

CITY OF SALEM

FIVE-YEAR CONSOLIDATED PLAN



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I. EXECUTIVE SUMMARY

I.A. 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 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. The Consolidated Plan and Annual Action Plan provide a means to evaluate each community's needs and determine the most effective ways to use funds 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 expects to receive approximately \$1,245,000 in CDBG entitlement funding, approximately \$210,000 in HOME funds and an estimated \$150,000 in program income, based on FY10 funding levels. The total estimated five-year allocation is \$6,225,000 from CDBG, \$1,050,000 in HOME funds and \$750,000 in program income. These funds are conditional upon annual appropriations by the federal government.

The Consolidated Plan process involves gathering information from many sources to identify needs that exist in Salem. The result of this research is a comprehensive strategy for the use of Salem's federal housing and community development funds in order to fill gaps identified during the Consolidated Plan process.

I.B. Public Participation

To develop the Consolidated Plan, the City of Salem sought public input from residents, businesses, social service organizations and civic groups. The public was encouraged to participate in a series of hearings and neighborhood meetings as well as focus groups designed to target a particular topic or issue. In addition to public meetings, personal interviews were conducted with local organizations and individuals familiar with local needs. With the information obtained during the public participation process, the City of Salem prepares a plan that describes Salem's housing and community development needs and establishes funding priorities and goals or targets for the use of federal funds that the City expects to receive over the next five years.

I.C. Consolidated Planning Process

The City of Salem uses the Five-Year Consolidated Plan to coordinate efforts to meet a wide variety of housing, community and economic development needs. As required by federal law, the Consolidated Plan includes a formal public participation process, which is described in the City's Citizen Participation Plan. The intent of the process is to:

- Identify the housing and community development needs of various populations by gathering data and public opinion on needs, problems and gaps in services.
- Set priorities.
- Determine goals and strategies for meeting the City's housing and community development needs, and outline how the City will use federal funds to address them over the next five years.
- Produce an Action Plan that describes how the City will use federal funds during the first year. The Action Plan is the only component of the Consolidated Plan that must be prepared annually.

I.C-1. Needs Assessment

The Consolidated Plan must include a Needs Assessment, which considers issues such as:

- The housing needs of elderly and non-elderly homeowners and tenants;
- Special needs of the elderly, frail elderly, persons with HIV/AIDS, persons with alcohol/other drug addiction, disabled persons, developmentally disabled persons and persons with severe mental illness;
- Homeless needs for individuals and families, including:
 - Needs for emergency, transitional and permanent housing;
 - Supportive services such as 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 such as anti-crime programs, economic development, infrastructure, public facilities, public services, programs for seniors and youth;
- An analysis of the Housing Market, considering the existing housing supply, housing demand, the condition and cost of housing in Salem, accessibility, and other factors, such as foreclosures.
- Problems caused by lead paint in older housing units;
- The need for strategies to combat poverty;
- Barriers to affordable housing, such as inadequate government resources, a shortage of programs to help renters become first-time homebuyers, rental housing costs, or regulations that make it difficult to build affordable housing; and
- Housing discrimination, such as by landlords, lenders, real estate agents, and others with a role in the sale or rental of housing units.

I.D. The Community Development Block Grant Program (CDBG)

I.D-1. Background

CDBG has been a very important federal program for cities across the United States since 1974. Administered by the U.S. Department of Housing and Urban Development (HUD), CDBG is available to two groups of recipients: “entitlement cities” like Salem, which receive an allocation from HUD each year, and all 50 states. Small, non-entitlement communities compete for CDBG funds by applying to the Massachusetts Department of Housing and Community Development (DHCD), which administers the state’s CDBG allocation. CDBG funds can be used for projects or programs run by the City of Salem or by organizations hired by the City.

TOTAL CDBG FUNDS ALLOCATED TO SALEM	
1999-2000	\$1,392,000
2000-2001	\$1,385,000
2001-2002	\$1,436,000
2002-2003	\$1,397,000
2003-2004	\$1,401,000
2004-2005	\$1,352,000
2005-2006	\$1,282,141
2006-2007	\$1,158,932
2007-2008	\$1,161,440
2008-2009	\$1,127,314
2009-2010	\$1,144,965
2010-2011	\$1,245,477

I.D-2. CDBG 101: What Can Be Funded?

Although CDBG funds can be used for many types of housing, community and economic development activities, some restrictions apply. CDBG funds must be used for eligible activities, must address at least one of three “national objectives” set by Congress, and a majority of a CDBG recipient’s funds must be spent on activities that benefit very low-, low- or moderate-income people.

► NATIONAL OBJECTIVES

- ♦ Benefit to low- and moderate-income persons
 - ♦ Activities that serve a “limited clientele”
 - ♦ Limited clientele refers to certain populations that are presumed by HUD to have low or moderate incomes: abused children, battered spouses, elderly persons, severely disabled adults, homeless persons, illiterate persons, persons living with AIDS and migrant farm workers

- ♦ Serving people with incomes below the low- or moderate- income threshold (see “Income Limits”)
- ♦ Area benefit activities
 - ♦ Activity conducted in a service area that is primarily residential, and at least 51% of the residents have low or moderate incomes (see Low/Mod Neighborhood Map). The activity must meet the needs of low- and moderate-income persons
- ♦ Job creation or retention activities
 - ♦ At least 51% of the jobs created or retained must be available to and held by low- or moderate-income people
- ♦ Aid in the prevention or elimination of slums or blight
 - ♦ Area Basis - Must be a formally designated area
 - ♦ Spot Basis - Only a limited set of activities qualify
 - ♦ Urban Renewal Area - Salem has two in the downtown area
- ♦ Meet a need having a particular urgency
 - ♦ Recent emergency conditions *only*, posing an immediate threat to health or welfare of community and no other funding is available

► **ELIGIBLE ACTIVITIES**

CDBG funds may be used for a variety of activities. In general, the activities fall into the categories listed below:

- ♦ Anti-Crime Programs
- ♦ Economic Development
- ♦ Homeless & HIV/AIDS Programs
- ♦ Housing
- ♦ Infrastructure
- ♦ Planning & Administration
- ♦ Public Facilities
- ♦ Public Services
- ♦ Senior Programs
- ♦ Youth Programs

I.D-3. What Does “Low or Moderate Income” Mean?

Each year HUD publishes “income limits” that define very low, low and moderate income levels used in several housing and community development programs. The income limits are determined by household size and the median incomes in a particular area. Below are the income limits in effect for Salem in 2009. Income levels are reviewed and updated annually by HUD.

Household Size	ONE	TWO	THREE	FOUR	FIVE	SIX	SEVEN	EIGHT
MODERATE (80% of Median)	46,300	52,950	59,550	66,150	71,450	76,750	82,050	87,350
LOW (50% of Median)	31,550	36,100	40,600	45,100	48,700	52,300	55,900	59,550
VERY LOW (30% of Median)	18,950	21,650	24,350	27,050	29,200	31,400	33,550	35,700

I.E. About the HOME Investment Partnerships Program (HOME)

The HOME Program was established by Congress under the Cranston-Gonzalez National Affordable Housing Act (1990). The purpose of the HOME Program is to increase the supply of safe, decent, sanitary and affordable housing for low- and very-low income households (see Income Limits). Eligible communities can apply for money by preparing and submitting a Consolidated Plan. Since Salem is part of the North Shore HOME Consortium, the Consortium prepares and submits a separate Consolidated Plan for HOME funds on behalf of the City and many other participating communities on the North Shore. HOME funds may be used to fund a variety of housing activities including: homebuyer programs, construction of rental housing, rehabilitation of privately-owned housing, and tenant-based rental assistance.

II. INTRODUCTION

II.A. Purpose

The following overall goals are taken verbatim from the Code of Federal Regulations, Title 24, Part 91, Consolidated Plan, as they provide an accurate description of the purpose of Salem's Five-Year Consolidated Plan.

The overall goal of the community planning and development programs covered by this part is to develop viable urban communities by providing decent housing and a suitable living environment and expanding economic opportunities principally for low- and moderate-income persons. The primary means towards this end is to extend and strengthen partnerships among all levels of government and the private sector, including for-profit and non-profit organizations, in the production and operation of affordable housing.

1. Decent housing includes assisting homeless persons to obtain appropriate housing and assisting persons at risk of becoming homeless; retention of the affordable housing stock; and increasing the availability of permanent housing in standard condition and affordable cost to low-income and moderate-income families, particularly to members of disadvantaged minorities, without discrimination on the basis of race, color, religion, sex, national origin, familial status, or disability. Decent housing also includes increasing the supply of supportive housing, which combines structural features and services needed to enable persons with special needs, including persons with HIV/ AIDS and their families, to live with dignity and independence; and providing housing affordable to low-income persons accessible to job opportunities.
2. A suitable living environment includes improving the safety and livability of neighborhoods; increasing access to quality public and private facilities and services; reducing the isolation of income groups within a community or geographical area through the spatial deconcentration of housing opportunities for persons of lower income and the revitalization of deteriorating or deteriorated neighborhoods; restoring and preserving properties of special historic, architectural, or aesthetic value; and conservation of energy resources.
3. Expanded economic opportunities includes job creation and retention; establishment, stabilization and expansion of small businesses (including microbusinesses); the provision of public services concerned with employment; the provision of jobs involved in carrying out activities under programs covered by this plan to low-income persons living in areas affected by those programs and activities; availability of mortgage financing for low-income persons at reasonable rates using nondiscriminatory lending practices; access to capital and credit for development activities that promote the long-term economic and social viability of the community; and empowerment and self-sufficiency opportunities for low-income persons to reduce generational poverty in federally assisted and public housing.

The consolidated submission described in this part 91 requires the jurisdiction to state in one document its plan to pursue these goals for all the community planning and development programs,

as well as for housing programs. It is these goals against which the plan and the jurisdiction's performance under the plan will be evaluated by HUD.

The Consolidated Plan serves the following functions:

1. A planning document for the jurisdiction, which builds on a participatory process at the lowest levels;
2. An application for federal funds under HUD's formula grant programs;
3. A strategy to be followed in carrying out HUD programs; and
4. An action plan that provides a basis for assessing performance.

II.B. Applicability

The following formula grant programs are covered by this Five-Year Consolidated Plan:

- The Community Development Block Grant (CDBG) program
- The HOME Investment Partnerships (HOME) program

II.C. Program Year

The program year for the City of Salem's CDBG and HOME funded programs runs from July 1 to June 30.

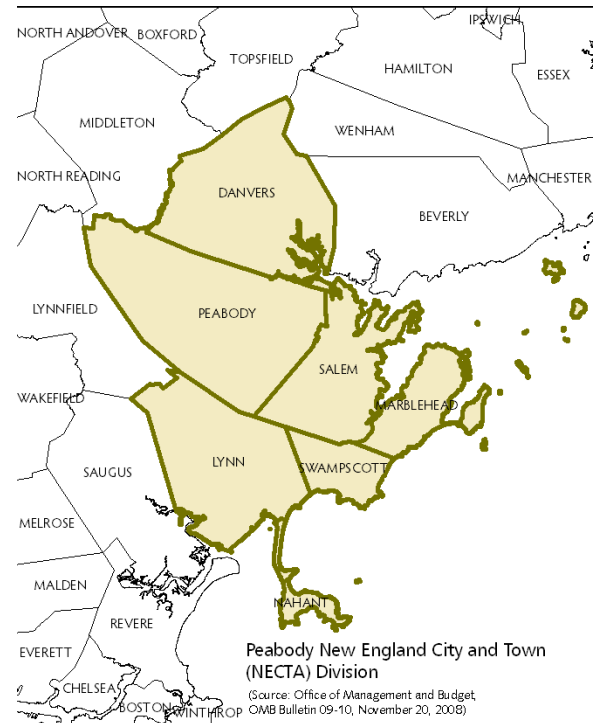
II.D. Submission Date

The Consolidated Plan submission date to HUD is indicated on the cover page of the finalized plan.

III. HOUSING MARKET ANALYSIS¹

III.A. General Conditions

Located sixteen miles north of Boston, Salem is a coastal city surrounded by the towns of Danvers, Marblehead, and Swampscott and the cities of Beverly, Peabody, and Lynn. Its population, currently estimated at 41,256, has grown slowly for the past two decades.² Since 2000, the city's population has increased 1.7 percent, slightly ahead of Essex County's population growth rate (1.5 percent).³ According to the American Community Survey (ACS), Salem's housing inventory has increased by approximately 3.5 percent in the same period. As one of the Commonwealth's most densely settled communities, Salem ranked 18 out of 351 cities and towns for housing density in 2000, with a gross density of 2,243.8 units per square mile (sq. mi.).⁴ As shown in Table 3.1, the city's housing density today is approximately 2,322.8 units per sq. mi. – much greater than that of Essex County and the economic sub-region of which Salem is a part (Peabody NECTA Division).



¹ **Note to reader:** Data contained in this Five-Year Consolidated Plan comes from various sources, including the American Community Survey (ACS). The ACS is a data set developed by the U.S. Census Bureau to provide socioeconomic, housing and demographic data annually on a rolling basis. For jurisdictions of 20,000 or more persons, estimates are derived from sample data that is collected and averaged over three year periods, in this case 2006 to 2008. ACS allows cities and towns to have current information about their communities similar to data collected through the decennial census. (The charts in this section indicate that the data was estimated over a three-year time period with the notation “(2006-2008)” in the chart title.)

² U.S. Bureau of the Census, Population Division, Population Estimates, Incorporated Places and Minor Civil Divisions, 2000 to 2008, <http://www.census.gov/popest/cities/tables/SUB-EST2008-04-25.xls>

³ U.S. Bureau of the Census, Population Division, Population Estimates, Incorporated Places and Minor Civil Divisions, 2000 to 2008, www.census.gov; and Community Opportunities Group, Inc.

⁴ Commonwealth of Massachusetts Department of Revenue (DOR), “Total Housing Units, Land and Water Area per Square Mile,” Municipal Data Bank, <<http://www.dls.state.ma.us/mdm.htm>>. Rankings by author.

Table 3-1
Change in Housing Inventory, 2000-2008⁵

	Salem		Peabody NECTA Division		Essex County	
	ACS 2006-08 Estimates	Pct. Change 2000-2008	ACS 2006-08 Estimates	Pct. Change 2000-2008	ACS 2006-08 Estimates	Pct. Change 2000-2008
Housing Units	18,810	3.5%	102,051	4.1%	298,131	3.8%
Density/Sq. Mi.	2,322.2		1,777.9		598.5	
Occupied	17,619	0.7%	94,959	-0.1%	275,333	0.0%
Vacant	1,191	74.4%	7,092	137.6%	22,798	94.4%
Homeowners	9,809	14.1%	58,317	3.3%	182,161	4.1%
Renters	7,810	-12.2%	36,642	-5.2%	93,172	-7.2%

Source: American Community Survey 2006-2008 Three-Year Estimates, Tables B25001, B25002, and B25003; Census 2000, Summary File 3, Tables H1, H6, H7.

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 (See Land Use Map in Appendix). As a result, while Salem ranks high for average housing and population density citywide, some areas are far more densely settled than others, notably the neighborhoods along Route 114, the Point Neighborhood, and the residential and mixed-use areas served by Jackson, Essex, and Bridge Streets. Salem's varied land use pattern contains a wide variety of housing types and, not surprisingly, a broad range of housing values.

III.B. Who Lives in Salem?

Salem has the multicultural and mixed-income population characteristics of many older industrial cities in the Northeast. Under criteria established by the state, five census block groups in Salem qualify for designation as Environmental Justice Populations due to the presence of a significant number of minority, foreign-born, and low-income people.⁶

Although Salem's population is still predominantly white, non-Hispanic, the Hispanic or Latino population has increased 23 percent since 2000. Today, Hispanics remain Salem's largest minority group, representing about 13 percent of the city's total population and nearly 9 percent of its households. African-Americans comprise a relatively small percentage of Salem's population, but the city absorbed a 9.7 percent growth rate among non-Hispanic African-Americans and the Hispanic African-American population more than doubled between 2000 and 2008. The non-Hispanic Asian population, while still small, increased nearly 25 percent in the same period.⁷

⁵ Unless noted otherwise, 2008 housing data reported in this section are based on the American Community Survey (ACS) 2006-2008 Three-Year Estimates released by the Bureau of the Census in October 2009.

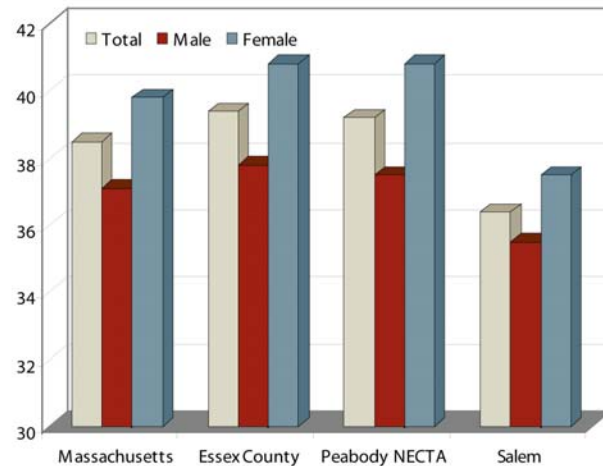
⁶ MassGIS, "Environmental Justice Populations," <<http://www.mass.gov/mgis>>.

⁷ U.S. Bureau of the Census, American Community Survey (ACS) 2006-2008 Three-Year Estimates, "B03002: Hispanic or Latino Origin by Race," "B25006: Race of Householder," and "B25003A-I: Tenure (Series)," and Census 2000, Summary File 1, "P8: Hispanic or Latino by Race."

Salem's foreign-born population has more than doubled in the past twenty years. In 1990, the city had 3,390 foreign-born residents who represented 8.9 percent of the total population; by 2000, there were 4,809 foreign-born people living in Salem, or 11.9 percent of the population. ACS data show that by 2008, the foreign-born population exceeded 7,200, or more than 17 percent of the population. Nearly half of Salem's foreign-born population today entered the United States after 1999.⁸ The cultural diversity that exists in Salem can also be seen in household language statistics because more than 25 percent of its population speaks a language other than English at home. Although the city's non-English language traditions vary widely, Spanish remains the most common foreign language spoken in Salem households. Sixty-two percent of the city's Spanish-speaking population is either foreign-born or a citizen born outside the U.S.⁹

Median Age of Population (2006-2008)

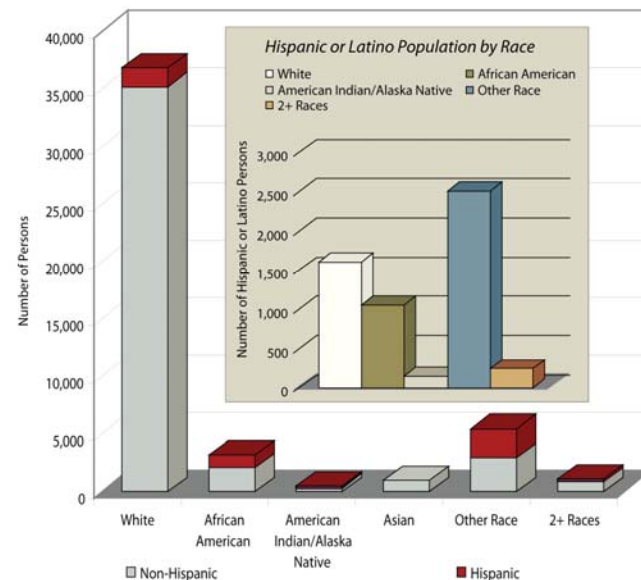
Source: American Community Survey



Compared with both surrounding communities and the state as a whole, Salem has a fairly young population. The estimated median age of its population is 36.4 years, and Salem has a larger percentage of households headed by people under 35 (24 percent) than most communities in Massachusetts. This is due in part to the presence of Salem State College, but it also reflects the relative affordability of Salem's housing. After a decade of decline in household size and significant growth in the number of households during the 1990s, Salem seems to have reached a plateau in terms of household growth, but its

Total Population by Race and Hispanic or Latino (2006-2008)

Source: American Community Survey



⁸ ACS 2006-2008 Three-Year Estimates, "B05001: Citizenship Status in the United States" and "C05005: Year of Entry by Nativity in the United States."

⁹ ACS 2006-2008 Three-Year Estimates, "B06007: Place of Birth by Language Spoken at Home and Ability to Speak English," and Census 2000, Summary File 3, "P20: Household Language by Linguistic Isolation" and "PCT10: Age by Language Spoken at Home for the Population 5 Years and Over." Note: ACS tables do not contain a detailed breakdown of other languages spoken at home in Salem, but Census 2000 recorded populations over 5 speaking French, Greek, Polish, and Portuguese. None of these languages was as common as Spanish, however.

householders are younger and household sizes have increased. The average number of people per household in Salem rose from 2.24 in 2000 to an estimated 2.35 in 2008: a period that witnessed a slight decrease in non-family households, especially one-person households. Furthermore, the number of families with children has increased 11 percent and the number single parents with dependent children, 20.1 percent, since 2000.¹⁰

Table 3-2 shows that while a majority of Salem's 17,619 households are families, the city significantly exceeds Massachusetts and Essex County for percentage of non-family households. Nearly 43 percent of all households in Salem are non-family households, yet among them, single people living alone comprise a somewhat smaller percentage in Salem than in Essex County or the Peabody sub-region. Salem also has a smaller percentage of households headed by an elderly person (over 65). While the percentage of families with children is very similar in Salem and the surrounding communities, Salem has more single-parent families with children, primarily single women. Of Salem's 1,717 single parent households, 1,224 (71%) have a female householder. The prevalence of non-family households and single-parent families helps to explain Salem's smaller average household size and low household and family incomes compared with the county and the state.

Table 3-2
Snapshot of Household and Family Characteristics

Household Characteristics	State	Essex County	Salem	Peabody NECTA
Households	2,457,167	275,333	17,619	94,959
Elderly Households (%)*	21.3%	21.7%	19.9%	23.2%
Average Household Size	2.53	2.61	2.35	2.53
Median Household Income	\$64,684	\$64,299	\$61,906	\$59,398
Median Income Over 65	\$34,151	\$33,302	\$30,259	\$32,339
Families	1,567,246	182,166	10,063	60,247
% All Households	63.8%	66.2%	57.1%	63.5%
Single-Parent Families w/children <18	216,122	26,811	1,717	9,396
% All Families	13.8%	14.7%	17.1%	15.6%
Average Family Size	3.16	3.24	3.09	3.2
Average Children <18 Per Family	0.84	0.88	0.77	0.82
Median Family Income	\$81,056	\$82,086	\$75,486	\$75,246
With Children <18	\$81,865	\$81,801	\$75,990	\$74,541
Single Male with Children <18	\$46,424	\$48,282	\$28,671	\$48,257
Single Female with Children <18	\$28,065	\$26,425	\$26,389	\$25,941
Non-Family Households	889,921	93,167	7,556	34,712
One-Person Households	716,993	79,002	6,014	29,704
% One-Person	80.6%	84.8%	79.6%	85.6%
Median Non-Family Income	\$38,078	\$34,264	\$37,202	\$33,303

Source: U.S. Bureau of the Census, 2006-2008 American Community Survey (ACS) 3 Year Estimates, Tables B11003, B19126, B09002, B19202, B11001, B19047, B19125, B11103, and B09002. Note: margins of error for Salem's median estimates are larger than for the County or State.

¹⁰ ACS 2006-2008 Three-Year Estimates, "S11101: Households and Families," "B11101: Household Type (Including Living Alone," and "B11003: Family Type by Presence and Age of Own Children Under 18."

Mobility. Salem's rental opportunities and the relative affordability of its housing make the city somewhat prone to a higher rate of housing turnover and in-migration of new residents. Compared with most communities nearby and Essex County as a whole, Salem has a larger percentage of geographically mobile residents, defined as people over one year of age who moved within the past twelve months. Geographic mobility includes those who move into a community and those who leave. It also includes those who move within the same community, such as homeowners trading up to a more valuable home or renters who find a more suitable or affordable unit for their families.

The most recent ACS data shed light on where Salem's current population comes from and where its population one year ago resides now. Just over 85 percent of the city's current residents still live in the same home or apartment that they occupied a year ago. Of those that lived in a different house, 35 percent are in homeowner households and 65 percent, renter households. Most of the homeowner population that moved already lived in Essex County – including in-town moves within Salem – but slightly more than 20 percent moved into Salem from out-of-state. The geographic origin of renters was very similar, except that a larger share of the rental population had lived abroad.

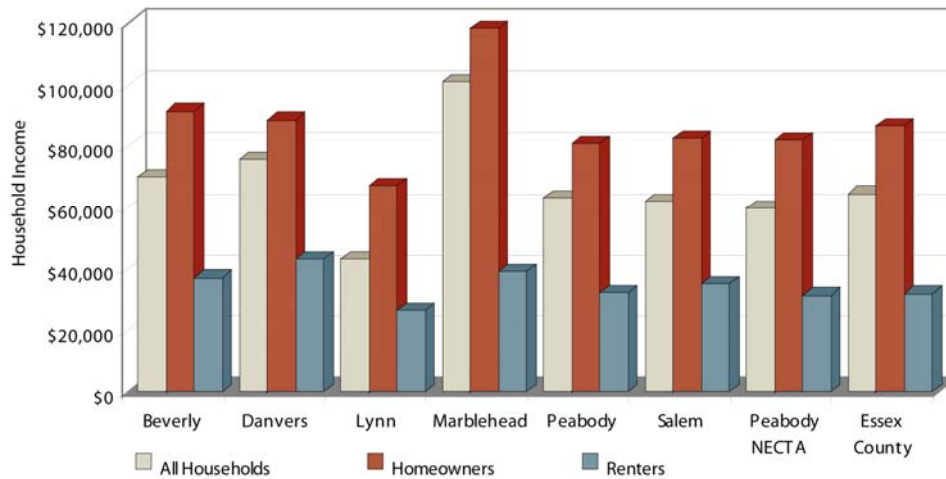
Looking back, however, the city has experienced a somewhat different mobility pattern. Of the people living in Salem one year ago, about 13 percent occupy a different house today. Ten percent of the total population living in owner households moved and 17 percent of the total population living in renter households moved during this time. Of the homeowner population that moved, 83 percent moved within Essex County (including in-town moves within Salem) and the others went elsewhere in Massachusetts (9.5 percent) or out of state (7.6 percent). The destination of renters was not the same. While 69 percent of the renters who moved currently occupy a different apartment in Salem or another Essex County community, more than 22 percent left Massachusetts, the rest being in-state but non-Essex County moves.¹¹

Homeowners and Renters. Salem has historically provided a large inventory of rental housing – so large that creating more homeownership opportunities has been one of the city's planning goals for a long time. Reflective of these efforts, the number of homeowners has increased since 2000 by over 14 percent while renters have decreased by over 12 percent. Even though the percentage of renter-occupied units has decreased in the past decade, renters still make up a large share of Salem's households: 44.3 percent in 2008, and, in fact, the city's renter population has grown compared to that of one year ago.

¹¹ ACS 2006-2008 Three-Year Estimates, "B07013: Geographical Mobility in the Past Year by Tenure for Current Residence in the United States," and "B07413: Geographical Mobility in the Past Year by Tenure for Residence 1 Year Ago in the United States."

Median Household Income by Tenure (2006-2008)

Source: American Community Survey



Due to the prevalence of renters, the economic divide that often separates renters from homeowners has been somewhat less obvious in Salem than in communities with very high rates of homeownership. However, this appears to be changing. According to Census 2000, the median homeowner household income in Salem was 1.94 times that of the city's renter households, but by 2008, the ratio had increased to 2.36.¹² Growth in the city's homeownership rate has changed the economic relationship between homeowners and renters. Notably, the median homeowner income in Salem increased 35.8 percent between 2000 and 2008, but the median income for renters increased 11.7 percent during the same time, *not* adjusted for inflation.¹³

Income differences between homeowners and renters often serve as a surrogate for differences in household type, with married-couple families (with or without children) constituting a majority of homeowners, and other household types – single-parent families, non-family households, and single people living alone – representing a majority of renters. While this is generally true in Salem, the distribution of household types in owner- and renter-occupied housing units is changing. In 2000, married-couple families comprised 57.4 percent of all owner-occupant households; today, they account for 53.6 percent. Non-family households represented just over 30 percent of all homeowners in 2000, but now they represent 36 percent. Concurrent with these shifts, female-headed households are less likely to own a home today than in 2000, for the percentage of homeowners comprised of single-parent families headed by women has decreased from 8.2 (701 households) percent to 6.9 percent (676 households).¹⁴

¹² See also, Bluestone, Billingham, and Herrmann, *The Greater Boston Housing Report Card 2009*, prepared for The Boston Foundation and Citizens Housing and Planning Association (October 2009), 8.

¹³ ACS 2006-2008 Three-Year Estimates, "B25119: Median Household Income in the Past 12 Months by Tenure," and Census 2000, Summary File 3, "HCT12: Median Household Income in 1999 by Tenure."

¹⁴ ACS 2006-2008 Three-Year Estimates, "B11012: Household Type by Tenure," and Census 2000, Summary File 3, "HCT1: Tenure by Household Type and Presence and Age of Own Children."

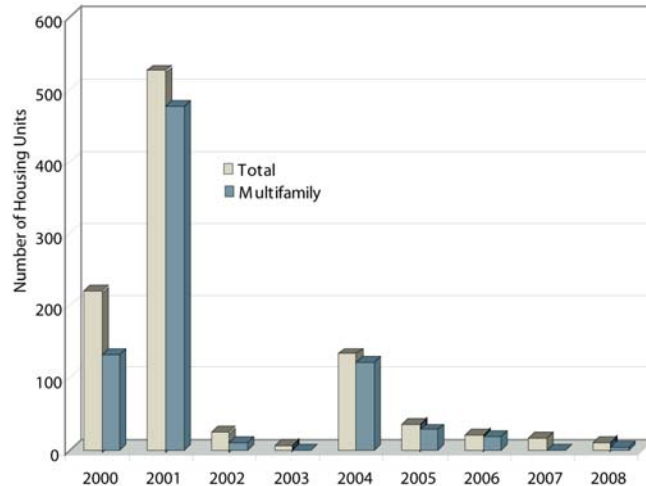
III.B-1. Housing Supply, Demand & Affordability: 2000-2008

Salem's housing inventory is growing slowly. In 2002, the Metropolitan Area Planning Council (MAPC) prepared a buildout study for Salem and found that under then-current zoning, the city's housing inventory could grow by about 1,200 more units, assuming a combination of new construction and intensification of existing residential uses (infill development).¹⁵ In fact, a majority of the housing development occurring in Salem today consists of redevelopment and reuse of older properties, including some conversion of nonresidential properties.

Under peak market conditions a few years ago, Salem attracted interest in housing development and the city's condominium inventory began to grow. According to a building permits database maintained by the Bureau of the Census, Salem issued new construction building permits for 228 buildings with a combined total of 954 housing units between 2000 and 2008.¹⁶ The number of owner-occupied units increased 14.1 percent between 2000 and 2008 while renter-occupied units decreased by approximately 12.2 percent. Salem's 1,215 new homeowners had purchased not only new or recycled for-sale units, but also

Residential Building Permits (2000-2008)

Source: Bureau of the Census



rental units converted to condominiums. Echoing trends throughout the state and the nation, however, Salem has witnessed a significant increase in housing vacancies. By 2008, the number of vacant housing units had reportedly increased by 74%, from 683 to 1,191, since 2000.¹⁷

III.B-2. Physical Characteristics of Housing

Salem's housing is overwhelmingly composed of two-family and multi-family dwellings. While traditional single-family home developments exist throughout the city's south and west sides and in pockets on the north, much older neighborhoods with mixed residential uses extend along and between Salem's main roads and around the historic center. The city's development pattern is oriented toward the waterfront, so it is not surprising to find that some areas support a much higher density of land use and also house a majority of Salem's lower-income households. The diversity of Salem's housing stock goes hand-in-hand with its population diversity.

¹⁵ Commonwealth of Massachusetts Executive Office of Environmental Affairs, "Community Data Profile: Salem," Community Preservation Initiative <<http://commpres.env.state.ma.us/>>.

¹⁶ Bureau of the Census, Building Permits [Online Database], Manufacturing, Mining, and Construction Statistics, www.census.gov/construction/permitsindex.html.

¹⁷ American Community Survey (ACS) 2006-2008 Three-Year Estimates and Census 2000, Summary File 1 H5 Vacancy Status."

Salem's owner-occupied housing units tend to be fairly small, which correlates with the types, density, and age of its housing. Fifty-three percent 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 5.9. The median number of rooms in owner-occupied housing in Essex County is 6.5, and even in most of the urbanized communities around Salem, the median is 6.3 rooms. The renter-occupied housing units in Salem are very similar to the sub-region's: a median of 4.1 rooms per unit. This is consistent with the size profile of rental units throughout Essex County and the state as well. Less than 20 percent of all renter-occupied units in Salem are suitable for families (three or more bedrooms), which is relatively high for the sub-region but low for the Boston metropolitan area.¹⁸

Table 3-3
Salem Housing Inventory by Age and Tenure of Housing Units (Estimated)

Year Built	Total Units	Owner-Occupied		Renter-Occupied	
		Total	%	Total	%
2005 or later	216	16	0.2%	185	2.4%
2000-2004	848	221	2.3%	570	7.3%
1990-1999	945	659	6.7%	286	3.7%
1980- 1989	1,899	1,522	15.5%	315	4.0%
1970- 1979	1,230	404	4.1%	799	10.2%
1960- 1969	1,132	668	6.8%	436	5.6%
1950- 1959	1,220	656	6.7%	526	6.7%
1940- 1949	863	416	4.2%	399	5.1%
Pre-1940	10,457	5,247	53.5%	4,294	55.0%
Total	18,810	9,809	100.0%	7,810	100.0%

Source: ACS 2006-2008 3-Year Estimates, "Table B25034. Year Structure Built" and "Table B25036. Tenure by Year Structure Built."

As the state's second oldest city, Salem has a large inventory of historically significant buildings, including some 4,000 that have been documented.¹⁹ The ACS estimates that 54.2 percent of all occupied units in the city were built before 1940 and about 11 percent were built between 1990 and 2008. Salem experienced a relatively slow rate of rental development just before and during the 1990s, when the city gained 3.6 homeownership units for every one-unit increase in rental housing. The same condition existed throughout Eastern Massachusetts as "Baby Boomer" household formation rates accelerated and the "Echo Boomers" reached school age. Housing demand skyrocketed, especially demand for single-family homes, and the market responded in kind. Since 2000, rental production has outpaced homeownership, as suggested by the data in Table 3-3, but the homeownership rate has continued to rise, in part due to conversions of multi-family rental housing to condominiums. By 2008, the homeownership rate had reached an estimated 55.7 percent, up from 49.1 percent in 2000. It appears that in 2008, older units comprised a disproportionately large share of all vacancies in the city, as was the case in 2000.

¹⁸ ACS Three-Year Estimates 2006-2008, "B25021: Median Number of Rooms by Tenure" and "B25042: Tenure by Bedrooms."

¹⁹ Massachusetts Historical Commission, Massachusetts Cultural Resource Information System (MACRIS), last updated January 4, 2010.

III.B-2.1. Financial Characteristics of Housing

Homeownership. Salem offers more affordability than most of the North Shore, including all but one of the surrounding communities, but it is not a weak-market city. Until the housing market began to falter nationally in 2006, single-family sale prices in Salem had been rising steadily since 2000 at an average annual rate of about 11 percent (not adjusted for inflation), with a 4± percent turnover rate per year in the single-family inventory. Similarly, condominium prices increased 10 percent per year, on average, while 13 to 14 percent of the total inventory cycled through the market.²⁰

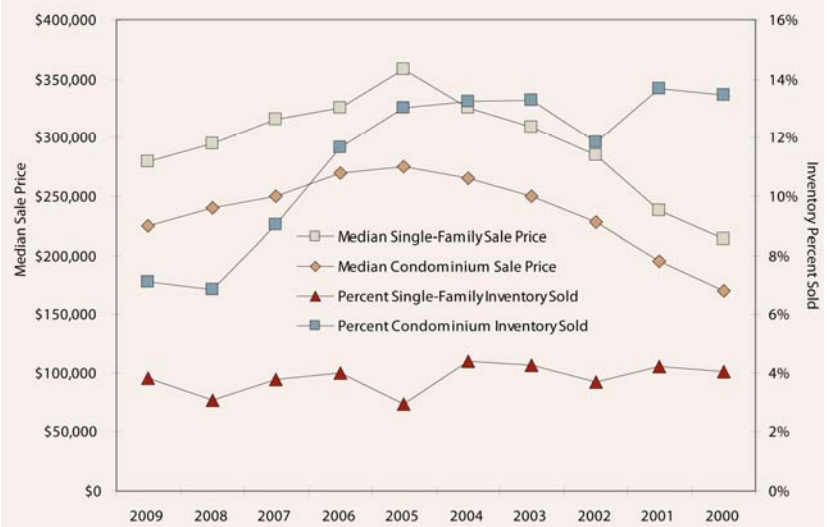
Salem's seemingly strong market conditions mirrored trends throughout the Boston area, but these conditions changed abruptly in 2006 as foreclosures began to spiral out of control. While Salem has experienced a sharp drop in housing sale prices since 2005, the rate of decline is fairly consistent with that of other Eastern Massachusetts cities. Today, the average value of a single-family home in Salem is \$311,918: on par with neighboring Peabody and lower than the average single-family home value in most nearby communities. Although home values vary quite a bit throughout Salem, the lowest-value single-family homes tend to be found in subdivisions constructed during the 1950s and early 1960s while the highest values are concentrated around the historic center and in pockets along the coast (see Median Housing Values map in Appendix).

