient care services within Salem and construct a new emergency room, 72 private in-patient rooms, a parking garage, and a new main entrance providing additional jobs for a diverse workforce within in an already significant sector. Meanwhile, Spaulding Hospital for Continuing Care will be closing as of September 30, 2015 due to a decline in occupancy. In addition to health care services, there are 22 establishments offering educational services within Salem employing 2,675 workers on average, with an average weekly wage of \$960.⁵⁷ Salem State University, a public university located in South Salem, is currently the recipient of significant investment and is undergoing substantial construction of new residential facilities, a parking garage, and new science labs, in addition to ongoing construction at Viking Hall and the Sophia Gordon Center for Performing Arts. Additional investments are occurring within public, charter, and private educational facilities within the city and the North Shore region.

⁵⁵ American Community Survey (2007-2011), S1901.

⁵⁶ Massachusetts Executive Office of Labor and Workforce Development, ES-202, 2013.

⁵⁷ Massachusetts Executive Office of Labor and Workforce Development, ES-202, 2013.

The second largest sector, when grouped together, is Arts, Entertainment, Accommodations, and Retail Trade, representing 185 establishments, employing 24% of workers, and providing 28% of jobs in Salem. Salem's vibrant downtown, tourism industry, and reputation as a culinary destination all contribute to the size and success of these sectors. However, these sectors tend to provide low wage occupations, with average weekly wages of \$711 for arts, entertainment, and recreation workers; \$467 for retail workers; and \$355 for accommodations and food service workers; all of which fall below the \$897 average weekly wage in Salem.⁵⁸

Based on a significant interview process including area bankers, real estate agents, managers and brokers, government officials, construction company executives, and representatives of non-profits, a study by the North Shore Alliance for Economic Development (commissioned by the North Shore Workforce Investment Board) has identified the following clusters as dominant economic clusters within the region:⁵⁹

1. Health care
2. Construction
3. Life sciences/Bioscience
4. Manufacturing
5. Financial Services
6. Creative Economy
7. Tourism
8. Local Food

Investments in these sectors have been identified by local stakeholders as having great importance to the region in providing employment, business development opportunities, and economic growth. The sectors are widely varied and represent opportunities for individuals with diverse skills and educational attainment levels.

Describe the workforce and infrastructure needs of the business community:

Salem's workforce of approximately 24,509 workers spans a diverse array of industries and occupations. Nearly eighty percent (79% or 17,126) of workers in Salem are private wage and salary workers, while 15% (3,253) of workers are employed by government and 6% (1,295) are self-employed. Less than 1% of workers are unpaid family workers. Salem's residents are generally well-educated, with over 42% of the workforce having obtained a degree from a four-year college. High educational attainment is especially pronounced within the 25-34 and 35-44 year old age cohorts (see discussion above). However, in spite of high educational attainment levels, median incomes in Salem remain lower than the Area Median Income (AMI) for the region. While nearly half the residents are employed in relatively well paying occupations in health services and education, many of the other jobs offered in Salem are in lower wage

⁵⁸ Massachusetts Executive Office of Labor and Workforce Development, ES-202, 2013.

⁵⁹ North Shore Alliance for Economic Development. *North Shore Investment Snapshot: An Economic Development Perspective*. Dec. 2014.

occupations, such as retail or food service and accommodations. Although Salem enjoys relatively affordable housing prices for the region, the cost of living is still a major obstacle to economic stability for many residents working in low or moderate wage occupations.

Unemployment in Salem is lower than the state average, with residents with some college education or an associate's degree experiencing the highest rates of unemployment and residents with a high school education or less experiencing the lowest rates of unemployment (see discussion above). Interview and survey data indicate that many workers with lower levels of education work at two or more jobs frequently for more than forty hours a week in order to be able to afford a minimum standard of living. While the unemployment rates may be lower within that cohort, their needs are not necessarily met by the jobs and wages offered in Salem.

When surveyed, 82 respondents (36%) felt that Salem's local economy does not provide the types of jobs its residents need, compared with 46 respondents (21%) who feel that it does. (43% selected "I don't know" in response to this question.) Most of all, respondents are concerned about the balance of too many tourism-related or seasonal jobs in the city, and would like to see more stable year-round jobs that provide a living wage and benefits to their employees. Respondents would like to see more "blue collar" jobs such as manufacturing, engineering, or high tech industry jobs, as well as "white collar" jobs that offer a career path for those starting at the entry level. Finally, those who complain of long commutes to well-paying professional jobs would like to see more opportunities for "knowledge-based" professional employment closer to home.⁶⁰

Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create.

There are several critical projects occurring within Salem that may impact local employment and growth opportunities in upcoming years. A new MBTA parking garage was recently completed in Salem which expanded parking opportunities for both the commuter rail station and Salem's downtown area. The new parking facility helps provide overflow parking during evening and seasonal events, while also providing easy access to Boston and other points on the commuter rail system. Implementation of key recommendations of the North River Canal Corridor Plan to improve transportation safety and flow is ongoing, which increases commercial potential of the dilapidated and underutilized structures within that corridor. In addition, ongoing improvements to the Essex Street Pedestrian Mall should improve retail opportunities within the corridor as perceptions of a lack of parking decrease (due in part to "smart parking" rates and the construction of new parking garages with less expensive rates than on-street parking) and increases in year round pedestrian activity. Finally, there are a number of large mixed use complexes in the development pipeline allowing an increase in the residential population as well as new commercial space to come onto the market, including a proposed mixed-use development

⁶⁰ Online survey by Community Opportunities Group, Inc., November-December 2014

to be built at the southern edge of Salem's downtown and additional redevelopment at the "Old Salem Jail". Implementation of key recommendations of the North River Canal Corridor Transportation Study to improve the roadway system is underway with the improvement of Grove Street, which will increase commercial potential of the brownfield sites within that corridor. In addition, ongoing improvements to the Essex Street Pedestrian Mall should improve retail opportunities within the corridor due to increased pedestrian activity. The implementation of a new parking management system is creating available on-street parking and decreasing the perception of a lack of parking in downtown. This will lead to increased economic development activity downtown.

When surveyed, residents ranked infrastructure improvement to gas, sewer, water, multi-modal transportation networks, electrical, fiber optics, and parking as the most important priority for the city's economic development. The next highest priority was streetscape improvements and business retention. There is also substantial support for workforce training through schools and other existing resources. Some respondents would like to see a shift in the types of events and programming and the focus of business recruitment in the downtown to attract more stable, year-round activity.⁶¹

The City is dedicated to economic development through efforts to revitalize the downtown and neighborhood commercial districts, improve exterior building facades, and assist local business owners. Economic development funds are used to fund the Business Loan Program, Storefront Improvement Program, and Technical Assistance Programs. An Economic Development Planner administers the City's financial assistance programs and provides administration to the Salem Redevelopment Authority, which oversees the Urban Renewal Area. The Economic Development Planner has also been a point-person coordinating all aspects of grant administration and programming with partners such as the North Shore Work Investment Board, the North Shore Community Development Coalition, the North Shore Medical Center, and Salem State University as part of the \$105,000 "Working Cities Challenge" grant from the Federal Reserve Bank of Boston to address poverty, unemployment, and civic engagement in its lowest income and majority immigrant neighborhood, "the Point". As a complement to this program, the city continues to collaborate with partner agencies to provide technical assistance to entrepreneurs in the Point neighborhood.

How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?

Educating and training residents for ever-evolving employment opportunities can be complex. Many businesses are challenged by succession planning for the retiring workforce where it is difficult to find a younger generation of workers with the skills necessary to take their places. In some industries, contractions in employment and downsizing during the recent recession have shown employers they can perform the same tasks with fewer workers; thereby reducing overall employment opportunities, particularly within entry level positions. This has contributed to issues with succession planning as there are fewer opportunities for entry into career paths for younger workers. Further, some industries such

⁶¹ Online survey by Community Opportunities Group, Inc., November-December 2014

as manufacturing are experiencing labor shortages due to the lack of an adequately trained workforce. This is in part due to technological changes, an aging workforce, and perceptions of instability which discourage younger workers from pursuing training and employment in skilled manufacturing occupations. Construction professionals noted that there is shortage of qualified engineers, estimators, and construction project managers. Those working in the life sciences and biotechnology observe difficulties in attracting businesses in that industry sector unless a business owner already has ties to the North Shore region, due to competition from Boston, Cambridge, Waltham, and surrounding suburbs. For those working in banking, there are concerns about the future of community banks due to changes in banking regulations and technology expenses, particularly with respect to websites. Further, it is anticipated that bank branches will continue to close and locate farther apart as banking is increasingly being performed online. While there are labor shortages in specific industries and technological shifts continue to occur, the City of Salem has a well-developed economic development infrastructure to assist business owners with a range of needs from technical assistance to accessing labor markets, maintaining a vibrant downtown, educating and training their residents, and connecting business owners for cross-promotion, marketing, and skill sharing.

Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan.

The \$105,000 Working Cities Challenge grant, funded through the Federal Reserve Bank of Boston focuses workforce training, economic development, and leadership development in the Point neighborhood, Salem's lowest income neighborhood. The program is a partnership among the Workforce Investment Board, North Shore Community College, Spaulding Rehabilitation Center, North Shore Medical Center, the City and the CDC. Training focuses on the healthcare industry. Its goal is to provide job opportunities to participants upon completion of their training. The City hopes to create a sustainable initiative to support the job training and economic development goals and objectives.

Several organizations work with Salem on workforce development including the Enterprise Center at Salem State University, the North Shore Workforce Investment Board (NSWIB) and the Salem Main Streets program, among others. The Enterprise Center and NSWIB are the agencies primarily responsible for workforce training. In addition, Destination Salem and the Salem Chamber of Commerce promote economic development in the city to ensure a diversity of employment opportunities.

The Enterprise Center at Salem State University supports workforce and economic development through initiatives such as business breakfasts, workshops, business plan competition, CEO groups, Million Dollar Women, 128 Venture North Investment Boot-camp, The Growth Program, Local Food Initiative, and non-profit programs. The Center offers certificate programs for professional development, promotes economic development via the North Shore Alliance for Economic Development, and operates the regional office of the MA Small Business Development Center.

The NSWIB is composed of business and community leaders from the nineteen communities that make up the North Shore region. The board is the oversight and policy-making body for federally funded employment and training services in the region. Its annual operating budget is \$6-8 million. The board

develops strategic partnerships with the K-12 and higher education system, government agencies, chambers of commerce and community-based labor organizations. The NSWIB offers job training and readiness programs that help the business community fill positions, and also administers the Career Gateways portion of the Working Cities grant to address youth employment in the Point Neighborhood.

Partially funded by CDBG, the Salem Main Streets Program coordinates, promotes, and markets, businesses in Salem's downtown area, and provides technical assistance and workshops. Main Streets follows a national model that focuses on business retention and attraction, physical design of the downtown, promotion and marketing, and creating collaborations across business and residents. Salem Main Streets coordinates downtown events, including Salem Arts Festival, Salem's Farmer's Market, Salem Heritage Days, Salem Winter Market, Salem Holiday Happenings, and New Year's Eve Salem. The program is looking to increase its capacity to provide technical and financial assistance to local businesses.

Salem supports economic development through CDBG-funded programs: the small business loan program to support commercial revitalization and job creation for low- or moderate-income individuals; the storefront improvement program; and the business technical assistance program which funds Salem Main Streets. CDBG also funds public service programs that provide job training, ESL or college success programs working toward career exploration, improved access and better skills.

The North Shore CDC's youth jobs program recently became an affiliated member of YouthBuild USA. YouthBuild North Shore commits to empowering young adults with the competency and desire to transform their lives and improve their communities through education, employment and leadership development.

Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)?

No

Discussion

Salem's economy is not large or diverse enough to support all of the needs of its labor force, and there is a less than optimal fit between labor force skills and the composition of the employment base. Salem's unemployment rate in 2013 was 6.9%, which was lower than the state average. The rate has consistently declined since 2009, but remains higher than the 2000 unemployment rate of 2.5%. The jobs-to-labor force ratio is 0.80, which means that for every person in the local labor force, the city has 0.80 jobs.⁶² This is an improvement from 2010, when the ratio was 0.78, but still represents a gap in employment potential. As a result, a large number of Salem residents do not work locally.

While a decline in manufacturing has affected all regions of the state, a much smaller portion of Salem's employment base is in manufacturing than Essex County or the state as a whole. There has recently

⁶² Executive Office of Labor and Workforce Development, ES-202 and Unemployment Data

been an uptick in manufacturing, which is seen as an area of growth in the local economy. The construction trades weakened during the recession, but have also seen recent growth, largely due to investment in educational facilities. Educational services and health care remain very strong in Salem and are expected to continue to grow. Hospitality, food services, and entertainment also employ a large number of people. Skilled workers are lacking to fill certain occupations, particularly within manufacturing, life sciences and biotechnology, engineering, and construction.

Fewer than half the jobs available in the city pay high enough wages to support a household, even with two workers, and the resulting mismatch is a barrier to housing affordability - particularly for those who need to work locally because of transportation and child care constraints. The departure of large employers has caused significant changes in Salem's tax base. In 1983, the first year for which complete data is available, Salem's tax base was 49% residential, 51% commercial, industrial, and personal property (CIP). For FY 2015, the tax base is now 84% residential, and 16% CIP.⁶³ This shifts the burden on residents to make up for the decline in commercial and industrial activity. Industrial property valuation in FY 2015 is the lowest it has been since 1986, while commercial properties have fared better, having recovered their pre-recession value and continuing to increase in value.

Salem is well-positioned to sustain economic growth and diversification of its tax base. However, some residents experience hardship with respect to long commutes, seasonal or unstable employment, low wages, and linguistic and other employment barriers, while some employers have concerns about securing well trained and reliable employees, and accessing funding for job training, capital investments or improvements, and other financial obstacles. The city and the region have a well-developed economic development infrastructure to promote, create, and develop opportunities, but funding remains a continuing problem limiting their ability to assist businesses and residents at the capacity required. In a 2014 survey by the City to evaluate municipal services, Salem residents overwhelmingly rank supporting business growth as "important" or "very important". The Consolidated Plan will help guide investments in economic development; however, these interests compete for very limited funding with many other critical needs with respect to housing, infrastructure, neighborhood activity, and overall quality of life.

⁶³ Department of Revenue, "Assessed Valuation by Class," Municipal Data Bank.

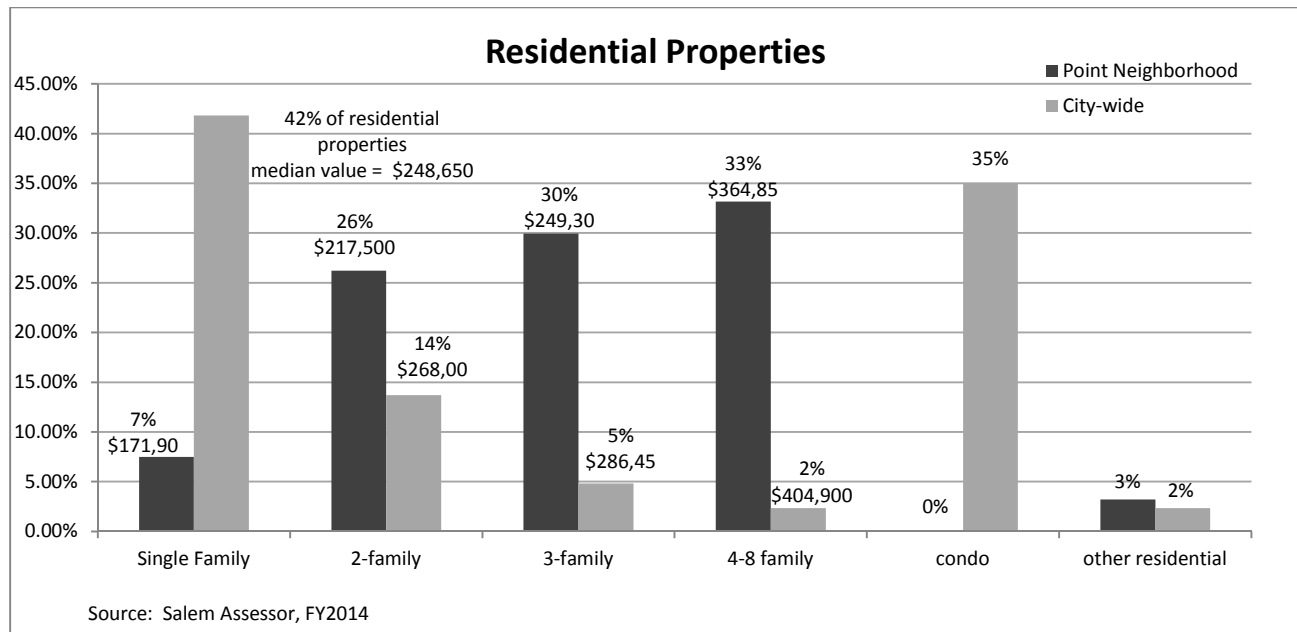
MA-50 Needs and Market Analysis Discussion

Are there areas where households with multiple housing problems are concentrated? (include a definition of "concentration")

According to HUD, a “housing problem” exists when at least one of the following is true: 1) more than 30% of a household’s monthly gross income is spent on housing costs; 2) the housing unit is substandard; or 3) the housing unit is too small to reasonably accommodate the number of household members (more than one person per room). City-wide, many homeowners and renters face housing problems, with the high cost of housing presenting the greatest housing problem. The Point neighborhood is an area where a concentration of multiple housing problems exist, including high housing cost burdens, substandard housing conditions and overcrowding.

The Point neighborhood was entirely rebuilt after the Great Salem Fire of 1914 with a mix of single- and multi-family structures and apartment buildings on small lots. The Point is the City’s densest residential neighborhood with approximately 33 people per acre (the City average is only 8 people per acre). Most housing units in the Point are rental (64%), with only 17% of the units occupied by owners, significantly lower than the City’s average of 49% owner-occupied. (Census 2010) Almost 90% of the residential properties in this neighborhood are 2-8 family structures, compared with 21% citywide.⁶⁴ The neighborhood continues its historic tradition of providing affordable housing options for working families. According to the Assessor, the Point’s average value of a single family property (\$171,900) is 30% lower than the city-wide average (\$248,650), while according to the Salem Point Neighborhood Commercial Corridors Revitalization Plan completed in December, 2014, the average gross rent is 13% lower than City average. However, Point residents' household incomes (median \$38,635) are 31% lower than the citywide median (\$56,203) city-wide. Despite the Point’s relative affordability, 62% of neighborhood renters and 39% of homeowners are cost-burdened, paying more than 30% of their wages for housing costs. Moreover, neighborhood residents and advocates have observed an influx of students living in the Point neighborhood, due to the proximity to the Downtown and to Salem State University, placing further pressure on the housing market for traditional families.

⁶⁴ Salem Assessor, FY 2014, using “EP” neighborhood boundary defined by the Assessor.



Residents' low wages, combined with the Point's older housing stock, result in multiple housing problems in the neighborhood. Three out of four (75%) of the neighborhood's housing units were built before 1940 (compared to 57% of units city wide) and the neighborhood has a high rate of absentee landlords, which contributes to housing maintenance concerns. Review of fire, building, and health code violations between 2008 and 2012 indicates that 46% of absentee properties were in violation of at least one of the three aforementioned codes.⁶⁵ Common concerns include missing smoke detectors, obstructed exits, exposed sewerage, and excessive trash/hoarding. Building department violations include disregard for proper zoning, construction and building codes. For the Point's lower-income homeowners, the neighborhood's low property values can hinder their ability to qualify for financial assistance for home repairs since the cost of the work needed often exceeds the value of their property. Participants in a meeting held in the neighborhood in developing this plan also indicated that overcrowded housing conditions are occurring due to low wages.

Are there any areas in the jurisdiction where racial or ethnic minorities or low-income families are concentrated? (include a definition of "concentration")

As shown on the Low to Moderate Income Areas map (see Appendix), Salem has several areas (11 census blocks) where low- and moderate-income (LMI) families are concentrated. However, several of these areas are influenced by the location of subsidized housing developments in areas that otherwise have a fairly low density of LMI residents. One LMI area, the Point neighborhood, located directly south of Salem's downtown, is the City's only racially and ethnically concentrated area where census tracts have a non-white population of 50% or more. (See Appendix, Race/Ethnicity – Areas of Concentrated Non-White Population map.) Nearly two-thirds (63%) of the Point's 4,491 residents are non-white, more

⁶⁵ Salem Point Neighborhood Commercial Corridors Revitalization Plan, MAPC, 2014

than double the city's non-white population of 25%. (US Census 2010) The majority of the Point's non-white residents are Latino immigrants and second and older generations from the Dominican Republic, with some new arrivals from Haiti and African countries. Approximately 35% of Point residents do not speak English as a primary language, compared with 26% city-wide. (ACS estimates 2006-2010) The neighborhood's median income is \$26,483, with 33% of the households meeting poverty guidelines. (Salem Point Neighborhood Commercial Corridors Revitalization Plan, 19: "ESRI and US Census") While housing units in the Point are the city's most affordable (the average gross rent is 13% lower than City average (ACS 2007-2011), more than half (62%) of renters and one-third (39%) of homeowners are cost-burdened.

What are the characteristics of the market in these areas/neighborhoods?

The 195-acre Point neighborhood is distinguished by its geography, density, high proportion of multi-family housing and masonry apartment blocks, grid-like street pattern with oversized street blocks, and high concentration of immigrants. The neighborhood was almost completely rebuilt within the decade after the Great Salem Fire of 1914, resulting in an architecturally-cohesive neighborhood of single and multi-family wood frame dwellings interspersed with multi-story, multi-unit masonry apartment buildings. Today, the neighborhood has the City's largest concentration of multi-family buildings (only 7% of buildings are single-family dwellings) and its smallest lots (most at less than one-tenth of an acre). The neighborhood has a high rate of non-resident owned buildings and property values in the neighborhood are lower than elsewhere in the city.

Are there any community assets in these areas/neighborhoods?

The Point neighborhood is recognized for its rich architectural assets, significant supply of affordable housing, immigrant-owned small businesses, access to Salem Harbor and public transportation and close proximity to Salem State University. There are numerous community assets in the Point. The neighborhood contains four public parks – Mary Jane Lee, Palmer Cove, Lafayette Park, and the Peabody Street Waterfront Park. Due to the Point's dense development pattern, most properties have very limited outdoor space, thus the neighborhood's public parks provide vital recreational options and community gathering spaces. Lafayette Park allows for passive recreation with benches and pathways, while Mary Jane Lee, Peabody Street and Palmer Cove parks all contain playground equipment for children. Peabody Street Park also includes seating and a performance canopy, while Palmer Cove contains basketball courts, baseball diamonds and a community garden. The City has invested in improvements to several of these parks in the past five years. Other community assets in the Point include the entrance to the Salem Harborwalk, which connects the neighborhood to the South River, and the OnPoint Teen Resource Center, which provides safe recreation alternative for neighborhood youth. The North Shore CDC recently completed renovations to its building at 104-106 Lafayette Street, creating space for local programming, including YouthBuild North Shore, Community English Classes, and other local partners, like the Salem Public Schools and the Point Neighborhood Association.

Are there other strategic opportunities in any of these areas?

Based on the concentration of LMI and minority residents in the Point neighborhood, the area is eligible for area-wide improvements through the City's CDBG programs, and might in the future be considered for designation as a Neighborhood Revitalization Strategy Area which would facilitate the investment of human and economic capital, and economically empower low-income residents through partnerships among federal and local governments, the private sector, community organizations and neighborhood residents. The Point was listed on the National Register of Historic Places in 2014, providing another opportunity to access State and Federal funding programs.