Massachusetts homeowners are accustomed to paying a large share of their income on housing, and this applies in Salem, too. According to the ACS, the combined cost of a mortgage payment, taxes, and insurance exceeds 30

percent of gross monthly income for 43 percent of Salem's homeowners and 50 percent of gross monthly income for 16 percent of its homeowners. Today, the median homeowner housing cost in Salem is 28 percent of gross monthly income – up from 23 percent in 2000. The change appears to be due, in part, to an increase in second mortgages and home equity loans. From 2000 to 2008, the share of homeowners with both a first and second mortgage rose from 21 to 29.5 percent.²¹

Single-Family Home and Condominium Sales in Salem (2000-2008)

Source: The Warren Group



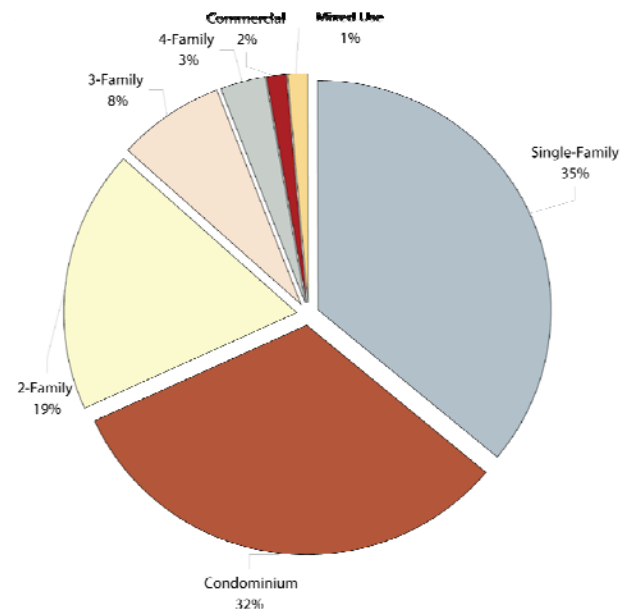
²⁰ The Warren Group, Median Sale Prices and Total Sales: Salem, Massachusetts, user-defined query at Town Stats, www.thewarrengroup.com, and Massachusetts Department of Revenue (DOR), "Average Single-Family Tax Bill" and "Parcels by Use Class," Municipal Data Bank, www.dls.state.ma.us/mdm.htm.

²¹ ACS Three-Year Estimates 2006-2008, "B25081. Mortgage Status," and Census 2000, Summary File 3, "H80. Mortgage Status."

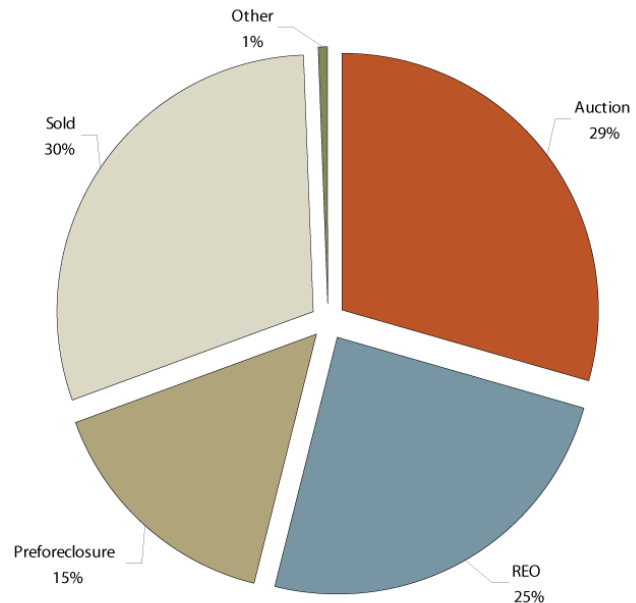
Mortgage Foreclosures. Salem has not been immune to the national foreclosure crisis. According to published sources, Salem is one of the top thirty communities in Massachusetts for foreclosure rate.²² Since 2006, mortgage foreclosures have been initiated against more than 300 properties in Salem, and over one-third are single-family homes (see Mortgage Foreclosures map in Appendix). Unlike other Essex County cities where multi-family foreclosures have been more common, in Salem the vast majority of foreclosures have involved owner-occupied single-family homes, condominiums, and two-family homes. Like most communities, however, Salem has seen a majority of its mortgage foreclosures carried out by a cadre of subprime lenders: Deutsche Bank, Country Wide, U.S. Bank, Wells Fargo, GMAC Mortgage, CitiMortgage, Chase, Household Finance, and Washington Mutual Bank, as well as Mortgage Electronic Registration System (MERS),²³ which acts as the mortgagee of record for many of the nation's major lenders and holds an estimated 60 million securitized mortgages in the United States.

Subprime mortgage lending began in the mid-1980s as an outgrowth of federal laws that brought all banks under Federal Reserve requirements and phased out caps on depository interest rates, paved the way for variable mortgage interest rates, and made mortgage debt more attractive than ever for tax purposes. While generally regarded as the villain in the nation's present foreclosure crisis, not long ago, the subprime industry was seen as playing an important role in making homeownership possible for households that did not qualify for a

Mortgage Foreclosures by Property Type (2006-2009)
Source: The Warren Group and Realty Trak, as reported by Salem DPCD.



Status of Mortgage Foreclosure Actions as of October 2009
Source: The Warren Group and Realty Trak, as reported by Salem DPCD.



²² Massachusetts Department of Housing and Community Development, and ForeclosuresMass, www.foreclosuresmass.com.

²³ Salem Department of Planning and Community Development, "Salem Master Foreclosure Tracking," (database) October 26, 2009; and The Warren Group, Distressed Properties, Salem, Massachusetts, 2007-2009, user-defined query, Real Estate Records Search (database).

conventional mortgage. Since subprime loans usually involved a high-credit-risk clientele, they also involved higher repayment costs and other mechanisms to reduce lender risks associated with very high loan-to-value ratios and early loan terminations caused by foreclosure, e.g., the prepayment penalties that eventually triggered predatory lending laws. After 2000, the subprime market experienced significant growth in a period that coincided with rapid, high appreciation in home values. In addition, subprime lenders financed an increasingly large share of so-called cash-out loans, which enable borrowers to tap the equity in their homes for consumer spending, debt consolidation, and other needs.

Today, the impetus for residential foreclosures is shifting away from subprime lending toward the inability of families to pay for housing due to unemployment. As of November 2009, the unemployment rate in Salem was 8.6 percent – just shy of the statewide unemployment rate, 8.8 percent. Salem’s current unemployment rate represents a significant increase since 2000, when only 2.5 percent of the city’s labor force was without a job, compared with 2.6 percent statewide.²⁴

Rental Housing. Market rents in Salem are high relative to the incomes of many renter households, but compared with other communities in the sub-region, Salem’s median gross rent falls roughly in the middle, with apartments in Danvers commanding the highest rents and apartments in Lynn, the lowest. In 2008 dollars, Salem’s median gross rent of \$1,075 represented 31.4 percent of monthly household income, on average, between 2006 and 2008. This snapshot indicates that Salem is fairly affordable in comparison with the surrounding region, for in most communities nearby, the median gross rent represents a larger percentage of household income. Still, it is important to note that in 2000, the median gross rent represented just 25.3 percent of the monthly gross income of Salem’s rental households.²⁵ As previously noted, the median renter household income has increased 11.4 percent since 2000. However, the median gross rent has increased by 52.5 percent.²⁶

Conditions in Salem echo what has happened in the Boston metro apartment market during the past decade.²⁷ The demand for rental housing has intensified, due in part to the foreclosure crisis and tighter mortgage lending requirements. The rental market is not as “soft” as it was five years ago, and vacancies are currently down, though they have fluctuated somewhat since 2006. Approximately 5 percent of Salem’s 8,239-unit rental housing inventory was vacant in 2008, but about one-third of the vacant apartments had already been rented to incoming tenants.²⁸ Renters who would have moved up to homeownership mid-decade are remaining in apartments longer, and homeowners who lost their homes to foreclosure have moved into rental units. Examining the median gross rent data in detail, in Salem today, just over half of all renters spend more than 30 percent of their monthly income on rent and utilities, but a staggering 26 percent pay more than 50 percent of their income on

²⁴ Massachusetts Department of Revenue, “Labor Force and Unemployment, 1990-2009,” Municipal Data Bank.

²⁵ ACS Three-Year Estimates 2006-2008, “B25071. Median Gross Rent as a Percentage of Household Income in the Past 12 Months,” and Census 2000, Summary File 3, “H70. Median Gross Rent as a Percentage of Household Income in 1999.”

²⁶ ACS Three-Year Estimates 2006-2008, “S2503. Financial Characteristics,” and Census 2000, Summary File 3, “HCT 12. Median Household Income in 1999 by Tenure.”

²⁷ *Greater Boston Housing Report Card 2009*, 52-53.

²⁸ ACS Three-Year Estimates 2006-2008, “B25004. Vacancy Status.”

housing costs compared with 16 percent in 2000.²⁹ While many of Salem's rental units are affordable by definition, they are not affordable to many of Salem's households.

Table 3-4 compares HUD Fair Market Rents in the Boston HUD-Metro Area with market rents in Salem.

Table 3-4
Market Rents in Salem, 2009-2010

Source of Information	0-Bedroom/ Efficiency	Rents by Number of Bedrooms in Unit			
		1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom
2009 HUD FMR	\$1,080	\$1,146	\$1,345	\$1,609	\$1,767
2010 HUD FMR	\$1,090	\$1,156	\$1,357	\$1,623	\$1,783
SHA Rent Reasonableness Study*	NA	\$1,061	\$1,250	\$1,440	\$1,830
Salem Evening News**	NA	\$800-925	\$1050-1,200	\$1,300-1395	\$1,395

Notes:

*Salem Housing Authority, October 1, 2009. The rents reflect a composite average, based on 1) a review of apartments for advertised for rent between February-July 2009, 2) SHA subsidized rents under existing HAP contracts and 3) a survey of local real estate offices with rental listings. Advertised/listed asking rents adjusted to include utility costs.

**For Salem Evening News, rents are based on a survey of classified advertisements on November 25, 2009 (www.classifiednorth.com). While most 1 BR & 3 BR rents include heat and/or hot water, most of the 2-BR and 4-BR rents included no utilities. Based on the advertisements, most units appear to be in smaller multi-family buildings.

III.C. Existing Public and Subsidized Housing

Massachusetts has made low- or moderate-income housing a state priority for several decades. When less than 10 percent of a community's year-round housing units are subsidized and protected by affordable housing deed restrictions, M.G.L. c. 40B §§ 20-23 ("Chapter 40B") supersedes zoning and other local regulations that make affordable housing uneconomic to build. Chapter 40B consolidates the permitting process for affordable housing by combining all local approvals in a single "comprehensive permit." However, affordable housing does not have to be constructed under a comprehensive permit in order to qualify for listing in the Chapter 40B Subsidized Housing Inventory, which is the state's official roster of Chapter 40B-approved units. In Salem, 84 properties with a combined total of 2,342 units, or 12.9 percent of the city's housing stock, qualify for the Chapter 40B Subsidized Housing Inventory.³⁰ None of these units have required a comprehensive permit because they complied with the City's zoning or they were created under an urban renewal plan. Salem also has CDBG- and HOME-assisted units on the Subsidized Housing Inventory. The Chapter 40B-approved unit count includes both market and affordable rental units in housing developments with at least 20 percent affordable units. Thus, to reach an accurate count of affordable units, the market units must be excluded. When this is done, Salem has approximately 1,785

²⁹ ACS Three-Year Estimates 2006-2008, "B25070. Gross Rent as a Percentage of Household Income in the Past 12 Months," and Census 2000, Summary File 3, "H69. Gross Rent as a Percentage of Household Income in 1999."

³⁰ Department of Housing and Community Development Chapter 40B Subsidized Housing Inventory, December 2, 2009.

subsidized rental units or 22.9 percent of all renter-occupied units in the city. However, Salem's Subsidized Housing Inventory includes only 85 affordable homeownership units.³¹

Despite Chapter 40B, only 52 cities and towns in Massachusetts have reached or exceeded the 10 percent statutory minimum. Salem is one of them. Under the state's Chapter 40B regulations and administrative policies, the following standards determine eligibility for the Subsidized Housing Inventory:

1. The units must be subsidized by a state or federal housing program, except that non-subsidized affordable units also qualify if they are subject to a long-term deed restriction, sold or rented under a state-approved affirmative marketing plan, and monitored annually.
2. At least 25 percent of the units in a qualifying development must be affordable to households at or below 80 percent of area median income (AMI). Rental developments with 20 percent affordable units also qualify if the units are affordable to very-low-income households (below 50 percent AMI).
3. For homeownership developments, the Subsidized Housing Inventory includes only the affordable units.
4. For qualifying mixed-income rental developments, the Subsidized Housing Inventory includes both affordable and market-rate units.
5. In all cases, affordable units must be protected by a regulatory agreement and a long-term deed restriction that runs with the land and is enforceable by local authorities and the state.

Salem has subsidized rental housing throughout the city. Although most subsidized units are located in the neighborhoods north of Boston Street, there are rental developments near the hospitals, Highland Park, the Swampscott line, and Palmer Cove (see Subsidized Housing Inventory map in Appendix). For several decades, the City, the Salem Housing Authority (SHA), and non-profit organizations have sought to provide permanently affordable housing. The SHA began to develop affordable housing in the 1950s and currently administers 1,088 Section 8 vouchers.³² Further, the Salem Department of Planning and Community Development (DPCD) has administered many programs for first-time homebuyers and lower-income homeowners. The City has made housing rehabilitation assistance available to small investor-owners if they agree to keep their units affordable. In addition, the City has provided funding for affordable housing development. Its leading non-profit development partner, Salem Harbor CDC, has been working to develop and maintain affordable housing units since 1979, primarily in the Point neighborhood. Finally, private non-profit and for-profit companies own and manage a substantial inventory of mixed-income and affordable units throughout Salem.

³¹ Telephone and E-mail interviews conducted by Community Opportunities Group, Inc. in December 2009 to owners and managers of rental units listed in the Department of Housing and Community Development Chapter 40B Subsidized Housing Inventory, December 2, 2009.

³² Note: Section 8 voucher holders occupy some of the units on the Chapter 40B Subsidized Housing Inventory, so there is a degree of overlap.

III.C-1. Subsidized Rental Properties

III.C-1.1. Public Housing

The SHA currently owns and maintains seventeen developments with a total of 706 rental units, and nine scattered-site units in one- and two-unit buildings (see Table 3-5). The SHA's portfolio includes both federal and state public housing developments. 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 (676 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.

The SHA currently has no plans to develop new units. Its priority is to ensure that all of its existing apartments are "safe and secure." The SHA routinely plans for moderate rehabilitation projects as funding becomes available and as the needs of the properties demand it.

The SHA's ability to serve its clientele is challenged by several factors, including:

- ▶ **Elderly Housing.** The waiting list for elderly housing ranges from six months to a year. The wait for units has increased since 2005, when it ranged from three to six months. The increase comes despite Salem's 10 percent decrease in elderly households since 2000. Concerns were expressed at the Council on Aging focus group regarding the size of units that are available in elderly housing developments. Most units have one bedroom, while a growing number of elderly households need two bedrooms for medical reasons.
- ▶ **Family Housing.** The waiting list for family housing is at least one year, and the wait for Section 8 vouchers is up to five years. The SHA purges its waiting lists for state and federal public housing every three years.
- ▶ **Section 8 Voucher Program.** The only additional Section 8 vouchers issued to Salem since 2005 were designated for Loring Towers. The wait for a voucher is up to five years; the wait period for a local-preference household is approximately one year.

Table 3-5
Public Housing Owned and Managed by Salem Housing Authority

		Total	Number of Bedrooms				
Development	Address	Units	SRO	1	2	3	4
I.ELDERLY							
State Elderly							
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 Elderly							
Stephen Zisson	290 Essex Street	14		14			
Power Block	5 Barton Square	16		16			
Elderly Total		495	16	479			
II. FAMILY							
State Family							
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 St.	33 Park Street	6					
	26 Prince Street						
	117 Congress St	8					
Farrell Court	17, 19, 21 Farrell Ct.	12			6	6	
Federal Family							
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.

III.C-2. Other Subsidized Housing

The Salem Harbor CDC was established thirty years ago to address housing concerns in the Point neighborhood. Today, the CDC owns and maintains a total of 163 rental housing units in 24

buildings, as shown in Table 3-6.³³ This includes Salem Point Limited Partnership (77 units), a scattered-site cooperative jointly owned with the tenants. Fifteen of the 163 units have been added since 2005 due to the conversion of Palmer Cove Condominiums to Palmer Cove Apartments. All but 17 units in the CDC's portfolio are subsidized and in most cases, they are affordable to households at or below 60 percent AMI.

Table 3-6

Subsidized Housing Owned and Managed by Salem Harbor CDC (Salem Property Managers, Inc.)

Characteristic	Number of Bedrooms					Total Units
	1	2	3	4	5	
Number of Units	20	67	71	4	1	163
Average Rent Range	\$589-\$650	750-950	\$950-\$1,250	1,250-1,550	\$1,764	N/A

Source: Salem Harbor CDC.

Approximately 49 percent of the CDC's tenants have Section 8 vouchers. Their household income may not exceed 50 percent AMI, and the tenants pay 30 percent of their monthly income for rent and utilities. However, the CDC estimates that most of its own Section 8 voucher holders and others living in CDC-owned units have incomes below 30 percent AMI.³⁴

Several issues affect the CDC's ability to assist low- and moderate-income residents:

- **Qualifying Applicants.** The CDC maintains a waiting list, but it is challenging to provide an accurate count of the applicants at any given time because the population is transient and difficult to contact once units are available. In addition, qualifying the applicants is challenging because they often have problems with credit or other issues that lead to disqualification. The leasing staff relies heavily on the SHA's waiting list and Massachusetts NAHRO's Centralized Section 8 Waiting List for prospective tenants.
- **Development Opportunities.** Non-profit development organizations such as the Salem Harbor CDC (which is also a CHDO under the HOME Program) depend on access to federal and state subsidies to provide affordable housing. Reductions in state and federal housing programs will severely limit new rental development. Readily accessible, low-cost financing is critical to the CDC's work by enabling the organization to respond quickly to market opportunities. The trend toward consolidation of CDCs may help North Shore non-profits to flourish.
- **Organizational Changes.** CDC's throughout Massachusetts have been affected by the economy and other factors in ways that may require that organizations consolidate and reorganize in order to serve communities better in the future. Salem Harbor CDC has not been immune from this. The CDC is currently in talks with Beverly Affordable Housing Coalition regarding how the two organizations may work or join together in the future in a way that will ensure that both communities have a strong and healthy local CDC for the future.

³³ The Department of Housing and Community Development's Chapter 40B Subsidized Housing Inventory includes 161 rental units owned by Salem Harbor CDC. Two commercial units have been converted to residential uses, but these units have not been added to the Subsidized Housing Inventory.

³⁴ Jason Pina, Senior Property Manager, Salem Harbor CDC interviews conducted November 17, 2009 and December 15, 2009.

Preservation of Existing Affordable Housing. One of Salem Harbor CDC's top priorities is to help preserve existing affordable housing in Salem. To that end, the City has previously provided multiple-year HOME funding to make the improvements to the CDC's rental units.

- In addition to the Salem Harbor CDC's housing, Salem has several private rental developments that include or are exclusively comprised of affordable units. Table 3-7 lists all private developments on the Subsidized Housing Inventory by location, number of units, number of affordable units, and the expiration dates for existing subsidies, as reported by the Massachusetts Department of Housing and Community Development (DHCD).

Table 3-7
Other Affordable and Mixed-Income Rental Developments in Salem

Project Name & Address	Owner	Total Units	Affordable Units	Subsidy Source	Use Expires
Fairweather Apts. 40R Highland Ave.	POAH	124	80	HUD	2025
Fed & Boston St. 191-193 Federal; 36-38 Boston St.	Thom Bubier & A. Perkins	24	6	MHP	2015
Lafayette Apts. 8-10, 12, 24 Peabody St., 34 Prince St.; 51-53 Palmer St.; 100 Congress St., 100 Lafayette St.	SHCDC	59	59	DHCD	2036
HES Housing I 403-405 ½ Essex St.	Health & Educational Housing Services, Inc.	9	3	DHCD	2037
Loring Towers 1000 Loring Ave.	Loring Towers Associates	250	250	MassHousing	2016
Lynch Street 10-14 Lynch	Ray & Tom Falite	11	11	MHP	2017
Princeton Crossing Apts. 12 Heritage	Princeton Group	358	76	MassHousing	2017
Pequot Highlands 10, 12 First St.	Winn Management	250	150	DHCD, MassHousing	Perpetual
Salem Heights 12 Pope St.	POAH	285	255	Mixed	2018
Palmer Street 68-72 Palmer St.	V and V Nominee Trust	10	4	MHP	2020
Salem Point Ltd. Partnership 64 Harbor/Peabody/ Ward	SHCDC	77	77	DHCD	2091
104 Lafayette St.	SHCDC	10	10	DHCD	2031
Palmer Cove Apts. 50 Palmer St.	SHCDC	15	15	DHCD	2020
Residential Options 20 Central Ave., 1 Washington	Residential Options, Inc.	3	3	HUD & EOHHS	2041
DMR Group Homes (Confidential)	DMR	71	71	DMR	NA

Sources: MassHousing, MHP Fund, DHCD.

Salem recognizes the importance of monitoring affordable housing expiration dates because the City won a precedent-setting court case against the former owner of Salem Heights to keep the complex

affordable. In 2003, the City reached an agreement with the new owner, P.O.A.H, a non-profit organization, to keep 255 of the 283 apartments at Salem Heights rented at affordable rates through 2018. Similarly, P.O.A.H. has acquired Fairweather Apartments and will preserve affordability for eighty of the units through project-based vouchers under a HAP agreement that expires at the end of 2025.³⁵ In addition, Caritas Communities, Inc., acquired the Lincoln Hotel in 2004 and preserved 63 affordable units, all with project-based Section 8 vouchers. According to Caritas Executive Director Mark Winkeller, the original tax credits subsidy has expired, but agreements with CEDAC and other investing partners require affordability to be maintained for at least another ten years.³⁶

III.C-3. New Affordable Housing Development

Through efforts by the City, the Salem Redevelopment Authority (SRA), and the community, the historic home at 18 Crombie Street was redeveloped as an affordable unit. In FY 2007, Habitat for Humanity won a preservation award for converting the property to a homeownership unit for a low- or moderate-income family. In addition, the City provided CDBG and HOME funds to Habitat for Humanity in order to assist in the development of two affordable units at 1 Harrison Avenue. The City also provided financial assistance to the Salem Harbor CDC for the development of Palmer Cove Condominiums affordable to first-time homebuyers, but the 15 units reached the market at the height of the recession and they have been converted to affordable rental apartments.

The Boston Archdiocese's Planning Office for Urban Affairs (POUA) is the lead developer for the St. Joseph's Church site on Lafayette Street. The project plans include approximately 45 units of newly constructed affordable family housing (1, 2, and 3 bedroom units), with 18,000 square feet of first floor commercial space in the same building. Another 20 units of elderly housing are planned the former school building. A later stage of development will restore the rectory building, although the final use for that building is not determined.

The City has committed \$300,000 of CDBG/HOME funds towards the re-development project. In addition, \$1 Million in PWED funds has been allocated for traffic and infrastructure improvements to the adjacent intersection. These funds were leveraged by and will benefit the St. Joseph's Redevelopment. Other funding sources for the project include funds from the North Shore HOME Consortium, a grant plus permanent financing from Massachusetts Housing Partnership, funds from the Federal Home Loan Bank, and Low Income Housing Tax Credits. An application for Section 202 Elderly Housing is pending at HUD for the elderly units.

Several state and quasi-public agencies offer financing for affordable housing developers. The Massachusetts Housing Partnership Fund (MHP Fund), MassHousing, the Massachusetts Housing Investment Corporation (MHIC), and MassDevelopment are quasi-public lenders that offer acquisition, construction, and permanent financing for affordable housing development. MHIC has organized a coalition of lenders to help non-profit development organizations acquire and redevelop churches closed by the Boston Catholic Archdiocese. The Commonwealth also offers grant and loan funds through DHCD, as well as tax credits for qualified affordable housing projects, but recently the

³⁵ Alexandra Dailey, Manager of Assets, POAH, by email, December 9 and 11, 2009. Note: the total number of rental units reported by the owner and the DHCD Chapter 40B Subsidized Housing Inventory (SHI) are at variance. Table 3-X reports SHI figures.

³⁶ Telephone interview with Mark Winkeller, Caritas Communities, November 20, 2009. Note: the Lincoln Hotel is not listed in the SHI and therefore does not appear in Table 3-X.

tax credits have been a less valuable tool due to the economy. Private lenders have been willing to invest in affordable housing, too, in part to meet Community Reinvestment Act (CRA) obligations.

III.C-4. Affordable Homeownership Assistance

Through its First-Time Homebuyer Downpayment Assistance Program, Salem provides homeownership assistance to low- and moderate-income households. The DPCD has assisted approximately 20 households per year with CDBG funds. When the owners of 289-293 Essex Street were converting 53 apartments into market-rate condominiums in 2004, the Mayor entered into an agreement with them to offer 10 of the units to low- to moderate-income first-time homebuyers.

Facilities for Homeless and Special Needs Populations. Social service organizations on the North Shore are organized into a Continuum of Care. 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.”³⁷ 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. Salem is part of the Continuum of Care Alliance under the aegis of the North Shore HOME Consortium, lead 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 Salem’s region serve people throughout Essex County, not just the 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.³⁸

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.

³⁷ 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>>.

³⁸ All information in this section provided by the North Shore HOME Consortium, 2009 Continuum of Care Application, 19 November 2009 and phone interviews with Mark Cote, Executive Director, Salem Mission and Laura MacNeil, Deputy Director of Client Services, NASCAP

III.C-5. Homeless Facilities and Services in Salem

Emergency Shelter for Individuals in Salem. Lifebridge, formerly the Salem Mission, is dedicated to helping people meet their basic needs.³⁹ The organization has operated as a non-profit for more than 25 years, first as a faith-based “initiative arm” of the United Church of Christ and more recently as a non-profit with no church affiliation. Lifebridge offers three services: a community meals program, an emergency shelter, and community day services. People are referred to Lifebridge by word of mouth, other social service agencies, or the Department of Transitional Assistance, which has a local office in Salem. The shelter is a “dry” facility (for those not currently consuming drugs or alcohol) open 24 hours a day to homeless individuals 18 years of age and older. The shelter has 34 permanent year-round emergency beds (24 for men and 10 for women) with an additional 18 seasonal beds during the winter (12 for men and six for women). For the past several years Lifebridge has been at or over capacity year-round, not just in the winter. Because of an area-wide shortage of beds, there is a reluctance to turn people away, and the staff tries to house as many people as is reasonable, even if some people must sit in the cafeteria for the night.

Their mission is to provide emergency and permanent housing options, and ultimately to place homeless individuals in permanent housing. To that end, in addition to emergency beds, Lifebridge’s Seeds of Hope Campus now includes 22 congregate units of permanent supportive housing. These units share kitchen and bath facilities. Eighteen of the units are subsidized. In the past 18 months, Lifebridge has successfully placed 90 homeless individuals into permanent housing, placing as many as possible in housing on their Seeds of Hope Campus.

Lifebridge hopes to add an additional twenty studio units to the campus. The project is in pre-development.

Services provided at Lifebridge address people’s medical, supportive service and other needs. Nursing students from Salem State College assist homeless individuals with frostbite care at the shelter as part of their training. Partners Home Care provides medical care to homeless persons. Lifebridge also directly provides supportive services to the homeless such as case management, mental health care, and substance abuse treatment. Also, Lifebridge acts as a clearinghouse, referring people to other area service providers such as the Career Center at Salem State College, the Salvation Army, Healing Abuse Working for Change (HAWC) and North Shore Community Action Programs. In addition, the Salem Mission employs a CDBG-funded outreach street advocate who patrols downtown Salem to engage homeless persons on the street and encourage them to access available services. The advocate also helps educate the community about homeless issues.

Regional Facilities for Individuals. The Lynn Shelter Association (LSA) at 100 Willow Street in Lynn operates the Lynn Emergency Shelter for individuals. From November 2008 to November 2009, 674 individuals stayed at the shelter, with the average length of stay being sixty days, when transition to

³⁹Unless otherwise noted, all information provided by Mark Cote, Executive Director, Salem Mission, interview, November 13, 2009.

other housing was possible; the average rose to ninety or more days if housing was not available. The facility has 44 permanent adult beds and another five adult elderly. The shelter's clients are approximately one-third women and two-thirds men. The number of beds rises to approximately seventy to ninety during the winter months. Lynn's emergency shelter has a nightly overflow of 115 percent during the summer, to as high as 200 percent of their permanent capacity during the winter. Shelter staff are very reluctant to turn away individuals, particularly in the winter months, and although the shelter is no longer a "wet" facility, bases the acceptance of individuals on individual behavior. The shelter refers homeless persons to other area shelters, including Lifebridge and occasionally Pine Street Inn in Boston.

The goal at the Lynn Emergency Shelter is to encourage placement of individuals in transitional or permanent housing, with or without services, depending upon the individual need. In the same time-period of November 2008 to November 2009, the Shelter moved 60 individuals into other housing, including 25 units in the greater North Shore community and 35 into housing options that the LSA operates.

The transitional, semi-permanent and permanent housing facilities that LSA operates include a six month In-Program facility for 15 individuals, a SRO facility for 35 chronically homeless and disabled individuals, 20 units of semi-permanent SRO housing for veterans, group homes that accommodate 15 individuals with chronic alcohol problems and 14 units of transitional housing for individuals. Their success rate in having individuals move from their programs and facilities to housing in the community has been moderately successful, even in this difficult housing market.

Emergency Shelter for Families in Salem. Healing Abuse Working for Change (HAWC), Salem's emergency shelter for families fleeing domestic violence, shelters up to seven adult and twelve children at a given time. Adults complete a three-month program before moving to transitional housing. In some cases, they may stay longer than three months if no other housing options are available. While staying at the shelter, clients receive help with parenting and life skills and building self-esteem. In 2008, the shelter served 54 adults and 38 children. HAWC provides a wide range of services including a 24-hour crisis hotline, counseling for women and play therapy groups for children. HAWC has outreach offices in Salem as well as Lynn, Beverly, Gloucester and Ipswich. In 2008, 972 individuals received counseling and support services and 2,216 received court advocacy (restraining order assistance). In addition, HAWC collaborates with the North Shore Medical Center to provide services for patients who suffer from domestic abuse.⁴⁰

Regional Facilities for Families. Salem's homeless families are served by organizations in Lynn and Peabody, including North Shore Community Action Program (NSCAP) based in Peabody. NSCAP provides scattered-site family emergency shelter. It leases apartments in Salem to families and pays the rent and utilities. Families are referred to the program by the Department of Transitional Assistance. Also, Citizens for Adequate Housing, Inc. (CAHI) in Peabody, provides emergency shelter and services for up to six homeless families and another four transitional units for families through its Inn Between program. CAHI also operates Inn-Transition, a six-month sober-living transitional housing facility, offering eight units for families with substance abuse issues along with mental health problems. The facility offers parenting and basic living skills training. The CAB Health and Recovery Services manages Spiritus House for women who are victims of domestic violence with

⁴⁰ Healing Abuse Working for Change (HAWC) Annual Report, 2008.

substance abuse problems. The facility can accommodate ten women and their children.⁴¹ CAB also 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 five family shelter units.⁴²

III.C-6. Special Needs Facilities and Services

Transitional & Permanent Housing for Persons Living With HIV/AIDS. Service providers continue to identify the lack of available housing as a major barrier for persons living with HIV/AIDS. There has been a reduction in the number of programs within larger charities that specifically focus on housing support for persons with HIV/AIDS, and those agencies that remain are dealing with growing waiting lists and smaller staff resources providing services.⁴³ Essex County has just two permanent supportive housing facilities: Serenity Supportive Housing in Topsfield, with 12 beds for single men and women (of which only three are for women) and Corpus Cristi Residence (eight beds for single men and women)/Bethany House (accommodating two families) in Lawrence. Bethany House's two units represent the only permanent housing facilities in Essex County for *families* with HIV or AIDS. Turnover at those units is rare; and according to Emily Levine of The Strongest Link, there are essentially no HIV/AIDS-specific housing referral options for families. North Shore Community Action Program (NSCAP) partners with Bay State Supportive Housing Alliance, JRI Assisted Living Program and other state-wide resources to offer scattered-site housing for men, women and children. NSCAP, Lynn Housing Authority and ACTION (Located in Gloucester) all provide rental start-up resources for persons living with HIV/AIDS on the North Shore. The South Common Street Residence in Lynn, which had accommodated seven men and women living with HIV or AIDS, has been closed and so there are no HIV/AIDS specific supportive housing programs remaining in Lynn.

Other Services for HIV/AIDS. Strongest Link AIDS Services, Inc. offers case management services to people with AIDS. The Cornerstone Wellness Center, which is part of Strongest Link and located in Lynn, provides congregate meals four times a week, housing advocacy, nutritional counseling in conjunction with a grocery pickup twice a month, holistic services (acupuncture and massage), peer support, and yoga.⁴⁴ The North Shore Health Project is a drop-in center located in Gloucester for people living with HIV or AIDS. The Project offers case management, a nutrition program, alternative health therapies as well as meals twice a week, clothing and household goods. It primarily serves Cape Ann residents but it does have a few clients in Salem. North Shore agencies offering HIV testing and HIV/AIDS counseling include CAB Health & Recovery Services, with locations in Salem and Lynn, Health and Education Services (HES) with clinics in Beverly and Salem, and the Lynn Community Health Center. Also, HealthQuarters in Beverly provides HIV testing and treatment. The Healthy Streets Program, run by CAB Health & Recovery Services, provides training to injection drug users in harm-reduction measures. CAB operates another outreach program that target the gay, lesbian, bisexual and transgender populations. The Betsy Program is a street outreach program that targets women in the sex industry. CAB's Lynn clinic has recently expanded their hours to five-days

⁴¹ CAB Health and Recovery Services Online, <<http://www.cabhealth.org>>.

⁴² Kay O'Rourke, Executive Director, Wellspring House, Gloucester, MA, email interview March 15, 2010, and <<http://www.wellspringhouse.org>>

⁴³ Emily Levine, Director of Client Services, Strongest Link AIDS Services, Inc., email interview 22 January 2010.

⁴⁴ Ibid.

per week. In addition, CAB collaborates with the Institute for Health & Recovery to implement the Women RISE program. This program provides case management, risk-reduction education and counseling to at-risk women in the North Shore area.⁴⁵

Substance Abuse Services. The Bureau of Substance Abuse Services reports that in FY2007, 599 admissions (less than one percent of all Massachusetts admissions) to licensed substance abuse treatment services were residents of Salem. These admissions may represent an individual seeking treatment services on multiple occasions. Of these admissions, 16 percent were homeless and 42 percent had prior mental health treatment. The numbers of admissions from Salem for alcohol, marijuana, cocaine, heroin and needle-injection drug users all dropped between 2004 and 2007 while admissions for crack use rose 46 percent from 2003 to 2007.⁴⁶ However, since 2007, the Health and Education Services, Inc. Salem clinic has begun to see steady rise in substance abuse clients, and an increased severity in the clients seeking treatment. Opiates including heroin and oxycontin use are again on the rise.⁴⁷

CAB Health and Recovery Services on 27 Congress Street in Salem offers intensive outpatient treatment for individuals and families including programs for adolescents, women, gamblers, and aftercare prison groups. In addition to outpatient services, CAB provides two transitional housing programs: Ryan House and Transitional Support Services. Ryan House in Lynn, MA is a halfway house with two programs with the capacity for ten women and ten men. The programs include addiction counseling as well as job training. Transitional Support Services is a 25-bed facility in Lynn for adults who have graduated from a detox program.⁴⁸

Mental Health Services. Health and Education Services, Inc. (HES) is a behavioral health organization that provides services to communities along the North Shore.⁴⁹ For those in Salem and the North Shore who are leaving mental health facilities or are at-risk of psychiatric hospitalization, HES, through the Cape Ann Adult Treatment Center in Beverly, MA, offers a partial hospitalization and psychiatric day treatment program five days per week. The program assists persons with mental illnesses who are making the transition to employment, school, vocational training or other programs.

Also within the HES network is the Community Rehabilitative Services, located at 41 Mason Street in Salem, which runs a psychosocial rehabilitative program. This program includes a team of service coordinators, nurses, psychiatrists and administrators that provide a continuum of care to clients once they have been discharged from a hospital or partial hospitalization program. At the same location, an Assertive Community Treatment (ACT) Team is available 24 hours a day for persons that

⁴⁵ CAB Health and Recovery Services Online, <<http://www.cabhealth.org>>; Darlene Crescitelli, CAB Health and Recovery Services Salem Clinic email interview 22 January 2010.

⁴⁶ Massachusetts Department of Public Health, Bureau of Substance Abuse Services Online, http://www.mass.gov/Eeohhs2/docs/dph/substance_abuse/large_cities/salem_fy2007.pdf.

⁴⁷ Rachel Fischer, Clinical Director of Health and Education Services, Inc.'s Salem clinic, phone interview January 21, 2010.

⁴⁸ CAB Health and Recovery Services Online, <<http://www.cabhealth.org>>.

⁴⁹ Rachel Fischer, Clinical Director of Health and Education Services, Inc.'s Salem clinic, phone interview 21 January 2010 and HES Online <<http://www.hes-inc.org>>.

require intensive outreach, assistance with medication, or general support in order to remain stable in the community. The clinic also runs an outreach program to Salem schools, and has a special program relationship with Collins Middle School.

In addition, Bass River Day Activity Program, Inc. in Beverly provides mental health care and counseling, support groups, job training and job coaching programs for persons who are mentally disabled.

Assistance for Persons With Cognitive And Physical Disabilities. Independent Living Center of the North Shore and Cape Ann provides a variety of assistance programs for persons with cognitive and physical disabilities in the region primarily focused on independent living skills. The Accessible Housing Education Services Program, funded in part with CDBG funds, is an information and referral service that offers counseling, housing skills training and housing advocacy.

Morgan Memorial Goodwill Industries in Salem helps to place approximately 200 disabled people in jobs per year.⁵⁰ Goodwill Industries serves people with a wide range of cognitive and physical disabilities upon referral from the Department of Developmental Services (formerly Department of Mental Retardation) or the Massachusetts Rehabilitation Commission. Its clients range in age from 22, when people with mental retardation are forced to leave the public school system, to 72 years of age. Goodwill Industries has its own workshop where it trains people to handle mailings, small assembly, and other jobs. In addition to job training, Goodwill provides interview preparation, a job coach to help people make the transition to employment, and post-placement follow-up to assure the individual's success. People with physical disabilities go through an 8-week vocational evaluation program before starting employment. Meanwhile, those with mental retardation can stay in the program as long as they desire. For people with severe mental retardation, Goodwill provides a day program with job simulation activities. In addition, Goodwill Industries offers career development to Salem High School students through its CDBG-funded Career Planning Program.

People with disabilities face many external barriers when trying to find employment. The single greatest barrier has been the lack of transportation to locations with job opportunities, such as Brooksby Village and Route 114 in Peabody or Route 1 in Saugus. According to Goodwill Industries, Salem's service area desperately needs shuttle bus service. Another major barrier is the increased competition for entry-level jobs from people who previously held higher-level positions but have been laid off from the workforce. Also, the lack of local jobs, including manufacturing jobs, matching the skill-sets of many people in this population poses another hurdle.

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. Approximately one-third of their clients are Salem residents.⁵¹ Wellspring House Action, Inc. provides assistance to low- and moderate-income adults,

⁵⁰ All information in this section provided by Roz Hurwitz, Morgan Memorial Goodwill Industries, phone interview, 17 March 2005.

⁵¹ Mike Havey, Executive Director, Anchor to Windward, Inc., Salem, MA, email interview March 12, 2010.

including disabled adults referred through Massachusetts Rehabilitation Commission. Its CDBG-funded MediClerk Program trains low-income students for entry-level medical-clerical positions.⁵²

See **APPENDIX E** for a complete listing of North Shore facilities that serve homeless and special needs populations.

III.D. Areas of Low- and Moderate-Income Concentration

For federal census purposes, the City of Salem is divided into nine Essex County census tracts and 35 census block groups. To facilitate compliance with CDBG regulations for area-wide benefit activities, HUD generates an estimate of the low- and moderate-income population in each census tract and block group, based on a special cross-tabulation of decennial census data. According to HUD, 12 of the City's 35 census block groups have predominantly low- and moderate-income populations, i.e., 51 percent or more of the residents have incomes at or below 80 percent of area median income (AMI). These areas are listed in Table 3-8 and illustrated on the map of Areas of Low- and Moderate-Income Concentration (see Appendix).

Table 3-8
Low- and Moderate-Income Areas in Salem

Census Tract & Block Group	Census 2000			HUD Estimates	
	Total Population	Total Housing Units	Total Households	LMI Households	% LMI Population
25-009-2043.2	1,293	464	445	84.0%	88.6%
25-009-2043.3	1,533	474	467	83.9%	82.5%
25-009-2042.2	806	384	328	70.4%	69.8%
25-009-2041.01.3	1,207	547	533	64.9%	66.1%
25-009-2042.3	1,148	591	580	72.9%	65.6%
25-009-2042.4	812	383	369	57.5%	64.8%
25-009-2047.02.2	1,094	467	453	53.6%	62.5%
25-009-2047.01.2	1,421	726	714	68.9%	59.5%
25-009-2047.02.1	992	433	410	64.9%	59.2%
25-009-2044.4	884	529	512	64.3%	58.8%
25-009-2041.01.4	2,094	491	477	59.7%	58.0%
25-009-2042.1	1,102	584	564	61.0%	51.3%

Source: HUD Office of Community Planning and Development.

The lowest income block groups are bounded by Leach, Lafayette and Peabody Streets on the City's east side, an area that is designated as an Environmental Justice Population due to its large percentages of low-income, minority and foreign-born persons. The City's urban renewal zones lie adjacent to these block groups, generally to the north. A second Environmental Justice Population area includes the block groups between Highland Avenue, Jackson Street, Jefferson Avenue and

⁵² Kay O'Rourke, Executive Director, Wellspring House, Gloucester, MA, email interview March 15, 2010, and <<http://www.wellspringhouse.org>>

Wilson Street, with large percentages of low-income and minority persons. Some of Salem's subsidized housing developments are located in areas with high concentrations of lower-income households.

III.E. Areas of Concentration of Racial and Ethnic Minorities

Racial minorities comprise 14.9 percent of Salem's total population. More than half of the City's racial minorities are Hispanic/Latino persons, nearly 48 percent originating from the Dominican Republic.⁵³ Eight census block groups in Salem exceed the City as a whole for percentage of minority or Hispanic persons (see Areas of Minority Concentration map in the Appendix). For the most part, these block groups coincide with areas of low-income concentration. However, a large section of Census Tract 2047.01 is moderately higher in minorities than the city-wide average, but it is not a predominantly low-income area. The large percentage of minorities in this block group is influenced by the location of two subsidized housing developments in an area that is otherwise fairly low density. The same census block group includes Highland Park and Salem High School.

Table 3-9
Areas of Minority Concentration

Census Tract & Block Group	Census 2000 Population	Minority Population	Minority Percent	Hispanic Population	Hispanic Percent
25-009-2043.2	1,293	883	68.3%	904	69.9%
25-009-2043.3	1,533	861	56.2%	1,020	66.5%
25-009-2042.2	806	360	44.7%	317	39.3%
25-009-2041.01.4	2,094	537	25.6%	252	12.0%
25-009-2047.02.1	992	215	21.7%	104	10.5%
25-009-2047.01.3	2,784	537	19.3%	427	15.3%
25-009-2047.01.2	1,421	246	17.3%	167	11.8%
25-009-2042.3	1,148	178	15.5%	160	13.9%

Source: Census 2000, Summary File 1, Tables P7, P8.

III.F. Barriers to Affordable Housing

Salem's commitment to affordable housing is evident in the size of its subsidized housing inventory, efforts currently underway by local and regional organizations to develop new affordable units, and comments by participants in the public meetings for this Five-Year Consolidated Plan. Salem's housing market has fluctuated over decades, affected by changes in the regional housing market, local employment and overall economic conditions. Historically, one of the region's more affordable cities, slowed production and high demand in the 1990s tightened Salem's market and strained housing affordability. Until recently, this trend continued. In 2006, Salem felt the effects of the national foreclosure and credit crisis and today, Salem is one of the state's top thirty communities for foreclosure rates. The City is now challenged to address the impacts of this crisis while not losing sight of the city's overall trend toward growth and high levels of housing demand.

⁵³ Census 2000, Summary File 1 Tables P7, P8, PCT11.

III.F-1. Key Barriers

Salem's affordable housing barriers are complicated and in some cases they involve competing interests. The most noteworthy barriers relate to five key issues:

SHORTAGE OF LAND. Regionally, the shortage of affordable housing goes hand-in-hand with a shortage of land. In most Boston area suburbs, the shortage of land is a surrogate for restrictive zoning. As a mature coastal city of only eight square miles, however, Salem has very little land: by one estimate made nine years ago, the City has enough land to support only 1,200 new housing units.⁵⁴ Most of Salem's vacant or underdeveloped residential land is located in two zoning districts, one (R1) with a relatively small-lot requirement (15,000 square feet) and the other (RC) with a large-lot requirement (80,000 square feet). Both are limited to detached single-family dwellings except for the conversion of a historic carriage house for single-family occupancy. The City council is currently considering allowing accessory apartments through an amendment to the Zoning ordinance.

Salem also has smaller amounts of developable land in two other residential districts – R2 and R3 – both allowing multi-family housing by special permit. In the R2 district, which allows single-family and two-family homes by right, the required density standard is only 7,500 square feet per unit, which would allow about 26 new multi-family housing units. In the other district, R3, the City requires generous buffers around the perimeter of a site and between buildings, and limits the maximum building height to 35 feet except for sites of 5+ acres, in which case the height may be 50 feet or four stories. There are alternative special permit rules for multi-family housing with accessory businesses in R3, but the district's limited available land makes these projects more difficult. However, the City has approved a "friendly" 40B project in an R3 zoning district, even though Salem exceeds the 10 percent statutory minimum under Chapter 40B. A fair amount of the City's estimated buildout potential relies on future multi-family development in the R3 zone. In light of Salem's land use regulations, the more likely sources of multi-family and affordable housing will be the business districts, mainly downtown Salem, and the redevelopment of existing buildings in nearby neighborhoods, most of which remain subject to R2 dimensional controls.

REGULATORY TECHNIQUES TO CREATE AFFORDABLE HOUSING. Downtown development regulations encourage urban density, scale and form appropriate for a city of Salem's size. Here, residential density is controlled by variable floor area ratios of 3:1 to 6:1, and maximum height regulations of 70 feet and six stories. The City's other business districts are governed by more conventional, suburban height and coverage regulations, and only one (B1) allows residential uses, except that Planned Unit Developments (PUDs) are allowed in the B2, B4, B5, BP6 and I zones. Downtown Salem is the most suitably zoned for intensive residential development, and scattered-site conversions may also occur by special permit in existing residential neighborhoods. Overall, the City appears to have 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.

⁵⁴ Executive Office of Environmental Affairs (EOEA), "Salem Buildout Study," Community Preservation Initiative <<http://commpres.env.state.ma.us/>>. All references in this section to Salem's future development capacity by zoning district are derived from EOEA's buildout study, which was completed c. 2001, and literal application of the City of Salem Zoning Ordinance. However, since Salem is largely developed and much of its future land use will occur by recycling existing buildings, the potential for special permits to redevelop or intensify existing uses and to convert non-conforming uses makes "buildout" something of a misnomer.

Salem's zoning does not require developers to provide affordable housing. As a result, redevelopment of obsolete residential and commercial space for new condominiums has produced higher-end units that would not be affordable to a large percentage of the City's existing residents. However, the City has negotiated the inclusion of affordable housing in developments as deemed feasible. For example, Riverview Place includes 13 affordable rental units out of a total of 131 units. While the infusion of more people and disposable income in the downtown area supports local economic development goals, pricing up Salem's housing market may create negative social and economic consequences for the City as a whole. Inclusionary zoning would help to equalize the benefits of condominium development in Salem, but it will not necessarily solve a related problem: the loss of rental housing stock. There is a need to expand downtown's parking supply, or else residential redevelopment will become less attractive to investors and there will be increasing conflicts with the downtown businesses. In this regard, a Parking Management Study for the downtown area was undertaken in 2009/2010 and is substantially complete.

PRESERVATION OF EXISTING AFFORDABLE HOUSING. The City of Salem has 12.9 percent affordable housing, ranking 15th in Massachusetts. Still, Salem faces two challenges to preserving its affordable housing: code enforcement and expiring use restrictions.

- **Code Enforcement.** It is not uncommon to hear concerns about the quality and physical condition of Salem's multi-family housing. However, Salem is not adequately staffed for a rigorous code enforcement program and even if it had the inspections personnel, the cost to renovate multi-family buildings is expensive and the City's housing programs have limited funds to finance investor-owned rental housing improvements.
- **Expiring Use Restrictions.** According to the Chapter 40B Subsidized Housing Inventory, many subsidized units in Salem are not permanently protected and several units eventually could convert to market housing. While subsidies for the rental developments will most likely be renewed, in whole or in part, the City has no guarantees and more significantly, the tenants have no guarantees.

SIZE AND COMPOSITION OF THE LOCAL ECONOMY. Salem's economy is not large enough to support its labor force, and there is a less-than-optimal fit between labor force skills and the composition of the employment base. In November 2009, Salem's unemployment rate was 8.6 percent, or slightly lower than the state average of 8.8 percent.⁵⁵ The jobs-to-labor force ratio in Salem is .78, which means that for every one person in the local labor force, the City has .78 jobs in its employment. An increasingly large number of Salem residents do not work locally, and Salem businesses currently import about 68% of their workers from nearby communities.⁵⁶

While a decline in manufacturing has affected all regions of the Commonwealth, a much smaller proportion of Salem's employment base is comprised of manufacturing jobs than the state as a whole or Essex County. The construction trades are also weak in Salem, yet hospitality, food services and entertainment employ a comparatively large number of people. On one hand, the City lacks skilled laborers to fill a wide range of jobs, and this contributes to its loss of large employers. On the other

⁵⁵ Massachusetts Department of Revenue, "Labor Force and Unemployment, 1990-2009," Municipal Data Bank.

⁵⁶ Census Bureau, "MCD/County-to-MCD/County Worker Flow Files," Special Tabulations
<<http://www.census.gov/mp/www/spectab/specialtab.html>>.

hand, less than half of the jobs available in Salem pay high enough wages to adequately support a household, even with two workers per family, 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.⁵⁷ Furthermore, the departure of large employers has caused a significant change in Salem’s tax base. While the assessed value of Salem’s industrial property has never recovered from the recession of the early 1990s, the value of its combined commercial-industrial tax base remain roughly that of 1989.⁵⁸ In 1989, the assessed value of commercial, industrial and personal (CIP) property in Salem was \$735,142,700. By 2007, Salem’s CIP values had recovered to \$841,298,335; however, property values in these three classes have since dropped to \$757,769,474 in 2009.

PUBLIC FINANCE AND HOUSING AFFORDABILITY. While homeowners often assume that rising home values correlate with rising property taxes, this is not always true. Two factors also affect property tax bills: the cost of municipal and school services, and the sources and amounts of revenue used to pay for them. In Salem, growth in homeowner tax bills has less to do with growth in local expenditures than a decline in nonresidential tax revenue and local aid as a percentage of the City’s budget. Salem’s average annual single-family tax bill increased by more than \$1,700 between 2000 and 2009, due almost entirely to reduced local aid from the state.⁵⁹ The Commonwealth’s local aid policies create an obvious barrier to housing affordability in communities like Salem. Of the 340 communities for which DOR reports annual single-family tax bill data, Salem ranked 119 in 2009. As Salem’s commercial and industrial tax base remained weak between 2000 and 2009, residential taxpayers began to absorb a larger share of the cost of City services. Since the late 1980s, the residential tax levy has increased from less than 50 percent to more than 80 percent of the total tax levy. Lost commercial and industrial taxes have contributed to this problem, as well as rising costs of fixed costs such as health care, but Salem has plainly experienced a growing shortfall in local aid, forcing property taxpayers to make up the difference

III.F-2. Conclusions

While the foreclosure crisis presents immediate concerns for the City with respect to housing affordability and suitability, for many years Salem has witnessed a trend toward increased demand and rising housing costs. Development has slowed for the time being; yet, local officials face some difficult choices. Encouraging higher rates of homeownership and housing that serves a continuum of households, including the more affluent, will improve the City’s business climate and tax base, both of which are important goals, especially with declining State support. At the same time, higher-priced housing and a broader mix of households and families increases the risk of lost affordability and economic displacement of Salem’s traditional population.

The City’s challenge is not only to control growth in housing costs for seniors, who have little economic flexibility and few options in the regional housing market, but also to preserve the affordability of these housing units for future generations of homebuyers and renters. In addition, the City needs ways to capture the investment worth of its older commercial and industrial properties so that residential conversions include permanent affordable housing benefits. Finally, barriers to

⁵⁷ Massachusetts Division of Unemployment Assistance, “Labor Force and Unemployment,” “Employment and Wages: ES-202, 2001-2003,” Economic Data Programs <<http://www.detma.org/>>.

⁵⁸ DOR, “Assessed Valuation by Class,” Municipal Data Bank; not converted to constant dollars.

⁵⁹ DOR, “Average Single-Family Tax Bill” and “Revenues by Source,” Municipal Data Bank.

housing quality and affordability in Salem's older rental stock need to be addressed. Code enforcement and effective subsidies for rehabilitation, followed by long-term affordability restrictions, could be essential to achieving these ends.

IV. HOUSING & COMMUNITY DEVELOPMENT NEEDS ASSESSMENT

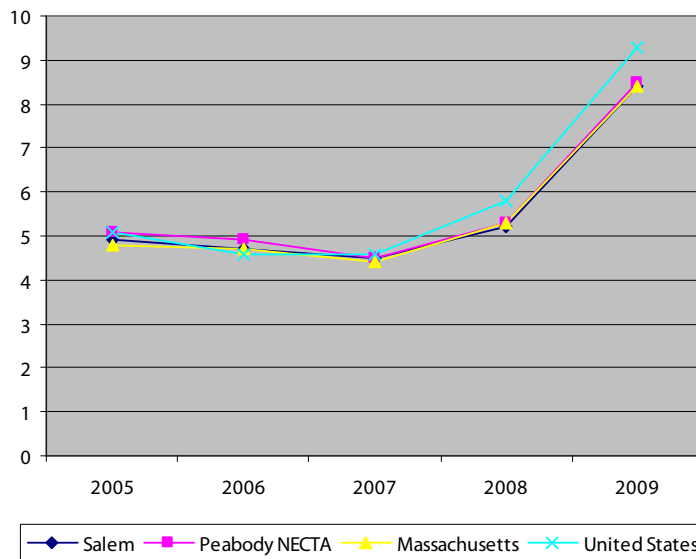
IV.A. Housing Needs Assessment

IV.A-1. Changing Needs: 2000-2009

Salem is a diverse and vibrant city with a complex history. As the city continues to evolve, it undergoes changes that increase its diversity and wealth but also present challenges. In 2000, the city's official population (100 percent count) was 40,407 people.⁶⁰ Today, the Bureau of the Census estimates that Salem's population increased to 42,460 people in 2008.⁶¹ Most new residents are Black, African-American and/or Hispanic; there are approximately 2,000 more Black/African-American and/or Hispanic residents in Salem today than in 2000.⁶² Today, 3,121 Salem residents live below the poverty threshold, compared to 3,787 in 2000, and more people own their own home.⁶³ Since 2000, the number of housing units in Salem has grown from 18,175 to 18,810 units and owner occupancy has increased 14 percent.⁶⁴

Annual Unemployment Rates

Source: Mass. Dept. of Labor & Workforce Development;
U.S. Dept. of Labor.



However, the recent economic downturn, decline in the housing market, and foreclosure crisis have had substantial impact on the financial and social stability of Salem residents. Unemployment rates in Salem hover around 9 percent, the median selling price of a single-family home has fallen 22 percent

⁶⁰ Bureau of the Census, Census 2000, Summary File 1, Detailed Tables "P1: Total Population," *American Fact Finder*, <http://factfinder.census.gov>.

⁶¹ U.S. Department of Commerce, Bureau of the Census, American Community Survey, 2006-2008 Three-Year Estimates, Detailed Tables, "B01001: Sex by Age," *American Fact Finder*, <http://factfinder.census.gov>.

⁶² ACS 2006-2008 Three-Year Estimates, "B02001: Race," "C03002: Hispanic or Latino Origin by Race."

⁶³ ACS 2006-2008 Three-Year Estimates, "C17001: Poverty Status in the Past 12 Months by Sex by Age,"; Census 2000, Summary File 3, "P87: Poverty Status in 1999 by Age."

⁶⁴ Census 2000, Summary File 3, "H1: Housing Units," "H7: Tenure"; ACS 2006-2008 Three-Year Estimates, "B25002: Occupancy Status," "B25003: Tenure."

since 2005, and between August 2008 and June 2009, more than 1,600 properties were in some stage of foreclosure.⁶⁵

IV.A-2. Current Demographics and Tenure

Salem is one of the most diverse communities on the North Shore and it continues to grow in ethnic and racial diversity. As illustrated in Table 4-1, while the city remains home to a predominately non-Hispanic, white population, Salem has a growing Hispanic population that currently comprises over 13 percent of city residents. Common ancestries of Salem residents include Irish, Italian, and English, with approximately 35 percent of Salem's population represented by these groups, yet over 20 percent of Salem residents report their ancestry as "other [not specified] groups."⁶⁶ Salem's Hispanic population is included in this category. Enrollment in the Salem Public Schools also reflects the city's diversity. Fifty-six percent of the students enrolled during the 2008-2009 school year were white, 32.4 percent were Hispanic, 4.5 percent were African-American, 3.3 percent were Asian, and 3.5 percent were multi-racial or another race.⁶⁷

Table 4-1
Population by Race and Age

	Salem		Peabody NECTA Division		Massachusetts	
	Number	Percent	Number	Percent	Number	Percent
Total	42,460		244,350		6,469,770	
White alone	35,176	82.8%	200,870	82.2%	5,348,251	82.7%
Black or African-American	2,113	5.0%	15,929	6.5%	394,158	6.1%
American Indian and Alaska Native	331	0.8%	598	0.2%	13,209	0.2%
Asian	996	2.3%	7,379	3.0%	311,003	4.8%
Native Hawaiian and Pacific Islander	0	0.0%	0	0.0%	2,152	0.0%
Some other race	2,940	6.9%	14,171	5.8%	278,715	4.3%
Two or more races	904	2.1%	5,403	2.2%	122,282	1.9%
Hispanic or Latino (all races)	5,573	13.1%	31,635	12.9%	538,520	8.3%
Persons <18 years	8,623	20.3%	54,316	22.2%	1,437,173	22.2%
Persons 65+ years	5,513	13.0%	36,438	14.9%	862,493	13.3%

Source: ACS 2006-2008 Three-Year Estimates, Tables B01001, B02001, C03002.

Children under 18 years of age make up approximately 20 percent of Salem's population and elderly persons (over 65 years) comprise 13 percent of the population. In contrast to regional and national trends, there are fewer elderly persons living in Salem today (5,513) than in 2000 (5,716). However,

⁶⁵ Massachusetts Department of Labor and Workforce Development, Labor Force and Unemployment Data, http://lmi2.detma.org/lmi/lmi_lur_a.asp; The Warren Group, Town Stats, "Median Sales Price – Most Recent Month Available," www.thewarrengroup.com; Salem Department of Planning and Community Development, "Salem Master Foreclosure Tracking 10.26.09.xls."

⁶⁶ ACS 2006-2008 Three-Year Estimates, "B04001: First Ancestry Reported."

⁶⁷ Massachusetts Department of Education, "Enrollment Data (2008-2009)," <http://profiles.doe.mass.edu>.

population projections prepared by the Metropolitan Area Planning Council (MAPC) indicate that Salem's elderly population will grow to 7,626 persons by 2020.⁶⁸

Table 4-2 highlights some of the socio-economic differences that exist between races and ethnicities in Salem. Overall, whites are wealthier than other racial groups, with a median household income surpassing \$65,000 and the greatest proportion of homeowners (61.1%). By contrast, African Americans as a group have a median household income that is slightly more than half that of white households. The vast majority of African-American households in Salem are renters, less than 30 percent are homeowners. Hispanic households are even less wealthy, for the median Hispanic household income is only half that of white households and only 22 percent of Hispanic households own their home.⁶⁹

Table 4-2

Salem Households by Tenure, Race and Hispanic Origin

	Total Households	Median Household Income	Percent Homeowners	Percent Renters
All Households	17,619	\$61,906	55.7%	44.3%
<i>By Race</i>				
White alone	15,444	\$65,739	61.1%	38.9%
Black or African-American	610	\$36,071	29.5%	70.5%
American Indian and Alaska Native	120	\$11,818	-	-
Asian	299	\$72,643	35.5%	64.5%
Native Hawaiian and Pacific Islander	0	-	-	-
Some other race	916	\$32,421	8.6%	91.4%
Two or more races	230	\$33,750	-	-
Hispanic or Latino Ethnicity (all races)	1,572	\$33,227	22.0%	78.0%

Source: ACS 2006-2008 Three-Year Estimates, C11001H, C11001I, S1903, S2502; Community Opportunities Group, Inc.

IV.A-3. Income and Poverty

As indicated in Table 4-3 below, Salem is a community of moderate wealth. It compares favorably to other cities in the immediate region but differs from the county and state as a whole. Salem's household incomes are lower than those of Essex County and Massachusetts, and more Salem households rely on public assistance and food stamps. Salem also has a comparatively low-skilled and less-educated labor force, so many of its residents have lower-wage occupations: service occupations such as health support, personal care, food preparation, and property maintenance, or office and administrative support occupations.⁷⁰

⁶⁸ Metropolitan Area Planning Council (MAPC), Population Projection by Age and Municipality, Current Trends and MetroFuture, MetroFuture: Making a Greater Boston Region (2008), www.metrofuture.org/.

⁶⁹ ACS 2006-2008 Three-Year Estimates, "S1903: Median Income in the Past 12 Months (In 2008 Inflation-Adjusted Dollars)," "S2502: Demographic Characteristics for Occupied Housing Units."

⁷⁰ ACS 2006-2008 Three-Year Estimates, "S2402: Occupation by Sex and Median Earnings in the Past 12 Months (In 2008 Inflation-Adjusted Dollars) for Full-Time, Year-Round Civilian Employed Population 16 Years and Over."

Table 4-3
Income by Selected Household and Family Characteristics

	Salem	Peabody NECTA Division	Essex County	Massachusetts
Median Household Income	\$61,906	\$59,398	\$64,299	\$64,684
Median Family Income	\$75,486	\$75,246	\$82,086	\$81,056
Male single-parent w/ children <18	\$28,671	\$48,257	\$48,282	\$46,424
Female single-parent w/ children <18	\$26,389	\$25,941	\$26,425	\$28,065
Median Non-Family Income	\$37,202	\$33,303	\$34,262	\$38,078
Per Capita Income	\$30,314	\$30,821	\$33,269	\$33,806
Households Receiving Public Assistance or Food Stamps	8.8%	9.8%	8.1%	7.8%
Householder 65+	8.3%	9.0%	8.2%	8.1%

Source: ACS 2006-2008 Three-Year Estimates, B19013, C19037, B19113, B19301, B19058, B19126, B19202; Community Opportunities Group, Inc.

Over three thousand people live below the poverty line in Salem and more than double have incomes near poverty.⁷¹ While the proportion of poor people in Salem is less than that of the region and the state, the city has a sizable population of people with very low incomes. The large number of social service providers in the city reflects the high demand for social and financial support required by such very low income people.

Table 4-4
Population with Incomes Below Poverty

	Salem	Peabody NECTA Division	Massachusetts
Total persons	7.4%	10.7%	9.6%
Children <18 years	1.7%	2.8%	2.7%
Persons 65+ years	1.2%	1.6%	1.2%
Persons below 50% of poverty	2.8%	5.1%	4.3%
Persons below 150% of poverty	15.0%	18.5%	15.4%

Source: ACS 2006-2008 Three-Year Estimates, C17001, C17002; Community Opportunities Group, Inc.

In 2009, Salem has had high rates of unemployment not unlike the region. In September 2009, unemployment in Salem peaked at 9.5 percent. This was also true for the Peabody NECTA division and the state as a whole. In October, rates declined by one point, perhaps indicating improvement in the job market.⁷² Increased demand for food and housing assistance reflect the financial strain posed by unemployment for many households. Local agencies providing housing and food assistance report dramatic increases in demand (see Homeless Needs Assessment later in this section). Current

⁷¹ At the time of the writing of this plan, the Federal Poverty Level is \$14,570 for a two-person household.

⁷² Massachusetts Department of Labor and Workforce Development, Labor Force and Unemployment Data, http://lmi2.detma.org/lmi/lmi_lur_a.asp.

economic conditions exacerbate the challenges the city faces due to a high number of residents in need.

IV.A-4. Housing Characteristics

Salem has an old housing stock that dates back to the seventeenth century. More than half of Salem's housing was built prior to 1940, lending it to have substantial maintenance costs and the probable presence of lead-based paint. Table 4-5 illustrates the diversity of Salem's housing. Single-family homes comprise just 28 percent of the city's housing stock and over 45 percent are in 2 to 9 unit properties.⁷³ While Salem's housing is 55.7 percent owner-occupied, homeownership is becoming more prevalent in Salem and is certainly widespread in the region and the state. Historically, Salem's diverse housing stock and corresponding range of affordability has drawn people in search of affordable housing.

Table 4-5
Housing Characteristics

	Salem		Peabody NECTA Division		Essex County		Massachusetts	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Units	18,810		102,051		298,131		2,724,787	
Occupied	17,619	93.7%	94,959	93.1%	275,333	92.4%	2,457,167	90.2%
Owner-occupied	9,809	55.7%	58,317	61.4%	182,161	66.2%	1,594,928	64.9%
Renter-occupied	7,810	44.3%	36,642	38.6%	93,172	33.8%	862,239	35.1%
Vacant	1,191	6.3%	7,092	6.9%	22,798	7.6%	267,620	9.8%
Units in Structure								
1, detached	5,205	27.7%	44,098	43.2%	150,774	50.6%	1,437,620	52.8%
1, attached	1,369	7.3%	5,375	5.3%	17,781	6.0%	127,473	4.7%
2	3,032	16.1%	12,255	12.0%	37,207	12.5%	297,730	10.9%
3 or 4	3,630	19.3%	14,191	13.9%	33,544	11.3%	295,171	10.8%
5 to 9	1,953	10.4%	6,215	6.1%	16,269	5.5%	168,336	6.2%
10 to 19	1,205	6.4%	5,133	5.0%	12,926	4.3%	114,736	4.2%
20 to 49	1,206	6.4%	6,407	6.3%	13,288	4.5%	109,622	4.0%
50 or more	1,210	6.4%	7,475	7.3%	14,281	4.8%	150,070	5.5%
Mobile home	0	0.0%	902	0.9%	2,047	0.7%	23,617	0.9%
Boat, RV, van, etc.	0	0.0%	0	0.0%	14	0.0%	412	0.0%

Source: ACS 2006-2008 Three-Year Estimates, B25001, B25002, B25003, B25024.

During the first half of the decade, Salem's housing became less affordable for many people. The regional housing market, fueled by a seemingly insatiable demand for housing, drove housing prices to all-time highs. However, median selling prices for single-family homes declined 22 percent, from \$358,450 in 2005 to \$295,000 in 2008,⁷⁴ and Salem has witnessed skyrocketing rates of foreclosure.

⁷³ ACS 2006-2008 Three-Year Estimates, "S2504: Physical Housing Characteristics for Occupied Housing Units."

⁷⁴ The Warren Group, Town Stats.

Between August 2008 and June 2009, over 1,600 properties in Salem were in some stage in the foreclosure process.⁷⁵ (See Section III, Housing Market Analysis.)

IV.A-5. Housing Conditions

The age of the housing stock combined with the limited incomes of many Salem residents lends itself to poor housing conditions. Older homes often are plagued with hazardous housing conditions such as the presence of lead-based paint, lead pipes, asbestos, ungrounded electrical wiring, and missing smoke detectors. In addition, other conditions that violate the current health and safety codes may exist. One way to estimate substandard housing conditions is by quantifying units lacking complete plumbing or kitchen facilities. One hundred twenty-three units in Salem lack complete plumbing facilities and 229 lack complete kitchen facilities. Renters occupy the majority of these units; 78 units lack complete plumbing and 195 units lack complete kitchen facilities.⁷⁶

CHAS data from Census 2000 offers a glimpse into the extent of substandard housing in Salem. Salem has large percentage of pre-1970 rental housing units that are affordable to extremely low-income households. Of the 1,761 rental units in Salem with rents affordable to households with extremely low incomes, 76.2 percent pre-date 1970. Furthermore, 141 vacant rental units were affordable to households with incomes less than 50 percent of area median income (AMI) and 39 of these units were affordable to households with incomes less than 30 percent AMI.⁷⁷ These units are likely to have lead-based paint and other hazardous housing conditions.

The Salem Housing Rehabilitation Loan Program offers assistance to low- and moderate-income property owners and landlords renting to lower-income households to correct code violations and meet HUD Section 8 Housing Quality Standards (HQS). Over the last four years, the program has assisted 45 privately-owned units—all with code deficiencies.⁷⁸ The most common type of rehabilitation work includes roofing, window replacement, deleading, plumbing and electrical upgrades. On average, the program spends \$22,000 per unit. Recently, the City has marketed the program to landlords and they have shown more interest in participating in the program. This is encouraging because rental units often have code deficiencies.

IV.A-6. Specific Needs of Renters and Homeowners

According to HUD, a “housing problem” exists when at least one of the following is true: 1) more than 30 percent 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). In Salem, many homeowners and renters face housing problems, but the high cost of housing presents the greatest housing problem to homeowners and renters alike.

⁷⁵ Salem Department of Planning and Community Development, “Salem Master Foreclosure Tracking 10.26.09.xls,” October 26, 2009.

⁷⁶ ACS Three-Year Estimates, “S2504: Physical Housing Characteristics for Occupied Housing Units.”

⁷⁷ Census 2000, Summary File 3, H36, H48, H50, HCT28; CHAS 2000 Data, “Affordability Mismatch.”

⁷⁸ City of Salem, Consolidated Annual Performance and Evaluation Report: Fiscal Year 2009, “Progress of Consolidated Plan 5-Year Goals.”

IV.A-6.1. Renters

Of all households, renters are the most vulnerable to fluctuations in the housing market. Due to high demand in the region, Salem renters often pay rents that could cover mortgage costs elsewhere. HUD defines a renter household as “cost-burdened” if it spends more than 30 percent of monthly gross income on rent and utilities and “severely cost-burdened” if it spends more than 50 percent. In Salem, 1,895 renter households – almost 25 percent of all renters – qualify as severely cost-burdened.⁷⁹ Salem’s severely cost-burdened and low-income renters with housing problems may be at risk of homelessness (see Table 4-6). Any reduction in income or increase in rent could make their housing situation financially unsustainable.

Table 4-6 Housing Problems of Renter Households in Salem		Table 4-7 Housing Problems of Owner Households in Salem	
	Households		Households
Severe Housing Problems		Severe Housing Problems	
30% AMI or below	1,585	30% AMI or below	460
30.1 % to 50.0% AMI	385	30.1 % to 50.0% AMI	310
50.1% to 80% AMI	110	50.1% to 80% AMI	340
All Incomes	2,080	All Incomes	1,445
Type of Housing Problem (all incomes)		Type of Housing Problem (all incomes)	
Substandard unit	175	Substandard unit	65
Severely overcrowded	0	Severely overcrowded	20
Severely cost-burdened	1,895	Severely cost-burdened	1,365
Source: HUD, 2009 Consolidated Plan/CHAS Data, Tables 2 and 3.		Source: HUD, 2009 Consolidated Plan/CHAS Data, Tables 2 and 3.	

Renters with very low incomes have the greatest challenge in finding an affordable unit. Sixty-four percent of renter households with incomes at or below 30 percent of AMI live in units that are “unaffordable.” In addition, elderly, non-family, and large-family households are more likely to be cost-burdened.⁸⁰

Minority Renters. Table 4-8 highlights affordability concerns for renters of different races. While, renters of all races find it difficult to afford housing in Salem, Hispanic renters in particular have housing affordability problems. Nearly one thousand Hispanic renter households have moderate or severe housing cost burdens. This represents over 78 percent of all Hispanic renter households.⁸¹

⁷⁹ U.S. Department of Housing and Urban Development, 2009 Consolidated Plan/CHAS Data, Tables 2 and 3, *HUD User*, <http://www.huduser.org/portal/datasets/cp.html>.

⁸⁰ 2009 Consolidated Plan/CHAS Data, Table 7.

⁸¹ 2009 Consolidated Plan/CHAS Data, Table 9.

Table 4-8
Cost Burdened Households by Race

	All Households	Moderately Cost-Burdened Households		Severely Cost-Burdened Households	
		Number	Percent	Number	Percent
Owners*					
White	9,110	2,070	22.7%	1,305	14.3%
Black	45	0	0.0%	45	100.0%
Hispanic	350	130	37.1%	15	4.3%
Renters					
White	6,005	1,605	26.7%	1,170	19.5%
Black	205	15	7.3%	60	29.3%
Asian	125	40	32.0%	20	16.0%
American Indian	15	0	0.0%	15	100.0%
Hispanic	1,270	375	29.5%	625	49.2%
Other	180	75	41.7%	70	38.9%

Source: CHAS Update, 2009, Table 9

*CHAS estimates indicate there are no owner Asian, American Indian or "other" race households with housing problems.