In the past five years, the City has invested both CDBG and HOME funds in the Point, including funds for housing rehabilitation, affordable housing creation and first-time homebuyer assistance. The City has also completed infrastructure improvements to neighborhood sidewalks and streetscapes. The City is committed to improving the Point neighborhood, recently completing several planning initiatives, including a 2013 "Vision and Action Plan" and a "Commercial Corridors Revitalization Plan" with assistance from the Metropolitan Area Planning Council. These plans identified numerous action items to improve conditions in the Point, including more job training and improved access to multi-lingual services. During community meeting held in support of this plan, neighborhood residents expressed the need for more job training and the need for the creation of more affordable housing, citing the long waiting list for subsidized housing units. Residents of the Point Neighborhood also suggest that a community center for their neighborhood could provide space for ESL, adult education, food pantry, childcare/afterschool care, and other services, as well as social meeting space.

As a means of supporting commercial and housing diversity, as well as providing housing affordable to households of varying income levels, Actions 2.1 and 5.1 (page 57 and 59) of the Commercial Corridors Revitalization Plan, call for the "Adopt(ing) a 40R Smart Growth Overlay District (SGOD) that will facilitate mixed use development at higher minimum densities. This removes the need to approve higher densities and certain commercial uses on a special permit basis;" and "...to ensure inclusion of a minimum of 20% affordable units in residential and mixed use redevelopment projects." Salem has received a \$30,000 award of state funds through the Massachusetts Department of Housing and Community Development Planning Assistance Toward Housing (PATH) grant program to facilitate the process of developing a 40R SGOD in 2015.

Strategic Plan

SP-05 Overview

Strategic Plan Overview

The Strategic Plan outlines the City of Salem's goals and anticipated accomplishments for the next five years. As required by HUD, the City has established objectives and measures for each major program area to address the needs identified in this plan. This section also describes the City's strategies for removing barriers to affordable housing, reducing lead-based paint hazards and reducing the incidence of poverty, as well as the institutional structure through which the City will implement its Consolidated Plan.

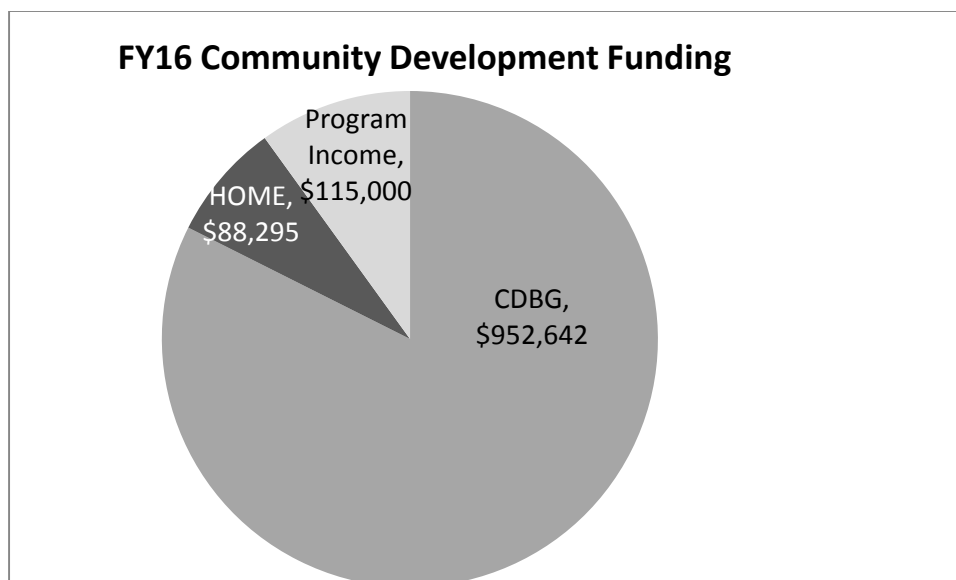
Through the Needs Assessment process and Market Analysis, the City identified several priorities in the areas of housing, economic development, public services and neighborhood improvements.

- Salem needs more housing that is affordable to people of all income levels and household types, including accessible housing and housing with supportive services. The disparity between income and the cost of housing in the city and the region and a shortage of subsidized affordable housing units are the two greatest challenges to meeting the needs of the constituent population.
- Salem has identified needs for social services, including transportation, nutrition, housing advocacy, legal services, education, childcare, emergency funds for homelessness prevention, and substance abuse prevention and treatment, as well as programmatic navigational support for seniors and new immigrants, and access to continuous programs and services.
- Salem residents in low-wage occupations struggle with the high cost of living, while other residents are commuting long distances outside of Salem to reach higher paying jobs. Job training, ESL classes, and other work-readiness programs would help to match the available work-force with living-wage jobs in the region. Economic development initiatives will help to increase and maintain quality employment opportunities for low- and moderate-income residents in Salem. Business recruitment, coordination, and technical and financial assistance will support and maintain a vibrant economy and help to build small businesses in the city.
- Improvements to streets, sidewalks, parks, and public spaces will help to improve the quality of life in areas of the city with concentrations of low- and moderate-income households, as well as to improve the accessibility of the city's public realm for persons with disabilities. There is strong support for the completion of a new senior center.

In each of the five years covered by this Consolidated Plan, Salem anticipates receiving approximately \$953,000 in CDBG entitlement funding, approximately \$88,000 in HOME funds and an estimated \$115,000 in program income, based on recent funding levels. The total estimated five-year allocation is \$4,765,000 from CDBG, \$440,000 in HOME funds and \$575,000 in program income. Except for the

projected amount of program income, these funds are conditional upon annual appropriations by the federal government.

Salem's Department of Planning and Community Development will continue to administer CDBG funding to address the needs identified in this Consolidated Plan, and to work with other city departments and nonprofit community partners to create affordable housing, rehabilitate housing occupied by low- and moderate-income households, provide access to homeownership for first-time homebuyers, support businesses through small business loans, technical assistance and storefront improvement programs, provide community services to combat poverty and promote self-sufficiency, and to improve neighborhood infrastructure and public facilities in LMI neighborhoods and the downtown.



SP-10 Geographic Priorities – 91.215 (a)(1)

General Allocation Priorities

Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA)

The City of Salem typically supports programs that benefit low- and moderate-income households or specific populations such as senior citizens, disabled persons and minorities. Although some programs support the needs of these populations throughout the city, many activities are targeted to specific neighborhoods that have a concentration of low- and moderate-income households. When prioritizing activities, the City pays special attention to those low- and moderate-income neighborhoods where the greatest needs have been identified and whose public facilities and infrastructure are in the worst condition. In addition, the City has also undertaken improvements in the Downtown Urban Renewal Area, which is designated as a Slums and Blight District.

A map of the 2010 Census block groups (see Appendix) is used to identify low- to moderate-income areas. According to the 2010 Census, areas of low-to moderate-income concentration are the Point Neighborhood, the neighborhoods along Boston Street, the area bordered by Jackson and Wilson Streets and Jefferson and Highland Avenues, South Salem between Lafayette and Washington and Canal Streets, a neighborhood bordered by North Street, School Street, Balcomb Street, Cushing, and Highland Streets, and the neighborhood bordered by Winter, Bridge, Arbella and Briggs Streets and encompassing Lee Fort Terrace, Szetela Lane and Settlers Way in Salem Neck. There is overlap between the Downtown and the Point neighborhood, which also has the highest concentration of minority residents.

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

SP-25 Priority Needs - 91.215(a)(2)

Priority Needs⁶⁶

Table 45 – Priority Needs Summary

1	Priority Need Name	Affordable Housing
	Priority Level	High
	Population	Extremely Low-, Low-, Moderate-Income Households Large Families; Families with Children; Individuals; Elderly; Frail Elderly; Public Housing Residents; Victims of Domestic Violence Persons with Mental Disabilities; Persons with Physical Disabilities Persons with Developmental Disabilities; Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families
	Geographic Areas Affected	City-wide
	Associated Goals	Affordable Housing Housing Rehabilitation Programs
	Description	Preserve, expand and improve the City's supply of affordable housing and increase availability of decent housing that meets the needs of lower income seniors, families, individuals, and people with disabilities, as well as transitional and supportive housing for homeless and non-homeless with special needs.
	Basis for Relative Priority	There is a high unmet need for decent affordable housing to serve low- and moderate-income households who are cost-burdened or have other housing problems, are at risk of homelessness, or trying to exit homelessness.
2	Priority Need Name	Homeownership Assistance
	Priority Level	Low
	Population	Extremely Low-, Low-, Moderate-Income Households Large Families; Families with Children; Elderly Public Housing Residents
	Geographic Areas Affected	City-wide
	Associated Goals	First Time Homebuyer Program

⁶⁶ HUD's reporting system only allows for High or Low Priority, and not Medium. Therefore a Low Priority rating means that a need is not a high priority, but is still a priority.

	Description	Increase homeownership opportunities for low- to moderate-income households.
	Basis for Relative Priority	This continues to be a moderate priority, as the number of prospective homeowners in Salem who qualify for assistance under a primary lender is relatively small.
3	Priority Need Name	Economic Development
	Priority Level	High
	Population	Extremely Low-, Low-, Moderate-Income Households Non-housing Community Development
	Geographic Areas Affected	City-wide
	Associated Goals	Business Technical Assistance Small Business Financial Assistance Programs
	Description	Provide financial and technical assistance, design assistance, training, and location assistance to potential or existing local businesses, including microenterprises, that create or retain jobs for low- and moderate-income residents of Salem and contribute to the vitality and diversity of Salem's economy.
	Basis for Relative Priority	This is a high priority because creating and sustaining economic opportunity is critical to improving the lives of low- and moderate-income residents in Salem.
4	Priority Need Name	Public Services
	Priority Level	High
	Population	Extremely Low-, Low-, Moderate-Income Households Large Families; Individuals; Families with Children; Elderly; Frail Elderly Public Housing Residents; Chronic Homelessness Mentally Ill; Chronic Substance Abuse; Persons with HIV/AIDS Veterans; Victims of Domestic Violence; Unaccompanied Youth Persons with Mental Disabilities; Persons with Physical Disabilities Persons with Developmental Disabilities; Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families
	Geographic Areas Affected	City-wide
	Associated Goals	Community Support Services

	Description	Support community development needs by targeting resources to support the social service needs of low- to moderate-income households and special needs populations through anti-poverty, self-sufficiency, quality of life, enrichment and instruction programs, including programs for immigrants, non-English speaking residents, youth and seniors, homeless individuals and families, as well as specialized education programs for adults.
	Basis for Relative Priority	The Needs Analysis identified as a high priority need Community Services that support efforts to reduce poverty, increase self-sufficiency, and improve the quality of life for low and moderate income residents and special needs populations.
5	Priority Need Name	Neighborhood Public Facilities and Infrastructure
	Priority Level	High
	Population	Extremely Low-, Low-, Moderate-Income Households Non-housing Community Development
	Geographic Areas Affected	City-wide
	Associated Goals	Neighborhood Improvements Activities
	Description	Focus neighborhood improvements on activities that are located in low- to moderate-income areas and/or benefit people with disabilities.
	Basis for Relative Priority	Improving the quality of life in neighborhoods with a high concentration of LMI residents, and improving safety and accessibility for people with disabilities is a high priority.
6	Priority Need Name	Downtown Public Facilities and Infrastructure
	Priority Level	Low
	Population	Non-housing Community Development
	Geographic Areas Affected	City-wide
	Associated Goals	Downtown Improvements
	Description	Focus public improvements on activities that are located in Salem's Urban Renewal area and/or benefit people with disabilities.
	Basis for Relative Priority	Improving infrastructure in the Downtown continues to be a moderate priority and will complement economic development initiatives and increase safety and accessibility for people with disabilities.

SP-30 Influence of Market Conditions – 91.215 (b)

Influence of Market Conditions

Affordable Housing Type	Market Characteristics that will influence the use of funds available for housing type
Tenant Based Rental Assistance (TBRA)	As rental costs have been increasing faster than incomes, the supply of decent apartments that meet housing quality standards and are affordable to low- and moderate- income households is insufficient.
TBRA for Non-Homeless Special Needs	The supply of rental housing units that are appropriate for seniors, persons with disabilities, or large families is insufficient to meet the needs of households at any income level. People with special needs who receive tenant-based rental assistance may have difficulty finding decent and appropriate housing that meets their needs.
New Unit Production	All kinds of affordable rental units are needed in Salem. Limited availability of developable land and high development costs constrain new production of affordable housing. Three non-profit organizations are actively seeking to build and/or renovate buildings to increase the supply of affordable rental housing, while the City has successfully worked with private developers to secure a number of affordable units within major new development projects.
Rehabilitation	A substantial portion of Salem’s housing is in older single-family and owner-occupied 2-4 family homes. Many homes occupied by LMI households need improvements to make them safe, accessible, and structurally sound. In some cases, homeowners have difficulty accessing financing to make improvements due to having mortgages that exceed the value of the home, or the excessive cost of improvements needed to bring their homes up to code.
Acquisition, including preservation	At least two non-profit organizations are actively seeking to acquire and renovate existing buildings in Salem to increase the supply of affordable rental housing, and to improve the quality and condition of buildings occupied by LMI individuals and families. Approximately 358 privately-owned affordable rental housing units are scheduled to expire over the next five years, and may revert to market rate unless an arrangement is made to extend their subsidies.

Table 46 – Influence of Market Conditions

SP-35 Anticipated Resources - 91.215(a)(4), 91.220(c)(1,2)

Introduction

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

In addition, Salem is a member of the North Shore HOME Consortium and receives an allocation of Home Investment Partnership (HOME) funds from HUD. HOME funds are dedicated solely for housing programs, and can be used to fund a wide range of activities that build, buy and/or rehabilitate affordable housing for rent or home ownership. The City of Salem is one of 30 member communities in the North Shore HOME Consortium. The Consortium, through its lead community of Peabody, submits a Consolidated Plan for operating the HOME program. The City of Salem will not use HOME funds to refinance any existing debt secured by multi-family housing developments.

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

The Federal funding that Salem will receive for FY16 includes \$952,642 in CDBG entitlement funds. Additional funds include an estimated \$88,295 in HOME funds and approximately \$115,000 in program income (from housing and ED loans).

In addition to these resources, many activities leverage funding from other government and private sources to maximize the impact of the federal dollars the city receives.

The Community Preservation Act (CPA) was adopted by Salem voters in 2012. It established a local dedicated fund for the purpose of open space, historic preservation, outdoor recreation and community housing projects. It is financed by a property tax surcharge of 1%, along with annual matching funds from the statewide CPA Trust Fund. These funds can be used for a variety of purposes, including activities that acquire, create, preserve, support and rehabilitate/restore housing for low- and moderate-income households. An appointed committee recommends how the funds will be utilized each year, with the City Council approving the actual funding commitments. Massachusetts CPA regulations require that a minimum of 10% of annual CPA revenues be set aside or spent for each of the program areas, including affordable housing, open space and recreation, and historic preservation, and the remaining 70% may be dedicated to any eligible program area. In 2014, the first year for which the surcharge was collected, the city raised \$539,788 in local funds, and received \$167,707 in matching funds, for a total of \$709,495. In future years, the city anticipates an estimated \$531,000 annually from both local and matching funds (based on FY16 funding estimates).

Several housing and community development programs are carried out by non-city agencies that operate through a variety of funding resources. Together, these resources fund a wide range of activities designed to develop and maintain affordable housing, improve neighborhood public facilities, provide economic opportunities, improve access for people with disabilities, provide critical public services, assist people who are homeless, and prevent homelessness. The City will continue to work with community and regional partners to identify further funding opportunities that can be used to support affordable housing and other objectives served by CDBG programs, such as the anticipated National Housing Trust Fund which will be available through the Commonwealth of Massachusetts sometime in 2016.

Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amt Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	Public - Federal	Acquisition, Admin and Planning, Economic Development, Housing, Public Improvements, Public Services	\$952,642	\$115,000	0	\$1,067,642	\$3,818,568	CDBG is a formula-based program that provides decent housing, a suitable living environment, and expanded economic opportunities for persons with low- and moderate income.
Housing Trust Fund	Public - Federal	Acquisition, Housing, Other	0	0	0	0	0	Housing Trust Fund - Salem anticipates that funding from the National Housing Trust Fund will become available through the State sometime in 2016. Salem would consider using these funds for real property acquisition, site improvements and other development hard costs, related soft costs, or if eligible, for supportive services for housing previously homeless individuals or persons or households with special needs.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amt Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
Other	Public - Federal	Acquisition, Housing	\$88,295	0	0	\$88,295	\$353,180	HOME - Estimated distribution of Home Investment Partnership (HOME) funds through North Shore HOME Consortium. Funds are dedicated solely for housing programs, and can be used to fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or home ownership.
Other	Public - Local	Acquisition, Housing, Public Improvements	\$531,000	0	0	\$531,000	\$2,124,000	Community Preservation Act - A surcharge on the local property tax will generate approximately \$450,000 annually with an estimated State match of \$81,000 annually, which will be dedicated for affordable housing, open space, recreation, and historic preservation projects.
Other	Public - Local	Admin and Planning	\$400,000	0	0	\$400,000	\$1,600,000	City funds for Administration & Planning
Other	Public - Local	Public Improvements	\$150,000	0	0	\$150,000	\$600,000	City of Salem Capital Improvement Program (based on average of prior 4 years' projects)
Other	Public - State	Public Improvements	\$275,000			\$275,000		Grants from Massachusetts Office of Coastal Zone Management for "coastal green infrastructure" improvements to mitigate Salem's vulnerability to storm surges and sea level rise.

Table 47 - Anticipated Resources

Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied

CDBG funds will combine with local CPA funding, as well as funds from numerous other sources in order to make projects feasible and to fulfill the goals of community development programs. In [FY14](#), CDBG funds leveraged an estimated \$8.07 in funds from other sources for every dollar of CDBG funding. Listed below is a summary of funds typically leveraged by each program area:

Housing

- For the First Time Homebuyer Program, homebuyers provide matching funds and obtain financing from a primary lender. Salem anticipates matching funds and financing of approximately \$131,500 in FY16, and \$675,500 over the next five years.
- Housing development projects undertaken by POAH and NSCDC have combined Low-Income Housing Tax Credits and other state and federal funding, as well as private fundraising, grants, financing, and program fees. North Shore CDC's 77 unit Salem Point II project to be completed in 2015 entails \$18M total development cost, of which \$450,000 comes from CDBG and HOME. 27 SRO Units at Harbor-Lafayette Street are expected to be completed in 2016, with total development cost of \$4.9M, of which \$50,000 is CDBG. Additional affordable housing development projects in the pipeline that may be completed in 2017 and 2018 will entail \$35.5M total development cost, creating more than 80 units of affordable housing.
- State programs such as Get the Lead Out and MassSaves have been used to assist in home rehabilitation.
- The National Housing Trust Fund is anticipated to provide an additional resource to support the creation of affordable rental housing. These funds are expected to be available through the State sometime in 2016.

Economic Development

- The Salem Main Streets Program leverages funds through business contributions and donations, as well as program income from events. Annually, this program generates approximately \$20,000-\$50,000 in contributions and program income, or \$100,000-\$250,000 over the next five years.
- The City will continue to pursue future grant opportunities such as the Working Cities Challenge to support economic development and job training.

Neighborhood Improvements

- The City's Capital Improvement Program has contributed an average of \$150,000 annually on CDBG-funded projects, resulting in a \$600,000 projected spending over 5 years. Other leveraged sources include the City's General Fund, and various federal, state and private grant or loan programs for brownfields, parks, and infrastructure improvements. Examples have included Parkland Acquisitions and Renovations for Communities (PARC), Environmental Protection Agency, National Endowment for the

Arts, MassDevelopment Brownfields Assessment Program, MassWorks, and the Massachusetts Preservation Projects Fund. The City may also seek state grants including Green Communities, the Cultural Facilities Fund, and the Gateway Cities Park Program.

Public Services

- Most of the public service agencies funded use CDBG as a portion of their overall activity budgets. Examples of several major agency funding sources are provided in the appendix. Other funding sources include federal and state grants, private grants and donations, and program income.

Planning & Administration

- Planning and administration funds are combined with city funds of about \$400,000 annually (\$1.6M over 5 years).
- Additional planning funds and technical assistance have been obtained through Massachusetts Historical Commission and Metropolitan Area Planning Council.

A listing of anticipated leveraged funds for FY16 is found in the Appendix, including anticipated funding resources for the City of Salem as well as several key organizations.

If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan

None have been identified at this time.

SP-40 Institutional Delivery Structure – 91.215(k)

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
Salem	Government	Economic Development Ownership; Rental Public Housing Homelessness Non-homeless special needs Neighborhood Improvements Public Facilities Public Services; Planning	Jurisdiction
Bentley Elementary School	Public institution	public services	Jurisdiction
Boys & Girls Club of Salem	Subrecipient	Public Services	Region
Catholic Charities	Subrecipient	Public Services	Region
Cerebral Palsy Association	Subrecipient	Public Services	Region
Community Teamwork Inc.	Non-profit organizations	Rental Public Services	Region
East Gate Christian Fellowship	Subrecipient	Public Services	Region
Enterprise Center at Salem State University	Public institution	Economic Development	Region
Haven From Hunger	Subrecipient	Public Services	Region
HAWC	Subrecipient	Homelessness Rental Public Services	Region
Independent Living Center of the North Shore & Cape Ann, Inc.	Subrecipient	Public Services	Region
Lahey Behavioral Health	Continuum of Care	Homelessness Public Services	Region
Leap For Education	Non-profit organization	Public Services	Region
Lifefridge	Continuum of care	Homelessness	Jurisdiction
MA - DHCD	Government	Ownership Rental	State
Main Streets Initiative	Subrecipient	Economic Development	Jurisdiction
Metropolitan Area Planning Council	Government	Planning	Region

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
North Shore Community Action Programs, Inc.	Subrecipient	Rental Public Services	Region
North Shore Community Development Coalition	Subrecipient	Rental Neighborhood Improvements Public Services; Planning	Region
North Shore Home Consortium	Government	Ownership; Rental	Region
North Shore Moving Market	Subrecipient	Public Services	Region
North Shore Workforce Investment Board	Regional organization	Economic Development	Region
Salem Access Television	Subrecipient	Public Services	Jurisdiction
Salem Community Child Care	Subrecipient	Public Services	Jurisdiction
Salem Council On Aging	Departments and agencies	Public Services	Jurisdiction
Salem Housing Authority	PHA	Public Housing	Jurisdiction
Salem Police Department	Departments and agencies	Homelessness Public Services	Jurisdiction
Salem YMCA	Subrecipient	Public Services	Region
Salvation Army	Subrecipient	Public Services	Region
Voces	Subrecipient	Public Services	Region
Wellspring House, Inc.	Subrecipient	Public Services	Region

Table 48 - Institutional Delivery Structure

Assess of Strengths and Gaps in the Institutional Delivery System

Salem's Department of Planning and Community Development (DPCD) administers the City's Community Development Program as well as the formula funding received by the North Shore HOME Consortium. Under the direction of the Director of Planning and Community Development, the Assistant Community Development Director manages and monitors Salem's community development programs.

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

City departments undertake certain CDBG-funded activities, such as the tree planting program, sidewalk replacement, street paving and curbcut installation. These departments may subcontract work under public bidding procedures and provide requests for reimbursement and any required documentation (i.e., prevailing wage documentation) to the DPCD.

Each year the City issues a Request for Proposals to nonprofit organizations that offer social service, housing or economic development programs. CDBG funds are awarded to organizations that

demonstrate programmatic needs and the capacity to administer the proposed program. The City's Assistant Community Development Director coordinates the management of the public service and housing subcontracts and the Economic Development Planner coordinates the management of the economic development subcontracts.