Table 4-9
Disabled Households with Housing Problems

	Total Households	With Housing Problems		
		Number	Percent	
Owners				
30% AMI or below	245	190	77.6%	
30.1 % to 50.0% AMI	105	40	38.1%	
50.1% to 80% AMI	225	85	37.8%	
80.1% and above	400	120	30.0%	
Renters				
30% AMI or below	520	315	60.6%	
30.1 % to 50.0% AMI	80	30	37.5%	
50.1% to 80% AMI	45	0	0.0%	
80.1% and above	140	60	42.9%	

Source: CHAS Update, 2009, Table 6.

Disabled Renters. "Disabled renter" includes any renter household in which one or more family members has a mobility or self-care limitation, i.e., a physical or other impairment that needs to be accommodated in a barrier-free housing unit. Disabled renters face unique housing challenges: not only housing affordability, but also access barriers. Given the age and styles of housing units in Salem, it is not surprising to find that few private housing units are accessible. Table 4-9 indicates that many of Salem's extremely disabled renters have housing problems.

IV.A-6.2. Homeowners

In strong housing markets, homeowners tend to be less vulnerable than renters to housing price increases because many homeowners benefit. In a period of escalating home prices, the major concerns for homeowners are higher property tax bills and higher costs of property maintenance. As market values rise, homeowners build equity in their homes and if costs become unmanageable, they have the option of selling their house. Even if they sell with a healthy return on their original investment, however, some homeowners seeking to trade up or trade down in a tight real estate market will find it difficult to find something they can afford.

For many years, Salem homeowners benefitted from a strong regional housing market. However, recent market conditions have demonstrated the fragility of homeownership. Since August 2008, over 1,600 properties have fallen into a stage of foreclosure.⁸² Foreclosure results in displaced families, vacant properties and deteriorated wealth. While homeowners of all income levels have felt the effects of the foreclosure crisis, it is particularly hard for low- or moderate-income households to recover from the loss of their home. Properties owned by lower-income households often have values that are well below market due to the age, condition and location of their homes. It is difficult for these households to afford another place to live, leaving some to move in with relatives or friends. Furthermore, most likely their home was their primary means to build wealth.

In light of the foreclosure crisis, a look back at CHAS 2000 data shows that the incidence of housing cost burden among owners was consistent across income groups. In addition to the expected affordability concerns of extremely low- and low-income households, some moderate-income and middle-income households found housing unaffordable as well. In 2000, a total of 2,276 (25%) of Salem's homeowners were cost-burdened and approximately half of Salem's elderly and small family low-income households lived in unaffordable homes.⁸³ Today, over 2,000 low- and moderate-income owners (72.1%) are cost-burdened and 54 percent of Salem's elderly and 35 percent of small family low-income households live in unaffordable homes. In addition, more than 1,000 of Salem's homeowners (37.1%) live in homes built before 1939.⁸⁴ These homes have high maintenance costs and they are at high risk of abandonment when the owners struggle financially.

⁸² Salem Department of Planning and Community Development, "Salem Master Foreclosure Tracking 10.26.09.xls," October 26, 2009.

⁸³ SOCDs, 2000 CHAS Data, "Affordability Mismatch."

⁸⁴ 2009 Consolidated Plan/CHAS Data, Table 12.

Table 4-10
Properties at Risk of Foreclosure or Abandonment

	Units with Cost Burdened Household by Year Built				
	2000+	1980 to 1999	1960 to 1979	1940 to 1959	1939 or earlier
Owners					
50% AMI and below	0	180	90	275	585
50.1% to 80% AMI	0	180	140	130	495
80.1% to 120% AMI	35	215	100	135	665
120% AMI and above	25	75	20	40	185
Renters					
50% AMI and below	105	210	715	430	1,530
50.1% to 80% AMI	105	55	45	120	560
80.1% to 120% AMI	80	0	85	0	115
120% AMI and above	0	0	0	0	0

Source: 2009 Consolidated Plan/CHAS Data, Table 12.

Minority Homeowners. An extremely small percentage of Salem's Hispanic households own their home. ACS data indicate that 22 percent of Hispanic households, or 345 households, are homeowners.⁸⁵ This is more than double the figure reported in Census 2000. However, CHAS data show that over 40 percent of Salem's Hispanic homeowners have unaffordable housing costs. Very few African-American households own their own home as well.⁸⁶

Disabled Homeowner Households. "Disabled homeowner" includes any homeowner household in which one or more family members has a mobility or self-care limitation, i.e., a physical or other impairment that requires a barrier-free housing unit. There are 975 disabled homeowner households in Salem. Like non-disabled households, for disabled households as income levels decline, the incidence of housing problems increases.⁸⁷ Table 4-9 quantifies the number of disabled households with housing problems in Salem.

⁸⁵ ACS 2006-2008 Three-Year Estimates, "S2502: Demographic Characteristics for Occupied Housing Units."

⁸⁶ 2009 Consolidated Plan/CHAS Data, Table 9.

⁸⁷ 2009 Consolidated Plan/CHAS Data, Table 6.

IV.A-7. Elderly, Extra-Elderly & Frail Elderly Housing Needs

As the Baby Boom Generation⁸⁸ ages and Salem's elderly population increases over the next few decades, demand for suitable and affordable housing will increase as well. Today, 5,513 persons over sixty-five years old live in Salem and they represent 13 percent of the city's total population. The Salem Housing Authority manages 495 units of elderly housing and the waiting list for units is currently six months to one year.⁸⁹ Over one-hundred ten elderly people living in Salem Housing Authority units also receive supportive living services and sixteen may receive congregate care services from North Shore Elder Services. In addition, the ACS estimates that 298 elderly persons live in group quarters, which may include congregate housing facilities, assisted living facilities, and nursing homes.⁹⁰ Table 4-11 illustrates key indicators of wealth and housing need for this population.

Affordability presents the greatest housing concern for nearly all senior citizens, and Salem's are no exception. Today, 54 percent of elderly homeowners and nearly 53 percent of elderly renters spend more than 30 percent of their monthly income on housing (i.e., they are cost-burdened).⁹¹ According to Census 2000, 1,348 of Salem's elderly homeowners and 637 of its elderly renters live in dwelling units built before 1940.⁹² These homes are often expensive to maintain, and since they tend to have one or more outdated systems, they are more likely to require extraordinary maintenance or major rehabilitation. Rising property values and higher property tax bills create particular concerns for the elderly. Sometimes these conditions mean the difference between being able to afford to stay in one's home and having to move.

The housing needs of one-person elderly households are complicated and difficult to address. Most depend on single incomes and they need access to human service and financial assistance programs to offset housing and other expenses. More than 2,100 of Salem's elderly households live alone.⁹³ Of the city's elderly and extra-elderly households, i.e., at least one household member who is 75 years old or older, 1,351 are also considered "frail elderly," i.e., seniors with mobility or

Table 4-11
Profile of Salem's Elderly Residents

	Persons 65+
Living Alone	
Male	535
Female	1,634
Owners	2,291
% cost burdened	54.0%
Renters	1,222
% cost burdened	52.5%
Median Household Income	30,259
Live Below Poverty	
Male	170
Female	358

Source: ACS 2006-2008 Three-Year Estimates, C25093, C25072, B09017, B17001, B19049.

⁸⁸ The "Baby Boom Generation" is defined by people born during post-World War II, roughly between 1946 and 1960.

⁸⁹ Carol MacGown (Executive Director, Salem Housing Authority), email message to Community Opportunities Group, Inc., December 2, 2009.

⁹⁰ ACS 2006-2008 Three-Year Estimates, "B09017: Relationship by Household Type for the Population 65 Years and Over."

⁹¹ ACS 2006-2008 Three-Year Estimates, "C25072: Age of Householder by Gross Rent as a Percentage of Household Income in the Past 12 Months"; "C25093: Age of Householder by Selected Monthly Owner Costs as a Percentage of Household Income in the Past 12 Months."

⁹² Census 2000, Summary File 3, HCT5.

⁹³ ACS 2006-2008 Three-Year Estimates, "B09017: Relationship by Household Type (Including Living Alone) for the Population 65 Years and Over."

self-care impairments.⁹⁴ Furthermore, 528 elderly people have incomes below the poverty level.⁹⁵ Fuel assistance, Meals-On-Wheels, prescription assistance, and property tax exemptions (for owners 70+ years old) are offered locally and accessed frequently by Salem's senior citizens in order to help offset housing costs and increases in health insurance premiums, utilities, prescriptions, and food.

On November 20, 2009, the City held a focus group at the Salem Council on Aging to ask seniors about their housing and service needs. Participants said that it is difficult to afford the costs of maintaining homes in Salem, especially in the historic districts. They felt that the city needs more affordable and accessible housing for the elderly and, in particular, larger subsidized units with two bedrooms instead of one. Transportation and mobility concerns were also expressed. Many elderly people rely on transportation provided by the Salem Council on Aging and this service helps them to live independently. The Council on Aging runs a shuttle to transport people to doctor's appointments, grocery stores, and to the Salem Senior Center. The demand for this service is great; however, people expressed that the vans are old and more are needed. They would also like more flexibility when reserving space and timing return trips. In general, seniors find that pedestrian mobility is difficult because several sidewalks need repair and curb cuts.⁹⁶

IV.A-8. Single Person Households

Today, the American Community Survey estimates that there are 6,014 single-person households in Salem.⁹⁷ Single-person households can have housing needs that are distinct from households with more people. It is difficult to afford high rent levels with one income and single-person households often must compromise housing suitability for affordability. Furthermore, households with very low incomes present specific risk of homelessness. Job loss or fluctuations in housing costs can affect these households dramatically. Table 4-12 illustrates the financial distinctions of single-person households, especially for those householders over 65 years of age.

Table 4-12

Single-Person Households by Sex, Age and Income

Householder Characteristics	Total Number	Median Income
Male Householders		
15 to 64 years	1,845	\$42,723
65 years or older	535	\$22,188
Female Householder		
15 to 64 years	2,000	\$40,979
65 years or older	1,634	\$20,458

Source: ACS 2006-2008 Three-Year Estimates, C11010, B19125.

IV.A-9. Large Family Households

Large-family households – those with 5 or more family members – comprise five percent of all households in Salem. Three hundred fifty-five are renters and five hundred twenty-five are homeowners. Large-family renter households struggle with housing affordability; 22.5 percent are moderately cost-burdened and 35.2 percent are severely cost-burdened. In contrast, approximately twelve percent of large-family owner households experience some level of cost-burden.

⁹⁴ SOCDs, 2000 CHAS Data, "Housing Problems for Mobility and Self-Care Limitation."

⁹⁵ ACS 2006-2008 Three-Year Estimates, "B17001: Poverty Status in the Past 12 Months by Sex by Age."

⁹⁶ City of Salem, Consolidated Plan Public Participation Series 2009, focus group at the Council on Aging, November 20, 2009.

⁹⁷ ACS 2006-2008 Three-Year Estimates, "B11001: Household Type (Including Living Alone)."

Table 4-13
Cost Burdened Households by Family Type

	Total Families	Moderately Cost- Burdened		Severely Cost-Burdened	
		Number	Percent	Number	Percent
Owners					
Small Family, Elderly	1,470	340	23.1%	145	9.9%
Small Family, non-Elderly	4,030	925	23.0%	475	11.8%
Large Family	525	25	4.8%	40	7.6%
Non-Family, Elderly	1,570	465	29.6%	450	28.7%
Non-Family, non-Elderly	1,940	450	23.2%	255	13.1%
Renters					
Small Family, Elderly	320	45	14.1%	60	18.8%
Small Family, non-Elderly	3,125	885	28.3%	900	28.8%
Large Family	355	80	22.5%	125	35.2%
Non-Family, Elderly	1,115	370	33.2%	360	32.3%
Non-Family, non-Elderly	2,885	730	25.3%	525	18.2%

Source: CHAS Update, 2009, Table 7.

IV.B. Homeless Needs Assessment

The goals of the Salem homeless needs assessment are to determine: 1) what is the makeup of the homeless population in Salem; 2) who is most at-risk for becoming homeless in Salem; 3) what resources are available for homeless persons in Salem; and 4) what are the service needs of Salem's homeless individuals and families with children.

IV.B-1. Nature and Extent of Homelessness in Salem

In addition to addressing the housing needs of Salem's elderly and low-income households, the Consolidated Plan must address how the City will ensure that decent housing is available and accessible for homeless and special needs persons. Part of the challenge in assessing housing needs for homeless people is identifying the true size and nature of the population.⁹⁸ Homelessness is a complex problem that requires different solutions and interventions for particular needs. Factors that may contribute to homelessness include illness, trauma, disability, addiction, and finances.

Homelessness happens to individuals, couples, and families with children; it can be a chronic state for some and temporary for others. Some people who are homeless are transient and may have multiple shelter stays in one year, which makes it difficult to obtain an unduplicated count of people

⁹⁸ 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.

using homeless services. Still other homeless individuals and families stay with family and friends or are unsheltered, sometimes resisting identification and assistance.

To obtain the most accurate assessment of the nation's homeless population, HUD requires that jurisdictions conduct a Point-in-Time (PIT) count every two years or every year if local resources allow.⁹⁹ Salem is one of thirty communities included in the North Shore Continuum of Care Plan, which conducts annual counts of homeless people. Salem has two homeless shelters: Lifebridge, an emergency shelter for adults, and Healing Abuse, Working for Change (HAWC), a domestic violence shelter for families. Both Salem shelters counted the number of people in their shelters on January 28, 2009 as part of the annual North Shore comprehensive, unduplicated homeless count. Lifebridge also sent an outreach worker into the streets to count Salem's unsheltered homeless population on the same day. The count from Salem's two shelters and streets totaled 89 homeless adults and children.¹⁰⁰ This figure does not include homeless persons temporarily staying in hospitals, drug treatment facilities, or detention facilities.

Salem and area homeless service providers report that, overall, the number of homeless persons seeking emergency shelter continues to increase, with family homelessness "skyrocketing" in particular.¹⁰¹ Service providers are careful to make the distinction between individuals and families seeking shelter and the actual numbers of people that are being sheltered and counted. There are many more people seeking shelter than are being captured in official homeless counts and the Homeless Management Information System reports.¹⁰² While shelters allow individuals to "overflow" into shelter space and sleep on their floors when night-time temperatures drop below 40°F, shelters can only serve those for whom there is an available bed. One reason the PIT count is completed during the last ten days of January is to try and capture the greatest number of individuals allowed into a shelter that is already at its bed capacity for the night.

⁹⁹ HUD requires that a biennial, or annual if resources allow, Point-in-Time Count be conducted during the last ten days of the month of January, North Shore Continuum of Care application, November 19, 2009.

¹⁰⁰ North Shore HOME Consortium, Point-in-Time Count (January 28, 2009); Candace Waldron (Executive Director, Healing Abused, Working for Change), interview by Community Opportunities Group, Inc., November 13, 2009. Note: HAWC, formerly known as Helping Abused Women and Their Children, changed its name in recognition of the shift in client services to include abused men from either heterosexual or same-sex relationships

¹⁰¹ Mark Cote (Executive Director, Lifebridge), interview by Community Opportunities Group, Inc., November 13, 2009; Laura MacNeil (Deputy Director of Client Services, North Shore Community Action Program), interview by Community Opportunities Group, Inc., November 16, 2009; and North Shore HOME Consortium Continuum of Care application November 19, 2009, p. 45.

¹⁰² The Homeless Management Information System (HMIS) is an initiative by the Commonwealth of Massachusetts designed to provide statewide data on homeless persons and services. The United States Department of Housing and Urban Development (HUD) requires a statewide data collection system as a condition of funding.

Table 4-14
Salem Point-in-Time Count 2009

Homeless count	Persons			
Lifebridge	70			
HAWC	19			
Total	89			
Sub-populations*				Percent of Total
Chronically Homeless	40	0	40	45%
Seriously Mentally Ill	20	0	20	22%
Chronic Substance Abuse	50	2	52	58%
Veterans	7	0	7	8%
Persons with HIV/AIDS	0	0	0	0%
Victims of Domestic Violence †	12	7	19	21%
Unaccompanied Youth (under 18)	not counted	not counted		
Elderly (over 60)	4	0	4	4%
Youth (18-24)	18	2	20	22%
Physically Disabled	6	0	6	7%

Source: North Shore HOME Consortium, Point-in-Time Count (January 28, 2009).

Salem's Homeless Subpopulations in 2009

By and large, there is no uniform profile of a homeless person in Salem. However, Lifebridge reports that the greatest increase in individuals seeking shelter is among the mentally ill, young adults (18 to 24 years), older adults (40 to 55 years), and women.¹⁰³ This new trend in Salem is challenging the typical profile of Lifebridge's clients who were reported in the last consolidated plan to be between the ages of 26 and 45 years old. While the Point-in-Time Count does not collect the ages of surveyed individuals, it does break down the homeless population into several different groups or subpopulations according to the type of problem that has brought about or perpetuates a person's homelessness. Homeless persons can have several major problems, so they may fall into more than one category. Table 4-14 details the results of Lifebridge's and HAWC's count of adult homeless people on January 28, 2009.¹⁰⁴

Homeless Persons who are Chronically Homeless. HUD defines *chronic* homelessness as a single, disabled adult who is homeless for at least one year or who has had four or more homeless episodes in three years. Lifebridge reported that forty of the seventy individuals counted were chronically homeless. Homeless advocates emphasize that persons who are chronically homeless have issues that a simple shelter stay or housing subsidy cannot solve and that housing with supportive services is

¹⁰³ Mark Cote, Lifebridge, November 13, 2009.

¹⁰⁴ Children are included in the overall count of homeless individuals but are not included in subpopulation counts. The PIT was not set-up to capture North Shore homeless families that the Commonwealth's Department of Housing and Community Development is housing in motels because area shelters are at capacity. This speaks to NSCAP's concern that the count is more a reflection of a shelter's capacity and not real need.

needed to keep former chronically homeless individuals permanently housed. The PIT does not have a chronically homeless category for families with children; this information is not being collected.

Homeless Persons who are Seriously Mentally Ill. Lifebridge reported that twenty of the seventy individuals counted were seriously mentally ill. This count may not be an accurate representation of the average day at Lifebridge, as the Executive Director in an interview stated that homeless individuals with mental illness are on the rise and the previous Consolidated Plan reported that “at anytime, an estimated 60-75 percent of Lifebridge’s population has a mental illness.”¹⁰⁵ HAWC reported that none of their sheltered individuals were severely mentally ill. However, all of the adults in the domestic violence shelter were receiving mental health services.

Homeless Persons who Chronically Abuse Substances. Lifebridge reported that 71 percent of its clients on the day of the PIT count – fifty out of the seventy individuals counted – had chronic substance abuse issues. This is a significant increase from the 20 percent reported five years ago. Lifebridge attributes the increase to the shelter performing better screening and case management as well as regional cuts to substance abuse programs which leave many individuals without support and at greater risk for homelessness. 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 are referred to either another shelter that is equipped to handle their situation or Salem emergency responders for hospitalization. HAWC reported that none of its clients were chronic substance abusers.

Homeless Persons who are Veterans. Only seven, or 10 percent, of the seventy individuals counted by Lifebridge were veterans. The previous plan did not cite a count of veterans. HAWC reported no veterans as clients. The United States Department of Veterans Affairs (VA), in conjunction with HUD, is making a concerted effort to provide supportive and permanent housing for veterans with the goal of ending veteran homelessness by 2013. In 2008, Congress provided \$75 million dollars of funding for the HUD-VASH (Veterans Affairs Supportive Housing) voucher program which combines HUD Section 8 Housing Choice Vouchers for homeless veterans with case management and clinical services.¹⁰⁶ Nationally, 10,707 VASH vouchers were issued in FY 2009 and as of September 30, 2009, 6,906 veterans have been housed. There are currently seventeen VASH vouchers being “leased” in the North Shore through cooperation between DHCD and the local VA Medical Center.¹⁰⁷ The Veterans Northeast Outreach Center (VNOC), one of the ways that the VA has local presence, participates in the North Shore Continuum of Care and connects qualified homeless veterans in emergency shelters or transitional housing to VASH vouchers for public housing and supportive services. However, the Salem Housing Authority reports that no VASH vouchers are being used for Salem public housing.¹⁰⁸ The VA’s priority is chronically homeless veterans with severe mental illness

¹⁰⁵ Mark Cote, Lifebridge, November 13, 2009, and City of Salem Five-Year Consolidated Plan (2005), IV-14.

¹⁰⁶ Teresa Pittman, HUD-VASH Program Analyst for VA Central Office, Washington, DC, September 2009 power point, <http://www.hud.gov/offices/pih/programs/hcv/vash/>, retrieved November 24, 2009.

¹⁰⁷ North Shore HOME Consortium, Continuum of Care Application (November 19, 2009), 52; Teresa Pittman, HUD-VASH Program Analyst for VA Central Office, September 2009.

¹⁰⁸ Carol MacGown (Executive Director, Salem Housing Authority), email message to Community Opportunities Group, Inc., December 2, 2009.

(SMI) and homeless veterans with dependent children. In line with the philosophy behind Housing First, the VA does not require sustained sobriety to be eligible for VASH housing assistance.¹⁰⁹

Homeless Persons with HIV/AIDS. Lifebridge and HAWC counted no individuals who reported having HIV/AIDS.

Homeless Persons who are Victims of Domestic Violence. Lifebridge reported that twelve of the seventy individuals counted were victims of domestic violence, and since HAWC is a domestic violence shelter, *all nineteen of its clients* on this day were classified as victims of domestic violence, including thirteen children. Viewed from a city-wide perspective, 35 percent of the individuals in Salem shelters on the PIT day were victims of domestic violence.

Homeless Persons who are Young Adults (18-24 years). This is a PIT subpopulation category but not a HUD category.¹¹⁰ Lifebridge reported that eighteen of the seventy individuals counted, or one in four, were youth between the ages of eighteen and twenty-four. The 2005 Consolidated Plan reported that ten percent of Salem's homeless population was composed of young adults. The Executive Director of Lifebridge attributes the increase in youth or young adults seeking shelter to drug abuse and foster care children aging out of Department of Children and Families Services (DCF). To prevent homelessness, DCF's Standards for Independent Living Services are supposed to ensure through a discharge plan that all youth leaving the government's guardianship have appropriate housing, yet individuals who were in DCF's care are ending up in shelters.¹¹¹ HAWC reported one homeless individual in this age category.

Table 4-15

North Shore Point-in-Time Count Comparison 2008-2009

Subpopulation category	2008	2009	% Change
Chronically Homeless	78	88	13%
Severely Mentally Ill	130	148	14%
Chronic Substance Abuse	246	281	14%
Domestic Violence	69	99	43%
HIV/AIDS	19	24	26%
Veteran	64	77	20%
Youth (18-24 years)	67	45	-33%

Source: North Shore HOME Consortium Continuum of Care application 11/19/09

Homeless Persons who are Elderly (60 years and older). Lifebridge reported that four of the seventy counted individuals were sixty years old or greater. HAWC reported no elderly persons.

Homeless Persons with a Physical Disability. Lifebridge reported that six of the seventy individuals counted had a physical disability and HAWC reported no one having a physical disability.

North Shore PIT Comparison 2008-2009. A comparison of the North Shore's 2008 and 2009 PIT counts reveals an increase in all sub-population numbers of sheltered homeless persons with the exception of homeless youth or young adults (18-24 years). This exception was not the experience reported by Lifebridge, which reported an increase in young adults seeking shelter. The North Shore HOME Consortium Continuum of Care Application attributes the overall increase in homeless

¹⁰⁹ Teresa Pittman, HUD-VASH Program Analyst for VA Central Office, September 2009.

¹¹⁰ HUD has a homeless subpopulation category for "unaccompanied youth under the age of 18," but the PIT count has no such category.

¹¹¹ North Shore HOME Consortium, Continuum of Care Application, 47.

persons to the state's reduced funding for many transitional and permanent housing programs that target specific homeless populations. The funding cuts have also caused homeless individuals to stay on the streets or in shelters longer while waiting for beds to become available in transitional and permanent housing. Table 4-15 illustrates the changes in the size of homeless sub-populations between 2008 and 2009.

IV.B-2. Salem's Homeless Service Needs

Lifebridge and HAWC provide the following services for homeless clients: case management, job training, substance abuse treatment, mental health care, housing placement, life skills and financial literacy training. Lifebridge reports in the PIT that the greatest unmet needs for its clients are job training, substance abuse treatment, and mental health care. HAWC reports that housing placement is its greatest unmet need.

Lifebridge. Lifebridge's Seeds of Hope Campus offers emergency shelter and permanent housing for adults, 50 percent of whom come from Salem. The emergency shelter offers 34 beds, 24 for men and 10 for women. Additionally, from mid-November through mid-April, 18 seasonal beds are provided, 12 for men and 6 for women. Lifebridge reports that it used to be over capacity only in the colder winter months; however, for the last six years, the shelter has been at or over capacity year-round. The average stay at Lifebridge's emergency shelter is thirty days.¹¹² In the past eighteen months, Lifebridge placed ninety homeless clients in permanent housing, including individuals who returned to a family home, individuals who obtained rental subsidy such as a Section 8 voucher, and 18 individuals who entered Lifebridge's new Seeds of Hope congregate supportive housing development.¹¹³ Lifebridge's planned on campus 20-unit studio development is still in pre-development and awaiting full financing. Homeless service providers report the need for more studio and one-bedroom permanent housing units.

Table 4-16

Salem Shelter Beds

Shelter	Client	Year-Round	Seasonal	Total
Lifebridge	Men	24	12	36
	Women	10	6	16
HAWC	Family	18	1	19
Total		52	19	71

Source: Lifebridge & Healing Abuse, Working for Change

Healing Abuse, Working for Change Shelter. The HAWC shelter serves approximately fifty families victimized by domestic violence each year. The shelter offers six year-round rooms for individual families providing eighteen beds. There is also one unfunded overflow bed. HAWC reports having a harder time placing clients in permanent housing since Section 8 vouchers "dried up" in 2005 and that permanent housing was an unmet need for all nineteen of its domestic violence victims in the 2009 Point-in-Time count. In 2009, HAWC received a \$200,000 grant from the North Shore HOME Consortium to fund rental assistance to its families transitioning back to permanent housing. HAWC also refers clients to the North Shore Community Action Program (NSCAP) for Housing Prevention and Rapid Re-housing Program assistance (discussed below). Approximately 25 percent of HAWC's families move into their own apartments when they leave the shelter, and most of these clients receive rental subsidy assistance for up to 18 months, 24 for extenuating circumstances. In order to qualify for rental assistance, a family must be able to contribute 30 percent of their rent and HAWC will subsidize the remaining portion. The other 75 percent of clients move in with family or friends,

¹¹² Mark Cote, Lifebridge, November 13, 2009.

¹¹³ Congregate housing provides clients with individual bedrooms and with a shared kitchen and bathrooms.

or to another shelter. Before the decrease in Section 8 vouchers, HAWC residents used to be sheltered for three to four months, but now shelter stays are extended six to eight months for the average family. HAWC searches for transitional and permanent housing as far away as Boston, Lawrence, and Springfield. HAWC has more clients in the down economy and attributes the increase to stress bringing out the worst in abusers or the abuser being out of work and home to abuse more frequently. In response to the PIT count's question, "What sub-populations are not being served?" HAWC identified non-English speaking and Gay Lesbian Bi-sexual and Transgender (GLBT) individuals and families.¹¹⁴

IV.B-3. Characteristics and Needs of the Precariously Housed

Housing is foundational for every aspect of a person's life. Today, many individuals and families are precariously housed and cycle in and out of homelessness or live one unexpected bill away from eviction. Homelessness is a real threat for a growing number of Americans whose real wages have not kept pace with housing costs, especially in metropolitan Boston. NSCAP, which serves Salem, Peabody, Danvers, and Beverly, reports that many of the families seeking its services are rent-burdened. Some pay sixty percent of their income for housing, alternate which bills are paid month-to-month, eat less food, and go to food pantries. A minimum wage worker earning \$7.50 per hour has to work more than two full-time jobs (88 hours *per week*) to afford an average one-bedroom market rate apartment in Salem, three full-time jobs (114 hours) for a two-bedroom, and three and a half full-time jobs (137 hours) for a three-bedroom.¹¹⁵ Evidence of the economic pressures and housing insecurity in Salem and the North Shore is seen in the steep increase in the number of North Shore families housed by the state in motels and hotels. As of September 2009, with the final three months of the year unreported, the state was housing *twenty-three times* the number of families that it did in 2008.¹¹⁶

The scarcity of lower-priced housing, the decrease in Section 8 vouchers since 2005, and the overall decrease in state funding for subsidized housing have contributed to the rise of homelessness and the length of time people spend in shelter awaiting permanent housing.¹¹⁷ Salem's Annual Contributions Contract for Section 8 is for 1,088 vouchers and the waiting list for obtaining a voucher is one year for local preference and five years for the centralized waiting list.¹¹⁸ The Salem Housing Authority reports that only 223 new Section 8 vouchers have been issued in Salem since 2005. The increase in the number of people at risk of losing their rental housing and people seeking shelter has not gone unnoticed by federal and state government. While funding for affordable housing units, emergency and transitional shelter, and programs for the poor have been cut in recent years, there are federal and state efforts to fill gaps with short-term emergency assistance.

¹¹⁴ Candace Waldron, Healing Abuse, Working for Change, November 13, 2009; December 7, 2009.

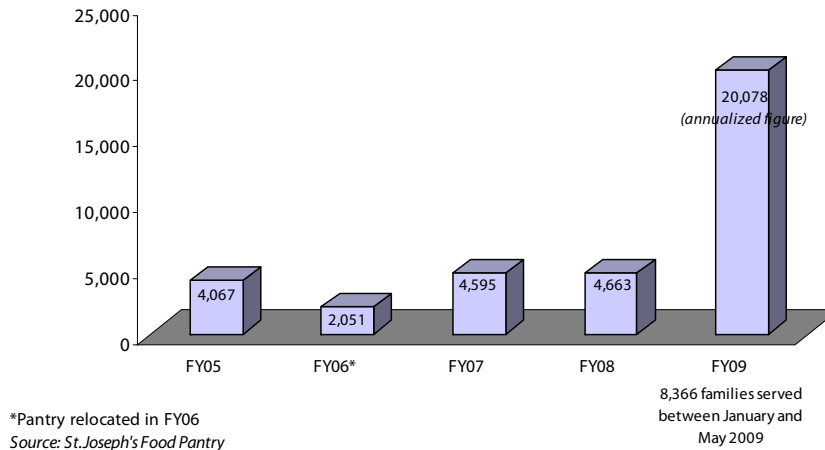
¹¹⁵ Salem rent comparisons from www.classifiednorth.com and www.salemnews.com, average monthly apartment rents in Salem on November 25, 2009 for 1-bdrm at \$863/month, 2-bdrm at \$1,109/month, and 3-bdrm at \$1,334/month. "Afford" is defined as spending no more than 30 percent of gross income on rent and utilities.

¹¹⁶ Elaine Frawley (OCD/DHCD) email message to Lisa Green, North Shore HOME Consortium, September 29, 2009.

¹¹⁷ Candace Waldron, Healing Abused, Working for Change, November 13, 2009; Center on Budget and Policy Priorities, Cuts in Federal Housing Assistance Are Undermining Community Plans to End Homelessness (February 1, 2007), 3, found at <http://www.cbpp.org/files/2-1-07hous.pdf/>.

¹¹⁸ Carol MacGown, Salem Housing Authority, December 2, 2009.

St. Joseph's Food Pantry
Unduplicated Salem Families Served



Food Assistance. Hunger in the United States remains a leading indicator of poverty and points directly to how precariously individuals and families are living. For many families who struggle to meet high housing costs, food may be their only variable monthly expense. After paying rent/mortgage and utility bills, cost-burdened families have little money for groceries. The North Shore and Salem are no exception to this, as evidenced by the increasing number of people who qualify for government-funded food assistance and appear at local food pantries. As of September 2009, there were 19,647 Supplemental Nutrition Assistance Program (SNAP) cases assisted across twenty-two North Shore communities, of which Salem's share was 3,260, or 16.5 percent of the North Shore cases.¹¹⁹ This means that at least 3,260 Salem families have a gross income below 130 percent of the Federal Poverty Level (FPL) and a net income after deductions below 100% of FPL. Salem's 2009 SNAP numbers reflect a 27 percent increase from its 2008 cases with the last quarter of the year unreported. When the September 2009 case numbers are annualized, Salem has a one-year increase of 69 percent from 2008. The Massachusetts Department of Transitional Assistance (DTA), which administers SNAP, anticipates further increases in 2010.¹²⁰

The Food Research and Action Center reports that 88 percent of SNAP benefit recipients are children, elderly, and individuals with disabilities.¹²¹ The maximum SNAP benefit for a family of four in 2008 was \$542 per month.¹²² The USDA estimates that only 67 percent of eligible people nationwide are enrolled in SNAP, and the participation rate of the eligible working poor is even lower, only 57

¹¹⁹ Bruce Goodro (Director, Office of Program Assessment, Massachusetts Department of Transitional Assistance), interview by Community Opportunities Group, Inc., November 25, 2009.

¹²⁰ Ibid

¹²¹ State of the States: 2008, Food Research and Action Center's Profile of Food and Nutrition Programs Across the Nation.

¹²² USDA, Food & Nutrition Service, Office of Research and Analysis, "Characteristics of SNAP Households: FY 2008 Summary," October 2009.

percent.¹²³ Since 2005, Massachusetts has made a concerted effort to improve the participation of SNAP-eligible individuals and families from 45 percent to 60 percent today, moving the State from forty-ninth in the nation to the “middle of the pack.”¹²⁴ Low participation rates for federal assistance may explain increases in individuals and families appearing at local food pantries like Salem’s St. Joseph’s Food Pantry.

In the first five months of 2009, St. Joseph’s Food Pantry experienced an 86 percent increase in the demand for food assistance over 2008. This increased demand suggests growing food insecurity among low- and middle-income Salem residents, who may not qualify for official government assistance but still need help in this economy. At the current rate of need, the pantry projects that more than three times the number of families than last year will request food by the end of 2009.¹²⁵ In July, 2009, St. Joseph’s Food Pantry took over the Harvest of Hope Food Pantry from Lifebridge, resulting in St. Joseph’s expanding their food pantry hours to weekends. St. Joseph’s Executive Director reports that 99 percent of the people they serve are from Salem, but the pantry has begun to allow some Peabody residents to come as well. Families usually come every other week for a bag of groceries to supplement what they can afford on their own or from other sources of assistance. One physical sign of growing food insecurity in Salem is St. Joseph’s plan to double the size of their facility in order to be able to better handle the 30,000 lbs. of food that they receive and distribute each month. In addition to bags of food, the pantry also distributes grocery store gift cards, MBTA Charlie cards, and cash assistance paid directly to landlords on a limited basis.

IV.B-4. Resources for Homelessness Prevention and Supportive Services

Housing First 7-Years Later. HUD continues to lead the national agenda to end *chronic* homelessness with the Housing First philosophy – that permanent housing for chronically homeless individuals is more cost-effective and better social policy than cycling people in and out of emergency shelters and housing them in transitional housing until permanent housing becomes available.

Overall, the federal Interagency Council on Homelessness reports that 32 cities across the country are experiencing the first reductions in street and chronic homelessness in more than 20 years, thanks to development of permanent supportive housing and mechanisms to be sure that chronically homeless people have access to housing.¹²⁶

However, North Shore homeless service and housing providers are feeling growing pains from the shift away from funding emergency and transitional housing in favor of permanent housing. Funding from HUD’s McKinney Act favors the creation of permanent housing, but there is still a great need for both transitional housing and permanent housing *with* supportive services. The North Shore has a very good record of keeping formerly homeless individuals in permanent housing when

¹²³ State of the States: 2008, Food Research and Action Center’s Profile of Food and Nutrition Programs Across the Nation.

¹²⁴ Brian Mulholland (Assistant Director, North Shore Department of Transitional Assistance), interview by Community Opportunities Group, Inc., November 17, 2009.

¹²⁵ Note: In June 2009, St. Joseph’s Food Pantry assumed operation of Lifebridge’s food pantry. However, the figures above do not reflect this merger.

¹²⁶ Martha R. Burt, Urban Institute, Testimony to the U.S. House of Representatives, Subcommittee on Housing and Community Opportunity, Reauthorization of the McKinney-Vento Homeless Assistance Act, October 11, 2007.

the housing is coupled with supportive services. North Shore homeless advocates and providers of permanent housing for former chronically homeless individuals caution that creating permanent housing *without* supportive services is flawed policy and practice.¹²⁷ Within metropolitan Boston, the creation of permanent supportive housing is credited with a 45 percent drop in street homelessness in Quincy, Massachusetts between 2004 and 2007. The city closed an emergency shelter in 2007 because it was no longer needed.¹²⁸ Many homeless service providers and advocates are working hard for this to happen on the North Shore as well.

Federal Government. The 2009 American Recovery and Reinvestment Act authorized \$1.5 billion to fund a national Homeless Prevention and Rapid Re-Housing Program (HPRP), of which the Commonwealth of Massachusetts received \$18,443,744. In addition to the direct allocation to the states, HUD is also funding entitlement communities through HPRP, including twenty communities in Massachusetts. Lynn is the closest of these to Salem. Just as its name states, the HPRP has two clear goals: *prevention* and *rapid re-housing*. HPRP is intended as short-term financial assistance for preventing individuals and families from entering emergency shelter or re-housing and stabilizing persons quickly if they do become homeless. HPRP's prevention assistance can provide rental subsidy from three to eighteen months depending upon the situation, security deposits, utility payments, moving costs, and motel and hotel vouchers. HPRP's housing relocation and stabilization assistance can fund case management, housing search and placement, legal services, and credit repair.¹²⁹

It is worth noting that the current injection of HPRP funds does not make up for the cumulative losses – losses that hit the homeless programs particularly hard -- sustained by CDBG, HOME and public housing programs between 2004 and 2006, which took respective hits of 20 percent, 16 percent, and 11 percent in those years.¹³⁰ “By 2006, funding for HUD programs had declined by \$3.3 billion (or 8 percent) in comparison to 2004, once adjustments for inflation are made.”¹³¹

State Government. The Commonwealth is coupling its federal allocation of HPRP funds with its 2007 Plan to End Homelessness. In a series of new initiatives to better address homelessness in the state, the Commonwealth reconstituted the Interagency Council on Housing and Homelessness (ICHH) and charged it with supporting agencies and organizations that deliver homeless and housing programs throughout Massachusetts. Additionally, in a major transfer from the DTA in July 2009, the ICHH, in conjunction with the Department of Housing and Community Development (DHCD), divided the state into Emergency Assistance (EA) regions with Transitional Assistance offices to

¹²⁷ Laura MacNeil (Deputy Director of Client Services, North Shore Community Action Program), interview by Community Opportunities Group, Inc., November 16, 2009.

¹²⁸ Martha R. Burt, Urban Institute, October 11, 2007.

¹²⁹ American Recovery and Reinvestment Act 2009, Homelessness Prevention and Rapid Re-housing Program, <http://portal.hud.gov/portal/page/portal/RECOVERY/PLANS/Homelessness%20Prevention%20and%20Rapid%20Re-Housing%20Program>

¹³⁰ Center on Budget and Policy Priorities, Cuts in Federal Housing Assistance Are Undermining Community Plans to End Homelessness (February 1, 2007), 3. <http://www.cbpp.org/files/2-1-07hous.pdf/>.

¹³¹ Ibid

provide local assistance.¹³² The North Shore/Salem EA region has the dubious distinction of being one of the state's top five regions with the greatest caseload of family homelessness (the other four are Boston, Worcester, Brockton and Springfield/Holyoke). While the North Shore's 2009 Continuum of Care Application reports that the 2008-2009 Point-in-Time (PIT) count of sheltered families "stayed somewhat constant, with a slight increase of three families," neither the PIT count nor the Homeless Management Information System captured homeless families that the Commonwealth of Massachusetts is housing in motels and hotels. As of September 2009, the state was using EA funds to house 138 families in motels and hotels on the North Shore (123 in Danvers, 14 in Haverhill, and 1 in Salem).¹³³ This is a huge increase from 2008, when the state housed only six families. As of September 2009, North Shore families represented 17 percent of the 1,014 families that DHCD is housing in motels statewide. In line with the HPRP model, the state's goal is prevention where possible and re-housing where necessary. The ultimate goal is to stem the increasing flow of individuals and families entering emergency shelter and state-funded motel rooms.

North Shore Service Providers. Salem residents at risk of homelessness or who are homeless are served by many North Shore agencies and non-profit organizations. A major service provider, NSCAP, also received a DHCD-funded HPRP grant in the amount of \$370,000 to provide homeless prevention services and housing stabilization assistance beginning in 2010. Approximately two-thirds of the money is for family homelessness and one-third is for individuals. NSCAP anticipates that it will be able to fund a half-time homeless service provider position and assist up to fifteen at risk or homeless families with this grant. In 2009, NSCAP served 2,050 unduplicated Salem families or 4,661 individuals, 61 percent of whom were women, 37 percent men, and 13 percent identified as people with disabilities. Children under eighteen were the largest group served, at 36 percent, followed by women between the ages of twenty-four and forty-four years at 24 percent, and people over fifty-five years at 17 percent. More than half of these households – 1,215 – received food assistance and were at or below 100 percent of the Federal Poverty Level, or \$14,570 for a family of two. Fifty-nine percent of the households consisted of one or two individuals. Of the total number of Salem families served, 11 percent own a home, 48 percent rent, and 37 percent identified as being either homeless or "other."¹³⁴ Sources of income identified included employment, pension, TANF, SSI, SS, unemployment and other.¹³⁵

There are strong networks of North Shore homeless service providers that work collaboratively to keep individuals and families housed. Research continues to document that it is more cost-effective to prevent homelessness than to shelter and re-house individuals and families after they lose housing. In 2007, the North Shore Housing Action Group (NSHAG) was formed by members of the network, including Lifebridge and HAWC, to provide better advocacy and coordination of North Shore homeless prevention and housing services. Lifebridge and HAWC both serve on NSHAG's leadership Council. Many of the members of NSHAG are also members of the North Shore HOME

¹³² As of July 1, 2009, DHCD assumed responsibility for state's emergency shelter program and services (EA), which had been the responsibility of the Department of Transitional Assistance. The goal of the transfer is to place homeless prevention and re-housing services within the state's housing agency in order to increase efficiency.

¹³³ Elaine Frawley (OCD/DHCD) email message to Lisa Green, North Shore HOME Consortium, September 29, 2009; CoC application p. 45, November 19, 2009.

¹³⁴ North Shore Community Action Program, Salem Household Characteristics (November 2009).

¹³⁵ Ibid

Continuum of Care Alliance. NSCAP, as a leading member of the network, teamed with the Lynn Housing Authority in 2008 to apply for grant funds being awarded by the newly reconstituted Massachusetts Interagency Council on Housing and Homelessness. The grant was funded in the amount of \$800,000 to support the work of the new NSHAG and, as the state's RFP stated, "to experiment with a range of creative responses to the homeless challenge."¹³⁶ The NSHAG's grant application was undoubtedly aided by the North Shore/Salem EA region's heavy caseload of homeless families. The eighteen month grant is funding three components of the North Shore Housing Action Group's 10-year Plan to End Homelessness: 1) "Gap" housing assistance such as monthly rent subsidy, moving costs, and security deposits for people transitioning from shelter to permanent housing; 2) Five new homeless service provider positions: a regional coordinator, three housing resource advocates, and a tenant/landlord specialist to work with clients who are in Housing Court; and 3) supporting the new website (www.northshoreport.org) that lists regional homeless resources and assistance providers.¹³⁷

IV.C. Non-Homeless Special Needs Assessment

IV.C-1. Victims and Survivors of Domestic Violence

The needs of domestic violence victims and survivors in Salem and the North Shore are extensive, growing, and exacerbated by the decreased number of available spaces in safe houses and funding cuts for domestic violence and transitional living programs.¹³⁸ The number of people seeking services from the Cross Roads domestic violence program, a hospital-based program at Salem Hospital and Union Hospital in Lynn, *more than doubled* from the period 1998-2003 to the period 2004-2009 -- jumping from approximately one hundred and sixty victims to three hundred and fifty victims annually.¹³⁹ The Cross Roads program, staffed by two full-time HAWC employees, provides hospital patients who are victims of domestic violence with counseling and support services such as filing restraining orders or referrals to the HAWC shelter. The program also provides education and training to hospital employees on how to screen patients for domestic violence and connect survivors to the resources of Cross Roads. This can be an especially difficult and dangerous negotiation when the abuser is present or has threatened the victim or her children. The needs of North Shore domestic

Table 4-17
Healing Abuse, Working for Change 2009 Services

Hotline	3,733 calls
Counseling and support	780 individuals
Parent/child trauma recovery	123 families
Youth Violence Prevention	7,870 youth
Legal Advocacy	2,146 individuals
Education and Training	3,939 residents and professionals

Source: HAWC FY 09 Overview, July 1, 2008—June 30, 2009

¹³⁶ Massachusetts Department of Housing and Community Development, Request for Response for the *Homeless Prevention and Rapid Re-housing Program*, "DHCD2010-02HPRP-S," August 2009.

¹³⁷ Laura MacNeil, North Shore Community Action Program, November 16, 2009.

¹³⁸ Jane Doe, Inc., a Massachusetts domestic violence advocacy organization based in Boston, MA <http://www.janedoe.org>.

¹³⁹ Peg Tiberio (Trauma Recovery Services, North Shore Medical Center), email message to Community Opportunities Group, Inc., December 10, 2009.

While domestic violence cuts across all socioeconomic levels and races and no single profile adequately describes the victims, the victims are usually women between the ages of 23 and 46. However, in 2009 HAWC changed its name in recognition of the growing number of men who seek domestic violence services. In 2009, HAWC provided services over five-hundred times to men.¹⁴⁰ In an effort similar to the one-day point-in-time count for homeless individuals, Massachusetts participates in the annual National Census of Domestic Violence Services. The Massachusetts 2008 count reported that of the 1,845 victims of domestic violence seeking services, half requested emergency shelter or transitional housing, and of those seeking shelter, one in four victims of domestic violence could not be helped.¹⁴¹ Clearly, more safe and supportive housing is needed for domestic violence victims. Advocates emphasize that the lack of affordable housing often prevents victims from living independently from their abuser.

IV.C-2. Persons Living with HIV/AIDS

Salem has the third largest HIV/AIDS population in Essex County, with 105 cases. Only Lynn and Lawrence have greater infection rates.¹⁴² Strongest Link AIDS Services, a nonprofit based in Danvers, reports that thirty-five low-income Salem residents with HIV/AIDS sought its case management and support services in FY 2009. The services that Strongest Link provides to people living with HIV/AIDS include assistance accessing mental health and substance abuse counseling, housing assistance, medical services, emergency assistance with food, utilities, rent, and medication, as well as legal services and job training. People with HIV/AIDS have transportation needs that cannot always be met by public transportation, and in FY 2009, Strongest Link spent \$1,486 on taxi rides for Salem residents with HIV/AIDS. Individuals infected with HIV/AIDS often have other serious issues for which they need dedicated support, such as homelessness, mental illness, and substance abuse. People with HIV/AIDS who seek supportive services usually receive a combination of public benefits including MassHealth, SSI, and SSDI. With a grant from the Massachusetts Department of Public Health (DPH), Strongest Link has distributed \$20,000 in rental and food assistance to its North Shore clients, including Salem residents, since July 2009.¹⁴³

IV.D. Other Community Development Needs

Like all cities, Salem has community development needs that extend beyond housing. These needs are evident in an analysis of the city's economy and its impact on low- and moderate-income people. Residents, business owners, and City leaders continue to recognize the critical relationship between housing, economic development, community services, and the condition of Salem's infrastructure and transportation facilities.

¹⁴⁰ Viktoriyia Kokhan (Data/IT Manager, HAWC), email message to Community Opportunities Group, Inc., March 12, 2010.

¹⁴¹ 2008 Domestic Violence Counts: The National Census of Domestic Violence Services, Massachusetts Summary (September 17, 2008) found at <http://www.janedoe.org/know.htm>.

¹⁴² Massachusetts HIV/AIDS Surveillance County Report, Essex Total Cases as of 7/01/08, http://mass.gov/Eeohhs2/docs/dph/cdc/aids/quarterly_essses.pdf.

¹⁴³ Elizabeth Johnson, Executive Director, Strongest Link AIDS Services, Inc., interview by Community Opportunities Group, Inc., December 4, 2009.

IV.D-1. Economic Development

IV.D-1.1. Labor Force & Job Skills

Like affordable housing, Salem's community development needs are influenced by the structure of and changes in the local economy. While Salem's economy is strongly linked to tourism, a large share of its local employment is in service industries, municipal and State government, health care, and education. The city's largest employers include the City of Salem, North Shore Medical Center, Salem State College, the Peabody Essex Museum, and Salem Five Savings Bank, all of which offer competitive jobs and whose employees and patrons support many of the city's smaller businesses. Salem also maintains an extensive legal community, including both governmental and private institutions. The Essex County Registry of Deeds and the District Attorney's Office are located in Salem, as well as the District, Superior, Juvenile, and Probate Courts. The completion of the J. Michael Ruane Judicial Center in 2011 will result in an expansive courts complex consisting of a new 190,000 square foot facility adjacent to the existing Probate and Family Court/Registry of Deeds building. However, the Registry of Deeds will be moving to an undetermined location.

Table 4-18
Employment Base in Salem by Industry, Wages, and Location Quotient

Industry	Salem Employers	Average Monthly Employment		Average Weekly Wages	Location Quotients	
		Number	Percent		State	Essex County
Total, All Industries	1,302	18,650	100.00%	\$856	N/A	N/A
Construction	81	677	3.63%	\$1,248	0.82	0.81
Manufacturing	50	743	3.98%	\$1,270	0.45	0.89
Durable Goods	28	527	2.83%	\$1,468	0.48	0.26
Non-Durable Goods	22	215	1.15%	\$790	0.39	0.27
Utilities	3	252	1.35%	\$1,881	3.21	3.18
Wholesale Trade	70	429	2.30%	\$1,176	0.55	0.66
Retail Trade	168	2,347	12.58%	\$457	1.17	1.01
Transportation & Warehousing	26	244	1.31%	\$750	0.42	0.75
Information	22	156	0.84%	\$977	0.29	0.37
Finance & Insurance	53	482	2.58%	\$1,115	0.47	0.82
Real Estate & Rental & Leasing	47	230	1.23%	\$801	0.94	1.07
Professional & Technical Services	183	645	3.46%	\$1,100	0.43	0.58
Administrative & Waste Services	58	312	1.67%	\$761	0.32	0.34
Educational Services	21	2,405	12.90%	\$808	1.31	1.43
Health Care & Social Assistance	137	4,887	26.20%	\$1,036	1.70	1.60
Arts, Entertainment, & Recreation	29	677	3.63%	\$584	2.17	1.89
Accommodation & Food Services	132	1,871	10.03%	\$335	1.27	1.24
Other Services	194	824	4.42%	\$408	1.11	1.06
Public Administration	24	1,271	6.82%	\$1,043	1.61	1.73

Source: Massachusetts Executive Office of Labor and Workforce Development, Labor and Workforce Development, Economic Data Programs, Employment and Wages (ES-202), http://lmi2.detma.org/Lmi/lmi_es_a.asp, and Community Opportunities Group, Inc.

Though Salem's economy is strong in the areas of healthcare, education, and government, there are underrepresented sectors in the city's employment base as well. Calculating location quotients—a ratio of the percentage of local employment in each sector of the economy to that of a larger area, such as a county or state—is a useful way to assess the strengths and weaknesses in a local

economy.¹⁴⁴ Location quotients for Salem (Table 4-18) show that the city is under-represented in industries such as Manufacturing, Transportation and Warehousing, Information, Finance and Insurance, and Administrative Services. A couple of these (Information and Finance and Insurance) are particularly under-represented when compared with the Boston area, and they also offer a relatively high average weekly wage.

Salem is exceptionally strong in the Arts and Entertainment, Healthcare and Social Assistance, and Public Administration industries, and the city also provides a significant number of jobs in the Educational Services, Accommodation and Food Services, Retail, and Other Services sectors. However, not all of these industries pay well. In fact a few, including Accommodation and Food Services, Other Services, and Arts and Entertainment, are among the lowest-paying industries in the city. Moreover, these industries are likely to have high seasonal variation, with many job opportunities in the summer but far fewer in the off-season. Attracting and developing industries that offer decent wages and stable employment will be an important part of a long-term economic development strategy for Salem.

In addition to evaluating what types of jobs comprise a city's employment base, it is also important to understand who is able to access them. In Salem, despite the presence of industries that offer fairly high-paying jobs, only twenty-eight percent of Salem's labor force works locally, meaning most residents travel outside of the city for work.¹⁴⁵ One reason for this is that while some Salem employers pay desirable wages, overall the employment base is fairly small. In fact, Salem's jobs-to-labor force ratio for the first quarter of 2009 was only 0.78, i.e., less than one job for every one resident in the labor force.¹⁴⁶

Many of Salem's higher-paying jobs benefit non-resident workers: people with the education, training, and experience to compete for positions in health care, legal services, higher education and government employment. In Salem, recent data indicate that residents continue to struggle with their education. During the 2007-2008 school year, 6.5 percent of Salem High School students dropped out of school, compared with the statewide dropout rate of 3.4 percent.¹⁴⁷ Additionally, 38 percent of Salem residents have a Bachelor's degree or higher and 14 percent hold a graduate or professional degree.¹⁴⁸ This suggests that the more appropriate labor force for many of the city's jobs resides outside of Salem. Such an economic "mismatch" between the skills of Salem's population and the local employment base contributes to the low retention of resident workers. A larger skilled labor

¹⁴⁴ A location quotient of <0.90 generally indicates an industry that is weaker in Salem relative to Essex County or the state. A location quotient of >1.10 generally indicates an industry that is stronger in Salem than in the geographic comparison areas.

¹⁴⁵ U.S. Bureau of the Census, 2006-2008 American Community Survey 3-Year Estimates, "S0801: Commuting Characteristics by Sex," *American Fact Finder*, www.factfinder.census.gov.

¹⁴⁶ Massachusetts Executive Office of Labor and Workforce Development, Labor and Workforce Development, Economic Data Programs, "Employment and Wages (ES-202)", <http://lmi2.detma.org/lmi/lmidataprogram.asp>., and Community Opportunities Group, Inc.

¹⁴⁷ Massachusetts Department of Education, Dropout Rates in Massachusetts Public Schools: 2007-2008, www.doe.mass.edu/infoservices/reports/dropout/0708.

¹⁴⁸ U.S. Bureau of the Census, 2006-2008 American Community Survey 3-Year Estimates, "S1501: Educational Attainment," *American Fact Finder*, www.factfinder.census.gov.

force will increase Salem's ability to draw new businesses, create job opportunities, and achieve its economic development goals.

Several participants in the Consolidated Plan public meetings affirmed the city's weak job-to-skills match. They said that the city needs to support and offer increased job training, English as a Second Language (ESL) classes, and technology-based training to build a capable workforce that can take advantage of Salem's growing service industry and health-care related employment base. Participants in the Economic Development focus group recognized the need for training programs that offer certification, which is a requirement for many health-care related jobs. Meeting participants also commented on the need for students to remain in school to obtain a high school diploma. In a recent study, the North Shore Workforce Investment Board (WIB) also emphasized the need for continued and increasingly higher levels of education, stating that, "associates degrees will be required for the largest percentage of growing of growing jobs in Massachusetts through 2014, followed by Bachelor's Degree or higher Postsecondary Vocational Technical Training. Occupations that will continue to grow and provide employment are those that require significant levels of education and training."¹⁴⁹

Job training and workforce development is a multi-faceted and long-term endeavor that requires the collaboration of many organizations and institutions. Salem is fortunate to have a strong network of such organizations operating at both the local and regional level, described below. The City will need to continue its support of these entities—and also its investment in the local public schools—to help to ensure that local residents can compete for good jobs.

The **North Shore Career Center**, located in downtown Salem, is a full service "one-stop" career center that serves both employers and employees in Salem and on the North Shore. One of three career centers on the North Shore (the others are in Lynn and Gloucester), the Career Center receives state and federal funding to support programs that bridge the gaps between the region's labor force and employers on the North Shore. Services provided for job seekers include career related workshops, job placement and job search assistance, career counseling, occupational skills training, the use of assistive technology and a resource area with computers, internet access, phone, fax, and photocopying machines. The Career Center services the needs of both older workers and younger workers just entering the labor force, creating a base of "prepared" employees. While the Center has seen an increase in job seekers on the North Shore during the past several years, it continues to provide services to local companies through its Business Service Unit. Since its creation in 2004, the Business Services Unit has serviced 4,233 business customers with programs including job recruitment and access to training grants.¹⁵⁰ Although the Center provides services for all residents of the North Shore and surrounding regions, approximately 13 percent of participants are from Salem.

Salem State College, one of the largest state colleges in Massachusetts, is a four-year liberal arts college located in South Salem. In addition to providing highly competitive educational programs, Salem State College supports the local community by offering a wide range of services to local residents, school-age children, and local entrepreneurs. In addition to housing the Horace Mann

¹⁴⁹ North Shore Workforce Investment Board, *Labor Market Blueprint*, 2007, 20.

¹⁵⁰ North Shore Workforce Investment Board and North Shore Career Center, "Report to the North Shore Congressional and Legislative Delegates," April 2009, 3.

School, a Salem public school, on its campus, the College recently established a Center for Civic Engagement “to ensure that students understand the importance of community involvement and that they are well versed in the privileges and responsibilities that come with citizenship in a democratic republic.” The Center acts as a liaison to surrounding non-profit and community agencies and as a resource and training center for students, faculty, staff, and alumni.¹⁵¹

The Enterprise Center, located on the Salem State College campus, is a small business incubator and virtual center for entrepreneurs throughout the North Shore region. The Center serves businesses at every stage of development, from initial startup through growth. Small businesses may also lease space in the Center’s building. The Enterprise Center offers more than eighty programs a year to small business owners and non-profit managers.

The North Shore Workforce Investment Board (WIB) is a public-private partnership established in 2000 as a result of the federal Workforce Investment Act of 1998 and related state legislation. The WIB serves nineteen communities on the North Shore, with the Salem serving as the lead community. Through partnerships with schools, colleges, training providers, public organizations, and businesses, the WIB builds and supports a workforce development system that serves all members of the North Shore community at any point where work-related services are needed.¹⁵² The WIB assists local employers, schools and agencies, adults, and youth each year with job screening services, labor needs programs, job training, career training, and other services. The WIB also focuses on youth workforce readiness through its FirstJobs Summer Employment initiative for North Shore Teens as well as career awareness and internship assistance programs for high school students. The WIB is working with the North Shore Alliance for Economic Development at the Enterprise Center to identify industries with job growth potential, including health care, creative economy businesses, and businesses specializing in green technology. Additionally, the WIB is funding a joint program with the North Shore Community College to provide certified training for energy audit services and is considering developing regional training opportunities for LEED certification programs.¹⁵³ The organization continues to be an important tool for workforce development, not only for employees and employers in Salem but also for the larger North Shore region.

In 2008, the Salem Partnership and the Enterprise Center instituted the **Creative Economy Initiative** to encourage and support creative economy businesses on the North Shore. Managed by the City’s Department of Planning and Community Development and the Salem Chamber of Commerce, the Creative Economy Association of the North Shore (CEANS) completed a market study and action plan for the North Shore region.

IV.D-1.2. Local Businesses

In addition to attracting new industries and increasing training and educational efforts to enable residents to work in those industries, cultivating and promoting local businesses is an important part of community economic development. As noted above, Salem is fortunate to have a strong retail sector and a cohesive and successful downtown. Salem Main Streets (SMS), a member of the National

¹⁵¹ Salem State College, “Community Connections,” <http://www.salemstate.edu/community/267.php>.

¹⁵² North Shore Workforce Investment Board, “Mission Statement,” www.northshorewib.com/.

¹⁵³ Mary Sarris (North Shore Workforce Investment Board), interview by Community Opportunities Group, Inc., December 1, 2009.

Trust for Historic Preservation's Main Streets Program, is downtown Salem's most prominent advocate and promoter. Established in 2001, SMS promotes a patented four-point approach to downtown revitalization that includes business organization and collaboration, promotion of local businesses, economic restructuring and expansion of the existing economic base, and improvement of the design and physical appearance of the downtown. Despite the current economic downturn, Salem's downtown is growing. According to the SMS Program Manager, forty new businesses opened in the downtown area between 2007 and 2009, creating over 251 new jobs.¹⁵⁴

Despite the overall strength and resiliency of the city's local retail sector, there is concern about the highly seasonal nature of many of Salem's local businesses. At the Economic Development focus group, attendees noted that while the retail industry in Salem is strong between May and the end of October, business activity in the downtown slows considerably during the off-season. In 2007, the City commissioned a Retail Market Study to identify opportunities for increasing retail business in the downtown, and SMS hired a Program Manager to promote the economic vitality of downtown businesses during the off-season. In addition, during the past several years SMS has instituted a series of events including the Salem So Sweet Chocolate and Ice Sculpture Festival and the Salem Film Festival in February, the Salem Literary Festival in March, and the Salem Arts Festival in the spring. SMS also initiated a weekly farmers' market in the downtown during the summer of 2009 and recruited businesses to participate in an "open late on Thursdays" program to coincide with the market. Continuing to foster increased retail activity—particularly during the off-season months—and new economic development initiatives in the downtown will continue to be a priority for Salem.

Participants at the Economic Development focus group also discussed the market for downtown office space. According to representatives from the Enterprise Center and the Drumlin Group (a commercial real estate brokerage and consulting firm), Salem has a large share of small businesses with five or fewer employees, and participants voiced concerns that the city's larger office spaces exceed the need for most of these businesses. Understanding current and future needs for office space will be important for revitalization efforts in downtown Salem as well as for agencies providing business development assistance.

IV.D-1.3. Housing and Economic Development

Maintaining a high-quality standard of living is a recurring theme in community development throughout the Boston area, and job readiness is an important part of achieving that goal. However, the lack of affordable housing has greatly hindered business expansion across the Boston metropolitan area. Traditionally, Salem has offered reasonably affordable housing options within the Boston region. However, while Salem is affordable compared with some communities around Boston, it is not affordable to some lower-income employees or current residents. During one of the community meetings held for this plan, Salem State College representatives noted the difficulty their new entry-level teaching staff encounter when looking for affordable homes in Salem.

Salem has a substantial amount of affordable housing, with 12.9 percent of its total housing stock on the Chapter 40B Subsidized Housing Inventory. Nevertheless, some employees of Salem businesses cannot afford to rent or own a home in the city, and many jobs in Salem do not offer a "livable" wage that allows people to live and work in Salem. In Salem, where a worker in the accommodation or

¹⁵⁴ Jennifer Bell (Program Manager, Salem Main Streets Initiative), interview by Community Opportunities Group, Inc., December 1, 2009.

food service industries earns about \$1,340 per month, an affordable monthly rent would be about \$402, far below typical rents of \$700 for one-bedroom apartments.¹⁵⁵

Like the rest of the region, state, and nation, Salem experienced a significant decline in housing prices for for-sale properties during the past several years. However, housing prices are beginning to rebound. Most recently in 2009, the median sales price for all properties in Salem was \$280,000, a 20 percent increase from \$225,000 in the previous year.¹⁵⁶ While still below the median price for all properties at the market's peak in 2006 (\$325,000), these housing prices are still out of reach for many lower- and moderate-income residents. For example, under the state's affordable housing pricing guidelines, a household earning the median income for Salem—\$61,906—can afford to spend \$192,303 for a single-family home.¹⁵⁷ For a worker in one of Salem's stronger industries—healthcare and social assistance—earning an average weekly wage of \$1,036 per week, the maximum purchase price would be only \$160,755. Although housing prices have receded, they remain out of reach for many of Salem's residents. Since a large percentage of the city's local businesses tend to offer lower-wage employment, economic development in Salem truly hinges on an adequate supply of affordable rental housing.

IV.D-1.4. Transportation

While Salem's coastal location endows it with historic significance and scenic beauty, it also proves a hindrance to attracting large businesses due to its lack of convenient, direct access to major transportation corridors. This is not a new dilemma for Salem. Over the years, the city has continued to seek roadway improvements to increase its accessibility, attract larger businesses, and foster economic development. An important example of such roadway improvement efforts is the Salem-Beverly Transportation Project which improved access to Salem from Beverly, a community that has direct access to Route 128. In addition to providing better highway access, the project also decreased traffic congestion on Salem's Bridge Street and the surrounding neighborhood. The state has completed the first two phases of the project – the Veterans Memorial Bridge and the Bridge Street Bypass Road with adjoining bike path. The rehabilitation of Route 107 Bridge Street is in the design phase.¹⁵⁸ In addition, the Massachusetts Department of Transportation-Highway Division (MassDOT) recently started the reconstruction of 1A Bridge Street.

¹⁵⁵ Based on apartment listings in the *Salem News* and on Craigslist.com, December 2009.

¹⁵⁶ The Warren Group, Real Estate Records Search, Town Stats, "Salem, MA – Median Sales Price, <http://rers.thewarrengroup.com/sor/tssearch.asp>.

¹⁵⁷ U.S. Bureau of the Census, 2006-2008 American Community Survey 3-Year Estimates, "S1903: Income in the Past 12 Months," *American Fact Finder*, www.factfinder.census.gov. Housing maximum purchase price guidelines assume a thirty-year mortgage; that the mortgage will cover ninety-five percent of the purchase price; that thirty percent of household income will be spent on housing costs; an interest rate of 6.5 percent; private mortgage insurance rate of 0.78 percent for every \$1,000 in annual payments; and property insurance rate of 0.6 percent for every \$1,000 in annual payments.

¹⁵⁸ Boston Region Metropolitan Planning Organization Staff, *Transportation Improvement Program and Air Quality Conformity Determination, Federal Fiscal Years, 2010-2013*, September 24, 2009, 161. Massachusetts Department of Transportation, MassDOT Highway, Project Information, "Salem," <http://www.mhd.state.ma.us/default.asp?pgid=content/projectsRoot&sid=wrapper&iid=http://www.mhd.state.ma.us/ProjectInfo/>, (accessed December 1, 2009).

In addition to these significant transportation projects, MassDOT recently completed several other roadway improvement projects in Salem, including North Street and Marlborough Road and coordinated signalization improvements on Highland Avenue (Route 107). The Massachusetts Division of Capital Asset Management (DCAM) has undertaken roadway reconstruction at the North Street and Federal Street intersection to facilitate the new courts complex. The City is designing the roadway and drainage improvements for Canal Street.¹⁵⁹ These projects will assist the city in addressing its roadway improvement needs.

A focus on transportation and community development requires looking beyond the existing physical infrastructure and impending roadway projects and examining how commuting and travel patterns affect residents' lives. One of the most important issues is the ease with which residents can access jobs. As discussed above, only 28 percent of Salem residents work in the city, with most commuting by car to suburban places of employment. City residents may take on lengthy commutes in part because of a location to job skills mismatch, and this problem is compounded by a lack of affordable, accessible transit options. At a focus group for non-profit and social service agencies, access to transportation was identified as an essential element of community economic development.

Currently, Salem residents have three options for commuting to Boston: the commuter rail, bus service, and water ferry. The Massachusetts Bay Transportation Authority (MBTA) offers train service to and from Boston via the Newburyport/Rockport line. With 2,370 riders a day, Salem has the largest boarding numbers on the North Shore and the third highest daily boarding statistics within the entire MBTA system.¹⁶⁰ In response, the MBTA chose Salem for construction of a commuter rail station and intermodal center. The forty-five million dollar project, which is currently in the design phase, would increase the existing parking capacity at the station from 460 spaces to approximately 950 spaces. The State expects to complete construction of the project by 2011.

A daily round-trip commuter rail ticket to Boston from Salem currently costs \$10.50; a monthly pass costs \$163.00, which includes MBTA subway service. Parking fees in the adjacent MBTA and municipal parking lots are \$4.00/day and \$2.00/day, respectively. For a person commuting to Boston each day, annual transportation costs, with parking, amount to about \$3,316 a year.¹⁶¹ Salem's access to Boston and other cities and towns along the Newburyport/Rockport line are a great asset. However, these prices likely present a cost barrier to low- and moderate income workers.

The MBTA also offers bus service from the Salem Commuter Rail Station to Downtown Crossing in Boston at a the substantially cheaper round-trip rate of \$3.50 per day, or \$40.00 for a monthly pass. While the MBTA service provides regular transportation runs to and from Boston, it offers more limited service from Salem to the surrounding communities. Local MBTA bus routes 451, 465, and 468 provide service to neighboring Beverly, Peabody, and Danvers, and route 455 and 459 offer slightly more intercity service within Salem's downtown, in addition to connections to Boston. However, most likely these routes do not meet the demand of Salem workers for inter- and intra-city

¹⁵⁹ Massachusetts Department of Transportation, MassDOT Highway, Project Information, "Salem," <http://www.mhd.state.ma.us/default.asp?pgid=content/projectsRoot&sid=wrapper&iid=http://www.mhd.state.ma.us//ProjectInfo/>, (accessed December 1, 2009).

¹⁶⁰ Massachusetts Bay Transportation Authority, "Salem Commuter Rail Station Intermodal Center," presentation materials, October 6, 2009.

¹⁶¹ Assumes a 340 day work year.

access. During the public hearing process for this plan, participants noted a need for increased transportation service to major employers such as Salem Hospital as well as to regional employment opportunities such as the Cummings Center in Beverly and the North Shore Mall in Peabody. Prioritizing affordable, local transportation that provides access to the region's major activity centers will be an important part of meeting Salem's other community development needs.

Another mode of transportation is the Salem Ferry, which offers service to Boston from the Blaney Street wharf for twenty-four dollars round trip or through the MBTA monthly commuter rail pass. Since its inception in 2006, the ferry ridership has grown both in daily commuters and tourists, particularly during the Halloween season. Based on current schedule and capacity, the ferry predicts ridership to exceed 100,000 by 2012.¹⁶² The City is also pursuing development of a new Salem Port, a multi-purpose municipal port facility.

The North Shore Transportation Management Association (NSTMA) works to promote transportation options for commuters with a mission of reducing traffic congestion and vehicle emissions. Serving Beverly, Danvers, Lynn, Salem and Peabody, the TMA helps commuters coordinate carpooling and van sharing, promotes walking and biking to work, and supports use of public transportation and telecommuting. The TMA works with businesses and consumers to facilitate various commuter benefits, such as pre-tax commuter programs, preferred parking for carpoolers, and other incentive programs.

Despite the range of transportation options in Salem, most commuters (70 percent in 2008) continue to favor single-person occupant vehicle trips, and this trend is consistent with transportation usage across most of the country.¹⁶³ According to ACS 2006-2008 3-Year Estimates, 9 percent of Salem residents use some form of public transportation to travel to work: a relatively small portion of residents considering the range of transportation options available. Inconvenient service schedule and expensive fares are likely impediments to greater ridership. Increasing bus routes within Salem and increasing all transportation access to major employment centers and institutions would be an important step towards connecting Salem residents with local jobs and services.

IV.D-2. Infrastructure

A city's infrastructure, including sewer, utilities, and roadways, and some aspects of the public realm, impacts a community's form and function, including adequate service delivery and protection of the health, safety, and welfare of residents and business owners, efficient transportation and communication, and an attractive, clean, and sanitary built environment. Additionally, maintaining and improving local infrastructure creates a more efficient, stable, and attractive business environment for firms and industries. Since Salem is a substantially built-out community, continuing to revitalize its older, established areas will remain important for its future and the city has worked hard to capitalize on its built assets to improve the local economy. During the citizen participation process for this plan, many people noted that improvements to intersection signals, sidewalk, and handicapped access ramps, and lighting are still key to meeting Salem's economic development goals. While most downtown street corners have access ramps, additional ramps are needed on street

¹⁶² Bourne Consulting Engineering, "Final Draft Report Operations and Management Plan, Salem Wharf Project," November 2008, 5.

¹⁶³ U.S. Bureau of the Census, 2006-2008 American Community Survey 3-Year Estimates, "S0801: Commuting Characteristics by Sex," *American Fact Finder*, www.factfinder.census.gov.

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 impairments. In addition to the functional capacity 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. Between City Fiscal Years 2006 and 2009, Salem expended 22 percent of its CDBG funds for neighborhood improvements. However, CDBG funds cannot address all of Salem's infrastructure needs.

IV.D-3. Local Priorities

Despite Salem's relatively large inventory of affordable housing, residents and social service agencies still identify affordable housing, both the creation and preservation of existing multi-family housing stock, as a priority need. Participants at public meetings during this Consolidated Plan process also voiced their concern about housing conditions, citing the need for safe, quality housing. Representatives of social service agencies further clarified that many of their clients cannot afford housing that is considered "affordable" by definition without some sort of subsidy.

Between City Fiscal Years 2006 and 2009, Salem spent approximately 41 percent of its total CDBG, and HOME funding for housing assistance, including the Housing Rehabilitation Loan Program. Each year, this program finances the rehabilitation of an average of 11 units occupied by low- or moderate-income homeowners of one- to four-family homes. Recently, the city expanded the program to provide funds to non-occupant owners of multi-family homes that provide housing for qualified low- and moderate-income residents. The City's committed funding is still unable to fully address the need for building improvements in the community and the program currently maintains a waiting list. During this same period, approximately 13 percent of Salem's CDBG funds were spent on public service programs, many of which are housing related. The City also designated 22 percent of its federal funding to neighborhood improvement projects (including public facility projects and infrastructure improvements) and 9 percent to economic development programs. These allocations demonstrate Salem's commitment to meeting the community's need for economic vitality as well as improving its housing stock.