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

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

Availability of services targeted to homeless persons and persons with HIV and mainstream services

Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
Homelessness Prevention Services			
Counseling/Advocacy	X	X	X
Legal Assistance	X	X	X
Mortgage Assistance	X		
Rental Assistance	X	X	X
Utilities Assistance	X	X	X
Street Outreach Services			
Law Enforcement	X	X	
Mobile Clinics			
Other Street Outreach Services	X	X	
Supportive Services			
Alcohol & Drug Abuse	X	X	X
Child Care	X	X	
Education	X	X	X
Employment and Employment Training	X	X	
Healthcare	X	X	X
HIV/AIDS	X	X	X
Life Skills	X	X	
Mental Health Counseling	X	X	X
Transportation	X	X	X
Other			
Food Distribution/Nutrition	X	X	X

Table 49 - Homeless Prevention Services Summary

Describe how the service delivery system including, but not limited to, the services listed above meet the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth)

As described in the Needs Assessment section (NA-40), homelessness is a complex problem that requires different solutions and interventions. It is rooted in many different and often co-occurring causes: physical and mental illness, domestic violence and abuse, disability, substance abuse/addiction, and economic conditions. The table above shows nearly every service type is available in Salem and/or the region. This array of services assists in addressing immediate, short-term and long-term needs of homeless individuals and families. Beyond providing shelter and services that provide immediate assistance, various agencies provide case management and referrals to connect homeless persons to the spectrum of services that can aid in their exit from homelessness and entry into a more stable life. Supportive services are part of transitional and permanent housing programs serving homeless and formerly homeless individuals and families.

Lifefridge's services address medical, supportive service and other needs. Partners Home Care provides medical care to homeless persons. Lifefridge also provides case management services that directly connect clients who need access to mental health care and substance abuse treatment. Lifefridge acts as a clearinghouse, referring people to other area service providers such as the North Shore Career Center, the Salvation Army, HAWC and North Shore Community Action Programs. Salem State University also provides classes at Lifefridge. In addition, CDBG funding provides for nursing services through Lifefridge, and Lifefridge's staff actively conducts outreach on the streets to homeless persons.

HAWC provides a wide range of services including a 24-hour crisis hotline, legal assistance and advocacy, support groups, one-on-one counseling for women and men, and play therapy groups for children.

The City's Veterans Services Office is the main local contact point for veterans seeking assistance.

The Salem Community Charter School provides educational services to unaccompanied homeless youth, and North Shore CAP provides services targeted to the homeless population as well as the mainstream population, and help people who are homeless to access mainstream services.

Describe the strengths and gaps of the service delivery system for special needs population and persons experiencing homelessness, including, but not limited to, the services listed above

Through Lifefridge, the City partially funds a licensed nurse who provides onsite and community based health assessments to the homeless population, including wound care, blood pressure monitoring, nutrition and general health education. The nurse also provides outreach services via random patrols in order to help connect unsheltered homeless individuals with needed services and to liaise with local businesses. The Salem Police Community Impact Unit works closely with Lifefridge in its outreach to homeless individuals, especially those on the street.

The City continues to support and administer Salem H.O.P.E. (Human Organization Partnership Effort), a network of human service providers that meets quarterly at rotating social service agency locations. Agency representatives meet, exchange information, announcements and updates to enhance

coordination of programs. They work to fill gaps in services, avoid duplication of services, and coordinate efforts. DPCD administers this program and produces the Salem H.O.P.E. digital newsletter quarterly.

In late 2014, the Mayors of Salem and Beverly joined together to create a joint task force to better understand and address the homelessness problem. The task force is co-chaired by the two mayors and includes representatives from city departments, and service agencies. In February, 2015, Danvers and Peabody were invited joined the task force. The Mayors' Task Force on Homelessness proposes to analyze sub-populations of homeless people: the chronic homeless, homeless families, seniors, teens and young adults, as well as those with substance abuse, mental health and/or behavioral health issues. The group will also look at long-term needs for supportive housing, emergency shelter, day programming, and other support systems.

The primary strengths of the service delivery system is that it is comprehensive (i.e., there are public and private agencies providing services of every type) and that the agencies are staffed by qualified and experience personnel, as well as dedicated volunteers. In general, the private non-profit providers receive strong community support. The major weaknesses relate to resources: inadequate funding for programs, services and facilities; and the intractable issue of high housing costs.

Despite the comprehensive network of services available to Salem residents, numerous agencies identified three major factors that complicate making greater progress in solving homelessness: 1) an insufficient supply of affordable housing, 2) a lack of capacity of substance abuse/treatment programs, and 3) inadequate access to mental health/illness facilities and programs, due to treatment policies and funding.

Provide a summary of the strategy for overcoming gaps in the institutional structure and service delivery system for carrying out a strategy to address priority needs

Salem and its community partners will continue to seek additional sources of funding to leverage CDBG and HOME funds in addressing community needs. One of the objectives of the Salem-Beverly Mayors' Task Force is to identify strategies that could potentially reduce the incidence of homelessness.

SP-45 Goals Summary – 91.215(a)(4)

Goals Summary Information

Sort Order	Goal Name	Start/End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Housing Rehabilitation Programs	2015-2019	Affordable Housing		Affordable Housing	CDBG: \$660,000	Homeowner Housing Rehabilitated: 20 Household Housing Units
2	Affordable Housing	2015-2019	Affordable Housing Public Housing		Affordable Housing	CDBG: \$375,000	Rental units constructed: 56 Household Housing Units
3	First Time Homebuyer Program	2015-2019	Affordable Housing		Homeownership Assistance	CDBG: \$218,375	Direct Financial Assistance to Homebuyers: 25 Households Assisted
4	Small Business Financial Assistance Programs	2015-2019	Non-Housing Community Development		Economic Development	CDBG: \$200,000	Jobs created/retained: 15 Jobs Businesses assisted: 5 Businesses Assisted
5	Business Technical Assistance	2015-2019	Non-Housing Community Development		Economic Development	CDBG: \$735,000	Jobs created/retained: 10 Jobs Businesses assisted: 50 Businesses Assisted
6	Community Support Services	2015-2019	Homeless Non-Homeless Special Needs		Public Services	CDBG: \$801,250	Public service activities other than Low/ Moderate Income Housing Benefit: 45,000 Persons Assisted

Sort Order	Goal Name	Start/End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
7	Neighborhood Improvements Activities	2015-2019	Non-Homeless Special Needs		Neighborhood Public Facilities and Infrastructure	CDBG: \$1,225,000	Public Facility or Infrastructure Activities other than Low/ Moderate Income Housing Benefit: 8,265 Persons Assisted
8	Downtown Improvements	2015-2019	Non-Housing Community Development		Downtown Public Facilities and Infrastructure	CDBG: \$56,085	Public Facility or Infrastructure Activities other than Low/ Moderate Income Housing Benefit: 5,055 Persons Assisted

Table 50 – Goals Summary

Goal Descriptions

1	Housing Rehabilitation Programs	Offer financial and technical assistance to eligible homeowners and investor-owners to improve housing units, including improvements for accessibility, for low- to moderate-income renters through the Housing Rehabilitation Loan Program.
2	Affordable Housing	Support local non-profit housing organizations and CHDOs seeking to acquire, create, preserve, and/or renovate affordable units.
3	First-Time Homebuyer Program	Offer financial assistance to eligible households in the form of loans for downpayments and closing costs through the First-Time Homebuyer Downpayment Assistance Program.
4	Small Business Financial Assistance Programs	Provide a Business Loan Program and a Storefront Improvement Program for new, emerging or expanding small businesses that create or retain jobs for low-and moderate-income workers, address building code violations, handicapped access, and/or leverage private investment.
5	Business Technical Assistance	Offer technical assistance, training, design guidance, location service, and referrals for owners of microenterprises or businesses that create or retain jobs for low- and moderate-income workers. Provide program delivery for the business loan program, oversight of the Salem Redevelopment Authority, and funding for the Salem Main Streets and other economic development programs.

6	Community Support Services	Provide grants to nonprofit agencies for social services programs such as homelessness and foreclosure prevention, housing education, food distribution, homeless services, job training, senior transportation, childcare, crime prevention, immigrant services (cultural orientation and acclimation), ESL and citizenship education, youth activities, senior services, adult education (financial literacy, computer training, ect.), and substance abuse prevention, and other programs that advance self-sufficiency, reduce household financial burdens, or improve the quality of life, as well as other special services (legal assistance, program navigation). Also support programs that provide supplemental education and/or engagement programs to increase public school students' academic achievement.
7	Neighborhood Improvements Activities	Undertake public facility and infrastructure improvements that enhance the quality of life in eligible neighborhoods, such as, parks/playgrounds, tree planting, lighting, signage, bike paths, streets, sidewalks, crosswalks, pedestrian safety, trash receptacles, traffic calming, accessibility, senior center, fire stations, schools, etc.
8	Downtown Improvements	Undertake infrastructure improvements to support Salem's Urban Renewal Area (downtown) and complement ongoing Economic Development activities. Projects may include street & sidewalk improvements, tree planting, trash receptacles, traffic improvements, lighting, signage and open space improvements, as well as improvements to public facilities and public infrastructure.

Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.315(b)(2)

Affordable housing projects currently in the pipeline will create at least 56 new units to serve low- and moderate-income families and individuals in the next five years.

SP-50 Public Housing Accessibility and Involvement – 91.215(c)

Need to Increase the Number of Accessible Units (if Required by a Section 504 Voluntary Compliance Agreement)

Not applicable – The SHA is not subject to a Section 504 Voluntary Compliance Agreement.

Activities to Increase Resident Involvements

The City has actively worked to involve public housing residents and tenants with Section 8 subsidies in the development of the Consolidated Plan and to consider their needs and comments as part of the planning process. One of the public participation meetings held to elicit public comment regarding the Consolidated Plan was held at one of the SHA's larger public housing buildings and was coordinated with the Resident Advisory Board. Public housing residents and Section 8 Voucher holders were also involved in other public meetings, including those held at the Salem Senior Center. In addition, the DPCD staff dropped flyers at Joseph's Storehouse Food Pantry, and to each unit at two of SHA's larger family subsidized housing developments to encourage residents to take the online poll. All public notices are provided to the SHA in English and Spanish for posting and to encourage the involvement of public housing residents. The SHA is also provided with copies of all Consolidated Plans, Annual Action Plans, and CAPERS. The Resident Advisory Board is actively engaged with management of the Salem Housing Authority. A member of the RAB sits as a member of the SHA Board of Commissioners and the RAB actively encourages resident involvement in management issues.

Is the public housing agency designated as troubled under 24 CFR part 902?

No

Plan to remove the 'troubled' designation

Not Applicable. The Salem Housing Authority is a well-managed public housing authority. Over the last ten years, the SHA has received an average SEMAP (Section 8 Management Assessment Program) score of 96.8, receiving a score of 100 in 8 of the last 10 years (2002- 2012) for which data is available for its management of its Section 8 program. The most recent PHAS Score (Public Housing Assessment System) for the Salem Housing Authority was a 92 of a possible 100 points for FY 2012.[i]

SP-55 Barriers to affordable housing – 91.215(h)

Barriers to Affordable Housing

Throughout the process of gathering input through public meetings and interviews with service providers, business associations, and housing professionals, the City has not found indication that housing policies have created impediments to fair housing. Subsidized and affordable housing is located citywide, and is not disproportionately concentrated in certain geographic areas. Foreclosures and loan denials also occurred proportionally in all areas. Salem has not experienced neighborhood objections or zoning practices that limit development of supportive housing for persons with disabilities. In comparison with other cities and towns in the region, Salem offers a greater diversity of housing, and a higher proportion of affordable housing overall, exceeding the state's 10% affordable housing goal. Moreover, a concentration of health and social service providers in Salem draws a disproportionate share of persons with disabilities to seek affordable and accessible housing in the city.

Some of the factors identified in the previous Consolidated Plan in 2010 continue to contribute to the difficulty of increasing the availability of affordable housing, including a shortage of land, lack of regulatory tools to require affordable housing in new developments, and local government's dependence on the property tax to finance City services. Like other communities, Salem is not in control of all of these barriers, and as a result its ability to solve them is constrained by financial resources and legal requirements.

Strategy to Remove or Ameliorate the Barriers to Affordable Housing

Redevelopment of obsolete residential and commercial space for new condominium or rental housing has produced higher-end units that are not affordable to a large percentage of the City's existing residents. While the infusion of more people and disposable income in the downtown area supports local economic development goals, a lack of a sufficient supply of housing for low-, moderate-, and middle-income households may create negative social and economic consequences for the City as a whole. The City has negotiated the inclusion of affordable housing in developments as deemed feasible with some notable successes. Inclusionary zoning could provide a more permanent strategy to achieve this goal, but would offer less flexibility to negotiate the best feasible public benefits.

The City is looking to adopt a 40R Smart Growth Overlay District (SGOD) within the Point Neighborhood. Adoption of a 40R district would help encourage commercial and housing diversity in mixed-use developments at high minimum densities, by being allowed as-of-right rather than on a special permit basis. Under state law, a 40R SGOD district requires a minimum of 20% deed-restricted affordable housing units. In order to fund and facilitate the process of developing a 40R SGOD, the City has received a \$30,000 award from the MA Department of Housing and Economic Development's Planning Assistance Toward Housing (PATH) grant program. The PATH program supports multi-family housing proximate to existing infrastructure, community services and public transportation, as well as projects containing ancillary commercial facilities that are secondary to the residential use of properties. The goal of PATH is to increase the supply of multi-family, mixed-income housing across the Commonwealth by encouraging community-based planning activities that will lead directly to housing production.

Funding will go toward the facilitation of public meetings, solicitation of community input, and the development and approval of ordinance language. The City envisions this process taking place in 2015.

Salem has also utilized Massachusetts' Chapter 40B Comprehensive Permit program which enables the City to waive local zoning requirements including density, height, and use, for developments to create new affordable housing. For example, the City approved a "friendly 40B" proposal to facilitate redevelopment of the former St. Joseph's church site to create 51 units of affordable housing.

Finally, in passing the Community Preservation Act, Salem has committed locally-raised funds to contribute to meeting affordable housing needs. These funds may be used in combination with funding from other sources to help overcome financing barriers to facilitate affordable housing development by public, non-profit, and private entities.

SP-60 Homelessness Strategy – 91.215(d)

Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs

The City intends to continue funding programs that serve homeless individuals and families during the 5 Year Consolidated Plan period.

Through Lifebridge, the City partially funds a licensed nurse who provides onsite and community based health assessments to the homeless population, including wound care, blood pressure monitoring, nutrition and general health education. The nurse also provides outreach services via random patrols in order to help connect unsheltered homeless individuals with needed services and to liaise with local businesses.

The Salem Police Department, both through its normal staff complement and its Community Impact Unit work directly with the homeless in Salem, as well as coordinating with Lifebridge to provide outreach to homeless who may be unsheltered. CDBG provides funding via sub-grants to local and regional organizations that provide direct services and outreach.

Addressing the emergency and transitional housing needs of homeless persons

The City expects to continue to provide CDBG funding to local and regional non-profit entities such as Lifebridge, HAWC, NSCAP, Catholic Charities, and the Salvation Army to assist in addressing emergency shelter and transitional housing needs, and to prevent households from becoming homeless. These organizations provide transitional and permanent supportive housing to homeless and formerly homeless persons, assist with housing search, housing counseling, and provide emergency housing assistance (e.g., delinquent rent and utility payments, and housing “start-up” costs), as well as food assistance. CDBG funding assistance is provided as a result of a Request for Proposals (RFP) process issued by the DPCD.

Salem will also continue to participate in the Continuum of Care and lend its support to expanding emergency shelter and transitional housing, whether in Salem or elsewhere in the region.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again.

The DPCD both directly administers programs and provides funding to local and regional organizations that provide programs and services to respond to or prevent homelessness. In addition to programs described above that provide emergency shelter and transitional housing, the City awards sub-grants to other agencies that serve specific sub-populations, such as at-risk youth, seniors, persons with disabilities, or to residents who need ESOL, job readiness and skills training, or other anti-poverty initiatives. Although these activities do not target homelessness per se, they aid in stabilizing individuals

and families, thereby reducing the risk of homelessness or its recurrence. Salem intends to continue funding these types of programs under the first and subsequent years' Annual Action Plans. The City makes public social services sub-grant awards via an annual Request for Proposals (RFP) process.

The Salem Community Charter School (soon to be New Liberty Charter School) reports that 30% of their students are unaccompanied youth. The school provides academic skill, employability and personal stability programs for these and other at-risk students, as well as partners with North Shore CDC to provide a YouthBuild program. Since 2010, Journeys of Hope (JoH) has run a day program for homeless and at-risk youth ages 18-23, based at the First Universalist Church in Salem. JoH's program provides clients with basic hygiene needs, a meal at breakfast, and one-on-one case sessions to define and work towards individual goals. It also partners with schools to provide summer programs and counselling for at-risk students, as well as offering vocational training in culinary arts. These programs help students transition to independent living.

Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs

Salem awards CDBG-funded public social service sub-grants to provider agencies and to housing and service organizations, including those whose core mission is to prevent homelessness and to foster individual and family self-sufficiency. Each year the City allocates up to the maximum allowed of its CDBG funding to public social services. All of these sub-grants benefit lower income individuals and families. While the grants made to organizations providing homeless or homelessness prevention services were not specifically targeted to discharges of publicly-funded institutions or care systems, these organizations report that a significant number of the persons they serve are receiving services from agencies that address a range of housing, health, and other social service needs. For example, North Shore CAP provides a range of housing and social services to households in addition to assisting families who are experiencing homelessness, while Lifebridge reports that an increasing majority of clients are being discharged to the shelter from health care systems or are referred by other health care or service agencies. Other types of services and programs that the City funded included food pantries, child care, health screening and education, ESOL, job readiness and skills training, financial education and budgeting, and individual counseling and support groups. The City intends to continue funding these types of programs during the 5 Year Consolidated Plan period.

SP-65 Lead based paint Hazards – 91.215(i)

Actions to address LBP hazards and increase access to housing without LBP hazards

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

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

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

How are the actions listed above related to the extent of lead poisoning and hazards?

More than 80 percent of the housing structures in Salem were constructed prior to 1980, and may contain lead paint, which was prohibited for residential use in 1978. Despite the age of the city's housing stock, the rate of lead poisoning in Salem is low. Over the past decade, there have been about one to three cases of lead poisoning per year among children who were screened. The rate of lead poisoning has improved considerably since 2001 when Salem was considered one of the state's high risk communities, with 24 cases over five years, averaging 4.8 cases per year.⁶⁷

How are the actions listed above integrated into housing policies and procedures?

See above.

⁶⁷ MA Childhood Lead Poisoning Prevention Program, Screening and Incidence Statistics

SP-70 Anti-Poverty Strategy – 91.215(j)

Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families

This Anti-Poverty Strategy describes programs and policies the City is supporting in its efforts to reduce the number of households living below the poverty level. Some public service agency representatives state that Salem residents in poverty stay in poverty because they lack adequate skills for better employment opportunities. As a result, they work multiple jobs to pay for housing, utilities, transportation expenses, and childcare. Providing adequate job training and educational opportunities will enable them to enter the workforce at a more competitive level. Salem uses CDBG and other funds to pursue an anti-poverty strategy carried out by the City and a variety of social service sub-recipients. The City's anti-poverty strategy is comprehensive and it consists of four components: education, job training, affordable housing and social services.

Education

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

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

In FY15, the City supported various educational programs with CDBG funds, including the Bentley School's After School Enrichment Program that requires a mandatory 20-30 minutes of homework time followed by other educational and/or physical activities. Programs administered by non-profit agencies include Salem Cyberspace's CyberYouth Academic Program (College Success Program), a program that assists lower income youth with career exploration and college preparation. The Boys and Girls club offers one-on-one homework help each day after school. North Shore Community Development Coalition provides a Family Stability Program that provides workshops on ESL, tax return preparation and FTHB education to a mainly Latino population. VOCES provides GED and Citizenship classes to lower income Latino residents. It is anticipated that these or similar programs will be assisted over the next five years.

Job Training and Employment Resources

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

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

The City is the lead community for the North Shore Workforce Investment Board (NSWIB), representing 19 surrounding communities. The DPCD has a seat on the Board and represents the economic development sector on the North Shore. The NSWIB directs federal, state and local employment and training funds so that job seekers can find training and employment, and businesses can find employees that are skilled and ready to work. Through partnerships with schools, colleges, training providers, public organizations and businesses, the NSWIB builds and supports a workforce development system that serves all members of the North Shore community.⁶⁸ The NSWIB assists over 14,000 employers, schools and agencies, adults, and youths each year with job screening services, labor needs programs, job training, career training and other services. The NSWIB is also responsible for administering the F1rstJobs Summer Employment initiative for North Shore Teens. F1rstJobs places North Shore youths in jobs that will provide them with important job training and skills that will be useful in the future when

⁶⁸ North Shore Workforce Investment Board, "Mission Statement," <<http://www.northshorewib.com/>>

applying for employment. Other programs include Training for Employed Workers, Training for Displaced Workers, School to Career, Welfare to Work and Workforce Investment Act.

In early 2014, Salem was awarded a \$105,000 Working Cities Challenge grant, a groundbreaking effort to support cross-sector collaboration in the state's small to midsize Gateway Cities. The Working Cities Challenge is an initiative led by the Federal Reserve Bank of Boston with a twofold goal: to advance collaborative leadership in Massachusetts smaller cities and to support ambitious work to improve the lives of low-income people in those cities. Salem's funds are being used to bring the Point neighborhood's economic indicators in line with rest of the city by focusing on four issue areas: economic development, small business development, workforce development, and leadership development.

Through its CDBG funds, the City of Salem also supports job training and employment assistance programs, such as the Wellspring House MediClerk Program which trains eligible participants for clerical positions in the medical field.

Affordable Housing

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

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

Salem provides significant funds to community housing development organizations (CHDOs), specifically North Shore CDC and NSCAP. CHDOs are focused on changing the social and environmental factors that

foster poverty and in motivating low-income residents to take control of their future and the future of their neighborhoods. North Shore CDC works to increase the supply of affordable housing through acquisition and rehabilitation projects. The CDC works closely with public and private agencies to improve the quality of life for Salem's low- and moderate-income residents.

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

Salem's Housing Coordinator periodically participates in regional workshops and forums to address issues around fair housing, equal access, housing rights, and first time homebuying, and other housing concerns that impact low income residents, sponsored by agencies such as the Metropolitan Area Planning Council, North Shore CDC, North Shore United Way, CHAPA, NSCAP, and the Aging and Disability Resource Consortium of the Greater North Shore, Inc.

Social Services

According to the 2010 U.S. Census, 1,656 female single parents have dependent children under 18.⁶⁹ The challenges facing this population are inadequate, affordable childcare choices, a lack of jobs that provide "mother's hours" and insufficient transportation opportunities. The Massachusetts Office of Child Care Services' Region 3 office is located in Salem. It provides childcare referrals and financial assistance. The agency provides a way for lower-income families to obtain adequate daycare so they can obtain employment and improve their quality of life.

Through CDBG, the City funds 20-25 non-profit social service programs annually. Through an annual competitive funding round, Salem financially supports programs that provide services to help families meet the costs of living, promote family self-sufficiency, serve special populations and/or provide crisis intervention assistance – in essence, programs that work to break the cycle of poverty. Along with the many programs that help directly with housing and household expenses, CDBG funds support several programs which indirectly assist with housing in many ways such as increased pay (i.e. job training, ESL programs) and decreased monthly expenditures (i.e. child care and food programs) so households can better afford rent or mortgages. There are also many non-CDBG funded programs available to Salem residents to help households overcome various obstacles to self-sufficiency.

Salem H.O.P.E. is a networking group of social service agencies that meet at rotating public service agency locations. Open to all social service agency representatives serving Salem residents, it is a forum

⁶⁹ U.S. Census, 2010 SF1 100% Data: Households and Families: 2010 - American Fact Finder, <http://factfinder.census.gov>.

to work toward filling gaps in services and avoiding duplication of efforts. DPCD staff coordinates the quarterly meetings and distributes the Salem H.O.P.E. digital newsletter quarterly.