Participants in a recent focus group on economic development said the City should concentrate on job training, continue to revitalize downtown Salem, and encourage retail activity between November and April. During the past five years, Salem's downtown has seen a resurgence of development projects within the Urban Renewal Area. The redevelopment of the Old Police Station, the Salem Laundry Building and the Salem News building created new housing units and commercial space in the downtown. The recent commencement of the Old Salem Jail redevelopment begins a long-awaited revitalization of a community landmark for new housing and restaurant space. Continuing to implement the recommendations of the 2007 Retail Market Study will further promote economic development in the downtown. Moreover, gaining a better understanding of the needs of local and regional businesses for office space would provide the city with important information for revitalizing upper-floor office space in the downtown.

The City of Salem also encourages economic development through its small business assistance programs. These programs provide financial and technical assistance for existing businesses to improve their commercial infrastructure or expand their operations. The City's Small Business Loan

Program provides loans that fund commercial rehabilitation, job creation or retention, or microenterprise assistance projects. Salem's Storefront Improvement Program also assists local business owners with funds to revitalize storefront facades in the eligible neighborhood and commercial districts. In addition, the City continues to allocate funds to the Salem Main Streets (SMS) program. These programs encourage business development and retention, and stress downtown's role as the civic, social, and cultural center of Salem. Investing in business development helps to create a stronger business base with "livable wage" jobs that benefit local residents. By supporting SMS, the City is working to create an even better place for its businesses, residents, and workers. In addition, support for infrastructure improvements and job training programs will remain important priorities for Salem. Residents and employers say these services are crucial to maintaining and improving Salem's economic base.

IV.D-4. Lead Paint Needs

In 2003, Salem ranked 15th among the state's eighteen high-risk communities for childhood lead poisoning with sixteen reported cases of childhood lead poisoning between 1998 and 2003. However, since 2004, Salem's incidences of lead paint poisoning have diminished and the city is no longer is considered an at-risk community. Table 4-19 shows the incidence of Blood Lead Levels in Salem children between 2004 and 2008. A BLL of 15-19 mcg/dL is classified as a moderately elevated lead level, 20-24 an elevated lead level, and greater than or equal to 25 as lead poisoning. Since within these years, more than eighty-five percent of all children aged nine to forty-eight months are screened for lead paint, the reported cases represent nearly all cases of lead poisoning.¹⁶⁴

Table 4-19
Salem and Childhood Lead Poisoning

Year	Incidence		
	Blood Lead Levels (mcg/dL)		
	15-19	20-24	>=25
2004	2	0	0
2005	0	0	1
2006	1	0	1
2007	3	0	2
2008	0	0	1

Source: Executive Office of Health and Human Services, Childhood Lead Poisoning Screening and Incidence Statistics by Community, FY2004-2008.

Despite the reduction in lead poisoning cases, Salem continues to be vigilant about lead paint hazards. Since manufacturers did not entirely ban the use of lead in paint products until 1978, older housing units are likely to be contaminated with lead paint. In older communities like Salem, where 61 percent of its housing stock was built prior to 1950, lead paint hazards are particularly prevalent.¹⁶⁵ Lead paint issues present a particular difficulty in Salem due to the need to balance preserving unique woodwork in older homes and at the same time conduct full lead

paint abatement, which may force the removal of architectural features. Moreover, lead-based paint abatement regulations result in higher costs per unit, resulting in fewer units that can be deleaded for the dollars available. The City continues to offer assistance to address the needs of lead-based paint hazards by referring property owners to state programs. Additionally, the DPCD acts as a Local

¹⁶⁴ Executive Office of Health and Human Services, For Researchers, Community and Health Safety, Environmental Health, Lead Research and Statistics, Childhood Lead Poisoning Screening and Incidence Statistics by Community, FY2004-2008, <http://www.mass.gov/?pageID=eohhs2homepage&L=1&L0=Home&sid=Eeohhs2>.

¹⁶⁵ The Massachusetts Department of Public Health Childhood Lead Poisoning Prevention Program estimates that sixty-one percent of Salem's housing stock was built before 1950. The 2000 U.S. Census, Table H34, reports that fifty-nine percent of Salem's housing stock was built before 1950.

Rehabilitation Agency on behalf of the state's "Get the Lead Out Program," which undertakes lead paint abatement in homes built before 1978 with a lead- poisoned child six or younger.

V. STRATEGIC PLAN: 2010-2014

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 – affordable housing, homelessness, special needs and community development – to address the needs identified in this plan. This section also describes the City of Salem'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.

The City of Salem receives Community Development Block Grant (CDBG) funds from HUD and has traditionally invested its CDBG allocation in activities that benefit low- and moderate- income people or prevent or eliminate slums or blight. As a member of the North Shore HOME Consortium, Salem also receives an annual allocation of HOME funds, which the City uses to support the production, acquisition or rehabilitation of affordable homeownership and rental units. In each of the five years covered by this Consolidated Plan, Salem expects to receive approximately \$1,225,000 in CDBG entitlement funding, approximately \$210,000 in HOME funds and an estimated \$150,000 in program income, based on FY10 funding levels. The total estimated five-year allocation is \$6,125,000 from CDBG, \$1,050,000 in HOME funds and \$750,000 in program income. These funds are conditional upon annual appropriations by the federal government.

V.A. Priority Needs

The Housing Market and Housing Needs sections of the Consolidated Plan shed light on several critical needs that exist in Salem today:

- ♦ **FORECLOSURE ASSISTANCE.** Salem has experienced high rates of mortgage foreclosure due to the credit crisis and unemployment. In Salem, single-family and two-family homes and condominiums make up the vast majority of foreclosures that have occurred since 2006. Echoing trends throughout the Greater Boston area, the rental market has tightened in Salem due, in part, to growth in demand for rental housing from the former owners of foreclosed homes. The credit crisis has also forced would-be homebuyers to rent longer. Using existing programs, the City should focus resources on assisting persons and neighborhoods affected by foreclosure.
- ♦ **NEED FOR SOCIAL SERVICES.** Salem's demand for social services, especially food assistance, has risen dramatically. This demand can be partially attributed to increases in foreclosures and unemployment in the area, resulting in an increase in homelessness, particularly for families. At the same time, there have been reductions in funding for emergency and transitional housing programs, straining service providers which have experienced high demand for emergency housing. Given the demand for social services, including homeless prevention and housing, the City should strategize its use of federal funding to address its most critical social service needs.
- ♦ **HOMEOWNER ASSISTANCE.** One of the City's long-standing goals has been to increase the homeownership rate in Salem. Since 2000, owner-occupancy has increased 14 percent. Today, over 55 percent of all Salem households own their own home. Furthermore, the City has long supported housing rehabilitation assistance for lower-income property owners, helping to retain their housing affordability. The effects of the foreclosure crisis, including limited access to credit

and falling property values, and the poor economy threaten the financial stability of many existing owners and constrain potential owners. The City should continue its efforts to make homeownership affordable and accessible for lower-income people. The City should also continue its efforts to make housing rehabilitation assistance available to homeowners with properties that have building, health, safety and/or accessibility issues, in particular, investor-owners, seniors, and households with incomes below 50% of median income.

- ♦ **NEEDS OF HISPANIC, FOREIGN-BORN & OTHER MINORITY POPULATIONS.** Salem's minority populations have grown in recent years. The housing and community development needs, including social service needs, of this population differ from that of the population at-large as there is a socio-economic disparity between Salem's minority and white populations. Minority renters, especially Hispanic, have dramatically higher rates of cost-burden than non-minority renters. Few minority households own their home in comparison to white households. In light of this, the City needs to support efforts to promote the economic stability and financial growth of its non-white population.
- ♦ **ELDERLY NEEDS.** People over 65 years of age comprise 13 percent of Salem's population, but by 2020, it is projected that over 7,600 elderly persons will live in Salem. Today, over half of Salem's elderly homeowners and renters live in unaffordable homes, and many elderly people have incomes below the poverty level. To accommodate the need for a caregiver many seniors require two bedroom units, which are not available in existing facilities. While housing is an obvious financial burden for this population, access to social services and transportation is also critical. The existing senior center is inadequate to meet growing needs and the seniors' desire for new programs. Salem should work to meet the housing and social service needs of its growing elderly population.
- ♦ **NEED FOR INFRASTRUCTURE IMPROVEMENTS.** In many areas, Salem's infrastructure is old and deteriorated. Handicapped accessibility, pedestrian safety and neighborhood revitalization are critical concerns and the City considers improvements to its streets and sidewalks a high priority. However, it is difficult to make such improvements when funds are scarce. The City should extend state and federal resources by using CDBG funds to make infrastructure improvements in eligible areas.

V.B. Consolidated Plan Objectives, Priorities & Strategies

V.B-1. Affordable Housing, Homelessness & Special Needs

HOUSING OBJECTIVES & STRATEGIES

- ▶ **Objective:** Assist Salem property owners and tenants affected by foreclosure.
 - ♦ Use existing programs, including the First-Time Homebuyer Program and Housing Rehabilitation Loan Program, to assist with the purchase and renovation of foreclosed properties.
 - ♦ Offer protections for tenants in foreclosed properties, including notification of assistance programs, rental assistance, and education of rights.

- ♦ Target funding for rental assistance programs offered by local social service providers to families affected by foreclosure.
- ♦ Track foreclosures by location in a GIS database. Target assistance to affected areas.
- ♦ Work with statewide initiatives and local non-profits to purchase and rehabilitate foreclosed properties, designating them for occupancy by low- and moderate-income households.
- **Objective:** Preserve the City's existing affordable housing – both subsidized and non-subsidized units – to benefit low to moderate-income households and families.
 - ♦ Provide financial and technical assistance to investor-owners to improve housing units for low- to moderate-income renters through the Housing Rehabilitation Loan Program.
 - ♦ Track the status of all expiring use restrictions and prevent the loss of existing subsidized units.
 - ♦ Support local non-profit housing organizations seeking to preserve and renovate units in their existing portfolio.
- **Objective:** Increase safe, decent, sanitary and affordable rental options for extremely-low-income households and families.
 - ♦ Target housing rehabilitation funds – for owner- and renter-occupied units – to benefit families with incomes below 50 percent AMI, particularly single-parent families and the elderly.
 - ♦ Encourage development of affordable rental units for households and families with incomes below 50 percent AMI. Use HOME, CDBG and other funds as incentives to produce new affordable units or leverage affordable unit conversions through the acquisition and rehabilitation of foreclosed properties.
 - ♦ Support rental assistance for low- and very-low-income households.
 - ♦ Encourage locally-based non-profit housing organizations to develop and manage affordable units.
- **Objective:** Support homeownership while balancing the City's critical need to preserve affordable rental housing, especially for extremely-low and low-income families.
 - ♦ Provide information, technical assistance, and referrals to help homeowners struggling to prevent foreclosure.
 - ♦ Invest federal funds in appropriate small-scale redevelopment projects and secure restrictions that guarantee affordability upon resale.
 - ♦ Invest federal funds in non-profit housing organizations willing to develop appropriately scaled affordable homeownership units, including through the acquisition and rehabilitation of foreclosed homes.

- ♦ Provide financial assistance to income-eligible, first-time homebuyers in Salem.
- **Objective:** Target federal funds to emergency and transitional housing for the homeless; increase supportive housing for the disabled, those transitioning from homelessness, and adults and children fleeing domestic violence.
 - ♦ Fund homeless prevention programs, outreach advocates, and food pantries as well as youth programs, job training and community health services.
 - ♦ Support homelessness prevention programs, including protections for renters and homeowners at risk of homelessness due to mortgage foreclosure.
 - ♦ Support organizations which provide emergency shelter and transitional housing options for the homeless population.
 - ♦ Provide supportive housing for the disabled, persons and families transitioning from homelessness, as well as persons fleeing from domestic violence.
 - ♦ Support homeless and substance abuse programs targeted to Salem's youth population.

Housing Funding Priorities

- ♦ Targeted rehabilitation and financial assistance to stabilize neighborhoods affected by high rates of foreclosure.
- ♦ Rental assistance to very-low- and low-income individuals and families.
- ♦ Preservation of affordable housing.
- ♦ Homeless prevention, housing assistance and social services for extremely low-income households and families, including the homeless and special needs populations.
- ♦ Continued assistance to homeowners via the First-time Homebuyer Downpayment Assistance Loan Program and the Housing Rehabilitation Loan Program.

V.B-2. Community Development

ECONOMIC DEVELOPMENT OBJECTIVES & STRATEGIES

- **Objective:** Facilitate personal financial growth and economic sustainability for Salem's low-income and minority residents through economic development and related public service programs.
 - ♦ Support the efforts of local organizations that provide job training, technology-based education, and ESL services to Salem's low- and moderate-income population; give preference to job training programs that provide participants with training certification upon program completion.

- ♦ Support social service programs that provide financial literacy training for low- and moderate-income residents.
- ♦ Support social service programs that provide childcare services or subsidized transportation vouchers for low- and very low-income individuals and families.
- ♦ Support schools and local organizations to encourage low- and moderate-income students to complete high school education, obtain GED certification and seek higher education as a component of job training.

► **Objective:** Encourage the retention and creation of local businesses that provide jobs to low- and moderate-income residents of Salem.

- ♦ Finance low-interest or deferred payment loans for new, emerging or expanding small businesses that employ low- and moderate-income workers.
- ♦ Provide technical assistance, training, and referrals for owners of small businesses that employ low- and moderate-income workers.

► **Objective:** Encourage low- and moderate-income people to develop sustainable businesses, including micro-enterprise, that contribute to the vitality and diversity of Salem's economy.

- ♦ Provide low-interest or deferred payment loans and technical assistance to existing low- and moderate-income businesses or potential business owners.
- ♦ Support community-based micro-enterprise business training and development services.

► **Objective:** Support improvements to commercial property and infrastructure in Salem's urban renewal areas and eligible neighborhood business or service areas.

- ♦ Provide funding and technical assistance to business owners to address building code violations and undertake commercial property (storefront) improvements in downtown Salem and in eligible neighborhood commercial districts.
- ♦ Fund commercial and infrastructure improvements that incorporate accessibility by design, assisting small businesses covered by Title III of the Americans with Disabilities Act to provide access to persons with disabilities.
- ♦ Target federal funds as a "gap filler" for infrastructure that directly support local economic development initiatives.
- ♦ Undertake improvements to downtown Salem's pedestrian mall.

Economic Development Funding Priorities

- ♦ Activities that promote financial and economic stability for low- and moderate-income residents such as job training, ESL and education.

- ♦ Financial assistance to businesses owned by low- and moderate-income individuals and/or that provide jobs to low- and moderate-income individuals.
- ♦ Capital improvements in downtown and commercial districts that support a positive economic climate and increase accessibility for people with disabilities.

PUBLIC SERVICE OBJECTIVES & STRATEGIES

- **Objective:** Support the community development needs of Salem's elderly population and target resources to complement the City's affordable housing, economic development, and anti-poverty initiatives.
 - ♦ Use federal funds to support the social service and facility needs of senior citizens, including affirmative efforts to include minority and foreign-born seniors.
 - ♦ Fund the Transportation Program at the Salem Senior Center.
 - ♦ Coordinate public services with neighborhood improvements in low-income target areas, such as increased police patrols, community policing services, or neighborhood-based recreation programs.
 - ♦ Administer and participate in Salem H.O.P.E.

Public Service Funding Priorities

- ♦ Comprehensive activities that support the City's efforts to address the housing and community development needs of a specific population or a specific geographic area.
- ♦ Provision of social services to the City's vulnerable populations, including elderly, minority and foreign-born residents.

NEIGHBORHOOD IMPROVEMENT OBJECTIVES & STRATEGIES

- **Objective:** Focus neighborhood improvements on activities that benefit low- and extremely-low-income households and that directly support other objectives of this Consolidated Plan.
 - ♦ Provide technical and financial assistance to assist low- and moderate-income homeowners and landlords to rehabilitate and maintain the city's housing stock, including the removal of building code violations, in order to provide safe, decent housing.
 - ♦ Fund infrastructure improvements that focus on pedestrian and traffic safety such as, improvements to intersections, streets, sidewalks (including curb cuts and crosswalks) and the Salem bike path.
 - ♦ Undertake improvements that improve the quality of life in eligible neighborhoods or for specific populations in need (e.g. disabled, abused, elderly, minority, youth, etc.) such as, parks, parking facilities, fire stations, tree planting, lighting, signage and installation of trash receptacles.

- ▶ **Objective:** Assure that persons with disabilities have equal access to the City's public buildings, schools, parks and playgrounds, and facilities.
 - ♦ Assure that funded infrastructure and building improvement projects are designed for barrier-free access by persons with mobility impairments.
 - ♦ Fund barrier removal activities in City neighborhoods.
 - ♦ Improve the safety and accessibility of sidewalks and roadways in the City's neighborhoods and business areas.

Neighborhood Improvement Funding Priorities

- ♦ Housing, infrastructure and facility improvements in income-eligible neighborhoods.
- ♦ Activities that improve accessibility for persons with disabilities.

PLANNING & ADMINISTRATION STRATEGIES

- ▶ **Objective:** Assure adequate local capacity to manage federal funds and other resources the City invests toward meeting its housing and community development needs.
 - ♦ Provide continued support for administration and compliance monitoring in the City's Department of Planning and Community Development.
- ▶ **Objective:** Meet the City's ongoing planning needs, primarily in the areas of affordable housing and economic development and the linkages that exist between them.
 - ♦ Support housing and community development planning activities, i.e. studies.
 - ♦ Support pre-development activities that enable the City to carry out housing and community development projects.
 - ♦ Support planning efforts that identify the specific housing and community development needs of Salem's foreign-born and minority populations and develop strategies to address them.

Planning & Funding Priorities

- ♦ Activities that maintain and improve the City's capacity to implement affordable housing and anti-poverty initiatives, and to monitor for compliance both internally and externally, i.e., sub-recipients.

V.C. Performance Measures

The City of Salem will evaluate its performance and the effectiveness of community development investments under this Five-Year Consolidated Plan by tracking and monitoring the following types of data for each major activity category. To the maximum extent practical, performance measure data will be collected and used to measure performance in more than one activity category. For activities carried out by non-profit agencies or other City departments, the Department of Planning and Community Development will collect data on a monthly or annual basis, as applicable. These measurements may be expanded or adjusted to conform to the specific activities contained in each Annual Action Plan.

V.C-1. Affordable Housing & Homeless Needs

STRATEGIC PLAN OBJECTIVE	PERFORMANCE INDICATOR
Assist Salem property owners and tenants affected by foreclosure. HUD Objective: Decent Housing HUD Outcome Category: Affordability	<ul style="list-style-type: none"> - Number of foreclosed properties purchased with Salem's CDBG or HOME funds. - Number of foreclosed properties rehabilitated with Salem's CDBG or HOME funds. - Ongoing identification of areas most affected by foreclosures.
Preserve the City's existing affordable housing – both subsidized and non-subsidized units – to benefit low to moderate-income households and families. HUD Objective: Decent Housing HUD Outcome Category: Affordability	<ul style="list-style-type: none"> - Number of units assisted through Housing Rehabilitation Loan Program. - Number of units brought into compliance with lead-safe housing rule. - Number of units brought from substandard to compliance with Housing Quality Standards. - Number of existing subsidized housing units that remain on the Ch. 40B Subsidized Housing Inventory with each update published by DHCD.
Increase safe, decent, sanitary and affordable rental options for extremely-low-income households and families. HUD Objective: Decent Housing HUD Outcome Category: Availability/Accessibility	<ul style="list-style-type: none"> - Number of new rental units that are affordable. - Number of families receiving HOME funded rental assistance
Support homeownership while balancing the City's critical need to preserve affordable rental housing, especially for extremely-low and low-income families. HUD Objective: Decent Housing HUD Outcome Category: Affordability	<ul style="list-style-type: none"> - Number of new affordable homeownership units created or acquired. - Number of households assisted with downpayment assistance or closing costs through Salem's First Time Homebuyer Downpayment Assistance Loan Program. - Number of first-time homebuyers receiving housing counseling.
Target federal funds to emergency and transitional housing for the homeless; increase supportive housing for the disabled, those transitioning from homelessness, and adults and children fleeing	<ul style="list-style-type: none"> - Number of households who avoided homelessness through CDBG-funded programs. - Number of individuals connected with transitional housing services through CDBG-

STRATEGIC PLAN OBJECTIVE	PERFORMANCE INDICATOR
domestic violence. HUD Objective: Decent Housing HUD Outcome Category: Availability/Accessibility	funded programs. - Number of disabled people connected with housing through CDBG-funded programs. - Number of individuals/families connected with CDBG-funded domestic violence services.

V.C-2. Economic Development

STRATEGIC PLAN OBJECTIVE	PERFORMANCE INDICATOR
Facilitate personal financial growth and economic sustainability for Salem's low-income and minority residents through economic development and related public service programs. HUD Objective: Creating Economic Opportunities HUD Outcome Category: Availability/Accessibility	- Number of persons who receive child care and/or transportation services from CDBG-funded programs. - Number of persons who receive job training, ESL, or other similar programs.
Encourage the retention and creation of local businesses that provide jobs to low- and moderate-income residents of Salem. HUD Objective: Creating Economic Opportunities HUD Outcome Category: Affordability	- Number of jobs created through CDBG-funded programs. - Number of jobs retained through CDBG-funded programs. - Number of new or existing businesses assisted through Salem's business loan programs.
Encourage low- and moderate-income people to develop sustainable businesses, including micro-enterprise, that contribute to the vitality and diversity of Salem's economy. HUD Objective: Creating Economic Opportunities HUD Outcome Category: Affordability	- Number of businesses expanding or relocating to or within Salem. - Number of micro-enterprise businesses assisted through City-sponsored loan or technical assistance programs.
Support improvements to commercial property and infrastructure in Salem's urban renewal areas and eligible neighborhood business or service areas. HUD Objective: Suitable Living Environment HUD Outcome Category: Sustainability	- Number of commercial façade or building code rehabilitation projects undertaken. - Number of public facility or infrastructure improvements undertaken in the downtown or neighborhood commercial districts.

V.C-3. Public Services

STRATEGIC PLAN OBJECTIVE	PERFORMANCE INDICATOR
Support the community development needs of Salem's elderly population and target resources to complement the City's affordable housing, economic development, and anti-poverty initiatives. HUD Objective: Suitable Living Environment HUD Outcome Category: Sustainability	- Total number of seniors assisted through CDBG-funded programs. - Acquisition of property utilizing Section 108 loan funds and/or other funds for the creation of a new senior center.

V.C-4. Neighborhood Improvements

STRATEGIC PLAN OBJECTIVE	PERFORMANCE INDICATOR
Focus neighborhood improvements on activities that benefit low- and extremely-low-income households and that directly support other objectives of this Consolidated Plan. HUD Objective: Suitable Living Environment HUD Outcome Category: Sustainability	<ul style="list-style-type: none"> - Number of street, sidewalk, or other City-financed pedestrian-oriented infrastructure improvement projects completed with CDBG funding. - Number of other improvement projects completed with CDBG funding, including parks, lighting, parking facilities, bike path, signage, fire station, and tree plantings.
Assure that persons with disabilities have equal access to the City's public buildings, schools, parks and playgrounds, and facilities. HUD Objective: Suitable Living Environment HUD Outcome Category: Availability/Accessibility	<ul style="list-style-type: none"> - Number of CDBG-funded accessibility improvements in public buildings. - Number of CDBG-funded accessibility improvements to parks, playgrounds, or other public recreation facilities. - Number of sidewalks, parking areas, or other infrastructure elements made accessible through CDBG assistance.

V.C-5. Planning & Administration

STRATEGIC PLAN OBJECTIVE	PERFORMANCE INDICATOR
Assure adequate local capacity to manage federal funds and other resources the City invests toward meeting its housing and community development needs.	<ul style="list-style-type: none"> - Timely commitment and timely expenditure of funds. - Lack of non-compliance findings or corrective action requirements for audits or program monitoring.
Meet the City's ongoing planning needs, primarily in the areas of affordable housing and economic development and the linkages that exist between them.	<ul style="list-style-type: none"> - Number of planning and pre-development activities carried out or supervised by City staff, or eligible community development projects.

V.D. Anti-Poverty Strategy

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

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

V.D-1. Education

The Salem School Department has been participating in a voluntary desegregation program since 1987 in an effort to give residents more choices about the school system they want their children to attend. The City has used state funding to renovate and improve its educational facilities and provide school-age children with an environment conducive to learning. MCAS results from 2009 show 68 percent of 10th grade students are advanced or proficient in English and 61 percent are proficient in Mathematics. The district has shown steady improvement in MCAS scores since 2005.¹⁶⁶

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 addition, there is a Head Start Program operating at the Carlton School on Skerry Street.

V.D-2. Job Training and Employment Resources

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

¹⁶⁶ Commonwealth of Massachusetts, Department of Education, MCAS Test results for 10th grade students, www.mass.gov/doe.

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

The City of Salem is the lead community for the North Shore Workforce Investment Board (WIB), representing 19 surrounding communities. The DPCD has a seat on the Board and represents the economic development sector on the North Shore. The WIB directs federal, state and local employment and training funds so that job seekers can find training and employment, and businesses can find employees that are skilled and ready to work. Through partnerships with schools, colleges, training providers, public organizations and businesses, the WIB builds and supports a workforce development system that serves all members of the North Shore community at any point where work-related services are needed.¹⁶⁷ The WIB assists over 14,000 employers, schools and agencies, adults, and youths each year with job screening services, labor needs programs, job training, career training and other services. The WIB is also responsible for administering the F1rstJobs Summer Employment initiative for North Shore Teens. F1rstJobs places North Shore youths in jobs that will provide them with important job training and skills that will be useful in the future when applying for employment. Other programs include Training for Employed Workers, Training for Displaced Workers, School to Career, Welfare to Work and Workforce Investment Act.

Through its CDBG funds, the City of Salem supports a variety of job training and employment assistance programs, such as the Wellspring House MediClerk Program, V.O.C.E.S. ESL and GED preparation programs, Morgan Memorial's Career Planning Program for high school students with disabilities, NSCAP's Salem Cyberspace Program and self-sufficiency programs run by the Family Self-Sufficiency Center.

V.D-3. Affordable Housing

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

¹⁶⁷ North Shore Workforce Investment Board, "Mission Statement," <<http://www.northshorewib.com/>>.

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 geared to help the poor become self-reliant and less dependent on public assistance.

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

Salem provides significant funds to community housing development organizations (CHDOs), specifically Salem Harbor 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. Salem Harbor 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.

V.D-4. Social Services

According to ACS 2006-2008 Three-Year Estimates, 1,224 female single parents have dependent children under 18.¹⁶⁸ The challenges facing this population are inadequate, affordable childcare choices, a lack of jobs that provide "mother's hours" and insufficient transportation opportunities. The Massachusetts Office of Child Care Services, Region 3 office, is located in Salem. It provides childcare referrals and financial assistance. The agency provides a way for lower-income families to obtain adequate daycare so they can obtain employment and improve their quality of life.

Through CDBG, the City of Salem funds approximately 30 non-profit social service programs annually. Through an annual competitive funding round, Salem financially supports programs that provide services to help families meet the costs of living, promote family self-sufficiency, serve special populations and/or provide crisis intervention assistance, in essence, programs that work to break the cycle of poverty. Along with the many programs that help directly with housing and household expenses (see Housing Section), CDBG funds support several programs which indirectly assist with housing in many ways such as increased pay (i.e. job training, ESL programs) and

¹⁶⁸ ACS 2006-2008 Three-Year Estimates, "S1101: Households and Families," *American Fact Finder*, <http://factfinder.census.gov>.

decreased monthly expenditures (i.e. child care, food programs, prescription assistance) so households can better afford rent or mortgages. A list of the social service programs submitted for FY11 CDBG funds is located in Section II.D. There are also many non-CDBG funded programs available to Salem residents to help households overcome various obstacles to self-sufficiency.

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

V.E. Strategies for Removing Barriers to Affordable Housing

Housing that is both affordable to and restricted for occupancy by low-and moderate-income households requires some form of subsidy. The Housing Market Analysis outlines several barriers to housing affordability in Salem: a shortage of land, the lack of regulatory tools to require or encourage affordable housing in new developments, the lack of resources to preserve existing affordable units, an economy imbalanced by lower-wage jobs, and local government's dependence on the property tax to finance City services. Like other communities, Salem is not in control of all of these barriers and as a result, its ability to solve them is constrained by financial resources and legal requirements. However, the City does have the power to zone, to target its available resources in ways that are effective at reducing affordability barriers, and to petition the General Court for authority to carry out strategies that are otherwise unavailable to cities and towns. Some examples of tools that would support the objectives of this Consolidated Plan include the following:

- Consider zoning to require or encourage inclusion of affordable units in redevelopment and new construction projects.
- Consider zoning to allow accessory units in single-family dwellings.
- Consider establishing a Chapter 40R Overlay District in and immediately adjacent to Downtown Salem.
- Strengthen the City's code enforcement and targeting federal, state and local resources to make substandard rental units safe, decent, sanitary and affordable.

V.F. Strategies for Reducing Lead-Based Paint Hazards

Approximately 13,935 of Salem's 17,330 occupied housing units were built prior to 1980, which means that 80 percent of all occupied homes in the City are potential lead-based paint hazards. Of the housing units built prior to 1980, approximately 2,390 are occupied by households with small children—and more than half of these are rental units.¹⁶⁹ There are 10,063 families in Salem and nearly 1,900 of the City's family households have one or more children under 6 years of age,

¹⁶⁹ U.S. Department of Housing and Urban Development, 2009 Consolidated Plan/CHAS Data, Table 13, *HUD User*, <http://www.huduser.org/portal/datasets/cp.html>.

including 126 with incomes below the poverty threshold.¹⁷⁰ The Massachusetts Department of Public Health classifies Salem as one of 18 high-risk communities for lead paint poisoning.

The Federal Residential Lead-Based Paint Hazard Reduction Act, 42 U.S.C. 4852d, requires sellers and landlords of most housing built before 1978 to disclose all available records and reports concerning lead-based paint and/or lead-based paint hazards to purchasers and tenants at the time of sale or lease, or upon lease renewal. The Salem Board of Health also disseminates lead paint information and assists with enforcing federal and state lead paint laws. In Salem, a landlord is required to obtain a Certificate of Fitness inspection whenever an apartment becomes vacant. The Board of Health conducts the inspection as part of its responsibility for enforcing the State Sanitary Code for Housing. When pre-inspection information is sent to the landlord, the Board of Health includes a letter describing the law, along with a copy of the Tenant Notification Form in English and Spanish. In addition, the Board of Health periodically sends notifications to area realtors.

The City's Board of Health personnel are trained to make lead determinations. The Board periodically receives calls from tenants with concerns about the potential for lead-based paint in their apartments and its impact on young children. A Sanitarian conducts a Lead Determination. If lead paint is detected, an order is sent to the landlord requiring compliance with the State Lead Law and the Board of Health ensures compliance with the order. The State Lead Program is notified of the results of all determinations.

Finally, Salem's Housing Rehabilitation Program provides loan funds to test and de-lead for qualified applicants. In addition, all participants in the City's First Time Homebuyer program receive a copy of the EPA pamphlet on lead-based paint hazards.

Recently, the EPA issued new regulations (40 CFR Part 745, lead-based paint *Renovation and Repair Painting Program*). These rules, which go into effect in April 2010, require all licensed contractors and their workers to receive new Work Practice Standards training and certification. The new work procedures are intended to protect the environment from lead dust from paint and other construction materials that may be disturbed during construction.

V.G. Strategies for Fair Housing

The neighborhood known as Salem Point contains the highest concentration of low-income, minority and Hispanic or Latino families (73.6 percent low/mod, 46.4 percent minority or multi-race and 50.75 percent Hispanic/Latino according to the 2000 U.S. Census). To ensure that this population is aware of and has access to the city's First-Time Homebuyer and Housing Rehabilitation programs, the City works in cooperation with the Community Teamwork, Inc., to conduct certified first time homebuyer educational training. The City's housing staff participates in these trainings and fair housing materials are distributed to attendees. In addition, upon request, the City's housing staff participate in homebuyer fairs held by lending institutions or realtors to provide information and counseling regarding its first-time homebuyer, rehabilitation and deleading programs and to distribute written information regarding the Fair Housing and Discrimination Act.

¹⁷⁰ HUD/CPD, "Low and Moderate Income Summary Data," Census Data [http://www.hud.gov/offices/cpd/SelectCDBGProgram/Census2000; Census 2000 Summary File 1 Table P34, Summary File 3 Table P90](http://www.hud.gov/offices/cpd/SelectCDBGProgram/Census2000/Census2000SummaryFile1TableP34,SummaryFile3TableP90).

The City of Salem also provides public services funding to agencies whose activities assist specific populations (homeless, battered spouses, low income, etc.) with improving their quality of life. These services may include locating emergency, transitional or permanent housing. For example, the City provides CDBG funding to the Independent Living Center for its Accessible Housing Education Services Program. As necessary, these agencies advocate on behalf of their clients to ensure fair housing.

As a participant in the North Shore Housing Consortium, Salem is included in the Consortium's Analysis to Impediments to Fair Housing (AI) (incorporated by reference). Last completed in 2007, the AI explored different forms of housing discrimination apparent throughout the Consortium and found that distinctions between communities exist with regard to fair housing. Some of the Consortium's smaller communities had greater issues with housing discrimination than larger communities.

The AI did not recommend that Salem undertake any specific actions to overcome the effects of impediments identified through the analysis. It did recommend that the Consortium consider taking the following actions:

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

In January 2009, the City's Assistant Community Development Director and the Housing Coordinator attended a Fair Housing Training hosted by the North Shore Home Consortium and conducted by The Fair Housing Center. Also, in January 2009, the DPCD created a separate page on the city's website for [Fair Housing and Housing Discrimination](#).

On April, 1, 2009, HUD's Office of Fair Housing & Equal Opportunity issued its evaluation report of the City of Salem's FY08 CAPER and recommended that the Consortium update the Analysis to Impediments, and following the update, that the City of Salem describe actions planned to address any identified impediments in the next Action Plan and to include a summary of actions taken in the next CAPER. Salem will work with the Consortium to reach its fair housing goals and will continue to support educational and service programs that directly or indirectly work to further fair housing.

V.H. Institutional Structure

The Salem Department of Planning and Community Development (DPCD) is responsible for administering the City's Community Development Program as well as formula funding received from the North Shore HOME Consortium, for which the City of Peabody is the lead agency. The programs are managed by the Assistant Community Development Director under the direction of the Director of Planning and Community Development.

Through an annual Request for Proposals (RFP) process, the City selects non-profit organizations to administer CDBG-assisted public services. The Assistant Community Development Director oversees these subcontracts along with the administration of Salem H.O.P.E. The City's housing programs are administered by the DPCD's Housing Coordinator under the direction of the Director of Planning and Community Development. In addition, local CHDO's and/or CDC's administer certain housing programs and private lenders provide financing in conjunction with many of the housing activities. Other City departments carry out some activities, such as tree planting, sidewalk replacement, street paving and installation of curb cuts. In some cases, the City subcontracts work in accordance with applicable public bidding procedures. When other City departments implement community development programs, they provide requests for reimbursement and supporting documentation to the DPCD. DPCD staff carries out most of the remaining activities. These activities may include the hiring of consultants or other private businesses through established municipal purchasing procedures.

The City's auditor conducts annual audits of Salem's CDBG program delivery system and HUD field representatives conduct periodic reviews and monitorings. The City promptly implements any recommendations and resolves any findings identified through these reviews. The DPCD continuously works to improve its approach to program planning and administration.

V.H-1. Coordination

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

In addition, the City of Salem works with the City of Peabody to coordinate the implementation of its HOME programs, as well as with local CHDO's and CDC's. Salem also works in cooperation and coordination with other public agencies (and funding sources) to carry out specific CDBG activities. Examples include MHFA (Get the Lead Out) and McKinney funds administered by the Salem Mission.

V.H-2. Public Housing Initiatives

Although, the city does not currently use its CDBG funds to assist the Salem Housing Authority, the DPCD coordinates with the Salem Housing Authority to address the housing needs of Salem's lower-income residents. While developing its Consolidated Plan, the City consulted with the SHA to determine the agency's most pressing needs. In addition, 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.

The Mayor appoints four of the five Salem Housing Authority (SHA) board members. At least one member of the board must be a public housing tenant and one must be a member of organized labor. The City has no relationship with the SHA with regard to hiring, contracting and procurement. However, SHA programs assisted with CDBG funds require that the SHA follow an approved employment and volunteer policy as well as an approved purchasing policy. Proposed development sites or demolition or disposition of existing public housing developments must go through established regulatory procedures administered by the Building Department, Board of Appeal, Planning Board, or other applicable City agencies.

- ▶ **ENHANCED COORDINATION** – The Salem Housing Authority has a Resident Advisory Board (RB) that encourages public and subsidy residents to become more involved in management.
- ▶ **PARTICIPATION IN HOMEOWNERSHIP** – The Salem Housing Authority disseminates material about the City's First-Time Homebuyer Program, as supplied by the Salem Planning Department.