In addition to the above, based on the concentration of LMI and minority residents in the Point neighborhood, the area might in the future be considered for designation as a Neighborhood Revitalization Strategy Area which would facilitate the investment of human and economic capital, and economically empower low-income residents through partnerships among federal and local governments, the private sector, community organizations and neighborhood residents.

How are the Jurisdiction poverty reducing goals, programs, and policies coordinated with this affordable housing plan

See above.

SP-80 Monitoring – 91.230

Describe the standards and procedures that the jurisdiction will use to monitor activities carried out in furtherance of the plan and will use to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements

The DPCD monitors all projects to ensure compliance with applicable Federal, State and local regulations and program requirements.

As part of ongoing monitoring, public service sub-recipients submit monthly reports that include income, race and ethnic information on clients served and programmatic accomplishments. In addition, public service sub-recipients are monitored on-site each year (exceptions are noted in the Monitoring Plan in the Appendix). Agencies submitting reimbursement requests must include proof of expenditure of funds, as well as documentation that the pre-determined benchmark or goal was attained.

All First-Time Homebuyer Downpayment Assistance Loan Program properties and Housing Rehabilitation Loan Program properties receive on-site inspections. Rehabilitation projects must meet current housing codes and non-emergency projects must meet HQS. All tenant based rental assistance provided with HOME funds requires an inspection with a HQS report. Monitoring of affordable housing loan activities undertaken with CDBG or HOME funds for compliance with affordability requirements and/or other programmatic requirements is discussed in full in the Monitoring Guide, included in the Appendix of the Consolidated Plan. Monitoring of economic development activities undertaken with CDBG funds for compliance with Davis-Bacon and job creation is discussed in full in the Monitoring Guide. There is also a Loan Management Policy for dealing with delinquent or in default housing or economic development loans.

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

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

Appendix – Table of Contents

Appendix 1 – Maps

Appendix 2 – Citizen Participation Plan

Appendix 2 – Public Comments

Part 1) Public Participation Process

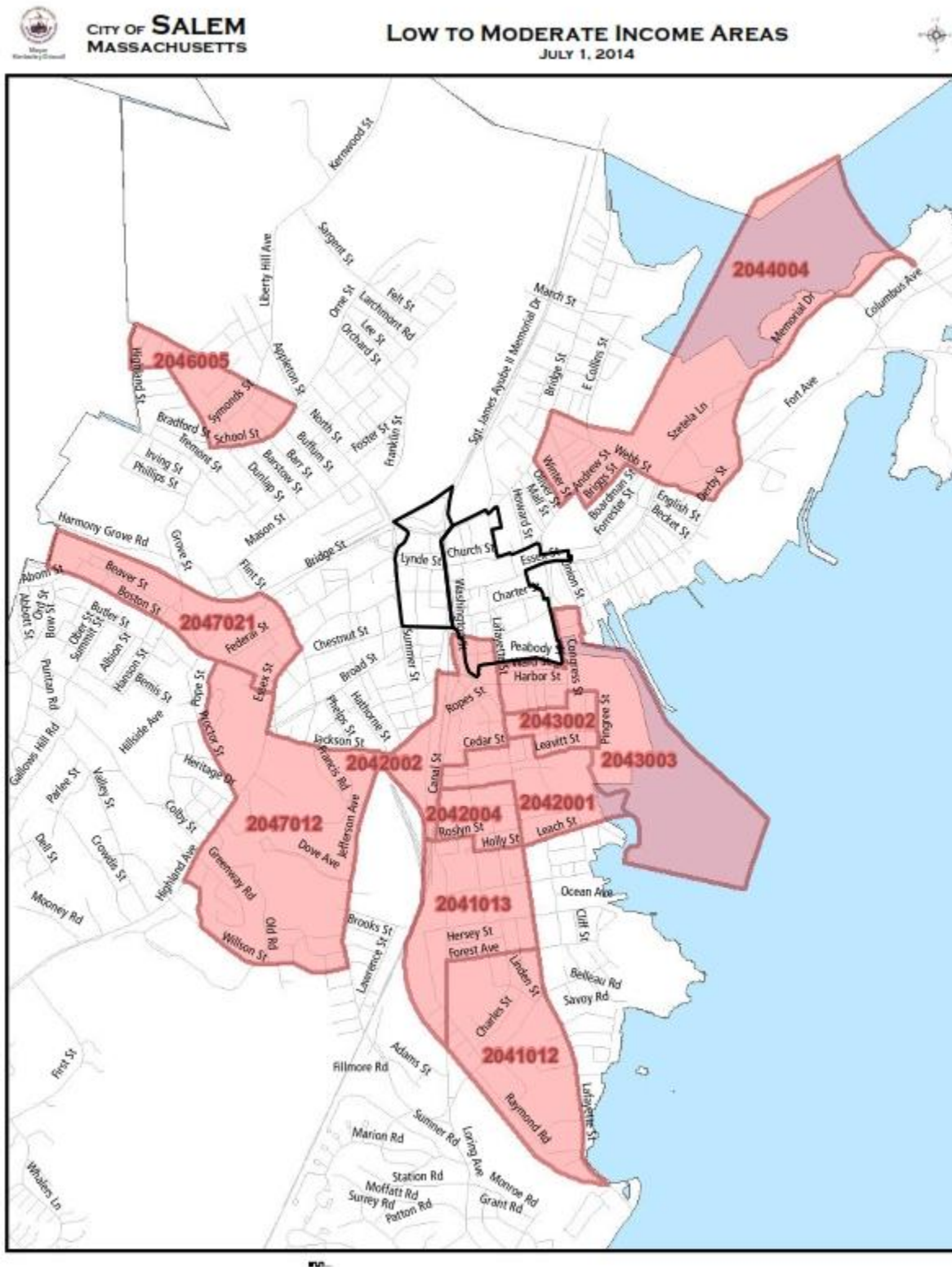
Part 2) Review of Draft Plan

Appendix 3 – Other Resources

Appendix 4 – Monitoring Guide

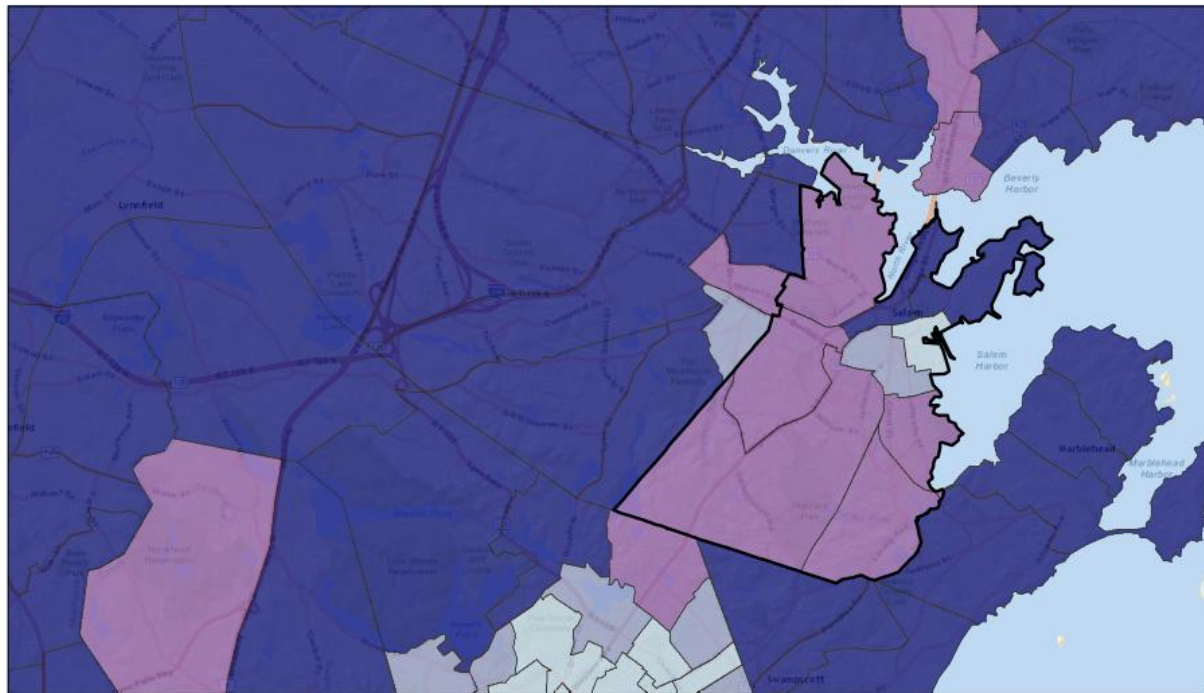
Appendix 5 – Alternate/Local Data Sources

Appendix 1 – Maps

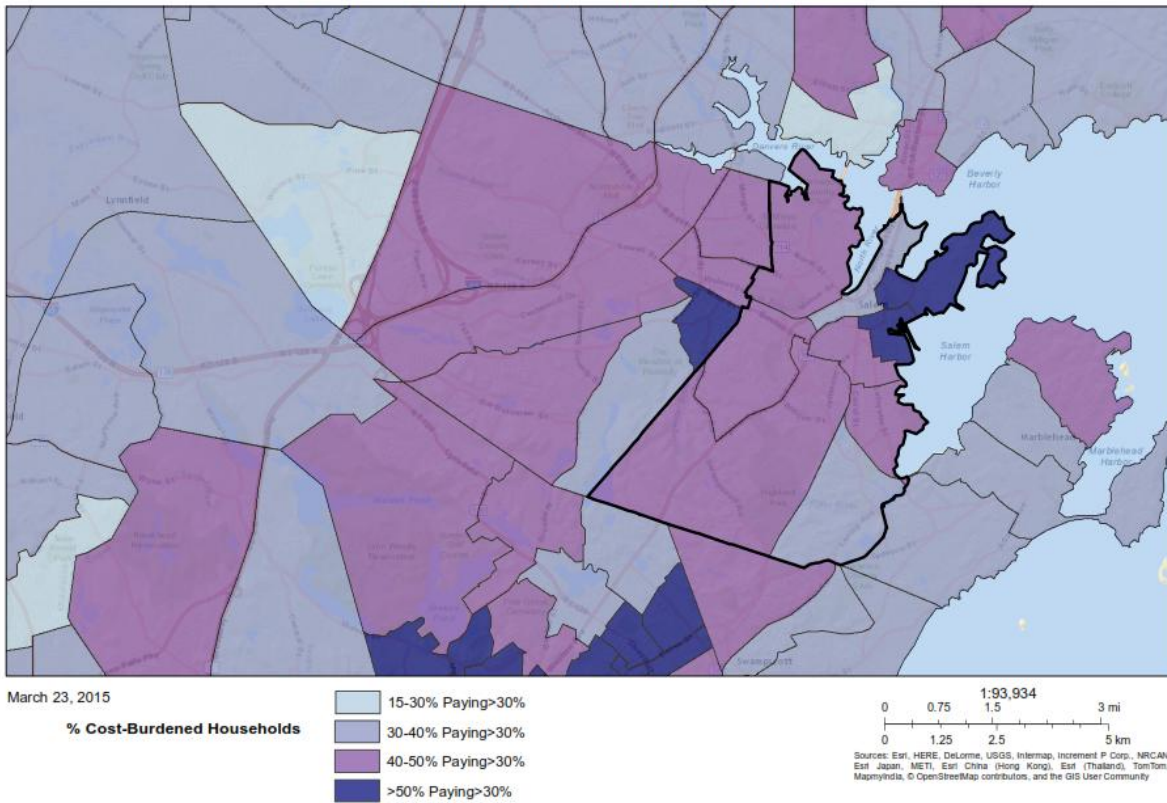


CPD Maps - Consolidated Plan and Continuum of Care Planning Tool

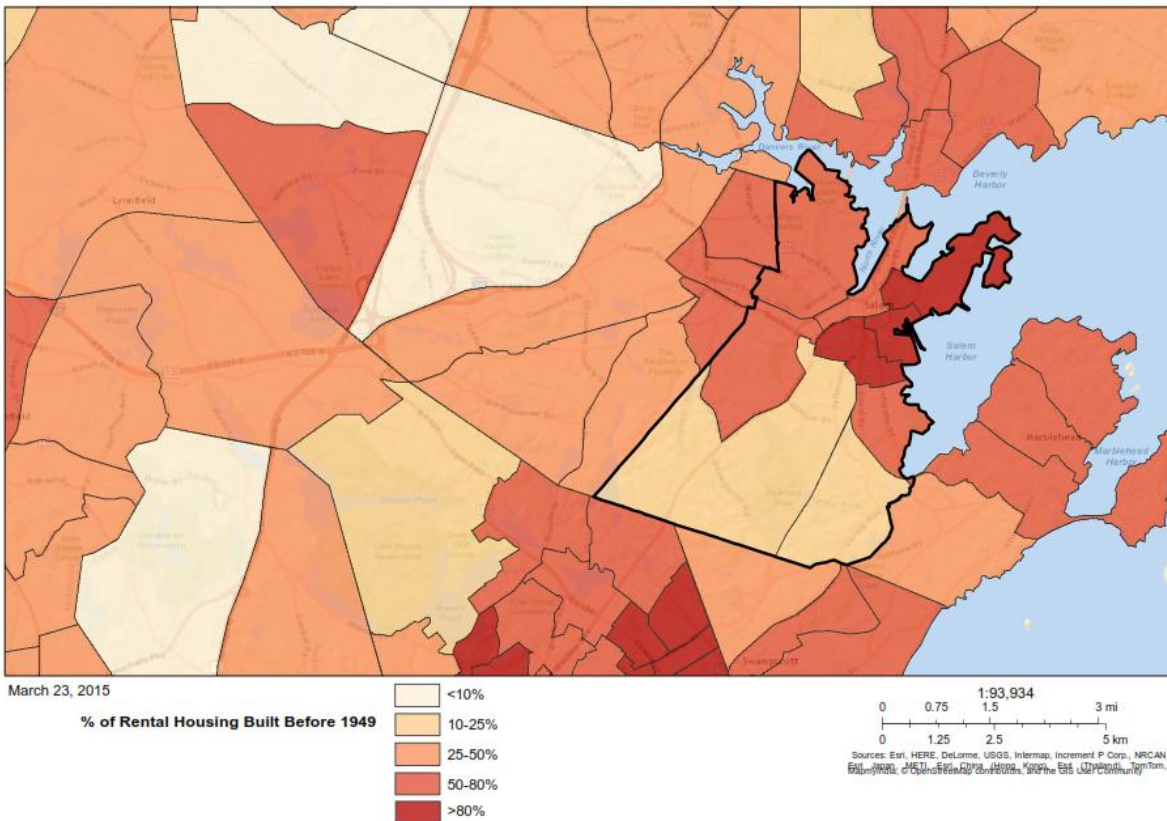
Areas of Racial/Ethnic Concentration



Areas of Concentration: Housing Cost Burden



Concentration of Older Housing Stock



Appendix 2 – Citizen Participation Plan

Rev. March 13, 2014

A Citizen Participation Plan sets forth the policies and procedures for citizen participation in the development of the five-year Consolidated Plan, annual action plans and annual end of year reports. The Citizen Participation Plan is designed especially to encourage participation by low- and moderate-income persons, particularly those living in areas where Community Development Block Grant (CDBG) funds will be used, as well as minorities, persons with disabilities, residents of public housing and other interested citizens.

Salem's first Citizen Participation Plan was adopted in March, 2000, following a training session conducted by the Coalition for Low-Income Community Development, Inc. This plan is based on information collected during that training, as well as the following sources: U.S. Department of Housing and Urban Development (HUD) or National Community Development Association (NCDA) sponsored trainings/meetings; 24 CFR 91.105 in the Consolidated Plan Regulations; and recommendations from other communities and HUD representatives.

The Citizen Participation Plan is typically reviewed and updated prior to the start of the five-year Consolidated Plan process. It was revised in March, 2005 and again in October, 2009. A not less than fifteen-day comment period is advertised whenever the Citizen Participation Plan undergoes significant amendments.

A comment period for the Citizen Participation Plan updated in March, 2014 was advertised on March 20, 2014.

The Citizen Participation Plan is arranged as follows:

1. Assessment of priority needs
 - a. Consolidated Plan
 - i. Factual Data Collection
 - ii. Community input
 - b. Action Plan
2. Advertisement, location and format of public hearings & meetings
3. Preparation of the Plan
4. Availability of Documents
5. Draft plans - Consideration of comments
6. Citizens Advisory Committee
7. Application for Federal Funds Approval
8. Funding Requests
9. Technical Assistance
10. Action Plan Amendments
11. Consolidated Plan Amendments
12. Consolidated Annual Performance and Evaluation Report (CAPER)
13. Additional Efforts
14. Complaints

The tasks outlined in this plan may be undertaken by staff of the City of Salem Department of Planning and Community Development or by a consultant hired during the Consolidated Plan process.

1. **ASSESSMENT OF PRIORITY NEEDS**

a. **Consolidated Plan**

Salem undertakes a housing and community development needs assessment every five years as part of the Consolidated Plan process in order to identify and prioritize the housing, community and economic development needs of the city's residents. The City specifically targets the following groups for intensive outreach and involvement in the development of the Consolidated Plan:

- Low and moderate income persons;
- Persons with HIV/AIDS and HIV/AIDS service providers;
- Homeless and homeless service providers;
- Senior citizens and senior service providers ;
- Minorities;
- Non-English speaking residents;
- Residents of public assisted housing and the Salem Housing Authority;
- Community Development Corporations and residents served;
- Mental & physical health agencies;
- Substance abuse prevention agencies;
- Salem Health Department;
- Youth advocacy groups;
- Persons with disabilities and service providers for persons with disabilities;
- Economic development/job creation agencies; and
- Banks, realtors and other community businesses.

Specific types of data to be collected through the needs assessment shall include:

- Elderly and non-elderly homeowner and renter needs;
- Special needs of the elderly, frail elderly, persons with alcohol/other drug addiction, disabled persons, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families);
- Homeless needs for individuals and persons in families with children including;
 - Needs for emergency, transitional and permanent housing;
 - Estimated supportive services slots for job training, case management, substance abuse treatment, mental health care, housing placement and life skills training;
 - Estimated needs of chronic substance abusers, seriously mentally ill, dually-diagnosed, veterans, persons with HIV/AIDS, victims of substance abuse and youth;
 - Community needs including anti-crime programs, economic development, infrastructure, public facilities, public services, senior programs and youth programs;
- Poverty; and
- Barriers to affordable housing.

Factual data collection and community input methods will include:

i. Factual data collection

Factual data to be used in the needs assessment will include information found in the most recent U.S. Census and other available publications including, but not limited to, Home Mortgage Disclosure Act, State Unemployment Insurance, property assessments, building permits, National Low Income Housing Coalition's annual Out of Reach report, Dun and Bradstreet, real estate transactions and the N. S. Home Consortium (Analysis to Impediments, Continuum of Care and any available Consolidated Plan data).

ii. Community input

Whenever possible, citizen participation will include presentations at:

- Public hearing(s);
- Neighborhood Association meeting(s);
- Salem Housing Authority Tenant's Association;
- Commission on Disabilities;
- Affordable Housing Trust; and
- Focus groups (i.e. Economic Development, social service groups).

Citizen participation will be encouraged through a variety of methods, including but not limited to:

- Legal advertisement in the Salem News;
- Posted flyers at the Salem Public Library, Salem Council on Aging, Salem Housing Authority, Salem City Hall and Salem City Hall Annex;
- Flyers sent to social service agencies, civic groups, the N.S. Home Consortium, as well as other Salem locations;
- Salem H.O.P.E. distribution list;
- Notification to the Salem City Council;
- The City's official website, www.salem.com;
- Press release to local media; and
- Salem Access Television community calendar.

Citizen Participation will also include interviews with representatives of various local agencies, such as but not be limited to those serving the elderly, non-English speaking, homeless, substance abusers, veterans, youth, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), and agencies that provide job training and placement, Lifebridge, the North Shore CDC, Salem Council on Aging, Salem Housing Authority, Salem Health Department, municipal inspection service departments (i.e. building & fire) and local businesses.

b. Annual Action Plan

At the commencement of the Annual Action Plan process (during each of the four years between the Consolidated Plan process), citizen participation efforts will be undertaken in order to evaluate how Salem's housing and community development needs and priorities have changed since the completion of the prior Consolidated Plan and to assess any new information received. Citizen participation will be encouraged through a public hearing, legal advertisements in the Salem News, Salem Access Television notice and posted

flyers at the Salem Public Library, Salem City Hall, Salem City Hall Annex, www.salem.com and the Salem Housing Authority, as well as other locations. In addition, citizen participation efforts may include neighborhood meetings and/or focus groups and notification in newsletters (i.e. Salem Chamber of Commerce, Salem H.O.P.E.).

2. ADVERTISEMENT, LOCATION AND FORMAT OF PUBLIC HEARINGS & MEETINGS

Public hearings will be advertised in the Salem News, on Salem Access Television, through English/Spanish notices posted at the Salem Public Library, Salem Housing Authority, Salem Council on Aging, Salem City Hall and Salem City Hall Annex, and on www.salem.com. Salem News legal ads and SATV ads shall be provided to these media approximately two weeks prior to the hearing. In addition, advertisement may include one or more of the following: notices in various community newsletters (e.g., Salem Chamber of Commerce) and through a press release distributed to the Salem News, Salem Gazette and/or Salem Patch. Public hearings will be held at 120 Washington Street, which is accessible to people with disabilities and located on or near the bus lines and MBTA train station. Whenever possible, a Spanish translator will be present. One public hearing will be held at least 30 days prior to the completion of the Draft Consolidated Plan or Annual Action Plan (usually at the start of the annual process). During this hearing, citizens will be given opportunity to review prior year program performance. One public hearing will be held at least 30 days prior to the submission of the final Consolidated Plan or Annual Action Plan.

Forums and focus group meetings will be held at various locations and times appropriate to the type of group, population or neighborhood. Forums, focus groups and other meetings may be advertised in the Salem News, on Salem Access Television, through notices posted at the Salem Public Library, Salem Housing Authority, Salem Council on Aging, Salem City Hall and Salem City Hall Annex, and on www.salem.com. In addition, advertisement may include one or more of the following: posted flyers at elderly and public assisted housing, notices mailed to nonprofit social services agencies, notices in various community newsletters (e.g., Salem Chamber of Commerce) and/or through a press release distributed to the Salem News, Salem Gazette and/or Salem Patch. Forums and focus groups targeted to specific neighborhoods may include distribution of flyers to those targeted populations. Such flyers intended for Point Neighborhood residents shall also be provided in Spanish. Neighborhood meetings in the Point Neighborhood will be conducted by bilingual staff.

Senior transportation is available by contacting the Transportation Coordinator of the Salem Council on Aging at least two days in advance. Persons with other special needs should contact the DPCD for reasonable accommodation and provide ample time for the request to be arranged.

3. PREPARATION OF THE PLAN

Following the Needs Assessment, the Consolidated Plan and/or Annual Action Plan will be drafted. The Draft will set priorities and will provide for the development of funding decisions based on plan priorities. Included in the plan will be the required HUD forms, data, maps, narratives, illustrations and photographs. The plan will include the amount of assistance that Salem expects to receive, including grant funds and program income, the range of activities that may be undertaken and an estimate of the low and moderate income persons to benefit from the proposed activities.

4. AVAILABILITY OF DOCUMENTS

All public documents are available for viewing at the Department of Planning & Community Development (DPCD). A copy of the Citizens Participation Plan, Draft and Final Consolidated Plan, Draft and Final Annual Action Plan and Draft and Final Consolidated Annual Performance and Evaluation Report (CAPER) will be provided to the Salem Public Library and the Salem Housing Authority. Notice of the availability of these documents will be included with the notice of their respective comment periods, and with notice of any public hearings or meetings, and will be published in the Salem News. Additional notice will be posted at Salem City Hall, Salem City Hall Annex, the Salem Public Library, the Salem Council on Aging and the Salem Housing Authority.

Copies of any CDBG or HOME related public document exceeding 10 pages will be provided upon request at a cost of 20¢ per page, free for documents under 10 pages. Full copies of documents are available free by e-mail, as well as on computer disks when the disks are provided by the requester. In addition, copies of these documents will be available for download at no charge on www.salem.com. Final copies of all plans and reports shall be provided to HUD.

5. DRAFT PLANS – CONSIDERATION OF COMMENTS

All comments received will be reviewed by the Director of the Department of Planning and Community Development, Assistant Community Development Director and the city's consultant (if one has been engaged), but may also be reviewed by the Citizen's Advisory Committee and the Mayor. The City of Salem will consider any comments or views of citizens received in writing, or orally at any public hearing in preparing the final Consolidated Plan. All comments suggesting amendments to the drafts that are considered reasonable, feasible and consistent with HUD regulations will be incorporated into the final plans. A summary of public comments or views, and a summary of any comments or views not accepted and the reasons therefore, shall be attached to the final Consolidated Plan.

6. CITIZEN ADVISORY COMMITTEE

The Citizens Advisory Committee (CAC) is a group of individuals appointed by the Mayor. The CAC usually includes one City Councilor and one or more of the following: representative(s) from low/mod neighborhoods, representative of a non-profit agency, disabled person, elderly person, minority person, representative of a Salem business, person on public assistance, and/or public employee (i.e. police officer, teacher). The group reviews the funding requests (see Section 8) received by nonprofit social services agencies and makes funding recommendations. The CAC also reviews and comments on the draft Consolidated Plan.

7. APPLICATION FOR FEDERAL FUNDS APPROVAL

Prior to submission to HUD, copies of the Consolidated Plan and/or Annual Action Plan will be provided to the City Council, along with a copy of the Application for Federal Funds. The City Council will vote to approve the submission of the Application for Federal Funds. The Application for Federal Funds will be signed by the Mayor and included in the submittal to HUD.

8. FUNDING REQUESTS

Annually, the City of Salem will issue a Request for Proposals (RFP) for funding applications. RFPs issued may be to solicit public services, housing and/or economic development funding requests. Awards are conditional upon available funding.

Funding assistance for Public Services is awarded on a competitive basis in annual funding rounds, which are advertised in the Salem News. Guidelines for the Public Services Program are provided in a separate document. Proposals will be reviewed by the Citizens Advisory Committee and awards are made on approval of the Mayor.

Applications for city-administered programs (First Time Homebuyers Loan Program, Housing Rehabilitation Loan Program and Economic Development Loan Program) are available at the DPCD and may be submitted at any time. Guidelines for these programs are provided in a separate document. Approval of these loans is contingent upon meeting eligibility requirements and the availability of funding. Applications may be placed on a waiting list, if necessary, to accommodate current staffing or funding levels.

Persons, businesses or agencies seeking assistance for other types of assistance (i.e. housing development, or redevelopment) should contact the DPCD.

9. TECHNICAL ASSISTANCE

Individuals, businesses or agencies needing technical assistance to apply for CDBG or HOME funds or for other assistance regarding CDBG or HOME funded programs may contact the DPCD for consultation. First Time Homebuyer and Housing Rehabilitation Loan Program technical assistance will be provided by DPCD housing staff. New applicants should meet with DPCD housing staff after reviewing the application guidelines.

Business establishment and business loan application assistance will be provided by the Economic Development Planner. Any person may request a free copy of the *Doing Business in Salem Guide*, which explains how to open a business in Salem and provides other helpful information for businesses and developers.

Assistance to public service agencies will be provided by the Assistant Community Development Director. Agencies receiving CDBG public services funding are required to attend a brief training meeting prior to the start of the funded program.

All other questions or requests for information or assistance should be directed to the Community Development Director or Assistant Community Development Director.

10. ACTION PLAN AMENDMENTS

Amendments proposed for the HUD-approved Annual Action Plan will be evaluated and addressed as follows:

Minor amendments: Minor amendments will be undertaken as necessary with no public comment. Examples of minor amendments include but are not limited to:

- Increase of the budgeted funds for an existing activity in the Annual Plan;
- Cancellation of an activity that was determined ineligible, infeasible or no longer a priority;
- Addition of emergency activities (interim assistance);
- Decrease of the budgeted funds for a loan program activity for which there have been few or no applicants; or
- Addition of an activity that meets the established goals of the Annual Plan and whose proposed budget is under \$50,000.

Substantial amendments: Legal advertisements will be placed in the Salem News for all significant amendments, providing 15-day comment period. Examples of significant amendments include but are not limited to:

- Addition of an activity with a proposed budget of over \$50,000.

11. CONSOLIDATED PLAN AMENDMENTS

Amendments proposed for the HUD-approved Consolidated Plan will be informally reviewed by Community Development staff with staff of the HUD field office, after which a course of action for citizen participation will be determined. At a minimum, substantial amendments shall provide for a public hearing and shall allow for a period of not less than 30 days to receive public comment on the substantial amendment before the amendment is implemented. A substantial amendment to the Consolidated Plan shall include but not be limited to, the addition of a set of goals or an activity not previously included in the plan whose proposed budget is over \$200,000 and/or the addition of a Section 108 Loan Guarantee application for an activity not previously included in the plan. The City of Salem will consider any comments or views of citizens received in writing, or orally at public hearings, if any, in preparing the substantial amendment to the Consolidated Plan. A summary of public comments or views, and a summary of any comments or views not accepted and the reasons therefore, shall be attached to the substantial amendment to the Consolidated Plan.

12. CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION REPORT (CAPER)

The CAPER must be submitted to HUD within 90 days after the end of the program year (June 30th), providing a detailed description of CDBG and HOME funds used during the fiscal year and to what extent they benefited low and moderate income people. Legal notice of the availability of the draft CAPER and 15-day comment period is advertised in the Salem News and is posted at Salem City Hall and Salem City Hall Annex and on www.salem.com. The City of Salem will consider any comments or views of citizens received in writing or orally at public hearings, if any, in preparing the CAPER. A summary of public comments or views, and a summary of any comments or views shall be attached to the final CAPER.

13. ADDITIONAL EFFORTS

Citizen participation in CDBG activities is not limited to the formalized procedures noted above. Various CDBG activities include separate public comment opportunities as well as public participation (e.g. neighborhood and school groups are often recruited to design and build playground equipment installation projects). In addition, City administrators (Mayor, City Councilors and/or DPCD staff) are often in attendance at various neighborhood association meetings where needs and proposed or planned activities are discussed. In fact, City Councilors have been instrumental in the formation of new neighborhood associations and groups, and the DPCD has been involved in the formation of neighborhood master plans, revitalization plans and strategies. City representatives are available to meet with residents and business or agency representatives on an individual basis to receive input on needs and ideas for CDBG activities.

Additionally, there are various organizations, committees and groups from which input is gathered. These are particularly important forums where one voice may represent many individuals or population groups. Included are Salem H.O.P.E., the Homeless Outreach Program Advisory Committee, the Commission for Disabilities, Neighborhood Improvement Advisory

Council, the Salem Partnership, Salem Main Streets Initiative and the Salem Chamber of Commerce:

Salem H.O.P.E.: Salem H.O.P.E. (Human Organization Partnership Effort) is a networking group of human service agencies that serve Salem residents. It is an open public forum for agencies to learn about the services being provided by other agencies in order to fill in gaps, coordinate efforts and avoid the duplication of services. All human service agency representatives that serve Salem residents are invited to attend the quarterly Steering Committee breakfast meetings held at rotating agency locations. Through this program, agency representatives are introduced to each other and exchange information, announcements and updates. The DPCD provides staff administration and produces a Salem H.O.P.E. quarterly newsletter, which is distributed via e-mail. Salem's Assistant Community Development Director attends all Salem H.O.P.E. meetings. Agencies wishing to be included on the Salem H.O.P.E. mailing list should contact the Assistant Community Development Director.

Homeless Outreach Program Advisory Committee: This forum provides another opportunity for input on Salem's social service needs. The Committee meets once per month during April, July and September at 120 Washington Street. This group is an advisory group to Lifebridge's Street Advocate, who outreaches to homeless individuals encountered in the Salem Central Business District. The Street Advocate works with the individuals to alleviate homeless-related problems with pedestrian, visitor and commercial activity (panhandling, public drunkenness, etc.) and to connect these individuals to shelter, transitional housing, substance abuse treatment and other services. The Committee includes representatives from the DPCD, downtown business community, Lifebridge, Salem Main Streets Initiative, the Salem Police Department and other interested individuals. Salem's Assistant Community Development Director attends all Steering Committee meetings.

Commission on Disabilities: The Commission on Disabilities is a Mayor-appointed, City Council-confirmed board whose seven members meet monthly to advise the City on issues relative to persons with disabilities.

Neighborhood Improvement Advisory Council: The Neighborhood Improvement Advisory Committee works to identify and review issues that affect Salem neighborhoods and to work for the City to address them and improve the overall quality of life. NIAC is comprised of the President (or designee) of each neighborhood organization with the City of Salem.

Salem Partnership: The Salem Partnership is a public/private sector coalition of local leaders who contribute time, energy and special resources to revitalize Salem. The Salem Partnership sponsors, supports and encourages the creation of programs and events that help promote new business development, the growth of Salem's tourist industry and unity within the community. The DPCD's Director is on the Executive Committee of the Salem Partnership.

Salem Main Streets Initiative: The Salem Main Streets Initiative is a preservation-based, volunteer-driven strategy for downtown and neighborhood retail business revitalization. The mission of the Salem Main Streets Initiative is to help plan and direct those activities that preserve, develop and enhance the economic, social and cultural quality of the city's downtown and neighborhood commercial districts. A representative of the DPCD attends Main Streets board meetings and various subcommittee meetings.

Salem Chamber of Commerce: The Salem Chamber of Commerce is an independent association of business and professional people which offers business referrals, networking, participation in cooperative business building events, updates on local business issues through a monthly newsletter and breakfast meetings. The DPCD's Director is a member of the Chamber's Board of Directors.

To keep the public informed of CDBG activities, the City of Salem periodically advertises the availability of loan funds as well as publicizes successful projects and programs through press releases, brochures, flyers and/or newsletters for specific CDBG sponsored projects, programs and events.

The City of Salem makes every effort to minimize displacement of persons and to assist any persons displaced. A copy of the City of Salem's Optional Relocation Assistance Policy for persons utilizing the Housing Rehabilitation Program is available at the DPCD.

14. COMPLAINTS

Complaints should be addressed to the Director of Planning and Community Development, City of Salem, 120 Washington Street, Salem, MA 01970, 978 619-5685, Fax: 978 740-0404. The City of Salem will provide a written response to written complaints within 15 working days, where practicable.

Appendix 3: Public Comments

Part 1 – Public Participation Process

Notes from Public Meetings

As part of the process to update the Consolidated Plan, public input was sought from residents, businesses, social service organization and various stakeholders. A series of nine community meetings and focus groups were held throughout the city. The meetings were held at the Salem Housing Authority, at neighborhood meetings within specific wards with large LMI populations, in the City Hall offices, at community organizations, and at Salem State University to reach as broad of a population as possible. The focus groups targeted persons with disabilities, housing providers, businesses and seniors. Individual stakeholder interviews were conducted with city staff, social service providers, residents, business owners, and other persons and organizations familiar with local needs. Below is a summary of each meeting.

MEETING ON MONDAY, 10/20, 6:00 PM, WITH POINT NEIGHBORHOOD ASSOCIATION

19 attended, including 1 city councilor, the city's Latino Affairs Coordinator and at least one representative from NSCDC.

Meeting Description: Presentation by COG with translation, followed by question & comment period. Note cards were provided for those who did not have a chance to express all of their comments. **(Comments that received the strongest endorsement among meeting participants are highlighted in bold.)**

Housing:

- **Need for more rental housing – more affordable housing of all kinds (including SROs). Especially to serve the lowest income category.** Waiting list for Housing Authority is 5-7 years or longer. Issues with supply and affordability.
- Housing conditions: Overcrowding due to high rents. Old housing stock is not adequate for needs of disabled.
- Financial barriers to homeownership and to fixing up properties. Work needed to bring homes up to code exceeds value of house.
- Fair housing: Salem has concentrated areas of poverty and race
- Difficulty of accessing programs due to regulations and lack of awareness. Not enough capacity/funding for the amount of need.

Public Services:

- **Many critical services are outside the neighborhood (COA, food pantry). Access is difficult. Transportation is needed, as is locating more services within the neighborhood.**
- Loss of local food pantry (moved to Highland Ave) left a void in the community. Loss of holiday assistance – turkeys, gifts, coats and winter gear, backpacks. Need for more volunteer/vehicle capacity for food delivery to homebound residents.
- Lack of access to health care – facilities are too small.

- **Need for more affordable child care, translation services, and ESL – Long waiting lists for these programs.**
- Orientation/immersion classes, cultural transition support for new immigrants
- Alcohol and drug addiction services needed.

Economic Development:

- Neighborhood/City has mostly small businesses, offering little in the way of employment. Large employers have left.
- **Language, transportation, and childcare are the greatest barriers to full time/quality employment.** There are long wait-lists for existing ESL and childcare services. Non-English speaking residents also have difficulty accessing career services such as North Shore Career Center.

Neighborhood Improvement:

- Neighborhood infrastructure needs improvements, including parks, tree planting, lighting, sidewalk repairs, curbcuts and accessibility improvements. Bricks popping up. CDC is awaiting trash barrels to be provided by City.
- Environmental contamination is present throughout the City.
- **A community center is a major need for meeting space and to provide services such as ESL, immigration transition assistance, social club meeting space, childcare and after school play space.**

Note Cards

- 1) Housing for elderly people with very low income. Too long waiting list for Section 8 or housing.
- 2) Community Center to help people came from other country and teaching English, CDBG, and all other class that can help for the future.
- 3) Social club for people to play in winter time.
- 4) Community Center will help the community resident to attend and help with language. It will also help with the need of
 - Food pantry
 - ESL
 - Social meeting space
 - How to integrate into the community situation and can go to the center to express their situation.
 - Affordable housing for single individual who is now doubling up.
- 5) People looking to expand lunches etc. for lads (used to work with Ms. Campbell) Friends of Mary Jane Lee Park: Doreen Thomas, Linda Locke. Toy drives too, backpacks.
- 6) Food Pantry close to the very-low income area (Point).
- 7) (in Spanish) I applied for an apartment in this building, 135 Lafayette, and they said that I was not eligible. I have Section 8. Then they said I was on the waiting list.
- 8) (in Spanish) 62 years and I am waiting for an apt. I do not have a job nor anything [I have been waiting one year]
- 9) (in Spanish) We need a place to live. The waiting list is very long.

MEETING ON TUESDAY, 10/21, 1:30 PM / AFFORDABLE HOUSING SERVICE PROVIDERS FOCUS GROUP

7 attended, including 1 from NSCDC, 2 from ILC, 1 NSCAP, 1 resident, and the City's Housing Coordinator

Meeting Description: Brief presentation by COG, followed by question & comment period. Attendees were asked to indicate priority concerns using 4 red dots per person, and funding priorities using 4 green dots per person. **Comments in bold received 4 or more dots.**

Changes over the past 5 years:

- Some affordable housing has been developed, but supply does not meet the demand.
- Increases in families with children and adults with disabilities. (1 green dot)
- Increase in lower middle income households.
- Increased sensitivity to housing as a civil right, and the need for individualized accessibility.
- Increasing issues with bed bugs, mold, etc, problems related to aging buildings, and persons with multiple chemical sensitivity.
- More students moving into the Point neighborhood, due to landlord marketing and improving perception of neighborhood. (1 red dot and one green dot)

Housing needs:

- Huge demand for extremely low income.
- **Homeless youth (ages 16-23) – especially teenagers with disabilities and LGBT (4 red dots and 3 green dots)**
- **Priority housing vouchers for people stuck in nursing homes – lack of vouchers and lack of appropriate housing (3 red dots, one green dot)**
- **Eviction prevention and rent assistance (currently working) (3 red dots, 3 green dots)**
- Weatherization, energy efficiency, & fuel assistance – currently insufficient to meet demand, and people don't know about the programs or need help with application process. (1 red dot, 1 green dot)
- Administrative barriers for both private financing & refi, as well as subsidized housing programs; need for interagency communication. Example – people who lack secure housing cannot be contacted when they are offered a unit or voucher after 7-10 or 10-15 year waiting lists.
- Gap in services for people who are “moderate” income. Gap in fair market rents for low/moderate income.
- Transitional housing & homelessness
 - **Additional units. Housing First. (4 red dots)**
 - More opportunities for support - job/skill training (2 green dots)
 - Diminishing access to acute care for adults and children may increase need for transitional and permanent housing.
 - Need for transitional units for youth & women (1 red dot, 2 green dots)
- Need for 2 bedroom units, especially for seniors who do not live alone (have spouse and/or caregiver). Design issues with 1 bedroom/studio units – mandate to live alone. (3 green dots)
- **Family housing & extremely low income units; Permanent housing for homeless population – especially those leaving foster care. Adolescents and adults. (3 red dots, 5 green dots)**
- Deleaded 3-4 bedroom units extremely rare in Salem

Fair Housing:

- City of Salem tries harder and is more inclusive than some other places in the region. (2 red dots, 1 green dot)
- Perceived landlord discrimination against people with mental illness, vouchers or subsidies, children, disabled, LGBT populations.
- Perceived discrimination & generally bad treatment by some housing- and social service-providing agencies.

Public Services:

- Access to legal assistance (discrimination, housing issues, etc.)
- **Substance abuse (4 red dots)**

MEETING ON TUESDAY, 10/21, 4:00 PM WITH COMMISSION ON DISABILITIES

9 attended, including a City Councilor and the City's HR director.

Meeting Description: Brief presentation by COG, followed by question & comment period. **(Comments that received the strongest endorsement among meeting participants are highlighted in bold.)**

Housing:

- Need accessibility accommodations in Housing Authority units – flashing fire alarms and doorbells for blind or deaf tenants, and door openers to get into the buildings.
- **Program to retrofit units (public and privately-owned) to make them functionally accessible to occupants. Individual customization.**
- Approximately 20% of City is disabled; should have commensurate proportion of accessible housing units (Housing Authority and affordable housing.) More units are needed.

Fair Housing:

- Shortage of appropriate housing for the disabled.

Public Facilities and Services:

- Need for more curbscuts and more functional design of handicapped accessible pedestrian infrastructure throughout the city (especially in places where there have not been recent or planned major street improvements). Talking signals, tactile curb cuts, & signage.
- Maintenance of accessibility features on City properties. Ensure that elevators are functioning and correctly labeled in braille. Safety strips on stairs.
- More accessible equipment in playgrounds. Picnic tables are under discussion. (lacking an inventory of specific needs.)
- Project Safety Net [Project Lifesaver] is an important program – need to do more to get the word out about it. Probably underutilized because people aren't aware of it.

MEETING ON TUESDAY, 10/21 AT 7:00 PM, WITH WARD 4 NEIGHBORHOOD ASSOCIATION

12 attended, including 2 city councilors

Presentation by Police Chief preceded CDBG discussion

- Talked with residents about crime and traffic safety in the neighborhood.
- Need for more drug prevention education in school-aged population. Drug problems increasing significantly among teens and young adults.

Meeting Description: Brief presentation by COG, followed by question & comment period. Attendees were asked to indicate priority concerns using 4 red dots per person, and funding priorities using 4 green dots per person. **Comments in bold received 6 or more dots.**

What brought them to this neighborhood:

- Family-oriented, sense of community, long-time residents.
- City's history, opportunity to live in historic home, quality of housing stock.

Changes in recent years:

- Increased absentee landlords owning multifamily properties – related to increase in property values.
- Less maintenance – especially by absentee landlords
- Increased traffic, need for street & sidewalk maintenance

Housing needs:

- **Affordability for young families (4 red dots, 4 green dots)**
- Lack of housing diversity, unaffordable.
- Elderly people can't afford to move (1 red dot)
- Condition of housing owned by absentee landlords; owner occupants *are* caring for their homes. (2 red dots, 1 green dot)
- Overcrowding by multigenerational households and unrelated individuals – i.e. students/young adults. (2 red dots)
- Code violations, illegal units (sometimes the only ones that are affordable). (2 red dots)
- Need to address homelessness – especially young, also older men and women. People are camping out in the woods. Panhandling. (1 red dot, 1 green dot)

Fair Housing

- City is relatively welcoming; receiving regional population of at risk communities through homeless shelters, group homes, rehab, health services, and gateway communities programs. (1 red dot, 1 green dot)
- Landlords take advantage of people in poverty of all races – a class issue, rather than targeted discrimination.

Economic Development

- Poor job prospects locally – most people have long commutes to Waltham, Boston, etc. Less quality employment in town. (1 red dot, 1 green dot)

- Need for more vocational training for trades, especially young adults, such as for medical support staff, technicians. Vo-tech school in Peabody has limited capacity, and there is lack of apprenticeships to complete training in trades. (2 red dots, 3 green dots)
- Some training programs offered by Workforce Investment Board and Wellspring House. Student demand fluctuates seasonal (due to relative availability of low-skill jobs in the summer.) (1 red dot, 1 green dot)

Neighborhood Improvements

- Thank you for Gallows Hill Gazebo. Rest of park needs help. (Upper Gallows Hill) Playground equipment is unsafe.
- **Sidewalks and streets are in poor condition. Previous tree planting program on Boston Road did not succeed. (7 red dots, 6 green dots)**
- **Pedestrian safety: lighting along sidewalks, pedestrian lights, illuminated crossings, handicapped accessibility, curb cuts (4 red dots, 3 green dots)**
- Bike lanes (1 green dot)

Public Services

- Code enforcement and health department – important, doing a good job
- **Daycare, preschool, after school care; affordable and skilled (4 red dots, 3 green dots)**
 - **Especially for children with disabilities, special needs, or health issues (3 red dots, 7 green dots)**
- **Senior center – elder services, transportation, public health, meal delivery, activities, etc. (3 red dots, 4 green dots)**
- Public health & disease control (1 red dot, 4 green dots)
- Services for adolescents with mental health issues (1 red dot, 2 green dots)

MEETING ON WEDNESDAY, 10/22, 8:00 AM, SALEM CHAMBER OF COMMERCE

Approximately 20 Chamber of Commerce Members attended.

Meeting Description: Regularly scheduled COC meeting with short presentation by COG followed by 20 minute question & comment period.

Economic Development:

- Current economic development activities funded by CDBG in the City of Salem were well supported by the Chamber of Commerce.
- Continued and sustained funding in the Main Streets program is critical to the business community and was the highest priority for the group.
- Ongoing and increased support for the programs run in partnership by the city and civic groups such as public art, the Farmer's market, events, and other activities is well supported.
- Increasing support for businesses outside of October was named as a high priority.
- There was some disappointment expressed that the City has been successful in funding large projects but not the ongoing maintenance, which was particularly troubling in areas where character is being lost when maintenance does occur – such as cobblestone sidewalks in poor repair being repaved with asphalt or street trees needing maintenance.

MEETING ON WEDNESDAY, 10/22, 8:30 AM / ECONOMIC DEVELOPMENT FOCUS GROUP

Attendees included 3 staff from Salem Department of Planning & Community Development, and Director of Main Street Salem.

Meeting Description: Brief presentation by COG, followed by question & comment period.

Business Environment in Downtown Salem

- Downtown has grown more stable over past 5 years. Steady foot traffic.
- Was attracted to Salem by strength of local economy. Outside perception that Salem is thriving.
- Concerned by vacancies on Essex Street walking mall. Front Street is a stronger location, more visible.
- Recent discussion regarding reopening of traffic on Essex Street, question about revising signage versus wayfinding.
- City administration and Chamber of Commerce are supportive of Main Street organization.