V.H-3. Leveraging of Funds

Some projects in neighborhoods that include low- and moderate-income and non-low-income block groups may require support from non-CDBG funds. Leveraging of non-CDBG funds is encouraged, and the sources may include one or more of the following:

- ♦ City appropriations or bonds
- ♦ Massachusetts Preservation Projects Fund and Survey and Planning Grants from the Massachusetts Historical Commission
- ♦ Commonwealth Capital
- ♦ Community Development Action Grant
- ♦ Housing Stabilization Fund
- ♦ Massachusetts Chapter 90 (infrastructure) funds
- ♦ McKinney funds
- ♦ HUD Section 108 loan funding

- ♦ Economic Development Initiatives (EDI)
- ♦ Brownfields Economic Development Initiative (BEDI)
- ♦ DHCD/MHFA's "Get the Lead Out" Loan Program
- ♦ DHCD/Community Enterprise Economic Development (CEED) Program
- ♦ State Seaport Advisory Council
- ♦ Department of Environmental Protection
- ♦ Executive Office of Energy and Environmental Affairs "Urban Self-Help" grants
- ♦ Matching funds from homeowners
- ♦ Social service agency matching funds
- ♦ Local business matching funds
- ♦ Local lenders

VI. APPENDIX

- Appendix A: Definitions
- Appendix B: Citizen Participation Plan
- Appendix C: Overview of Five-Year Consolidated Plan & FY2011 Annual Action Plan Citizen Participation & Consultation
- Appendix D: Monitoring Policy
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VI.A. Definitions

Affordable Housing: Housing owned or rented by a low- or moderate-income household where the occupant is paying no more than 30 percent of gross income for gross housing costs, including utility costs.

Area Median Income (AMI): Median income calculated annually by HUD for purposes of determining household income eligibility for Section 8 and other federal housing programs. The geographic areas for which HUD sets annual income guidelines are established by the Office of Management and Budget (OMB). Income guidelines for the Boston metropolitan area apply to the City of Salem.

CDBG: The Community Development Block Grant (CDBG) Program administered by the Department of Housing and Urban Development (HUD) authorized by Title I of the Housing and Community Development Act (HCDA) of 1974, as amended. The CDBG Program provides funding for activities that principally benefit low-and moderate-income people; prevent or eliminate slums or blight; or meet other urgent community development needs.

Community Housing Development Organization (CHDO): A private nonprofit, community-based service organization whose primary purpose is to develop safe, decent, sanitary and affordable housing for the community it serves. To be eligible for HOME funds, CHDOs must receive certification from a HOME Program Participating Jurisdiction (PJ) indicating that they meet certain HOME requirements. See also, 24 CFR Part 92.2.

Comprehensive Housing Affordability Strategy (CHAS): A National Affordable Housing Act requirement that states and units of local government must meet in order to be eligible to receive HOME funds as a HUD-approved Participating Jurisdiction or HOME Consortium.

Consolidated Plan: The document that serves as the plan (Comprehensive Housing Affordability Strategy and Community Development Plan) of a state or unit of local government and an application for funding under any of the HUD Office of Community Planning and Development formula grant programs.

Consortium: An organization of geographically contiguous units of general local government that are acting as a single unit of general local government for purposes of the HOME Investment Partnerships Program. (Salem is a member of the North Shore HOME Consortium, which is administered by the City of Peabody.)

Emergency Shelter: Any facility with overnight sleeping accommodations, the primary purpose of which is to provide temporary shelter for the homeless in general or for specific populations of the homeless.

Elderly Household: A one- or two-person household in which the head of the household or spouse is at least 62 years of age (for purposes of determining eligibility under HUD rental programs).

Elderly Person: For purposes of the Consolidated Plan, “elderly” refers to persons at least 62 years of age.

Environmental Justice: Federal policy that extends from the Civil Rights Act of 1964 to the Council on Environmental Quality Environmental Justice Guidelines for the Implementation of the National Environmental Policy Act (1981), the Executive and Secretarial Orders on Environmental Justice (1994), and the Department of the Interior's Trust Responsibility to Native Americans (1994), directing federal agencies to avoid activities that cause minority and low-income groups to suffer disproportionately from environmental hazards. The identification of high-risk groups, or Environmental Justice Populations, is based on race, income, foreign-born and non-English speaking population data reported by the Bureau of the Census.

Extra Elderly: Persons 75 years of age or older.

Extremely Low-Income Household: A household with gross income between 0 and 30% of area median income (AMI), adjusted for household size. See also, *Low-Income Household* and *Moderate-Income Household*.

Family: As defined in 24 CFR 5.403, for purposes of the Consolidated Plan. Note: the National Affordable Housing Act definition of "family" is not the same as the definition used by the Bureau of the Census to report population and demographic data. The Bureau of Census defines a family as a household of two or more persons related by birth, marriage or adoption, occupying the same housing unit. See also "Homeless Family."

First-Time Homebuyer: An individual or family that has not owned a home during the three-year period preceding a HUD-assisted purchase of a home that must be used as the principal residence of the homebuyer. A displaced homemaker or single parent (as these terms are defined in 24 CFR 92) may not be excluded from consideration as a first-time homebuyer on the basis that the individual, while a homemaker or married, owned a home with his or her spouse or resided in a home owned by the spouse.

Frail Elderly: An elderly person who is unable to perform at least three activities of daily living, such as eating, dressing, bathing, grooming, and household management activities. (See 24 CFR 889.105.)

Hispanic: As defined for Census 2000 and the American Community Survey (ACS), "Hispanic" refers to people who classify themselves in one of the specific Hispanic or Latino categories listed on the Census 2000 or ACS questionnaire—"Mexican," "Puerto Rican," or "Cuban"—and others who indicate that they are "other Spanish, Hispanic, or Latino." Origin can be viewed as the heritage, nationality group, lineage, or country of birth of the person or the person's parents or ancestors before their arrival in the United States. People who identify their origin as Spanish, Hispanic, or Latino may be of any race (i.e. white Hispanic, black Hispanic, etc.).

Homeless Family: A family composed of the following types of homeless persons: at least one parent or guardian and one child under the age of 18, a pregnant woman, or a person in the process of securing legal custody of a person under the age of 18.

Homeless Person. A youth (17 years or younger) not accompanied by an adult (18 years or older) or an adult without children, who is homeless (not imprisoned or otherwise detained pursuant to an Act of Congress or a State law), including the following:

- (1) An individual who lacks a fixed, regular, and adequate nighttime residence; and

(2) An individual who has a primary nighttime residence that is:

- (i) 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);
- (ii) An institution that provides a temporary residence for individuals intended to be institutionalized; or
- (iii) A public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

Household: As defined by the Bureau of the Census, the term “household” means one or more persons occupying a housing unit. For CHAS, “household” is synonymous with *Family* as defined in 24 CFR 5.403 (previously 24 CFR 812.2).

Housing Cost Burden: The extent to which housing costs exceed 30 percent of a household’s gross income, according to decennial census data reported by the Bureau of the Census. See also, *Severe Housing Cost Burden*.

Housing Unit: An occupied or vacant house, apartment, or a single-room occupancy unit (SRO housing) that is intended for use as separate living quarters.

Large Related Household: A household of five or more persons, including at least one person related to the householder by blood, marriage or adoption.

Lead-Based Paint Hazard: As defined in the Residential Lead-Based Pain Hazard Reduction Act of 1992, lead-based paint hazard includes any condition that causes exposure to lead from lead contaminated dust, lead contaminated soil, lead contaminated paint that is deteriorated or present in accessible surfaces, friction surfaces, or impact surfaces that would result in adverse human health effects as established by the appropriate federal agency.

Low-Income Household: A household with gross income between 31-50% of area median income (AMI), adjusted for household size. See also, *Extremely Low-Income Household* and *Moderate-Income Household*.

Moderate-Income Household: A household with gross income between 51-80% of area median income (AMI), adjusted for household size. See also, *Extremely Low-Income Household* and *Low-Income Household*.

Non-Family Household: A single-person household or a household of two or more unrelated people.

Over-Crowded Housing: A housing unit with more than one person per room (“room” is not limited to bedrooms).

Person with a Disability: A person who is determined to:

- (1) Have a physical, mental or emotional impairment that:

- (i) Is expected to be of long-continued and indefinite duration;
 - (ii) Substantially impedes his or her ability to live independently; and
 - (iii) Is of such a nature that the ability could be improved by more suitable housing conditions; or
- (2) Have a developmental disability, as defined in section 102(7) of the Developmental Disabilities Assistance and Bill of Rights Act (42 U.S.C. 6001-6007); or
- (3) Be the surviving member or members of any family that had been living in an assisted unit with the deceased member of the family who had a disability at the time of his or her death.

Primary Metropolitan Statistical Area (PMSA): A geographic area defined by the federal Office of Management and Budget for use by federal statistical agencies, according to the Bureau of the Census. A PMSA consists of one or more counties (county subdivisions in New England) that have substantial commuting interchange.

Severe Housing Cost Burden: The extent to which housing costs exceed 50 percent of a household's gross income, according to decennial census data reported by the Bureau of the Census. See also, *Housing Cost Burden*.

Small Related Household: A household of two to four persons, including at least one person related to the householder by birth, marriage, or adoption.

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.

Transitional Housing. A project that is designed to provide housing and appropriate supportive services to homeless persons to facilitate movement to independent living within 24 months, or a longer period approved by HUD. For purposes of the HOME program, there is no HUD- approved time period for moving to independent living.

VI.B. Citizen Participation Plan

CITIZEN PARTICIPATION PLAN

October 5, 2009

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 (NCD) sponsored trainings/meetings; 24 CFR 91.105 in the Consolidated Plan Regulations; and recommendations from other communities and HUD representatives. The plan was last revised in March, 2005.

The Citizen Participation Plan is typically reviewed and updated at the start of the five-year Consolidated Plan process. A fifteen-day comment period is advertised whenever the Citizen Participation Plan undergoes significant amendments. A fifteen-day comment period for the Citizen Participation Plan updated in September, 2009 was advertised on September 17, 2009.

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 Evening 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, elderly and public assisted housing, as well as other Salem locations (i.e. Fairweather Apartments, Jefferson at Salem);
- 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, the Salem Mission, the Salem Harbor 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 Evening News, Salem Access Television notice and posted flyers at the Salem Public Library, Salem City Hall, Salem City Hall Annex, www.salem.com and elderly and public assisted housing 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 Evening 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 Evening 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 Evening News. 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, Spanish translator will be present at all public hearings. 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 Evening 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 through a press release distributed to the Salem Evening News. 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 Evening 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 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 Development 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 Evening 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 Manager. Any person may request a free copy of the booklet, *Doing Business in Salem: A Guide to Starting or Growing Your Business*, 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 Evening 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 15 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 Evening 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 Downtown Outreach 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.

Downtown Outreach Advisory Committee: This forum provides another opportunity for input on Salem's social service needs. The Downtown Outreach Program Steering Committee meets once per month during April, July and September at 120 Washington Street. This group is an advisory group to the Salem Mission'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, the Salem Mission, 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. The City also employs a part-time individual, working out of the Mayor's office, who acts as liaison to the disabled population.

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.

VI.C. Overview of Five-Year Consolidated Plan & FY 2011 Annual Action Plan Citizen Participation & Consultation

VI.C-1. Development of Draft Plans

To develop the Consolidated Plan and Action Plan, the City of Salem undertook myriad efforts to gather factual data and broad community input. Methods included requesting public service funding proposals, advertising for and conducting a series of presentations at public hearings and neighborhood meetings, as well as focus groups designed to target a specific population or topic, conducting stakeholder interviews and consultations and reviewing available reports, documents and statistical data. Specifically, the City solicited public input from residents, businesses, social service organizations and civic groups in the following ways, in order to identify Salem's priority needs:

VI.C-1.1. Request for Public Services Funding Proposals

In December 2009, the City of Salem published a legal ad in the Salem Evening News requesting proposals for public services, housing and economic development funding. The City mailed Requests for Proposals to all agencies that received or requested funding during the previous year. Proposals were received on January 7, 2010. A list of agencies submitting proposals is included in the FY11 Action Plan.

VI.C-1.2. Initial Public Hearing

The City held its first public hearing for the Consolidated Plan on October 28, 2009. In October, the City of Salem published an English/Spanish legal ad in the Salem Evening News and an English/Spanish notice was posted at City Hall & City Hall Annex. Notices were provided to the Salem Public Library, Salem Council on Aging and the Salem Housing Authority for posting. An English/Spanish Community Bulletin Board request was posted with Salem Access Television. A press release outlining the public hearing and presentation schedule was sent to the Salem Evening News and the Salem Gazette; articles were published in the Salem Evening News on October 28, 2009 and in the Salem Gazette on October 13, 2009. The public hearing notice was also posted to the City's website.

A public participation guidebook was provided to all attendees. A Spanish translator was present. Minutes of the meeting are included herein.

VI.C-1.3. Presentations

Advertising included:

- ♦ English/Spanish Community Bulletin Board request given to Salem Access Television
- ♦ English/Spanish Notice posted at City Hall and City Hall Annex and on the City's website, <www.salem.com>

- ♦ An English/Spanish schedule of Consolidated Plan presentations with a request to post, distribute and/or attend was mailed and/or emailed to:
 - ♦ Affordable Housing Trust members
 - ♦ All public service agencies currently receiving CDBG public service funding
 - ♦ Chamber of Commerce
 - ♦ Citizens Advisory Committee members
 - ♦ City Councilors
 - ♦ Commission on Disabilities
 - ♦ Main Streets Initiative
 - ♦ North Shore Career Center
 - ♦ North Shore HOME Consortium
 - ♦ Point Neighborhood Association
 - ♦ Salem H.O.P.E. distribution list (public service agencies)
 - ♦ Salem Public Library
 - ♦ Salem Council on Aging
 - ♦ Salem Housing Authority Tenants Association
 - ♦ Salem Housing Authority (director's office for posting at each SHA complex)
 - ♦ Salem Partnership
 - ♦ Salem Health Department
 - ♦ Salem Police Department
 - ♦ Salem State College Enterprise Center
 - ♦ South Salem Neighborhood Association
 - ♦ Ward 4 Neighborhood Association
 - ♦ Workforce Investment Board

The chart below illustrates the focus groups, neighborhood association meetings and target population presentations that were conducted during October and November 2009. Each included display boards and a Powerpoint presentation explaining the funding programs; following the presentation there was a group discussion on needs, priorities and suggested activities. All participants were provided a Public Participation Guidebook in either English or Spanish.

Community Meeting Schedule

Date/Time	Location	Target Population
Tuesday, October 20, 2009, 4:00 p.m.	Salem Access Television, 285 Derby Street	Persons with disabilities, service providers – hosted by Salem Disabilities Commission
Tuesday, October 20, 2009, 7:00 p.m.	AOH, 104 Boston Street	Homeowners/tenants/businesses ~ hosted by Ward 4 Neighborhood Association
Wednesday, October 28, 2009, 6:00 p.m. Public Hearing	City Hall Annex, 120 Washington Street, 3 rd Floor	General Public – Spanish translation provided
Thursday, October 29, 2009, 7:00 p.m.	Salem Housing Authority, 27 Charter Street	Salem Housing Authority tenants – hosted by Salem Housing Authority Tenants Association
Tuesday, November 3, 2009 8:30 a.m.	City Hall Annex, 120 Washington Street, 3 rd Floor	Economic Development Focus Group – Businesses, banks, realtors, developers, and interested persons
Tuesday, November 3, 2009, 10:30 a.m.	City Hall Annex, 120 Washington Street, 3 rd Floor	Non-profit social service agencies
Monday, November 9, 2009, 6:00 p.m.	Immaculate Conception Parish Center, 15 Hawthorne Boulevard	Homeowners/tenants/businesses – hosted by Point Neighborhood Association – Spanish translation provided
Tuesday, November 10, 2009, 7:00 p.m.	Salem State College, Enterprise Center, Central Campus	Homeowners/tenants/businesses – hosted by South Salem Neighborhood Association
Friday, November 13, 2009, 9:00 a.m.	City Hall Annex, 120 Washington Street, 3 rd Floor	Housing service providers, banks, developers, realtors, and interested persons – hosted by the Affordable Housing Trust
Friday, November 13, 2009, 10:30 a.m.	Salem Council on Aging, 5 Broad Street	Senior Citizens

VI.C-1.4. Consultations & Interviews

Interviews (including telephone and email correspondence) were conducted with:

Jennifer Bell, Program Manager, Salem Main Streets Initiative

VeAnn Campbell, Director, St. Joseph's Food Pantry

Marc Cote, Executive Director, Salem Mission¹⁷¹

Darlene Crescitelli, CAB Health and Recovery Services Salem Clinic

Alexandra Dailey, Manager of Assets, POAH

¹⁷¹ The Salem Mission became known as Lifebridge in January 2010.

Rachel Fischer, Clinical Director of Health and Education Services, Inc.'s Salem clinic
Bruce Goodro, Director, and Brian Mulholland, Assistant Director, Office of Program Assessment,
Massachusetts Department of Transitional Assistance
Lisa Greene, Grant Manager, North Shore HOME Consortium
Elizabeth Johnson, Executive Director, Strongest Link AIDS Services, Inc.
Emily Levine, Director of Client Services, Strongest Link AIDS Services, Inc.
Carol MacGown, Executive Director, Salem Housing Authority
Laura MacNeil, Deputy Director of Client Services, North Shore Community Action Program
Jason Pina, Senior Property Manager, Salem Harbor CDC
Mary Sarris, North Shore Workforce Investment Board
Candace Waldron, Executive Director, Healing Abuse, Working for Change
Mark Winkeller, Caritas Communities
Salem City Department Heads: A meeting was conducted in which six city departments were represented.

VI.C-2. Meeting Summaries

Community Opportunities Group, Inc. (COG) facilitated each of the ten public presentations. All attendees were provided with a Public Participation Guidebook. Representatives from COG presented an overview of the Five-Year Consolidated Plan and Action Plan process, described the types of activities eligible for CDBG and HOME funding, and provided a review of the city's 2005 Consolidated Plan. Participants were asked to identify Salem's community assets, discuss issues identified in the 2005 plan and issues of concern today. These issues included:

- Housing affordability for owners, including first-time homebuyers
- Displacement of households due to foreclosure
- Neighborhood deterioration due to vacant properties
- Shelter space and services for homeless persons
- Promotion of economic self-sufficiency for lower-income residents through job training and education
- Access to public transportation
- Linguistic isolation of residents
- Condition of neighborhood infrastructure
- Housing discrimination
- Child care assistance

Following are summaries of each meeting.

October 20, 2009

SALEM COMMISSION ON DISABILITIES (11 Attendees, 2 city staff)

Attendees named the following as the City's assets: the number of historic buildings that have been successfully preserved and the one-stop career center in downtown Salem. They also cited accessibility assets, including the train station, the many new curb cuts added since 2005, and the Commission on Disabilities itself. Attendees named the following as concerns: the lack of snow removal for new curb cuts;; the need for additional curb cuts, particularly near service agencies; the need for tactile strips on all new curbcuts; a blue line leading to curbcuts and the need for upgrades to audible traffic signals. Other needs identified included more and better handicapped-accessible housing that is compliant (i.e. counter top heights), improved rental affordability, and addressing the needs of very low income households. The need for more affordable housing was also mentioned, as well as a SATV audible bulletin board, better public access to archived public meetings through streaming audio, better library access including book mobiles for the homebound, and better programs for ex-offenders.

October 20, 2009

NEIGHBORHOOD MEETING HOSTED BY WARD 4 NEIGHBORHOOD ASSOCIATION (22 Attendees, 2 city staff)

Attendees named the following as Ward 4 community assets: parks, historic homes (Pope House), Gallows Hill historic area, the high school's technological improvements, and the Witchcraft Heights School. They also cited that while the city has benefitted from more senior housing created since 2005, developments such as the Colonial Terrace also provide housing for residents other than seniors, such as people with special needs, and many seniors report feeling uncomfortable and even unsafe. Attendees reported that multi-family rental units are not being maintained by owners and that housing code enforcement is needed. The new issues raised by attendees focused largely around Boston Street's traffic and safety issues and the appearance of the street and facades, including period lighting, better street makings through line painting, and signage identifying Boston Street as single lane. There was a call for neighborhood and traffic planning, especially around Highland Avenue, Boston Street and Bridge Streets. The need for drug and/or gang education and prevention for youth was also raised.

October 28, 2009

PUBLIC HEARING (2 Attendees plus city staff)

Ms. Guy welcomed the group and stated that she is responsible for grant oversight for the City's Community Development Block Grant funds received from the U.S. Department of Housing and Urban Development. As part of that oversight, the city is required to undertake a five year plan. To develop the 5 Year Consolidated Plan, the city engaged Community Opportunities Group, Inc. (COG) to undertake a needs assessment by gathering factual data from various sources, along with broad community input through a series of 10 public presentations. At these presentations, the city hopes to obtain citizens' views on Salem's housing, community and economic development needs and priorities. Representatives from COG provided a brief presentation and with such a small group, discussion was very informal.

Discussion centered around the proposed use of CDBG funds for a Senior Center and any proposed changes in the Action Plan from last year. Concerns were expressed that CDBG funds are limited and

demands are high. Current economic conditions have placed people in precarious financial positions. One attendee noted that while a new senior center is important, she was concerned about significantly decreasing the amount of CDBG funds available to meet the social service and housing needs of Salem residents.

Given the recent foreclosure crisis and economic conditions, the City will target assistance to households in foreclosure and properties that have been foreclosed upon. DPCD staff explained that they are working individually with property owners and lenders to try to prevent new foreclosures. The City's housing rehabilitation program is an important resource for property owners and there is a steady demand for this assistance. The City has observed that recently more landlords have been seeking housing rehabilitation assistance than in the past. This is a good opportunity to enforce building codes and increase the number of compliant and affordable rental units, however the City is concerned that the waiting list for assistance will grow as more landlords seek help.

October 29, 2009

SALEM HOUSING AUTHORITY TENANTS ASSOCIATION (minimum 43 Attendees)

Attendees named the following as City's assets: great maintenance staff at Housing Authority properties, good public schools, good public transportation, many activities throughout the city, including good recreation opportunities for kids and plenty of good restaurants. They also noted that Salem is a safe city. After the presenters listed the key findings in the 2005 Con Plan, the attendees identified several findings that still need work, including: the need for more affordable housing; the need to improve existing affordable housing; the need for a food pantry at Rainbow Terrace; the need for local public transportation (in and around the Salem area); the need for more affordable public transit options (including perhaps a shuttle service); the need for afterschool programs in Housing Authority developments; and the need for better sidewalk accessibility outside the downtown area. It was also noted that Highland Avenue is not accessible for wheelchairs for persons going from 27 Charter Street to Market Basket. Other accessibility concerns raised by attendees included the presence of dangerous brick sidewalks and sidewalks that aren't cleared adequately in winter. Pioneer Terrace was identified as having particularly dangerous sidewalks and streets along with drainage problems. Attendees cited several safety issues: the need for better police surveillance especially in the Point and other areas; the need for more nighttime police presence; and street noise from motorcycles. Attendees also expressed the need for upgrades at the Salem Housing Authority developments included: the play area at Rainbow Terrace; kitchen and other interior upgrades; better trash storage at small developments. Finally, there was a strong complaint made about moving the voting place away from 27 Charter Street (an elderly housing development)—there was no provision made to ensure that the residents at 27 Charter could get to the new voting location.

November 3, 2009

ECONOMIC DEVELOPMENT FOCUS GROUP (8 Attendees, 3 city staff)

Attendees identified Salem's recent economic development initiatives as community assets, including the 2007 Downtown Salem Retail Market Study commissioned by the Salem Redevelopment Authority and the Department of Planning and Community Development (DPCD). Also, Salem's Main Street Program continues to promote annual events such as the Salem Film Festival and Salem So Sweet Festival to draw customers to the downtown during the off-season months. The City introduced a weekly Farmers' Market in the downtown this past summer, which was also very successful.

New issues raised by attendees included whether the City has considered regionalization opportunities for community development and economic development concerns, ways to market businesses to the trade area, and how to utilize city-owned properties, such as the parking garages, for marketing opportunities. Attendees also discussed opportunities for collaborating with the Peabody Essex Museum and the Salem Public Schools, as well as attracting Salem State College students to shop downtown businesses. There was a suggestion to take out the cobblestones in the pedestrian mall and reconfigure the trees and street furniture. Attendees discussed the change in how businesses currently use office space. Most businesses in Salem are small (less than five employees) and require smaller office space than is often available. Attendees agreed that there continues to be a gap between job skills and workforce skills and many residents still need job training and ESL education and child care to access these programs. Attendees recommended connecting training programs with certification programs so that participants receive both job training and an educational certificate. The group identified a need for computer access, food programs, financial literacy and transportation, noting that there is no bus to Salem from Peabody at convenient times. There was also a suggestion to designate a unit in Rainbow Terrace to have a food pantry, computers, child care, ESL classes and a play area for children.

November 3, 2010

NON-PROFIT SOCIAL SERVICE AGENCIES (3 Attendees, 3 city staff)

Attendees reviewed the list of social services issues identified in Salem's 2005 Consolidated Plan and discussed whether these issues were still relevant. People felt that there is a significant need for subsidized housing in Salem and that both small and large units are needed (1-3 BRs). They made a distinction between affordable housing and subsidized housing. People expressed the specific need for subsidized housing. People need ESL and job training services, access to transportation, and money management programs. There is a gap between the skills required by jobs in Salem and the skills of the labor force. Additional job training opportunities are critical in order for Salem residents to find local employment.

General community development needs include addressing the parking issues downtown, increased signage, and improvements to the Essex Street pedestrian mall. People noted that among business owners there is less interest in renting space on the pedestrian mall than in other areas of downtown. However, the businesses that are currently located on the mall prefer the pedestrian nature of the street.

November 9, 2009

DEPARTMENT HEAD FOCUS GROUP (6 Departments: Police, Fire, Health, Assessor, Park-Recreation-Community Services-COA, and Electrical)

The Department representatives shared how their departments use CDBG funds and what needs they see ahead of them. The Police Department uses CDBG funds to provide bike patrols, especially in the summer and in the Point Neighborhood in particular. The Police are working with the COA and Disabilities Commission to implement a Life Saver Program that would use a device to locate individuals who pose a danger to themselves when they wander; it is anticipated that the Life Saver Program will have enrollment and maintenance fees that may be cost prohibitive for individuals who the Program is meant to help – subsidizing these costs will be a need.

The COA representative uses CDBG funds for two part-time van drivers and reports that two city parks were improved in the last year. The COA would like to do more outreach to the Spanish-speaking population and is looking for office space for a satellite location in the Point Neighborhood. At this time, no Spanish-speaking seniors use van services. In 2008, the COA served no Spanish-speaking seniors so outreach efforts are being made to this population; to date, three Spanish-speaking seniors have been served in 2009. The COA is working to address the following challenges to providing services to the Spanish-speaking population: language, culture, and trust.

The Electrical Department asked for assistance with purchasing and installing new traffic lights with sound recognition (\$500/unit), especially on Lafayette Street and Mill Hill. Jane Guy explained some of the many thresholds for how CDBG funds can be used for public service/safety such as for new equipment and not maintenance of existing and in areas where at least 51% of the population is low-to moderate-income. .

The Assessor's Office representative reported that many seniors participate in the property tax reduction program, which has an annual value of \$750 per tax bill, by working for the City; CDBG funding could be used to assist more seniors or increase the assistance amount.

The Health Department representative stated that a lot of time is spent on code enforcement but puts the onus on landlords. The representative does not think that housing conditions are any worse than five years ago; however, foreclosures are more of an issue. The Point neighborhood probably has the worse housing conditions. Assisting seniors through Medicare programs takes up much of Health Department staff time.

Salem residents who need fuel assistance are referred to the North Shore Community Action Program. When tenants' heat is included in their rent they can still apply for assistance and get what amounts to a "rebate" for the portion of their rent that goes toward heat.

November 9, 2009

NEIGHBORHOOD MEETING HOSTED BY THE POINT NEIGHBORHOOD ASSOCIATION (20 Attendees, 2 city staff)

Attendees identified several Point Neighborhood community assets, including: housing affordability; housing that is small and quiet; a strong sense of community; families that have history and longevity in the city; and the presence of public shade trees. Attendees were asked to identify neighborhood concerns, which included: A need for a neighborhood multicultural center and/or better services for Latinos at the Salem's senior center (currently, Salem's Latino seniors are using the City of Lynn's senior center, which is thirty minutes away because it is more inviting and ethnic based); programs desired include health, nutrition, exercise, faith, music, dominoes and bingo, as well as culturally appropriate presentations. For youth, after-school programming and jobs for youths aged 13-22 years and subsidies to make existing programming affordable are needed to keep teens from hanging out on street corners (grammar school age children have a lot of programming and people working with them), as well as intercity team leagues such as basketball, soccer and volleyball. Street issues included winter parking spaces, cleaner streets (esp. Palmer St.) and better lighting (where there are lights there are problems with sensors), particularly in alleyways between buildings; more street sweeping and consistent enforcement of cars not moving, improved public safety and transportation to polling places (esp. for seniors), and marketing for business development. People expressed that

the Point Neighborhood needs a second basketball court, and more trash barrels. The historical sign needs replacement and relocation.

November 10, 2009

NEIGHBORHOOD MEETING HOSTED BY THE SOUTH SALEM NEIGHBORHOOD ASSOCIATION (15 Attendees, 2 city staff)

Attendees named the following South Salem/Salem community assets: thirty percent of Salem is open space; Forest River Park; most area's are pedestrian friendly; ability to walk to school and downtown; public transportation access; Salem State College is a good neighbor offering a community center and sports facilities; City government staff and representatives are accessible and responsive (police, health department, business assistance); City is business friendly; and business owners like Crosby's are an asset too. Attendees also noted that while Canal Street has great development potential, it also has significant road and drainage problems from rain storms, snow melting and high tides.

Attendees noted that the Lafayette Street sidewalks are in poor condition and there is a need for permanent crosswalks (not painted) and lights to help pedestrians cross the street. However, people do not want traffic light sequencing, but in some places "walk" buttons are needed and in others the existing crossing signals need better timing.

Specifically, the following issues were raised: the need to correct the drainage problem on Canal Street; creation of a lot between Lafayette and Canal Streets; improved condition of rental properties; better crosswalks, street lighting and pedestrian safety; more parking at Pioneer Terrace and for snow emergencies; improvements to Forest River Park; more funding for youth programs and skills training, and more parking city-wide. Participants stated that better and more flexible transportation services for seniors are needed, noting Council on Aging vans are old and time consuming to reserve and long waits for return trips. There was also a desire for city-wide anti-crime programs such as neighborhood watch and porch light programs.

November 13, 2009

AFFORDABLE HOUSING ORGANIZATIONS (11 Attendees plus city staff)

Attendees agreed that Salem's municipal officials are supportive of efforts to help homeless individuals and families. They also agreed that Salem is fortunate to have affordable housing organizations that have a longstanding history of collaboration and cooperation. Salem has a great diversity of housing alternatives. However, after agencies are able to secure housing for their clients, it is important to provide services that allow them to remain there. While funding is available for construction, there is limited funding available to provide services.

Attendees identified the opportunity to improve cooperation with the Salem Housing Authority (SHA). For example, the SHA could set-aside housing vouchers to assist clients of the non-profit agencies and could provide support for grant requests by these agencies. Issues cited by attendees include the lack of job opportunities and rising rents, which are making it difficult for agencies to place clients in Salem. Other issues include an increasing number of homeless individuals between the ages 18 and 24 years of age, lack of affordable daycare options, and housing quality, including lead paint. While local organizations can provide first and last months rent for clients, many individuals and families would benefit from rental subsidies for one year to eighteen months. They also recommended continued education for local residents on the need for affordable housing. The

Housing Trust Fund held a forum several years ago on housing needs in Salem and should continue these educational efforts.

November 20, 2009

COUNCIL ON AGING (20 Attendees, 3 city staff)

Attendees first identified Salem's community assets, including its wonderful residents, rich history and historic buildings, coastal location, parks, government services, schools, college, and the city's walkability. However, while attendees lauded the design of the new downtown crosswalks, they noted that many city sidewalks are in need of repair and installation of handicapped accessible curb cuts, including Summer and High Streets, Walter Street, Essex Street and Summer Street to Broad Street. Attendees also identified the cobble stones on the Essex Street pedestrian mall as a particular hazard for mobility impaired residents and suggested they be thermal imprinted.

When asked to identify issues affecting seniors in Salem, attendees noted the high cost of maintaining homes, particularly in the city's historic districts. They cited the need for more affordable and accessible housing for seniors, particularly the need for units that are larger than currently available. Salem's elderly housing developments primarily contain one-bedroom units, while many seniors need two-bedroom units for medical reasons. Attendees also noted that public transportation within Salem and the surrounding region is limited and the Senior Shuttle is unable to meet the high demand for transportation services for the city's elderly residents. They also identified the perception that the area around Summer, Winthrop and the Broad Street Cemetery is not safe due to teens panhandling and trespassing in the cemetery at night. There was a recommendation for education programs for seniors to identify identity theft scams.

VI.C-3. Availability of the Draft Plans and Request for Public Comment

VI.C-3.1. Availability, Advertisement, Public Hearing & City Council

The City publicized the availability of the draft plans, the date/time of the public hearing and the public comment period in several ways. Information regarding plan availability and the public hearing was provided to those attending the Salem H.O.P.E. meeting of March 11, 2010. An English/Spanish Community Bulletin Board request was provided to Salem Access Television. An English/Spanish legal ad was published in the Salem News on April 1, 2010 indicating the availability of plans and providing notice of the 30 day comment period & scheduled public hearing. English/Spanish notices were posted at City Hall and City Hall Annex and on www.salem.com. Notices were provided to the Salem Public Library, Salem Council on Aging and the Salem Housing Authority, and were mailed to several social service agencies and neighborhood associations. The notices were also emailed to the Salem H.O.P.E. distribution list. A press release was sent to the Salem News and the Salem Gazette.

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

The public comment period commenced on April 1, 2010 and ended on April 30, 2010. A public hearing was held on April 15, 2010 at City Hall Annex. Copies of the Draft Plan were provided to all attendees. A Spanish translator was present. Minutes of the meeting are included herein.

Copies of the Draft were provided to the Salem City Council. The DPCD Director and Assistant Community Development Director met with the City Council Subcommittee on Administration and Finance on April 22, 2010. The City Council voted unanimously to approve the submission of the Application for Federal Assistance at its April 22, 2010 meeting.

VI.C-4. Citizens Advisory Committee

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

Lucy Corchado - Minority & Point Neighborhood resident
Peter LaChapelle - public employee
Lt. Conrad Prosniewski - Police Officer
Jean Levesque - Asst. ADA Coordinator for City of Salem, senior citizen
Jack Harris - Salem Disabilities Commission member, public housing resident
Kathy Harper - Salem Historical Commission representative, carpenter
Nestor Grullon - Minority, non-profit agency representative
James Moskovis – Boston Street neighborhood resident
William Legault – South Salem neighborhood resident

VI.C-5. April 15, 2010 Public Hearing (11 Attendees, 6 city staff)

Lynn Duncan welcomed the attendees and introduced City staff present. She stated that to receive federal funds, the City of Salem is required by the U. S. Department of Housing and Urban Development to develop a five year Consolidated Plan to outline the needs and priorities for Salem's residents, as well as annual Action Plans to outline specific activities the City will undertake each year -- including affordable housing, economic development, neighborhood improvement and support for social services.

Jane Guy introduced members of the Citizens Advisory Committee, and stated that to develop the Five-Year Consolidated and FY11 Action Plans, the city engaged Community Opportunities Group, Inc. (or COG). As part of the process, COG gathered factual data from various sources, met with community stakeholders and conducted a series of ten public presentations during the Fall of 2009. In these presentations, they obtained citizens' views on Salem's housing, community and economic development needs and priorities. She noted that the purpose of the public hearing was to obtain comments on the Drafts of the 5 Year Consolidated Plan and the Draft one year Action Plan for FY11 that were made available to the public on April 1st. She noted that for the period of 7/1/10 – 6/30/11,

following the release of the draft plans, HUD informed us that our FY11 CDBG allocation will be actually be \$1,245,477. The City has not received Home Investment Partnership (HOME) funding notification as yet, therefore is estimated level funding of \$209,773. The City also expects to generate about \$150,000 in program income.

Madeline Colety of COG provided a brief overview of the findings from Consolidated Plan, including the six priority needs identified in Strategic Plan section. To utilize CDBG or HOME funds, activities must be considered eligible by HUD definitions and must primarily assist moderate, low and very low income households or neighborhoods (see highlighted area on map), create jobs or improve the urban renewal area (downtown area indicated on map). Examples of programs typically funded are Small Business Loan Program to create or retain jobs, Housing Rehabilitation Loan Program, First Time Homebuyer Downpayment Assistance Loan program, neighborhood infrastructure improvements such as tree planting and street resurfacing, and grants to social service agencies for various programs such as funds to prevent eviction, food pantries, prescriptions, youth activities, senior transportation, child care, point neighborhood bike patrols and job training. Activities to be undertaken can be projects or programs that are managed directly by the City of Salem or they can be projects or programs managed by other organizations.

Ms. Guy stated that the public comment period commenced on April 1, 2010. The City will consider all public comment, finalize the plans, and submit them to HUD. The public may provide comments in verbal or written form no later than April 30, 2010 at noon. Ms. Guy opened up the public hearing to anyone who had a question or wanted to comment on the draft plan.