Employment/Hiring

- Challenge for restaurants to find/keep good staff.
- A lot of businesses are owner-staffed.

Aspirations for Downtown

- City's goal is lifting quality of retail available in Downtown through improving quality of retail tenants.
- Looking for suggestions on recruitment. Current retail mix is a challenge – difficult to find appropriate businesses for open storefronts. City has tried to work selectively with businesses to encourage them to relocate or establish in the downtown.
- 2007 downtown retail study, City is looking to update. Point Retail study recently completed by MAPC. Need more data on the number of businesses in downtown, job creation and loss numbers, and information on second-story businesses.
- Part-time event coordinator for Main Street could facilitate more downtown events. Has (unsuccessfully) sought funding for an additional part time position to work with Main Street organization.

Several business groups in Salem, including Chamber of Commerce, Destination Salem, and Salem Partnership. Effort needed to brand Main Street organization.

MEETING ON WEDNESDAY, 10/22, 10:30 AM, CITY OF SALEM STAFF & DEPARTMENT HEADS

11 attendees from City of Salem departments.

Meeting Description: Brief meeting with city staff and department heads. Featured short verbal presentation and question/answer portion.

Housing:

- Housing values are increasing as are deferred tax payments. Rents are also noticeably increasing.

- Significant increases in homelessness, particularly among youth, has been seen in Salem. Another shelter is needed to handle overflow, provide transitional housing, and serve currently underserved homeless populations (youth, women – with or without children).

Public Services:

- Continued funding for walking police patrols is desirable.
- Salem serves as a receiving area for social services and continued and increased support for those services will be necessary.

Neighborhood Improvement:

- Development of pedestrian routes & corresponding signage could be desirable.
- Handicap accessibility and improving park features (water access, electrical, facilities maintenance) are desired.

MEETING ON WEDNESDAY, 11/5, 6:00 PM, WITH SOUTH SALEM NEIGHBORHOOD ASSOCIATION AT SALEM STATE UNIVERSITY

5 attended, including Salem State staff liaison for international community

Meeting Description: Brief presentation by COG, followed by question & comment period. Attendees were asked to indicate priority concerns using 4 red dots per person, and funding priorities using 4 green dots per person. Comments in bold received 3 or more dots.

Housing:

- Absentee landlords are not keeping up their properties. Need to improve landlord relations with their neighborhoods. (2 green dots)
- Housing is becoming less affordable, especially for renters. This affects households at various income levels, not only low income. People can't keep up with rent increases.(1 red dot)
- Overcrowding is an issue, especially where students are sharing apartments. (1 red dot and 1 green dot)
- Long waiting lists for appropriate housing for seniors – not only subsidized housing. Also market rate units.
- Lack of short term housing for people moving to Salem. (1 green dot) Shortage of rental housing in general – not enough vacancies in the rental market. This is particularly a problem for Salem State faculty who cannot find housing when they come to the university.
- Discrimination on the basis of race. Landlords less willing to rent to international students of African descent seeking rental housing off campus.
- Some landlords hesitant to rent to families with children because of quality/condition of housing units (i.e., number of bedrooms, fire escape egress)
- **More housing similar to SRO's are needed.** (1 red and 2 green dots)

Public Services:

- Affordable afterschool programs are needed. Seeing an increase in “latchkey” kids, with both parents working. (1 red and 1 green dot)

- The city needs to provide more education about service programs. For example, marketing directly to landlords programs to improve housing. (1 red dot)
- Programs for new immigrants
- Drug/Alcohol/substance abuse treatments (1 green dot)
- **Sex education and programs for teen pregnancy prevention** (2 red and 1 green dot)
- Services for teen parents (2 red dots)

Economic Development:

- Many Salem residents commute long distances for jobs. Best employers locally are North Shore Medical Center, and Salem State.
- Many local jobs are low-paying service sector jobs.
- Limited English proficiency is a barrier for new immigrants. The city will need to address growth of other language populations besides Spanish. ESL education is needed. Parent education through schools can also help. (1 red dot)
- Skills training and education are important – as currently being provided by community colleges and vocational programs. (1 red dot)
- Transportation is needed.

Neighborhood Improvement:

- Street lighting is needed (2 red dots)
- Forest River Park (which is outside of eligible neighborhoods) is used by people throughout the city. (1 green dot)
- Pot holes (1 green dot)
- **Need for street trees – especially appropriate plantings on Lafayette Street. (3 red dots and 3 green dots)**
- Trash bins everywhere, but especially Lafayette and Canal Streets; litter is a problem, especially in Point Neighborhood, where there are absentee landlords, and around sub shops and convenience stores. (1 green dot and 1 red dot)
- Need for streets to be striped – especially Lafayette, Linden, and the bridge going to Marblehead. (1 green dot and 1 red dot)
- Pedestrian safety, especially on Loring. Need for striped crosswalks. (2 green dots)

Online Survey results

To augment the outreach process, the City conducted an online survey in English and Spanish (also available in a hard copy format), available between October 21, 2015, and November 22, 2015. Overall, 315 people completed the survey in English, and 3 people completed it in Spanish. (One of the Spanish-speaking respondents did not complete the survey past the Demographics section, and a second only competed through the Housing section.)

Demographics

257 respondents identified themselves as residents of Salem. 53 people skipped the question, and 5 people were not Salem residents. All of the Spanish language respondents were Salem residents.

Most of the respondents (75%) have lived in Massachusetts for 20+ years. 84 respondents have lived in Salem for 20+ years, while 100 replied that they have lived in Salem for less than 5 years. 115 have lived in the same house for 1-5 years, while only 50 have lived in the same house for more than 20 years. The Spanish-speaking respondents all lived in Salem for 1-5 years.

Neighborhoods where Respondents Live

Neighborhood	English		Spanish
Bridge Street Neck	7	2%	
Castle Hill	12	4%	
Derby Street Neighborhood	41	13%	
Downtown Salem	19	6%	
Gallows Hill	9	3%	
Greater Endicott Street Area	16	5%	
Highland Avenue	14	6%	
Mack Park	5	2%	
McIntire Historic District	39	13%	
North Salem	33	11%	
Salem Common	28	9%	
Salem Willows	7	3%	1
South Salem	41	13%	
The Point Neighborhood	14	5%	1
Vinnin Square	7	2%	
Witchcraft Heights	7	2%	
Other/Unsure/Skipped	16	6%	1 (Salem Heights)

The largest proportion of respondents (100, or 30 percent) were aged 41-55, followed by 69 aged 56-65, and 59 ages 31-40. About 15 percent of respondents were younger than 30, and 13 percent were older than 65. 60 percent of respondents were women, while 3 respondents identified their gender as “other”. Of the Spanish-speaking respondents, two were men and one was a woman.

Race/Ethnicity of respondents:

Race/Ethnicity	English		Spanish
White	280	94%	1
Black/African American	3	1%	
Multi-Race	7	2%	1
Prefer Not to Say	8	3%	1
Hispanic	14	5%	3
Not Hispanic	242	90%	
Prefer Not To Say	14	5%	

Household Composition

Respondents were asked to describe their households. The largest share were single generation family households with no children under age 18 living in the home. These included couples without children (95), empty nester parents (29), totaling 40 percent of respondents. 74 households, or 24 percent, are families with children under the age of 18. 13 percent of those with children indicated that they are single parents. Of the Spanish-speaking respondents, two are families with children under the age of 18, both of whom are two-parent households.

Nonfamily households comprised 26 percent of respondents, including 71 who live alone, and 8 unrelated people living together.

A notable portion of intergenerational households (12 percent in total) indicate people who may be doubling up because of the lack of affordable or appropriate housing to meet their needs. This includes 20 parents with adult children living at home, 4 adults with parents 65 and over living in their homes, and 5 households with 3 or more generations living together. One of the Spanish-speaking families has adult children living at home.

Most respondents live in small households. In addition to those who reported living alone, 134 respondents (43 percent) listed 2 persons in their households, while 91 respondents listed 3-4 persons (29 percent). 13 respondents (4 percent) live in large households with 5 or more persons. Of the Spanish-speaking respondents, two have 3-4 person families, and one has 5 or more persons.

53 respondents (17 percent) indicate that there are people over the age of 65 in their households, while 14 respondents (5 percent) include persons with disabilities. One of the Spanish-speaking households has seniors, while two have minors.

Household Income

31 respondents, or 12 percent indicated that their household income is under \$30,000, while 28 percent (75 respondents) have incomes between \$30,000 and \$75,000. 116 respondents, or 44 percent, have incomes above \$100,000, while 40 households (15 percent) have incomes between \$75,000 and \$99,999. Of the Spanish-speaking respondents, one has a household income of less than \$20,000, one is between \$20,000 and \$40,000, and the third preferred not to say.

Housing

80 percent of respondents own their own homes, while 53 respondents (20 percent) are renters. Both of the Spanish-speaking respondents are renters. (The third respondent did not complete any more of the survey from this point.)

Those who rent were asked to indicate their reasons for renting (respondents could choose more than one reason). Many indicated barriers to ownership due to affordability or the availability of appropriate housing: that they would like to own a home but can't afford a down payment (30), can't find a home to purchase at a price they can afford (16), or can't find appropriate housing that meets their needs for purchase (9). Some respondents offered open ended answers that they cannot afford down payment or

mortgage, are strapped with student loans, or are disabled. Other renters are renting by choice because they are not ready to own a home (11), prefer to rent rather than to own (13), prefer housing that does not require property upkeep (11), or have recently relocated and are renting short term (6). 2 respondents receive rental subsidies. One of the Spanish-speaking respondents indicates that they cannot afford to buy a home, while the other reports that they have recently relocated and are renting temporarily.

30 English-speaking respondents and 1 Spanish-speaking participant indicated that their current housing does not meet their needs and provided open-ended explanations of their housing problems. The largest number, 15 respondents, indicate that they would like more space – many wish to have more bedrooms and/or more square feet. One respondent indicated that they cannot upgrade from their tiny condo because their mortgage is under water. Another indicated that they are doubling up with their adult child. Four respondents would like to have fewer stairs to navigate, while three complain of the lack of off-street parking, and one is troubled by their neighborhood. Finally, 5 respondents note that there are not sufficient jobs nearby and that they suffer long commutes.

About 60 percent of respondents spend more than 30 percent of their income on housing. 40 respondents (16 percent) are severely cost-burdened – that is, they spend more than 50 percent of their income on housing. Another 47 respondents (18 percent) spend between 40 and 50 percent of their income on housing. Of the Spanish-speaking respondents, one pays 30-39% of their income on housing, while the other pays more than 50%. 9 English-speaking respondents receive some form of housing assistance, while neither of the Spanish-speaking participants does.

The types of homes in which respondents live reflects the city's housing stock overall. 41 percent live in single family homes, while 39 percent live in small multifamily homes with 2-4 units. 11 percent live in buildings with 5 or more units, and 4 percent are in mixed use structures. Of the Spanish-speaking respondents, one lives in a single family home and the other in an apartment building with more than 5 units. 67 percent of homes were built before 1940, while 5 percent were built after 2000 and 6 percent were built between 1980 and 2000. 14 percent were built between 1940 and 1979, while 9 percent didn't know the age of their home.

Most respondents (including both Spanish-speaking respondents) describe their homes as being in good or excellent condition. 35 respondents (13 percent indicated that their homes are in fair condition, while 1 person said that the condition of their house is poor. The most common reasons people cited for their homes being in fair to poor condition were because they cannot afford the repairs (22) or the landlord is unresponsive. Some open ended responses complain of unresponsive landlords (2), condo associations (3), old houses which require major repairs (2), damage from previous homeowners (1), and damaged caused by city maintenance of streets or sidewalks (2).

Asked to identify types of problems with their homes, 20 indicated that there were unsafe conditions (including mold, lead, asbestos, faulty electrical/plumbing heating systems, or crime). 11 respondents complained that their homes are inaccessible, 9 are inadequate (lacking in bedrooms or in-law apartments, etc.), and 3 are overcrowded. 6 respondents described their housing as "insecure", that is,

they are concerned with eviction, foreclosure, or they do not have their own housing. One of the Spanish-speaking respondents reports that their home has problems with accessibility.

9 English-speaking respondents (but neither of the Spanish-speaking ones) indicate that they or a family member has experienced housing discrimination in Salem. The most common barrier to fair housing that respondents perceive is a lack of understanding of fair housing rights/laws by landlords (47 of 158) and unlawful discrimination in the rental market (21). Many also note that prospective residents are steered away from or into certain neighborhoods (36), and that minorities experience high rates of home mortgage denial (27). Some respondents point to regulatory barriers (14) and inadequate code enforcement for unsafe conditions (27) as barriers to affordable and fair housing. Open ended responses highlight high housing costs and lack of available housing to meet demand as being the principle barriers to fair and affordable housing in the city (about 25 responses). Some respondents point specifically to discrimination against families by landlords of older rentals because of lead paint hazard, or the challenge of obtaining housing with CORI issues. One of the Spanish-speaking respondents observes that they sometimes see higher rents being charged (although they do not indicate which population this affects). Also, some middle income households who do not qualify for housing assistance complain of being squeezed out of the market.

Respondents were asked to rank housing concerns in the city. Housing affordability received by far the highest ranking (composite ranking of 10/10), followed by homelessness, a lack of variety of housing to meet residents' needs, and the physical condition of housing units in the city (7-8). Racial/ethnic segregation, availability of housing for seniors, people with disabilities, and for young families ranked next on the list (6-7). Respondents were least concerned with the availability of housing for people with mental/cognitive disabilities, young adults, or large families (4-5). The highest priority concerns of Spanish-speaking respondents include condition of housing stock, homelessness, and segregation, followed by the need for senior housing and concern about housing diversity in general.

Public Services

28 percent of respondents indicate that they or their family members have some unmet needs for public services. Two thirds of respondents feel that there are unmet service needs in the community as a whole. The types of service needs most frequently noted were for homelessness, substance abuse, childcare/after school care and youth programs, as well as programs for community engagement, recreation, and adult education. From this point, only one Spanish-speaking respondent completed the survey. They did not identify any unmet needs in their own families or the community as a whole. They rated food programs, adult education, and homeless services as "medium priorities".

Asked which populations are most in need of additional services, respondents were most highly concerned for homeless families, followed by seniors, children, and veterans. The Spanish-speaking participant felt that seniors are most in need of services. In open ended responses, respondents frequently noted that employed parents with children have difficulty finding affordable childcare or after school care, and cannot afford market rate apartments. Many are concerned about residents "in the grey area", who are not low income, but are nevertheless struggling with housing costs or need assistance with legal or financial issues. Some would like to see more bilingual information and support

for low income residents to access housing and other services, while others feel that too many services are targeted for minorities. Other needs mentioned include more public transportation in general or specifically for seniors and disabled residents, services for seniors outside of business hours, and more capacity to deliver food to homes. Finally, some respondents indicate simply that more services are needed, while others would like to see a shift in the balance of funding for services.

Economic Development

The majority of respondents (65 percent, including the Spanish-speaking participant) are employed full time. 32 respondents (14 percent) are retired, while 15 (7 percent) are employed part time. 16 respondents have multiple full or part time jobs, and 7 respondents are unemployed or underemployed. Of people who are otherwise not employed, 4 choose not to work, 1 is a student, and 3 do not work because they are disabled.

Asked about issues that affect their employment, the most frequent concerns are childcare/eldercare issues, transportation, and the lack of high enough paying jobs (each with 23 responses). “Jobs not available in my field” or “overqualified for available jobs” affect 11-16 respondents. Language barrier and discrimination are cited by 2 and 4 respondents, respectively. The Spanish-speaking respondent reports that they need more education or training. Open responses mention further employment issues including age discrimination, mental health disability, and non-family-friendly work hours required by employer.

81 English-speaking respondents (36 percent) and the Spanish-speaking participant feel that Salem’s local economy does not provide the types of jobs its residents need, compared with 46 respondents (21 percent) who feel that it does. (43 percent selected “I don’t know” in response to this question.) Most of all, respondents are concerned about the balance of too many tourism-related or seasonal jobs in the city, and would like to see more stable year-round jobs that provide a living wage and benefits to their employees. Respondents would like to see more “blue collar” jobs such as manufacturing, engineering, or high tech industry jobs, as well as “white collar” jobs that offer a career path for those starting at the entry level. Finally, those who complain of long commutes to well-paying professional jobs would like to see more opportunities for “knowledge-based” professional employment closer to home.

Asked what kind of economic development services they would support the city assisting, respondents rank most highly “infrastructure improvements to support business activity”, such as sewer, water gas, electrical, fiberoptic/cable, roadways traffic management, parking, etc. Streetscape improvements and business retention and improvement receive the next highest priority ranking. Workforce training through schools and other existing resources is well supported. The Spanish-speaking participant ranks “events to support and promote local businesses” as a medium priority. Some respondents would like to see a shift in the types of events and programming and the focus of business recruitment in the downtown to attract more stable, year-round activity.

Neighborhood Activity

85 English-speaking respondents (36 percent) and the Spanish-speaking participant report that the infrastructure in their neighborhood is in fair to poor condition. In open responses, a number described

specific issues with streets, sidewalks, pedestrian crossings, street trees, lighting, and handicap accessibility in their neighborhoods. Asked to prioritize public facilities' needs, respondents ranked most highly parks and playgrounds and senior center. The Spanish-speaking participant supported investment in libraries and an arts center. Other types of facilities, including parking, recreation, public safety, performing arts, and neighborhood community centers all averaged a "medium priority" ranking. Respondents commented about the need for repairs to the senior center building, whether it continues to serve as a senior center or is dedicated to another use, as well as the need for space for arts or indoor fitness. Strengthening transportation and parking, and improving traffic and bike safety are also concerns.

Overall Quality of Life

Respondents overwhelmingly rate the quality of life in Salem as "above average" or "excellent". Only 15 out of 228 who answered this question felt that the quality of life is "below average" or "poor". The most commonly noted improvements were street paving, pedestrian and bicycle improvements, and public and private investment in rehabilitating or redeveloping blighted buildings. Respondents also complemented the quality of policing and other city services such as curbside composting and recycling, lighting, and street cleaning. Many appreciate increased community engagement and communication, as well new businesses and farmers market. They see the city attracting new residents such as families and young adults, enhancing the diversity and character of the neighborhoods. Several people who are newer to the city view positively the redevelopment of the power plant, the improvements to the ferry wharf and train station, and the senior center development.

The most common observations of negative changes to Salem neighborhoods pertain to traffic, crime, vandalism, trash, and disorderly conduct. Many note an increased visibility of homelessness in certain neighborhoods. Streets and pedestrian infrastructure can use improvement in some areas, as well as planting and care of street trees. Some respondents are concerned about absentee landlords and an increasing population of students in their neighborhoods, as well as the deteriorating condition or lack of upkeep of buildings and homes.

Respondents were invited to offer final comments on housing, community, and economic development needs and priorities. Many comments focused on the need for further neighborhood investment (including the Point neighborhood, specifically), cleanliness, and safety. Others propose that housing and jobs should be the highest priority. Several feel that too much emphasis is placed on low income and luxury housing, while middle class residents struggle with increasing costs. Finally, there were many comments that focused on the need for quality education and programs for children and families as the key to improving the city's future.

Public Comment Letters Received During Citizen Participation (Fall, 2014)

October 8, 2014

Mayor Kimberley Driscoll
City of Salem
93 Washington Street
Salem, MA 01970

Attn: Jane Guy, Office of Planning & Community Development

Dear Mayor Driscoll:

Thank you for the opportunity to comment on the proposed 5-Year Consolidated Plan and One-Year Action Plan under the City of Salem's Community Development Block Grant (CDBG) Program. On behalf of North Shore CDC, I submit the following comments and requests for priorities.

Housing

We request that the highest priority for funding in this category be for affordable housing production and/or renovation. The shortage of affordable housing in our city, region and state impacts families in a myriad of ways. New production of restricted affordable housing is the most sustainable way to address this shortage. Projects seeking state and federal resources require a local match.

Additionally, we respectfully request that the City of Salem prioritize housing programs under CDBG which minimize the need for administrative support and implementation. The First-Time Homebuyer program, while a laudable public policy goal and eligible under CDBG, serves a limited number of homebuyers each year and requires heavy administrative capacity. Affordable housing production and homelessness prevention programs rely upon private partners such as North Shore CDC, NSCAP, HAWC, etc. and require significantly less staff oversight on the part of the City, saving precious resources to spend on programming.

Economic Development

We respectfully request that all funds spent under economic development be prioritized for business or business owners who live or do business in Salem's low income census tracts. Consistent with the Point Neighborhood Vision & Action Plan, the Point Neighborhood Retail Market Study and the Point Neighborhood Commercial Corridor Revitalization Plan, small business development is central to the redevelopment and investment into the Point, particularly along Lafayette and Congress Streets. Priorities identified by business owners in the Point could be accomplished if paired with Public Services being directed towards community engagement and outreach and/or programming which is directly connected to this priority. While store front improvements, business loans, etc. to businesses in the rest of downtown are advantageous to Salem in a general sense, they do not have a direct correlation to the improvement of quality of life for the low-income population of Salem.

Additionally, we feel that small business technical assistance, namely the use of CDBG funds to support the operation of Salem Main Streets, is a positive program for the City of Salem, but absent a requirement that this program work in our city's lowest-income census tract, the impact is again not directly related to the low-income population of Salem. Instituting a requirement such as this could also be paired with resources for community engagement and would incentivize Salem Main Streets to

come up with programming steered to low-income and/or Latino-owned businesses in Salem. Certainly these businesses and business owners are part of the broader downtown Salem business community and are largely unengaged in the work of Salem Main Streets currently. If the program is funded via CDBG, we believe strongly there should be a requirement to steer these resources to the areas of greatest need.

Neighborhood Investments

In FY 2014, approximately 29% of the infrastructure improvements made using CDBG resources were spent on projects in the Point neighborhood. We respectfully request that going forward, 75% or more of each year's infrastructure improvement resources under CDBG be prioritized for improvements in the city's lowest-income neighborhood.

Consistent with the Point Neighborhood Vision & Action Plan, the Point Neighborhood Retail Market Study and the Point Neighborhood Commercial Corridor Revitalization Plan, the single largest barrier to market rate investment and economic development is the need for infrastructure improvements in the Point neighborhood. Business owners have expressly noted that "investment stops at Derby Street." Investing 75% or more of each year's CDBG neighborhood improvement budget would provide financial capacity to address long-standing sidewalk and curb repairs, street re-paving, lighting upgrades, signage upgrades, etc. which would all improve the appearance of the neighborhood, bring it more in line with the rest of downtown Salem and promote further private investment. Absent the use of CDBG, we will be reliant upon state grants or general funding to implement this work. Additionally, we do not feel that neighborhood improvement projects in non-low-income areas are consistent with the priorities of the CDBG program.

Public Services

We respectfully request that the City of Salem invest in two areas in addition to the many quality services which it already invests in through public services programs:

- 1) Community Engagement – in order to reach the lowest-income population in Salem and those who are amongst the most vulnerable, community and civic engagement is critical to the success of many of the program funded to a myriad of agencies under CDBG. North Shore CDC and others who invest in direct engagement have a strong track record of success of reaching the most difficult to reach, as evidenced through the widespread community participation in the creation of the Point Neighborhood Vision and Action Plan. A small amount of investment yields a large increase in public participation which ultimately better informs all of these processes.
- 2) Family Resource Center / Family Stability Program – North Shore CDC's program supports a myriad of local agencies and programming which are designed to directly engage the lowest income residents of Salem in a concentrated, bundled and efficient manner.

Respectfully submitted,



Mickey Northcutt
CEO

Part 2 – Review of Draft Plan

The Draft Plans were made available for public comment from April 3, 2015 through May 4, 2015.

Public Hearing, 6:00 PM, April 17, 2015

5 Year Consolidated Plan (FYs 2016-2020), One-Year Action Plan (FY16)

Staff Present: Lynn Duncan, Director, Office of Planning and Community Development
Jane Guy, Assistant Director, Office of Planning and Community Development

Attendees: Jason Williams, student; Kathy Harper, member of Citizens Advisory Committee;
Jennifer Firth, resident
Peter Sanborn and Roberta Cameron, Community Opportunities Group, Inc.

Ms. Duncan opened the hearing at 6:06 PM and welcomed all present. She explained the purpose of the hearing and introduced Ms. Guy. Ms. Guy provided a brief overview of the hearing's agenda and said that the purpose of the hearing was to provide an opportunity for the public to ask questions and comment on the drafts of the HUD Consolidated Plan (ConPlan) and One-Year (FY16) Action Plan. She said that the work on the plan has been underway since September 2014. This Plan outlines how the City will use its expected HUD funding for the next five years -- specifically, CDBG and HOME funds and Program Income. She introduced the City's consultants, Roberta Cameron and Peter Sanborn, from Community Opportunities Group, Inc., and turned the presentation over to them.

Ms. Cameron led the presentation, which was supplemented with a PowerPoint presentation. She provided a general explanation of the contents of the ConPlan, which include an analysis of needs, and a strategic plan that includes goal and objectives. The One-Year Action Plan (AP) carries out the ConPlan's strategic objectives through specific programs and projects, with defined funding amounts for each. She presented a breakout of the expected funding that will be available for FY16.

Ms. Cameron summarized the earlier public input process that occurred during the latter part of 2014. This involved a series of meetings in different neighborhoods and with different segments of the population, as well as focus groups and interviews, including those with social service providers. This input and consultation process also included an on-line survey (in English and Spanish) and interviews with various stakeholders.

Ms. Cameron also explained how each project that is funded with CDBG, the City's largest source of HUD funding, needs to meet one of three National Objectives. She referred to a map of the city that showed areas where a majority of the population is lower income and the part of the city where the urban renewal area is located. She explained the significance of each.

She provided a list of the types of projects that are currently or have been funded recently among the menu of eligible activities.

Jason Williams asked what is meant by public improvements. Ms. Duncan, Guy and Cameron each gave examples. They elaborated that these may occur either in neighborhoods or in the downtown. Kathy Harper asked what improvements were planned in the downtown. Ms. Duncan gave some examples. Mr. Sanborn said that the ConPlan is a general document that does not identify specific projects but, instead, provides the framework that enables the City to fund specific projects through each of the annual Action Plans during the next five years. Specific projects have not yet been identified beyond FY16.

Jennifer Firth asked for clarification regarding leveraged funds in the Point neighborhood shown in the draft FY16 Action Plan, for which she received clarification. Ms. Duncan and Ms. Guy provided information about housing units currently being developed as well as those that are planned. They noted that these were not new construction but existing units that were being renovated and would now become affordable units.

Jennifer Firth also asked what the City is doing to assist in job creation for which Ms. Guy provided an overview. Ms. Duncan and Mr. Sanborn added that using CDBG funds specifically for job creation was complicated due to reporting and compliance requirements. Ms. Guy stated that the City also uses CDBG funds to support business development and improve commercial vitality; these funds will hopefully result in creating jobs, but they are not intended to create jobs per se.

Jason Williams asked if students going through Salem State University's Enterprise Center opened businesses in the city. Ms. Duncan said that she did not have that data.

Ms. Guy stated that the comment period on the draft Plans is open until May 4 and she encouraged written comments.

The hearing was adjourned at 6:53 PM.

Comment Letters Received During Public Comment Period on Draft Plan (April, 2015)

From Jill Bowen, via email, 4/16/19

I still feel that homeless prevention is an extremely important service. I have seen over and over again how difficult it becomes to re-enter a safe, secure world once you've lost your housing. And I have also done family therapy with parents and kids who have gone through homelessness (and a couple of families who were in shelters) and seen what effect it has had on them.

As always, I thank you for your support all these years!!!

Jill

From Deric LePard, via email, 4/24/2015

I'm so sorry to have missed the Public Hearing meeting.

Is there any way we can be of assistance here at NSCAP?

The monies we receive from Salem Home and Salem CDBG allow us to help many struggling families move into affordable housing and maintain their housing.

As well, based on the extensive Community Needs Assessment NSCAP did last April, Housing was the number one need chosen by the 750 respondents.

Again, sorry for my absence and delayed response.

Best- Deric

Deric C. LePard
Director of Planning and Advocacy

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April 22, 2015

Mayor Kimberly Driscoll
Department of Planning and Community Development
City Hall
93 Washington Street
Salem, MA 01970

Re: Public Comment, Draft 5-Year Consolidated Plan & FY 2016 Action Plan

Dear Mayor Driscoll,

North Shore Community Development Coalition is pleased to submit comments for the City of Salem FY15 Draft Action Plan for Community Development Block Grant.

- 1) We believe the City of Salem should more definitively prioritize investments in its low-income census tracts through CDBG spending as well as other municipal spending. Over the past eight years, CDBG infrastructure investments have disproportionately been spent on investments in the downtown, not a low-income census tract nor an area that has a larger number of low-income families or substantial blight. This spending equates to a disinvestment in the city's low-income census tracts, including primarily the Point neighborhood, the city's densest neighborhood and one with the highest instance of poverty.
 - a. Examples of ways to achieve this would be:
 - i. Establish clear goals for percentages of total CDBG infrastructure and housing funds to be expended in low-income census tracts versus other parts of the city, including the downtown Salem Redevelopment Authority district.
 - ii. Annually track the total sum of expenditures and funds awarded in housing, economic development and infrastructure by census tract and publicly annually report this data as part of the plan.
 - iii. Establish and follow a goal of spending a minimum of 70% of annual CDBG funds spent on economic development and infrastructure in the city's low-income census tracts and, over time, phase out the use of CDBG funds in other areas of Salem which are not low-income census tracts, including primarily downtown Salem.
 - iv. Examine the creation of a Community Benefits District for downtown Salem to create a sustainable source of investment for the downtown and related activities, while allowing for CDBG funds to be directed entirely towards investing in Salem's low-income census tracts, therefore benefiting low and moderate income families in Salem as intended by the CDBG program.



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- 2) Similarly, we believe all economic development and social service awards should be awarded to organizations or projects which benefit low and moderate income families, neighborhoods or business owners.
 - a. If Salem Main Streets continues to receive a substantial annual investment under the economic development program, those activities should be required to be serving low and moderate income families and/or neighborhoods.
- 3) Overall, CDBG expenditures over the next six years should be more closely delineated to align with specific action items called out in the Salem Point Vision and Action Plan in the areas of Safety/Security, Neighborhood Pride and Civic Engagement, Job Training and Education, Environment and Open Space, Housing and Economic Development, and Infrastructure.

We very much look forward to working with you and your staff to implement the CDBG Action Plan. If you have any questions or if you require additional information, please do not hesitate to contact me at 617-501-8357 or at mickev@northshorecdc.org.

Sincerely,

Mickey Northcutt
CEO

City of Salem Response to NSCDC Comment Letter

The City of Salem applauds the North Shore CDC for advocating on behalf of the Point Neighborhood residents. We offer the following response to its letter of April 22, 2015.

We disagree that infrastructure improvements have disproportionately been spent in investments in the Downtown. A review of completed neighborhood improvement projects (utilizing the Point Neighborhood Boundaries in the Point Vision Plan) in CAPER's for the last 8 years (7/1/06-6/30/14, not including general street improvements, tree planting, housing or economic development) shows the following expenditures – resulting in 66.76% of neighborhood improvement expenditures being spent in the Point Neighborhood:

- Point

NSCDC acquisition of 15 Ward St.	\$23,143.38
Palmer Cove Park	\$31,651.16
Harbor and Lafayette PWED	\$405,222.15
Neighborhood History Signs	\$3868.45
Teen Resource Center	\$87,666.28
Bile Lane (includes LMI areas in/out)	\$38,284.31
South River Harborwalk	\$325,303.19
MaryJane Lee Playground	\$8,008.00
Peabody St. Park	\$128,634.23
Congress/Peabody/Ward intersection	\$297,947.19
Lafayette Park	\$3,081.87
Peabody Street wall replacement	\$28,695.14
	\$1,381,505.35 – 66.76%

- Downtown

Congress/Derby Pedestrian Lights	\$174,381.03
<i>(note: this project is located on the edge of the Point Neighborhood and was requested by Point Neighborhood representatives)</i>	
South Harbor Garage environmental	\$16,736.77
Pedestrian mall Fountain	\$3,100.49
City Hall elevator (handicap access)	\$216,446.60
Old Town Hall fire safety upgrades	\$5,743.95
Pedestrian mall tables/chairs/barrels/benches	\$8,457.92
Salem YMCA handicapped access equip.	\$9,085.00
Signage	\$30,958.40
	\$464,910.16 – 22.47%

- Non-Point/Downtown (other low/mod areas)

Gallows Hill Park	\$9,472.52
Memorial Park	\$4,413.60
High Street play structure	\$59,070.78
Derby Street Wheel Chair Ramps	\$4,372.00
K of C handicapped access	\$8,873.84
Splaine Park	\$45,189.90
Witch House handicap access	\$28,548.54
Neighborhood History Signs	\$3,868.45
Loring Ave. Firehouse	\$46,878.29
Pioneer Village accessibility	\$5,683.75
Guardrail replacement, Pioneer Terrace	\$6,475.00
	\$222,846.67 – 10.77%

The two census block groups in the Point Neighborhood indicate that the Point has 2,845 persons, of whom 2,270 are LMI. One block group has 88.89% LMI (the highest in the City), while the second has 68.5% LMI (the 3rd highest in the City). The remaining 31 block groups in the City (37,005 persons) contain 16,125 LMI persons (43.6%). This means that 14% of the City's LMI persons live in the Point Neighborhood, which is the area with the highest LMI concentration. However, the City also acknowledges that the remaining 86% of the city's LMI persons are in the remaining 9 LMI block groups (ranging from 51.17% to 70.8% LMI), which also have infrastructure and other needs.

For street improvements (street paving, sidewalks, curbcuts and crosswalks), the City acknowledges that approximately 22% (approximately \$103,400) of this funding has been spent in the Point Neighborhood, while 78% (approximately \$366,600) has been spent in other LMI neighborhoods or the downtown. However, downtown street improvements have primarily been handicapped access related (curbcuts, crosswalks). When added into the above figures, neighborhood improvement spending has exceeded 58% in the Point Neighborhood. Please note that the City will carry over any unspent FY15 funds that were dedicated to Point Visioning projects and Point Neighborhood park/playground improvements, which will be available in addition to FY16 funds proposed for Point Neighborhood improvements.

For tree planting, the City acknowledges that approximately 16% (approximately \$9,000) of this funding has been spent in the Point Neighborhood, while 84% has been spent in other LMI neighborhoods or the downtown. In addition, it is also important to consider non-infrastructure improvements undertaken, specifically housing, which also improves neighborhoods. With the exception of HOME funds provided to Lifebridge for new supportive housing for chronically homeless individuals, all HOME and CDBG funding expended has been for affordable housing located in the Point Neighborhood – approximately \$700,000. Please note that First Time Homebuyer, Housing Rehabilitation Loan Program and Rental Assistance funds are based upon individual household income and are not geographic; therefore these were not included in this calculation. In addition, due to confidentiality and programmatic limitations, it is also not possible to break down public service spending by households geographically. However,

please note that all social service awards are made to programs that primarily benefit LMI persons (a HUD requirement) and each program reports monthly on program beneficiaries.

In November, 2013, the City of Salem conducted a slums & blight assessment of the downtown. HUD concluded that the downtown continues to meet the slums/blight standard for utilizing CDBG funds. Many of the funds spent have been for handicapped access improvements, which benefit all of Salem's residents with mobility handicaps. Nevertheless, the City is of the opinion that any investments in the downtown are an investment in economic development, which in turn helps to create new jobs that are available to Salem's LMI residents.

The City acknowledges that Economic Development funds have not been specifically targeted to the Point Neighborhood, such as the Main Streets Program. However, the Main Streets Program is required to report on jobs and LMI jobs created (which may or may not be Point Neighborhood residents). While Point Neighborhood businesses are able to participate in Salem Main Streets events and programs, they don't always do so. Therefore, in FY16, we are funding a small business program that will establish a presence in the Point Neighborhood one day a week for drop-in and scheduled appointments with bi-lingual staff through Salem State University's Enterprise Center.

Annually, HUD identifies each community's low to moderate income credit for total spending (excluding program administration and Section 108 repayments). Over the last 8 full years, Salem has averaged 89.64% benefit to LMI persons. This includes housing, job creation, public service programs and infrastructure improvement in LMI census tracts. The City will continue to maintain a high percentage of benefit to LMI persons (exceeding the minimum of 70%).

In the past, it has been difficult to efficiently map total expenditures by census tract. However, as HUD improves its mapping program, we are willing to work toward mapping total expenditures by census tract for housing and infrastructure improvements and any additional categories available through the software.

Appendix 4: Other Resources

This section describes the anticipated resources that assist Salem residents in addition to CDBG and HOME funds. These include leveraged funding for Salem's CDBG and HOME activities, financial resources for Salem's community partners and other services and resources available to Salem residents.

Financial/Leveraged Resources

Many activities leverage funding from other sources to maximize the impact of the federal dollars the City receives. In addition to the City, several housing and community development programs are carried out by non-city agencies that operate through a variety of resources. The tables below include anticipated funding resources for the City of Salem Department of Planning & Community Development, as well as several key organizations, including the Salem Housing Authority, North Shore Community Action Programs, Inc., Lifebridge and North Shore Community Development Coalition. While it is not possible to anticipate every source of funding, the table below indicates some of the sources of funds that CDBG and HOME will likely leverage during FY16. The dollar amounts are best estimates and do not indicate a minimum or maximum amount that will be leveraged.

City of Salem FY16 funding resources/anticipated leveraged funds (includes full amounts applying for, applied for, awarded or awarded and partially spent):

Source	Amount
Federal Sources	
CDBG	\$952,642
HOME	\$88,295
Program Income	\$115,000
Subtotal Federal	\$1,155,937
Federal Sources (Non-CDBG or HOME):	
Environmental Protection Agency - Revolving Loan Fund (awarded with Peabody, MA - for use over 5 years)	\$950,000
Subtotal Federal	\$950,000
State Sources:	
MA Office of Coastal Zone Management – Coastal Community Resilience Program (awarded)	\$200,000
MA Office of Coastal Zone Management – Green Infrastructure for Coastal Resilience Program (awarded)	\$75,000
MassDevelopment – Remediation Program (applying)	\$500,000
MA Cultural Council – Cultural Facilities Funds (awarded)	\$20,000
DHCD Planning Assistance Toward Housing Program (awarded)	\$30,000
EOHED - MassWorks Infrastructure Program 2013 (awarded for Grove St. project)	\$1,475,000
EOHED - MassWorks Infrastructure Program 2014 (awarded for Washington/Dodge project)	\$2,535,000
Seaport Advisory Council (awarded)	\$4,050,000
MA Dept. of Energy Resources Green Communities (applied)	\$250,000

Executive Office of Energy and Environmental Affairs – Parkland Acquisitions and Renovations for Communities (awarded for Winter Island Trail)	\$192,404
Massachusetts Historical Commission – Survey & Planning Grant (awarded for Fort Pickering)	\$12,500
Massachusetts Historical Commission - Massachusetts Preservation Projects Fund (applied for Salem Common Fence)	\$50,000
Subtotal State	\$9,389,904
Local/City Sources:	
Capital Improvement Program	\$50,000
Community Preservation Act (total applications recommended for funding)	\$650,975
General Fund (Conservation Commission, Historical Commission, Planning Department, Planning Board, Market Place)	\$766,148
Subtotal Local/City	\$1,146,713
Private/Other Sources:	
Homebuyer matching funds	\$37,500
Business matching funds (Main Streets)	\$57,471
Subtotal Private/Other	\$94,971
TOTAL	\$13,057,935

Note: Other sources of funds that may be leveraged, but for which no dollar estimate can reasonably be determined, are MA Get the Lead Out funds, private mortgages and private donations.

Salem Housing Authority funding sources/anticipated leveraged funds (for year ending September 30, 2014):

Source	Amount
Federal Sources	
U.S. Department of Housing and Urban Development Housing Assistance Payments	\$10,159,521
HUD Capital Fund Program 2014	\$40,906
HUD FY14 Federal Public Subsidy	\$162,394
Subtotal Federal	\$10,362,821
State Sources:	
MA Dept. of Housing & Community Development 4001	\$485,255
MA Dept. of Housing & Community Development MRVP	\$9,880
MA Dept. of Housing & Community Development Formula Funding	\$281,582
Subtotal State	\$776,717
Local/City Sources:	
	\$0
Subtotal Local/City	\$0
Private/Other Sources:	
	\$0
Subtotal Private/Other	\$0
TOTAL	\$11,139,538

North Shore Community Development Coalition 2014-2015 funding sources/anticipated leveraged funds:

Source	Amount
Federal Sources	
LIHTC	\$4,521,000
HOME Funds	\$400,000
CDBG	\$59,075
Federal Historic Credits	\$1,832,000
DOL - YouthBuild	\$437,327
Subtotal Federal	\$6,812,075
State Sources	
MA Dept. Elementary Secondary Education -YouthBuild	\$125,998
State Historic Credits	\$1,221,750
Brownfield Redevelopment Fund	\$166,513
Subtotal State	\$1,469,263
Local/City Sources	
CDBG Salem	\$9,075
CDBG Peabody	\$10,000
Subtotal Private/Other	\$17,075
Private/Other Sources	
Grants/Foundations	\$111,750
Events	\$92,849
Contributions	\$76,000
Community Investment Tax Credit	\$200,000
Federal Home Loan Bank	\$400,000
Eastern Bank Mortgage	\$2,000,000
Fees (development, asset mgmt., property, resident services, development overhead)	\$358,766
Subtotal Private/Other	\$12,125,880
TOTAL	\$24,165,058

Real Estate Development Source Summary 2009-2017, North Shore CDC

	Project Name	Palmer Cove	Salem Point II	Harbor-Lafayette Street	Congress, Dow & Ward	47 Leavitt Street	34 Peabody Street
	Affordable Housing Units	15	77	27	63	15	n/a
	Year Completed	2009	2015	est. 2016	est. 2017	est. 2018	est. 2018
Federal	LIHTC	\$	\$ 5,151,000	\$ 1,412,000	\$4,082,569		
	City/Consortium HOME	\$846,995	\$ 450,000	\$ 50,000	\$ 250,000		
	Community Development Block Grant (CDBG)				\$ 50,000		
	Tax Credit Assistance Program (TCAP)	\$ -	\$-		\$ -		
	Federal Historic Tax Credits (FHC)	\$ -	\$ 1,811,000		\$1,986,985		
State	Affordable Housing Trust (AHT)	\$1,211,922	\$-	\$ 1,000,000	\$1,144,061		
	CATNHP	\$ -	\$-	\$ -	\$ 500,000		
	Housing Stabilization Fund (HSF)	\$1,211,923	\$-	\$ 700,000	\$1,000,000		
	HPSTF	\$ -	\$-	\$ 1,000,000	\$ -		
	Facilities Consolidation Fund (FCF)	\$548,580	\$-	\$ -	\$ -		
	State HOME	\$ -	\$-	\$ -	\$ 756,260		
	Housing Innovations Fund (HIF)	\$573,081	\$ 1,400,000	\$ -	\$ -		
	Danvers State Preservation Fund	\$182,000	\$-		\$ -		
	State Low-Income Housing Tax Credits (STC)	\$ -	\$-		\$2,688,000		
	State Historic Tax Credits (SHC)	\$ -	\$ 1,221,750		\$ 212,500		
	Green Aff Hsg Dev Program	\$ -	\$-		\$ -		
	MassHousing Design Grant	\$ -	\$-		\$ -		
	Brownfields Redevelopment Fund	\$ -	\$55,750		\$ -		
	Community Preservation Act (CPA)	\$ -	\$-		\$ 171,005		
	Debt	\$650,000	\$-		\$ -		
Private	Tax Exempt Bonds	\$ -	\$ 2,100,000	\$ 350,000	\$5,262,500		
	Federal Home Loan Bank-Boston	\$ -	\$ 400,000	\$ 250,000	\$ -		
	Enterprise Foundation Grant	\$ -	\$-		\$ -		
	Energy Rebates & Utility Grants	\$ -	\$-		\$ -		
	Other LP Contributions	\$ -	\$-		\$ -		
	Other GP Contributions/Developer Equity	\$ -	\$93,000		\$ -		
	Deferred Developer Fee	\$244,529	\$-		\$ -		
	Accrued Interest	\$ -	\$ 104,440		\$ -		
	Other-Seller Note	\$ -	\$ 5,015,405	\$ 381,567	\$ -		
	Other-Rollover of Reserves	\$ -	\$ 247,000		\$ -		
	Other-Commercial Condominium Sale	\$ -	\$-		\$ -		
Total Development Cost:		\$5,469,030	\$18,049,345	\$ 4,859,939	\$ 18,353,880	\$6,500,000*	\$9,600,000 *
TDC / Unit:		\$364,602	\$ 234,407	\$ 179,998	\$ 291,331		
Hard Construction Cost:			\$ 7,040,000	\$ 1,616,990	\$7,170,460		
Hard Cost / Unit:		\$ -	\$91,429	\$ 59,889	\$ 113,817	\$ -	

* estimated

North Shore Community Action Programs, Inc. FY16 funding resources/projected revenues:

Source	Amount
Federal Sources	
F.E.M.A.	\$12,800
Fuel Assistance	\$1,942,275
Federal Indirect	
Salem Home Fund	\$35,000
Salem Trust Home Fund	\$40,000
DOE – Action	\$13,455
DOE	\$379,440
VITA Grant: EITC Tax Prep	\$7,900
Subtotal Federal	\$2,430,870
State Sources	
CSBG	\$146,432
DHCD - Housing	\$2,125,455
CSBG - Advocacy	\$101,710
DHCD - EITC	\$5,386
CDBG Housing	\$248,665
CPSS	\$18,000
DOHE	\$75,000
CDBG (ABE)	\$265,273
DHCD/LHAND Weatherization	\$170,160
HOPWA	\$8,900
CSBG Housing Law	\$27,338
Subtotal State	\$3,192,319
Local/City Sources	
Salem CDBG	\$9,600
ASOST-Q	\$31,794
Subtotal Local/City	\$41,394
Private/Other Sources	
Donations	\$284,783
Private Contracts & Grants	\$1,685,671
Tuition & Service Fee	\$1,333,510
Subtotal Private/Other	\$3,303,694
TOTAL	\$8,968,547

Lifebridge FY15 funding sources/anticipated leveraged funds:

Source	Amount
Federal Sources	
HUD - McKinney Funds	\$98,000
Subtotal Federal	\$98,000
State Sources:	
DHCD	\$387,515
Subtotal State	\$387,515
Local/City Sources:	
CDBG	\$9,800
Subtotal Local/City	\$9,800
Private/Other Sources:	
Donations	\$250,000
Private Contracts & Grants	\$60,000
Commercial Income	\$425,000
Private Client Fees	0
Subtotal Private/Other	\$735,000
TOTAL	\$1,230,315

Services

In addition to financial assistance provided to Salem residents through the City and its community partners, there are numerous programs and services available to Salem residents. Some are funded through CDBG. Some non-CDBG funded resources not previously mentioned in this plan include, but are not limited to:

Greater Lynn Senior Services - THE RIDE

THE RIDE paratransit service provides door-to door, shared-ride transportation to eligible people who cannot use fixed-route transit (bus, subway, trolley) all or some of the time because of a physical, cognitive or mental disability. [THE RIDE is operated by the Massachusetts Bay Transportation Authority \(MBTA\)](#) in compliance with the federal Americans with Disabilities Act (ADA). They provided 29,875 trips for Salem residents in FY13.

Independent Living Center of the North Shore and Cape Ann, Inc.

The ILCNSCA is the North Shore and Cape Ann service and advocacy agency for all persons with disabilities. The agency is located at Shetland Properties in the Point Neighborhood and is available to assist with completion of SSI/SSDI, food stamps and various housing applications. ILCNSCA advertises monthly times that are set aside where staff are available in a group setting to offer guidance on completing the Universal Housing application for subsidized housing across Massachusetts. They assist approximately 30 people annually with completing the UHA, Section 8 centralized waiting list or regional Section 8 waiting list.

North Shore Community Development Coalition

The North Shore CDC invests in neighborhoods to create thriving communities, striving to provide quality affordable housing and foster economic empowerment and community

development on the North Shore. Located in the Point Neighborhood, its residents make up the majority of their clients. North Shore CDC continues to advance quality programming that offers residents in the region basic life skills to aid in achieving economic stability and a self-sufficient life. Programming includes YouthBuild North Shore, Homeownership Training and Counseling, Community English Program and Family Stability Program. Along with its programming, North Shore CDC provides bilingual assistance to complete various applications. Annual numbers for FY14 include:

- VITA - 51
- Housing applications - 35
- Job applications - 5
- Other - 45

Catholic Charities

Catholic Charities North began more than 95 years ago with initial sites in Salem and Lynn. The programs at Catholic Charities North strive to prevent hunger and homelessness for local families in a financial emergency; engage youth in education and employment programs focused on long term solutions to poverty; and support families in their effort to build safe, nurturing environments for children. The Salem office, in the Point Neighborhood, offers Basic Needs, Family Support and Counseling services. Just over 50% of Catholic Charities Salem Basic Needs clients reside in the Point Neighborhood. Budgeting and financial education are offered to all Basic Needs clients. The agency will also assist with providing information and assistance with applications upon request.

HAWC

HAWC provides free services and support to victims of domestic abuse residing in 23 cities and towns on Massachusetts' North Shore. HAWC services include a 24-hour hotline, support groups, individual advocacy, legal advocacy, and hospital advocacy, children's services, a shelter program, community education, and a Parent-Child Trauma Recovery Program. Advocates meet with individuals one-on-one to support them with identifying their needs and accessing resources. They also provide financial literacy specifically to clients living in their shelter. The agency is located at Shetland Properties in the Point Neighborhood.

Citizens for Adequate Housing

Citizens for Adequate Housing, Inc. ends homelessness one family at a time by providing a dignified, nurturing, and supportive environment that empowers each family to reach its social and economic potential. They provide a temporary home for homeless families and permanent affordable housing to low income families. 18% of their residents are from Salem and are placed with CAH for temporary family shelter. They provide one-on-one financial literacy training (using DVDs) and are considering partnering with a local bank to do a more in-depth training in FY15.

North Shore Community Action Program Inc.

North Shore Community Action Programs, Inc. (NSCAP) provides social services that enable low-income families and individuals to obtain the skills and knowledge they need to become

economically self-sufficient, civically engaged, and to live in dignity and decency. To achieve its mission, they provide a range of programs and services in five key areas: Education and Training, Economic Stabilization, Housing and Homelessness Prevention, Energy Services, and Home Care.

Under Energy Services, NSCAP provides Fuel Assistance to 939 eligible households in Salem. As of 5/20/15, the agency has provided \$530,410.67 in fuel assistance for the 2014-15 season.

NSCAP also provides tax preparation services for low income households whose gross income may qualify them for the Earned Income Tax Credit. The program is free and runs from January through April at three sites. In 2014, the Peabody site served 194 Salem residents, the Beverly site served 12 Salem residents and the Salem site (held at North Shore CDC in the Point neighborhood) served 96 Salem residents.

NSCAP will also assist clients that have case management (i.e. rep payee's, shelter clients, HOPWA clients, ABE clients, etc.) with preparation of applications for Social Security Disability, food stamps/SNAP or other applications.

Other agencies/collaborations

At [Salem High School](#), students have the option to choose an elective course that allows them to build their knowledge of money and how investing works.

[New Liberty Charter School](#) provides academic skill, employability and personal stability programs for homeless and at-risk students, and partners with North Shore CDC to provide a YouthBuild program, as well as Journeys of Hope to offer vocational training in culinary arts.

[The Boys and Girls Club of Greater Salem](#) (steps from the Point Neighborhood), periodically provides a financial literacy program to its teens through local banks, most recently Salem Five.

[Salem State University](#) offers many programs that are open to residents, teachers and Salem High School students. Along with non-credit classes and programs, the community can enjoy an award-winning theatrical performance, take advantage of the print and electronic resources of the library, or bring the family to an exciting athletic event. There are athletic camps and clinics, a Center for the Arts, the Explorers Institute for Learning & Retirement, along with part-time degree programs.

Salem is fortunate to also host many State offices, several of which are located in or near the Point neighborhood. Agency offices in Salem include, but are not limited to, the [Salem Juvenile Court](#), [Probate and Family Court](#), [Transitional Assistance Department](#), Division of Unemployment Assistance, [North Shore Career Center](#) and [MA Rehabilitation Commission](#).

Links to social service agency websites are located at

http://www.salem.com/Pages/SalemMA_DPCD/dpcdlinks.

The Independent Living Center also provides an on-line "yellow pages" of resources. It is located at

<http://www.ilcnsca.org/yellowpages.php>

Appendix 5

MONITORING GUIDE

This following describes the standards and procedures that the City of Salem will use to monitor activities carried out in furtherance of the City of Salem's Consolidated Plan and Community Action Plan and will use to ensure long-term compliance with requirements of the programs involved. As the grantee of Federal funds, the City is responsible for managing the day-to-day operations of its grants and sub-grant supported activities. Monitoring review is conducted and administered to ensure conformity with all applicable program requirements, statutes and acts and comprehensive planning requirements.

General

Typically, monitoring consists of:

- Start up assistance to review agreement requirements, policies and procedures (see below)
- Payment processing - Review of payment documentation for compliance prior to issuance of payment (see below)
- Ongoing monitoring during the program period - periodic reporting and the provision of technical assistance as-needed to ensure compliance
- On site visits - Annual or semi-annual monitoring visit for public service activities; as needed for other activities
- Long-term monitoring (if applicable for job creation, rental agreement compliance, etc.)
- Internal monitoring - Procedures used by City staff to keep track of activity status.

Start Up Assistance

At the onset of any sub-contract activity, staff of the Department of Planning and Community Development (DPCD) review program and record-keeping requirements with the person(s), agency or business being assisted with Federal funding. All sub-recipients are required to enter into a written Agreement that outlines the activities to be undertaken, levels of accomplishment and period of performance.

Payment Processing

With each payment request all sub-recipients must supply back-up documentation which may include time sheets, certified payroll records, affordable housing restrictions, income documentation, corresponding bills and/or cash receipts and/or other documentation determined to be required. No reimbursement requests are processed if required documentation is not included, if income or area eligibility has not been proven or if monthly reports (in the case of public service activities) are outstanding. No funds are disbursed beyond the end date of the Agreement without prior written consent.

The following pages describe the ongoing monitoring, on site visits, long-term monitoring and internal monitoring for Public Service, Economic Development and Affordable Housing programs/activities.

PUBLIC SERVICE PROGRAMS

Ongoing Monitoring

All public service program sub-recipients are required to submit monthly reports (provided by the DPCD) which indicate program progress and activities, number of low to moderate income Salem residents benefited and their race, ethnicity and head of household information.

On-Site Monitorings

On site monitorings are conducted by the DPCD to certify that all activities being assisted with Federal funds are administered and enforced appropriately and carried out in a timely manner; to assist in improving the management or technical performance of the responsible recipient; and to assure the capacity of the recipient to carry out the activity. In general, all public service programs are monitored once annually utilizing the Community Services Monitoring Guide.

The Assistant Community Development Director may elect to skip an on-site monitoring for agencies that have been assisted with CDBG funds for more than three years and have not had any concerns (see definition below). In such cases, monitoring will be conducted every other year, provided there remain no concerns. Should a concern arise, the agency will be required to have an on-site monitoring for at least three consecutive years following the concern before a monitoring may be once again skipped. An on-site visit to an assisted agency by Salem's HUD representative who finds no concerns may also be justification to skip an annual monitoring.

Monitoring compliance of sub-grantees is achieved by utilizing the following procedures:

1. The City's CDBG administrator will send a letter to the recipient at least 30 days after the recipient has been issued its first reimbursement payment for eligible expenses incurred. The letter will instruct the recipient as to the areas of the program to be inspected and will request that the recipient compile all pertinent documentation. After the monitoring notice letter is sent, the City's administrator will contact the recipient and set a time for the monitoring visit.
2. Areas reviewed as part of the monitoring review include program management, (Section 3 requirements, nondiscrimination, policies, outreach efforts, publications, etc.), program progress (monthly reports, low/mod income compliance, etc.) and financial record keeping. The City's administrator will utilize the Community Services Monitoring Guide as a checklist for areas to be monitored.
3. Following a consultation and review with the recipient, a letter is sent to the appropriate agency designee with the results of the monitoring review. The letter covers the scope of review, activities monitored, monitoring conclusions, steps to correct or resolve any areas of concern and a due date by which all corrective action, if any, should occur. Recipients are provided the opportunity to comment on the monitoring or its findings.

The following are the definition of the levels of non-compliance being applied to monitoring findings and the criteria used to determine the level of non-compliance:

REMINDER - *Used when a requirement does not specifically apply to the recipient at this time, but may in the future (i.e. when there were no positions advertised or filled during the program period to date, a reminder would be given that they must follow the employment/volunteer policy for future positions that may be advertised). This is used when areas of the Community Services Monitoring Guide are filled in as Non-Applicable and the agency is a new recipient or, when the agency is not a new recipient, the agency has new responsible staff, who have not previously had to administer the requirement.*

RECOMMENDATION - *Used when the method the recipient utilizes for a specific requirement does not constitute non-compliance, but the City's administrator can suggest an improved method.*

REQUIRED ACTION - *Used when the recipient is found in non-compliance for a specific requirement but the material weakness is minor in nature and/or constitutes a first-time material weakness (i.e., missing deposit receipt, monthly reports occasionally late, entitlement number missing/incorrect on invoice, etc.).*

CONCERN - *Used when the recipient is in non-compliance of a particular requirement that is not minor in nature. Used when the recipient is in repeated non-compliance of a particular requirement that is minor in nature.*

CORRECTIVE ACTION - *Used following a **CONCERN** to recommend a course of action to be followed to resolve the concern.*

First time recipients whose finding letters have **REQUIRED ACTIONS** shall be required to provide written response. All recipients whose finding letters have **CORRECTIVE ACTIONS** shall be required to provide written response.

A follow up monitoring will be required when documents needed to assess compliance are not available for review and cannot be faxed or mailed to the City (i.e., client confidentiality). A follow-up monitoring may be required at the discretion of the City's administrator when there are two or more **CONCERNS**.

4. Should a recipient fail to perform corrective action within the prescribed due date, the City's administrator will send a reminder letter. Should the recipient fail to respond again, the City's administrator shall contact the agency representative by telephone. No reimbursement payments shall be made to recipients who have not undertaken required and/or corrective action and/or who have not provided written response, if required. Repeated **CONCERNS** (3 program periods or more) shall place the agency in jeopardy of receiving additional CDBG funding.

Internal monitoring

The Assistant Community Development Director maintains a spreadsheet of all agencies who are under agreement to provide Public Service Programs. The spreadsheet tracks the receipt of monthly reports and the status of on-site monitorings.

AFFORDABLE HOUSING PROGRAMS

Housing Rehabilitation and First Time Homebuyer Programs

It is required that income eligibility documentation be provided to the DPCD prior to the execution of any loan documentation or funding expenditures. First Time Homebuyer funds are disbursed only following a unit inspection by housing staff for compliance with Housing Quality Standards. For rehabilitation projects, funds are disbursed following periodic and final inspections for which the work has been deemed satisfactorily completed. The Housing Programs Coordinator follows the Loan Management Policy for review of existing loans and process to address delinquent, default or uncollectable loans.

First Time Homebuyer Programs:

CDBG - Repayment of the loan, in full, is due upon sale or transfer of the property or if the property ceased to be the principal residence.

American Dream Downpayment Initiative (ADDI) – A minimum ten year period of affordability is required for all housing assisted with these funds. If the home is sold before the end of the affordability period or does not continue to be the principal residence of the household for the duration of the affordability period, then the entire amount of assistance will be recaptured. To ensure affordability, DPCD staff will annually check available municipal records and/or send a certified mail receipt letter to the owner to confirm residency.

Activities Assisting Rental Units

The City of Salem requires that subrecipients utilizing federal funds enter into and comply with a Rental Restriction or Affordability Agreement. These Agreements require that the units remain affordable during a set period of time. The minimum period of affordability is 15 years. If the unit occupied by the owner is rehabilitated, the rental restriction does not apply to that unit.

Verification of Household Income:

Full source documentation is required for each new tenant, along with submission of the City of Salem Tenant Survey. Full source documentation includes copies of twelve (12) weeks-worth of pay stubs, current evidence of receipt of other income such as social security, pension, disability benefits, public assistance or unemployment assistance most recent three (3) months of all account statements for checking, savings, IRA, etc. or a Notarized Statement of No Assets. For CDBG funded projects, in lieu of full documentation, the City will accept a letter from an agency (i.e., Salem Housing Authority, NSCAP, Citizens for Adequate Housing, etc.) that has income-qualified the household for another HUD program, provided that the letter is on agency letterhead, includes the date that the household income was verified (no more than six months past) and includes the household income and family size.

Income Recertification:

For HOME-funded Housing Rehabilitation Loans the owners of one to four unit dwellings agree to provide information on rent levels and tenant gross incomes annually during the rental restriction period. Monitoring compliance is achieved by utilizing the following procedures:

1. The Housing Programs Administrator will send an annual monitoring letter to the owner instructing him/her to update the income and rent information for the tenant(s) occupying the rehabilitated units. Copies of HUD's most recent income and rental limits and the current Utility Allowance will be included, along with information that the landlord may provide to the tenant explaining the landlord's commitment to affordable housing. The owner will have thirty days to return the required documentation:

Verification of Compliance with Rent Limits:

- Lease Agreement
- Rent Agreement

Verification of Household Income for Subsequent Years:

Owners have two options:

- Obtain from the family a written statement (City of Salem Self-Certification Form) of the amount of the family's annual income and family size, along with a certification that the information is complete and accurate. The certification must state that the family will provide source documents upon request.
- Obtain a written statement from the administrator of a government program under which the family receives benefits and which examines each year the annual income of the family. The statement must indicate the tenant's family size and state the amount of the family's annual income; or alternatively, the statement must indicate the current dollar limit for very low- or low-income families for the family size of the tenant and state that the tenant's annual income does not exceed this limit. Because Section 8 income and rent levels are the same as the Housing Rehabilitation Loan Program, which is funded by HOME and CDBG, families with Section 8 vouchers are in compliance. Landlords must provide a copy of the Section 8 contract.

Note: An owner of a multi-family project with an affordability period of 10 years or more must examine and submit the source documents evidencing annual income for the family (e.g., wage statement, interest statement, unemployment compensation statement) every sixth year of the affordability (from ss92.252).

2. Information received within that thirty-day period will be reviewed to insure compliance with the regulations. Once a determination is made, the homeowner will receive notification if the unit is not in compliance. Owners with non-compliant units will receive a letter stating that:
 - The unit is in violation;
 - Reasons why the unit does not comply; and
 - Action(s) required to bring the unit into compliance.

3. Owners with units that are not in compliance must do one of the following:
 - Make the necessary changes to bring the unit into compliance within sixty (60) days; or,
 - Send a letter to the Housing Programs Administrator, explaining why the unit cannot be brought into compliance within 60 days. (If a unit were not compliant because a tenant's income increased over the year, the homeowner would be unable to make the unit compliant; however, the homeowner would have to agree to rent to income eligible households, should the current tenant vacate the unit.)
4. If the homeowner fails to respond and/or the unit is not compliant after sixty days, the loan balance becomes payable in full.

On-site inspections: Upon request, homeowners must allow a staff member from the Department of Planning and Community Development to conduct onsite inspections to verify compliance with property standards and the information submitted by owners on tenants' incomes, rents and other rental requirements during a project's period of affordability. **Rental units assisted with HOME funds shall be inspected for Housing Quality Standards no less than every 3 years for projects of 1 to 4 units; every two years for projects containing 5 to 25 units; and every year for projects containing 26 or more units (92.504(d)(1)).**

For Affordable Housing Activities completed by Community Development Corporations or Community Housing Development Organizations, affordability restrictions for rehabilitation projects will be for a minimum of 15 years; new construction or acquisition of newly construction housing will be for a minimum of 20 years. In order to enforce affordability, funding is typically provided as a loan and discharged after the period of affordability has expired. Monitoring compliance will be achieved using the same procedures as the Housing Rehabilitation Program (above). All project files must contain documentation on accomplishments achieved and income-eligibility of persons benefited prior to closing out activities in IDIS. Documentation may be submitted by the agency or collected during an on-site inspection, at the discretion of the DPCD.

Tenant Based Rental Assistance(TBRA)

With HOME funds, the City of Salem provides TBRA through Rental Downpayment Assistance Programs with non-profit agencies who assist with one-time first/last month's rent and security deposits. TBRA may only be provided to low and very-low income families and at least 50% of the families assisted must meet one of three Federal preferences:

- Families that occupy substandard housing (including families that are homeless or living in a shelter)
- Families that are paying more than 50% of their annual income for rent
- Families that are involuntarily displaced

If the household is currently residing in Salem and meets one of the three preferences, they are eligible to move outside of Salem and still receive TBRA assistance. Security deposits cannot exceed the equivalent of two month's rent for the unit. Additional requirements include:

- The agency must supply a copy of the letter that was provided to the landlord committing to the funding assistance and a copy of the TBRA set-up report (household income, race, etc.) for the HOME program before funding is released.

- The agency receiving funding is responsible for conducting a HQS inspection prior to providing assistance, utilizing 24 CFR 982.401. The agencies must include a **completed** HUD HQS form (HUD-52580-A) in each TBRA household file. However, for many items on the HUD HQS Form, they **can** use the Salem Board of Health Certificate of Fitness, as proof that an inspection was undertaken per Code of Massachusetts Regulation 105 CMR 410.000 (Department of Public Health). In other words, they can simply check off any items on the HUD HQS form that were already inspected by the **Salem** Board of Health and attach the Certificate of Fitness to the back of the HQS form. It is not necessary to document that the unit is lead safe; however, if peeling paint is found during the initial inspection, it will warrant a lead test. A unit that does not meet HQS or has a failing lead test cannot be assisted with HOME funds. Housing inspections are an eligible program delivery cost (we have set the reimbursement cost at a not to exceed amount of \$70 per inspection, one inspection per unit). No additional HQS inspection is required after the initial inspection.
- An *on-site monitoring* of the funded agency is conducted once during the program period to review landlord/tenant rental agreements, HQS documentation, maximum rent limits, etc., utilizing the Rental Downpayment Assistance Program Monitoring Guide.

Internal monitoring - Housing Program staff maintain a spreadsheet of all active rehabilitation projects (Project List) and a spreadsheet of all housing-related loans. The Project List tracks the status of projects by address from receipt of preliminary application to the filing of loan documents. The loan spreadsheet tracks all loan details including period of affordability, discharge dates, rental restriction and next monitoring date. Housing Staff also maintain a comprehensive manual detailing policies and procedures for the Housing Rehabilitation Loan Program.

ECONOMIC DEVELOPMENT & NEIGHBORHOOD IMPROVEMENT ACTIVITIES

For each activity, documentation required (i.e. job creation, prevailing wages, Section 3, other reporting, etc.) is determined prior to the start of the activity.

Davis-Bacon Prevailing wages are required for construction projects over \$2000 involving laborers or mechanics. The DPCD staff person assigned to manage the activity is responsible for providing a copy of the wage decision to the business being assisted or contractor hired to complete the work. The DPCD staff person is also responsible for collecting certified documentation of wages paid and for reviewing the documentation for compliance. If the business or contractor is not in compliance, the DPCD staff person will notify the business or contractor and will require proof that the underpayment has been made to the appropriate laborers/mechanics.

Long term monitoring/Job Creation - Monitoring of job creation is determined by the time period in the funding Agreement. Monitoring consists of verification that the goals for low/moderate income jobs to be created and/or retained have been met. A standard monitoring form is used.

Internal monitoring - The Assistant Community Development Director maintains a spreadsheet of economic development public benefit. This includes jobs required and jobs created for each Special Economic Development projects. The Economic Development Planner follows the Loan Management Policy for review of existing loans and process to address delinquent, default or uncollectable loans.

Appendix 6 - Alternate/Local Data Sources

1	Data Source Name 2007-2011 CHAS
2	Data Source Name ACS 2007-2011
3	Data Source Name Assessor's Data, 2014 List the name of the organization or individual who originated the data set. City of Salem Assessing Department Provide a brief summary of the data set. Value, physical characteristics, and ownership information pertaining to all real property in the city. What was the purpose for developing this data set? The Assessors are required by Massachusetts law to value all real and personal property within the City. How comprehensive is the coverage of this administrative data? Is data collection concentrated in one geographic area or among a certain population? Data covers all real property throughout the city. What time period (provide the year, and optionally month, or month and day) is covered by this data set? The data is for FY 2014. What is the status of the data set (complete, in progress, or planned)? Complete
4	Data Source Name ACS 2009-2013
5	Data Source Name 2013 Average Employment List the name of the organization or individual who originated the data set. Massachusetts Executive Office of Labor and Workforce Development (EOLWD) Provide a brief summary of the data set. Average Employment by Industry How comprehensive is the coverage of this administrative data? Is data collection concentrated in one geographic area or among a certain population? City of Salem What time period (provide the year, and optionally month, or month and day) is covered by this data set? 2013 What is the status of the data set (complete, in progress, or planned)? complete
6	Data Source Name Consolidated Plan Survey List the name of the organization or individual who originated the data set. Salem Department of Planning and Community Development Provide a brief summary of the data set. This survey was undertaken as part of the public participation process for preparation of the FY2016-2020 Consolidated Plan.

	What was the purpose for developing this data set? The purpose of the survey was to obtain input on housing, economic development needs, and quality of life for Salem residents and businesses.
	Provide the year (and optionally month, or month and day) for when the data was collected. The survey was collected from November 1 through December 5, 2014.
	Briefly describe the methodology for the data collection. The online survey was provided in English and Spanish.
	Describe the total population from which the sample was taken. The survey targeted people who live or are employed in Salem. It was publicized directly to participants in neighborhood meetings and focus groups, through posting on City of Salem website, and distributed through social service providers & neighborhood associations to their members and stakeholders.
	Describe the demographics of the respondents or characteristics of the unit of measure, and the number of respondents or units surveyed. Overall, 315 people completed the survey in English, and 3 people completed it in Spanish. The vast majority of respondents are Salem residents from neighborhoods throughout the city, representing a broad range of incomes and household types.
7	Data Source Name Drug Use Characteristics
	List the name of the organization or individual who originated the data set. Massachusetts Department of Public Health, Bureau of Substance Abuse Services Online
	Provide a brief summary of the dataset. Primary Substance of Use and past-year Substance Use as reported by clients on admission to substance abuse treatment programs
8	Data Source Name Subsidized Housing Inventory
	List the name of the organization or individual who originated the data set. Massachusetts Department of Housing and Community Development
	Provide a brief summary of the dataset. List of qualifying subsidized housing units in each community in Massachusetts
9	Data Source Name Municipal Databank
	List the name of the organization or individual who originated the data set. Massachusetts Department of Revenue Division of Local Services
	Provide a brief summary of the dataset. Property tax valuation, tax rates, and property tax levy data for each community in Massachusetts