Ellen Galligan from Catholic Charities commended the city for the allocation of funds for social service needs within the community. Ms. Galligan stated the need for accessible affordable housing units for families with severely disabled children; Ms. Galligan spoke about a woman who is living in a shelter and whose child has been hospitalized for a year, stating the child could not live with the parent until affordable housing that could accommodate the child's needs was found. Ms. Galligan mentioned seeing a greater need in families displaced by foreclosures. Ms. Galligan mentioned the inability to assist all families who contact Catholic Charities because of its limited resources.

Mary Margaret Moore, from Independent Living Center of the North Shore and Cape Ann, Inc. commented on coming across many individuals who prefer living outside nursing homes and applauded those with disabilities that are living independently within independent living communities and the desire to let folks age in place. Ms. Moore mentioned the implementation of the 2006 Chapter 211 Federal Supreme Court Law that provides individuals with the choice. Ms. Moore talked about how all newly constructed housing should be built with universal design elements and that extra space is needed in public housing for disabled persons with caregivers. She stated that she has come across more people whose language is not English, stating the need to provide adequate structural and communication resources for a variety of needs. Ms. Moore mentioned the use of technology in the future to keep the community involved and the need for access to telephone and the internet through broadband. She complimented the city for the stop sign recently located at the intersection of Congress and New Derby streets, but added that she would like to see traffic lights at this intersection as well. Ms. Moore applauded the city for its clean-up efforts after snowstorms stating that the walkways were kept in good shape.

Lynn Duncan responded that the intersection of Congress/ New Derby is currently being reviewed by a traffic engineer to determine the use of traffic signals at this intersection; the city will be allocating monies from FY10 CDBG funds.

Teasie Goggin explained that many seniors she has spoken to feel the proposed location for the senior center is more for the developers than the seniors and that a new senior center is not needed. She stated that she felt that the CDBG allocation amount set aside for the senior center should be used where it is better needed elsewhere.

Nestor Grullon, a member of the Citizens Advisory Committee, commented on the crisis families are facing with foreclosures due to the financial situation the county is facing. Mr. Grullon spoke agreed that there should be increased technology and less paper, adding that not everyone had access to today's technology. Mr. Grullon mentioned the increase of crime within the city and commended the city for the additional police bike patrols within the most needed areas. The Salem Police are working to prevent gang prevention and drugs, particularly in the Point Neighborhood.

Lucy Corchado, a member of the Citizens Advisory Committee, talked about the need for additional employment opportunities, e.g. green jobs, affordable housing as a continued priority, the need for more youth programs, the need to continue bike patrols in the Point Neighborhood and the push for more owner occupied homes within the city's Point Neighborhood community.

VI.D. Monitoring Policy

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.

VI.E. List of Shelters, Transitional and Permanent Supportive Housing

NORTH SHORE SHELTERS, TRANSITIONAL HOUSING & PERMANENT SUPPORTIVE HOUSING FOR HOMELESS AND SPECIAL NEEDS POPULATIONS

Type of Housing	City/Town	Capacity	Additional Information
SHELTERS			
<i>Individuals</i>			
Lifebridge ¹⁷²	Salem	34 beds	Dry shelter An additional 18 beds are available during winter months.
Lynn Emergency Shelter	Lynn	50 beds	Wet shelter, operated by Lynn Shelter Assoc. (LSA)
Action Inc. Emergency Shelter	Gloucester	20 beds	
River House Shelter	Beverly	34 beds	For men only
<i>Families</i>			
Serving People in Need (SPIN)	Lynn	77 families	Scattered Sites Emergency Shelter
North Shore Community Action Program (NSCAP)	Peabody	37 families	
Bridge House	Lynn	11 beds	Dry shelter, operated by LSA
Wellspring House	Gloucester	5 units	
Inn Between	Peabody	6 families	Operated by Citizens for Adequate Housing
Program I		6 families	
Program II		5 units	
Scattered sites			
Healing Abuse, Working for Change (HAWC)	Salem	19 individuals	Shelters 7 adults & 12 children
TRANSITIONAL HOUSING			
<i>HIV/AIDS</i>			
Housing Opportunities for People with AIDS (HOPWA)	Beverly, Danvers, Peabody, and Salem	8 units	Scattered site housing for men, women and families; Operated by NSCAP
Moore's Way (Easler Program)	Gloucester	19 beds	
<i>Substance Abuse</i>			
Action Inc.	Gloucester	15 units	Sober housing for

¹⁷² Formerly known as the Salem Mission.

**NORTH SHORE SHELTERS, TRANSITIONAL HOUSING & PERMANENT SUPPORTIVE
HOUSING FOR HOMELESS AND SPECIAL NEEDS POPULATIONS**

Type of Housing	City/Town	Capacity	Additional Information
			formerly homeless individuals. Four units attached to shelter and 11 units throughout community.
Ryan House (operated by CAB/Health and Recovery Services)	Lynn		Two, working half-way house programs; one for men and one for women
Transitional Support Services (operated by CAB/HRS)	Lynn	25 beds	For detoxed men and women not ready for longer termed half-way houses
Project Cope Women's Program	Lynn		Recovery home for pregnant and postpartum women & their infants
Taking Care of Business	Gloucester	8 units	Specialized services for families
John Ashford Link House	Newburyport	20 beds	Recovery home for men only
Turning Point	Newburyport	10 units	Mainstream housing program for families
Turning Point Safe Recovery Transitions	Newburyport	10 units	Housing for individuals
	Lynn	14 beds	Operated by LSA
<i>Substance Abuse & Mental Health</i> Inn Transition	Peabody	8 units	Specialized family services; operated by Citizens for Adequate Housing
PERMANENT SUPPORTIVE HOUSING			
<i>HIV/AIDS</i>			
Serenity Supportive Housing	Topsfield	12 individuals	Congregate housing for men and women who are homeless or at-risk for homeless
Action Inc.	Gloucester	23 households	Administered through HOPWA program
<i>At-Risk Individuals</i>			

**NORTH SHORE SHELTERS, TRANSITIONAL HOUSING & PERMANENT SUPPORTIVE
HOUSING FOR HOMELESS AND SPECIAL NEEDS POPULATIONS**

Type of Housing	City/Town	Capacity	Additional Information
Lifebridge ¹⁷³ “Seeds of Hope”	Salem	22 units	Congregate housing for men and women
<i>Disabled Individuals</i> Andrew Street Housing	Lynn	10 units	Efficiency housing operated by SPIN
<i>At-Risk Families</i> Housing First Program	Lynn	10 families	Permanent housing solutions combined with supportive services – operated by SPIN

¹⁷³ Formerly known as the Salem Mission.

VI.F. Subsidized Housing Inventory

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
2679	Scattered Sites	Hawthorne, Bridge, & Boston Sts.	Rental	9	Perp	No	HUD
2680	Stephen Zisson Elderly	290 Essex St.	Rental	14	Perp	No	HUD
2681	5 Barton Square	5 Barton Square	Rental	16	Perp	No	HUD
2682	Garden Terrace	North St.	Rental	32	Perp	No	DHCD
2683	Rainbow Terrace	Rainbow Terrace	Rental	136	Perp	No	DHCD
2684	Charter Street	27 Charter St.	Rental	110	Perp	No	DHCD
2685	Colonial Terrace	Boston and Nichols	Rental	40	Perp	No	DHCD
2686	J. Michael Ruane	3 Broad Street	Rental	16	Perp	No	DHCD
2687	James A. Dalton Residence	205 Bridge Street	Rental	35	Perp	No	DHCD
2688	Leefort Terrace	Leefort Terrace	Rental	50	Perp	No	DHCD
2689	Bertram Terrace	Bertram Terrace	Rental	20	Perp	No	DHCD
2690	Morency Manor	45 St. Peter St.	Rental	54	Perp	No	DHCD
2691	Norton Terrace	Norton Terrace	Rental	20	Perp	No	DHCD
2692	Bates Terrace	Bates Terrace	Rental	16	Perp	No	DHCD

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
2693	Pioneer Terrace	Pioneer Terrace	Rental	104	Perp	No	DHCD
2694	Phillips School	86 Essex Street	Rental	17	Perp	No	DHCD
2695	Farrell Court	Farrell Ct.	Rental	12	Perp	No	DHCD
2696	Park/Prince/Congress	Park/Prince/Congress	Rental	14	Perp	No	DHCD
2698	Federal and Boston Streets	191-193 Federal St.; 36-38 Boston St	Rental	24	2015	No	MHP
2699	Salem Point Rentals	98-102 Lafayette Street	Rental	15	2036	No	DHCD DHCD DHCD
2700	Fairweather Apartments	40R Highland Ave.	Rental	124	2010	No	HUD HUD HUD
2701	HES Housing I	403-405 1/2 Essex St.	Rental	9	2037	No	DHCD
2702	Loring Towers	1000 Loring Avenue	Rental	250	2016	No	MassHousing
2703	Lynch Street	10-14 Lynch Street	Rental	11	2017	No	MHP

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Salem
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This data is derived from information provided to the Department of Housing and Community Development (DHCD) by individual communities and is subject to change as new information is obtained and use restrictions expire.

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
2704	Pequot Highlands	10,12 First Street	Rental	250	Perp	No	DHCD MassHousing
2705	Princeton Crossing Apts	12 Heritage Drive	Rental	358	2017	No	MassHousing
2707	Residential Options	20 Central Av; 1 Washington St	Rental	3	2041	No	EOHHS HUD
2708	Salem Point Rentals	8-10, 12, 24 Peabody St; 1-16 Prince St. Place; 34 Prince Street; 51-53 Palmer St; 100 Congress St.	Rental	44	2034	No	DHCD DHCD DHCD
2709	Salem Harbor CDC FTHB Project	Scattered Sites	Ownership	3	2015	No	DHCD
2710	Salem Heights	12 Pope St.	Rental	285	2103	No	xHUD DHCD MDFA MHP
2712	Salem Point Cooperative	64 Harbor/Peabody/Ward	Rental	77	2091	No	DHCD DHCD

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
2712	Salem Point Cooperative	64 Harbor/Peabody/Ward	Rental	77	2091	No	FHLBB
2714	104 Lafayette St	104 Lafayette Street	Rental	10	2031	No	HUD
							DHCD
							DHCD
							HUD
3965	Palmer Street	68-72 Palmer Street	Rental	10	2020	No	MHP
4443	DMR Group Homes	Confidential	Rental	71	N/A	No	DMR
5934	Salem HOR Program	Porter Street	Ownership	1	2018	No	DHCD
							DHCD
							FHLBB
5935	Salem HOR Program	Porter Street	Ownership	1	2018	No	DHCD
							DHCD
							FHLBB
5936	Salem HOR Program	Naumkeag Street	Ownership	1	2018	No	DHCD
							FHLBB

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
5936	Salem HOR Program	Naumkeag Street	Ownership	1	2018	No	DHCD
5937	Salem HOR Program	Carlton Street	Ownership	1	2018	No	DHCD
5938	Salem HOR Program	Fowler Street	Ownership	3	2017	No	DHCD
5939	Salem HOR Program	Bayview Avenue	Ownership	1	2018	No	DHCD
5940	Salem HOR Program	Bridge Street	Ownership	1	2011	No	DHCD
5941	Salem HOR Program	Highland Street	Ownership	1	2016	No	DHCD
5942	Salem HOR Program	Turner Street	Ownership	1	2018	No	DHCD
5943	Salem HOR Program	Meadow Street	Ownership	2	2017	No	DHCD

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
5945	Salem HOR Program	Loring Avenue	Ownership	2	2018	No	DHCD
							DHCD
5946	Salem HOR Program	Oak Street	Ownership	1	2017	No	DHCD
							DHCD
5947	Salem HOR Program	Lawrence Street	Ownership	1	2019	No	DHCD
							DHCD
5948	Salem HOR Program	Dunlap Street	Ownership	1	2009	No	DHCD
							DHCD
5949	Salem HOR Program	Proctor Street	Ownership	1	2010	No	DHCD
							DHCD
5951	Salem HOR Program	Tremont Street	Ownership	1	2017	No	DHCD
							DHCD
5952	Salem HOR Program	Winthrop Street	Ownership	1	2019	No	DHCD
							DHCD
5953	Salem HOR Program	Loring Avenue	Ownership	1	2017	No	DHCD

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
5953	Salem HOR Program	Loring Avenue	Ownership	1	2017	No	DHCD
5954	Salem HOR Program	Salem Street	Ownership	3	2016	No	DHCD
5956	Willow Avenue	Willow Avenue	Mix	2	2013	No	DHCD
6490	Salem HOR Program	Warner Street	Ownership	1	2019	No	HUD
6491	Salem HOR Program	Bow Street	Ownership	1	2019	No	HUD
6492	Salem HOR Program	Bridge Street	Ownership	1	2015	No	HUD
6493	Salem HOR Program	Chase Street	Ownership	1	2017	No	HUD
6494	Salem HOR Program	Becket Street	Ownership	1	2017	No	HUD
6495	Salem HOR Program	Lemon Street	Ownership	2	2017	No	HUD

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
6495	Salem HOR Program	Lemon Street	Ownership	2	2017	No	HUD
6496	Salem HOR Program	Cambridge Street	Ownership	1	2018	No	HUD
6497	Salem HOR Program	Hathorne Street	Ownership	2	2018	No	HUD
6498	Salem HOR Program	Margin Street	Ownership	2	2018	No	HUD
6499	Salem HOR Program	Wyman Avenue	Ownership	1	2019	No	HUD
6500	Salem HOR Program	Beaver Street	Ownership	1	2019	No	HUD
6501	Salem HOR Program	Mason Street	Ownership	1	10/2/2019	No	HUD
6502	Salem HOR Program	Winthrop Street	Ownership	1	2019	No	HUD

12/21/2009

Salem
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This data is derived from information provided to the Department of Housing and Community Development (DHCD) by individual communities and is subject to change as new information is obtained and use restrictions expire.

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
6503	Salem HOR Program	Bridge Street	Ownership	3	2019	No	HUD
							HUD
7777	Salem HOR	Jefferson Ave	Ownership	1	11/18/2019	NO	DHCD
							DHCD
7778	Salem HOR	English St	Ownership	3	1/24/2021	NO	DHCD
							DHCD
7779	Salem HOR	Kimball Court	Ownership	1	8/14/2020	NO	DHCD
							DHCD
7781	Salem HOR	Beaver St	Ownership	1	1/19/2021	NO	DHCD
							DHCD
7782	Salem HOR	Gallows Circle	Ownership	1	6/9/2020	NO	DHCD
							DHCD
7783	Salem HOR	Phelps	Ownership	1	11/8/2020	NO	DHCD
							DHCD

12/21/2009

Salem
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This data is derived from information provided to the Department of Housing and Community Development (DHCD) by individual communities and is subject to change as new information is obtained and use restrictions expire.

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
7784	Salem HOR	Highland Ave	Ownership	1	2/3/2021	NO	DHCD
							DHCD
7785	Salem HOR	Broad St	Ownership	1	2019	NO	DHCD
							DHCD
7786	Salem HOR	Perkins St	Ownership	2	12/6/2020	NO	DHCD
							DHCD
7787	Salem HOR	Ocean Ave W	Ownership	1	5/2/2020	NO	DHCD
							DHCD
7788	Salem HOR	Wisteria St	Ownership	2	10/4/2019	NO	DHCD
							DHCD
7789	Salem HOR	Beaver St	Ownership	1	12/28/2020	NO	DHCD
							DHCD
7790	Salem HOR	Jefferson Ave	Ownership	2	12/01/2019	NO	DHCD
							DHCD
8382	Salem HOR Program	Hersey St	Ownership	3	2020	NO	HUD

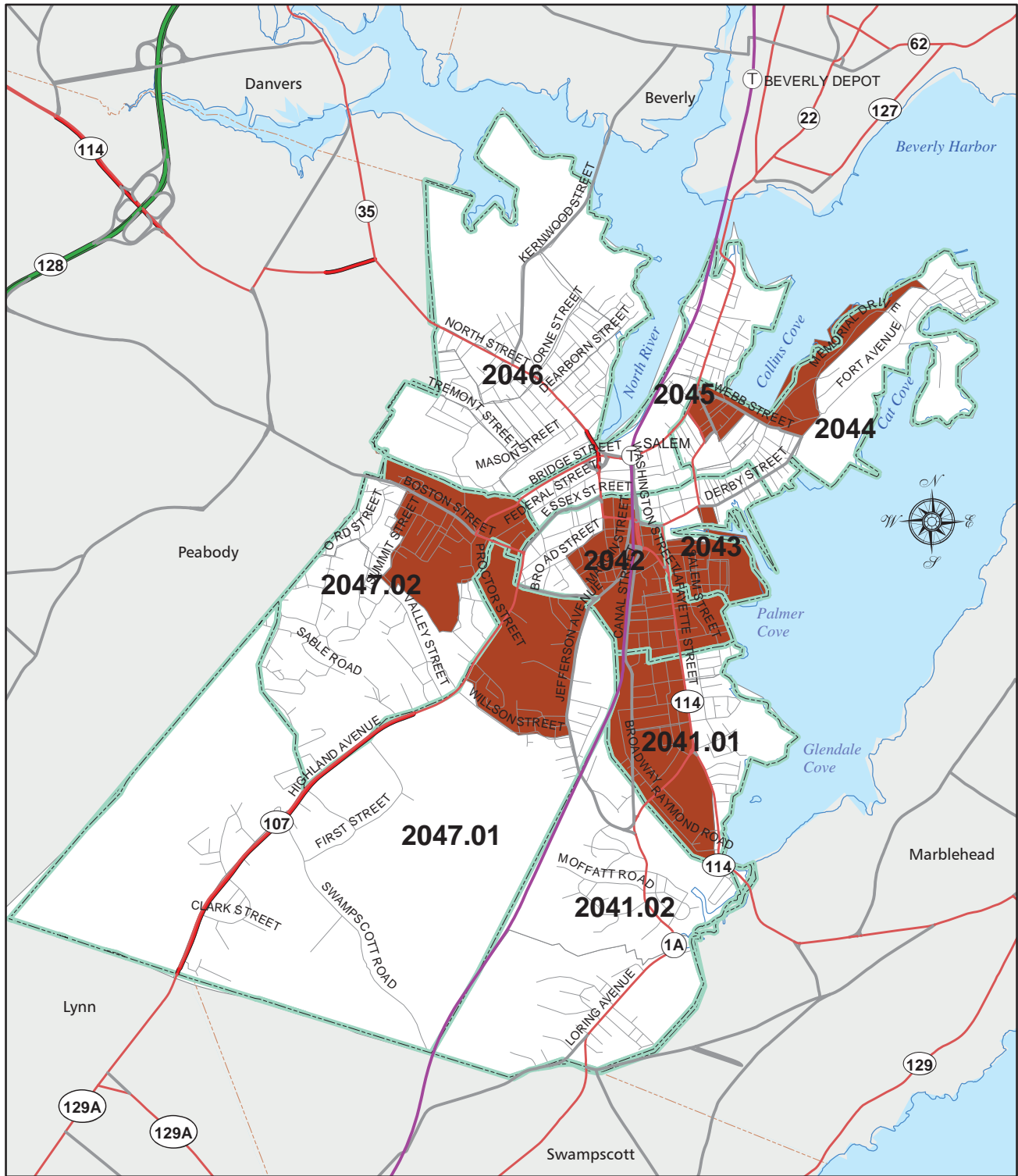
DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Salem

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
8791	Salem HOR Program	Lyme St	Ownership	1	2022	NO	HUD
9193	Palmer Cove	50 Palmer St	Rental	15	2056	NO	MassHousing
							DHCD
							HUD
SalemTotals				2.342	Census 2000 Year Round Housing Units		18.103
					Percent Subsidized		12.94%

VI.G. Consolidated Plan Maps

- ◆ Areas of Low- and Moderate-Income Concentration
- ◆ Areas of Racial and Ethnic Minority Concentration
- ◆ Land Use
- ◆ Housing Values
- ◆ Mortgage Foreclosures
- ◆ Subsidized Housing in Salem



LEGEND

- | | |
|---------------------------|--------------------------------------|
| Ⓣ Stations | Major Roads |
| — Lines | — Limited Access Highway |
| □ Census Tract Boundaries | — Multi-lane Hwy, not limited access |
| Percent Population | — Other Numbered Highway |
| □ 0.221 - 0.509 | — Major Road, Collector |
| ■ 0.510 - 0.886 | — Local |

0 0.25 0.5 1 Miles

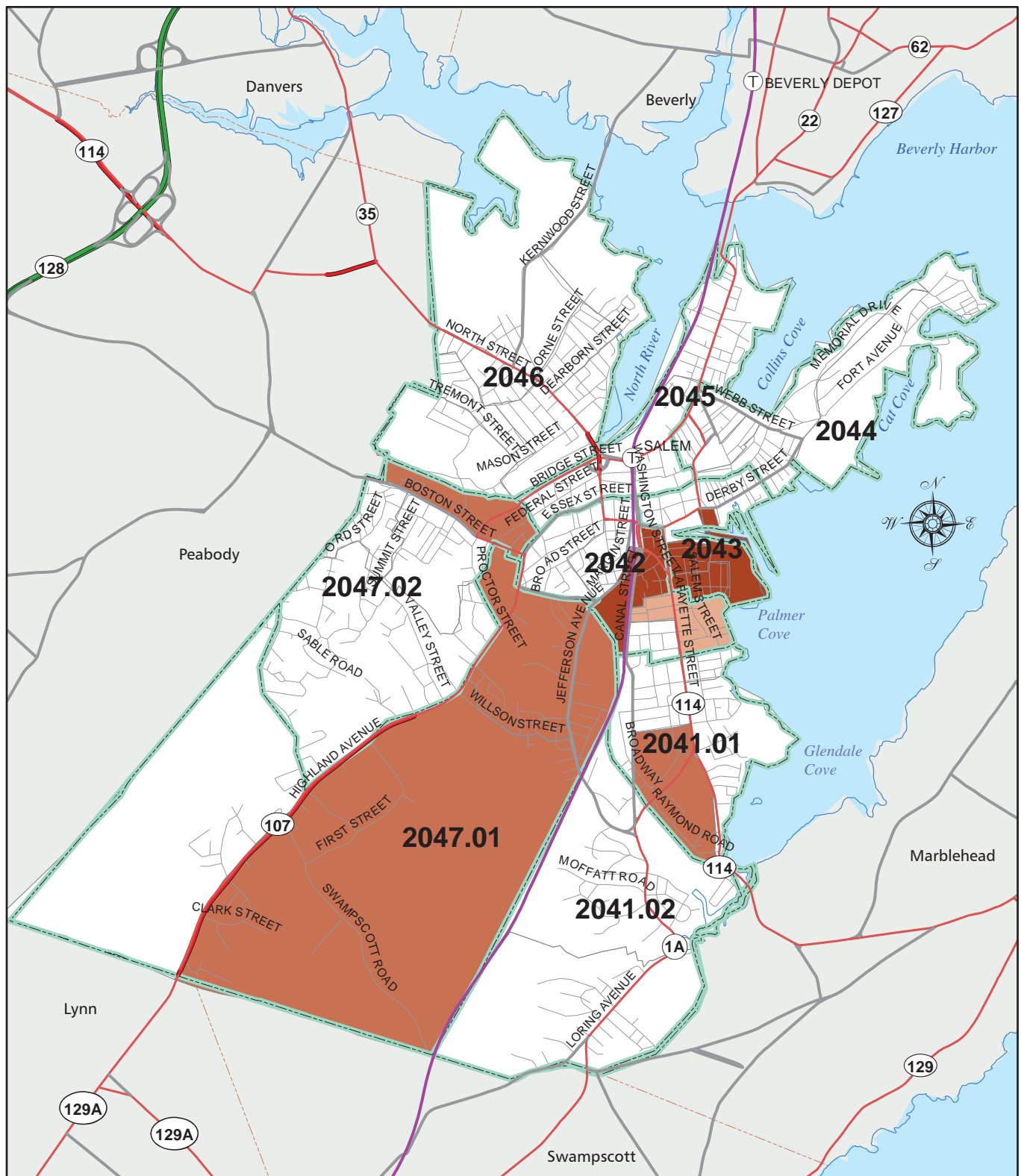
Areas of Low- and Moderate-Income Concentration

CITY OF SALEM

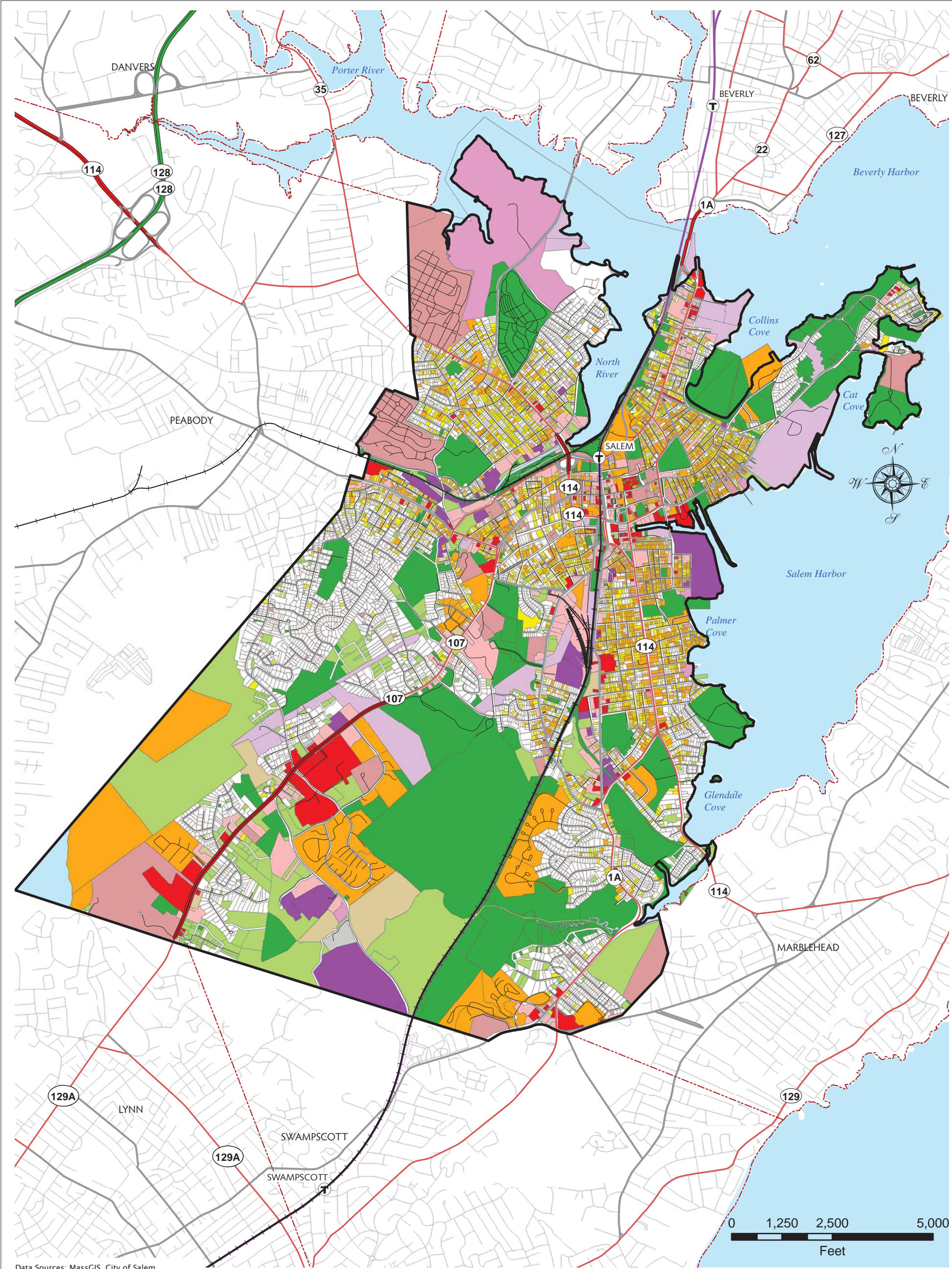
Five-Year Consolidated Plan

Community Opportunities Group, Inc.
Boston, Massachusetts





Note: This map is for general planning purposes only. The data used to create the map are not adequate for making legal boundary determinations or delineating resource areas. Exercise caution when interpreting the information on this map.



Data Sources: MassGIS, City of Salem.

- Railroad

Commuter Rail

ROADWAYS

Limited Access Highway

Multi-Lane Highway (Not Limited Access)

Other Numbered Highway

Major Road, Collector

Local Roads
- LAND USE

Single-Family

Two-Family

Multi-Family

Mixed Uses

Retail

Other Commercial

Industrial

Utilities

Recreation

Vacant Land

Religious, Educational, Other Non-Profit

Public Land

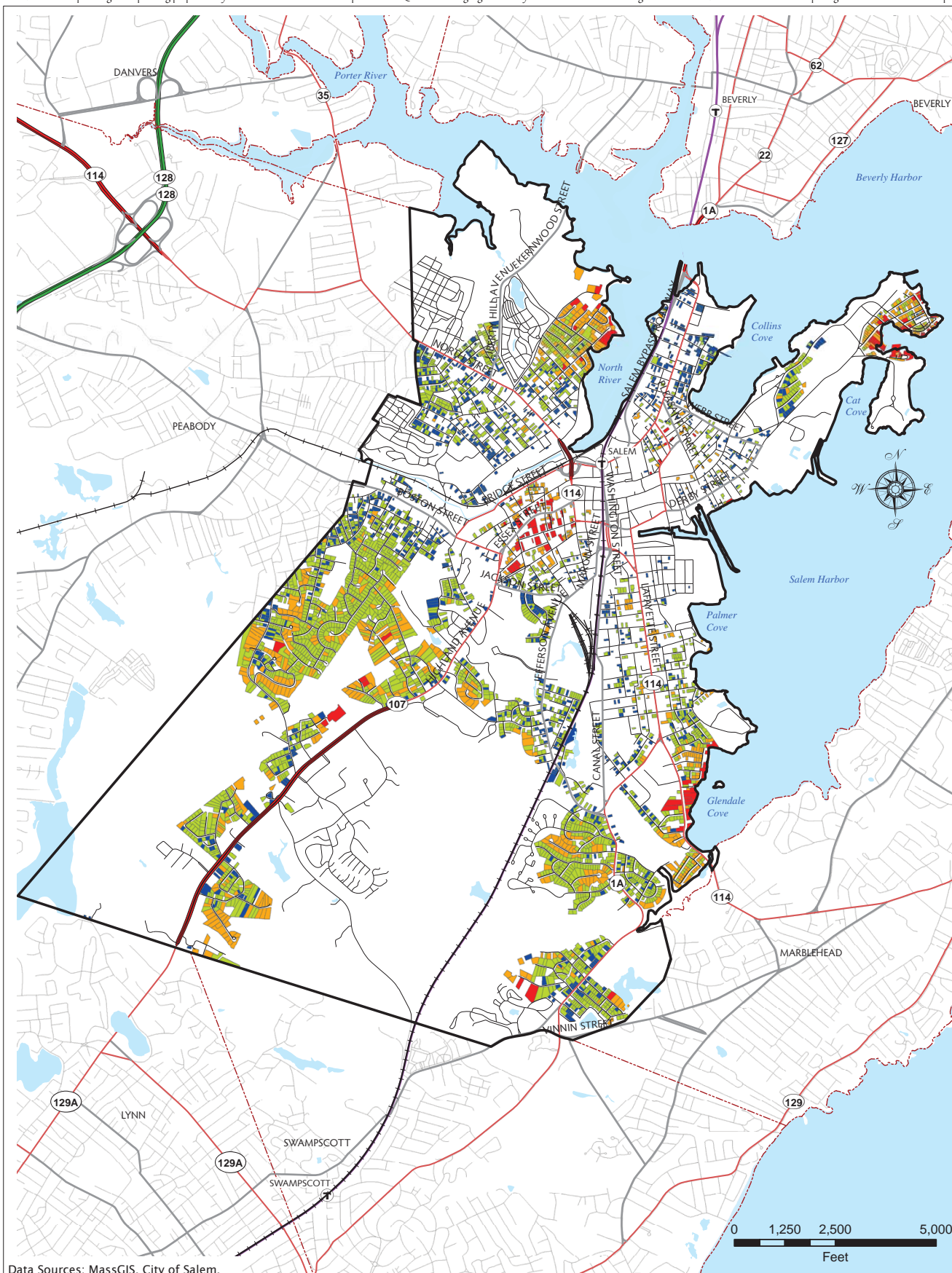
Open Water

Undetermined

CITY OF SALEM
FIVE-YEAR CONSOLIDATED PLAN

EXISTING LAND USES
January 2010

COMMUNITY OPPORTUNITIES GROUP, INC.
Boston, Massachusetts



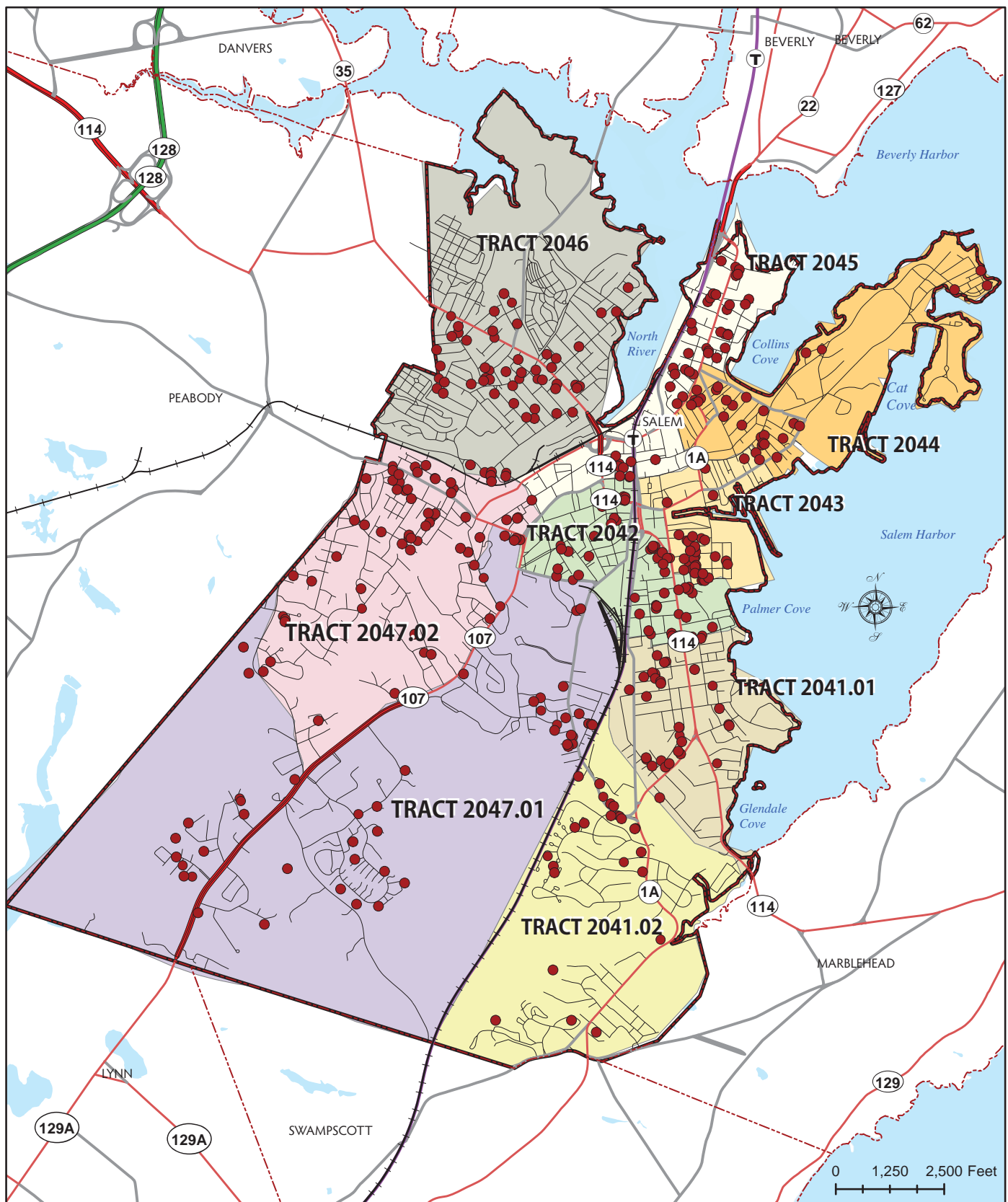
- +— Railroad
- Ⓣ Commuter Rail
- ROADWAYS**
- Limited Access Highway
- Multi-Lane Highway (Not Limited Access)
- Other Numbered Highway
- Major Road, Collector

- SINGLE-FAMILY ASSESSED VALUE**
- 91,800 - 300,999
 - 301,000 - 400,999
 - 401,000 - 599,000
 - 599,001 - 1,592,900

CITY OF SALEM FIVE-YEAR CONSOLIDATED PLAN

HOME VALUES January 2010 (Draft)

COMMUNITY OPPORTUNITIES GROUP, INC.
Boston, Massachusetts



ROADWAYS

— Limited Access Highway

— Multi-Lane Highway (Not Limited Access)

— Other Numbered Highway

— Major Road, Collector

● Distressed Properties

- - - Municipal Boundary

—+— Railroad

Ⓣ Commuter Rail

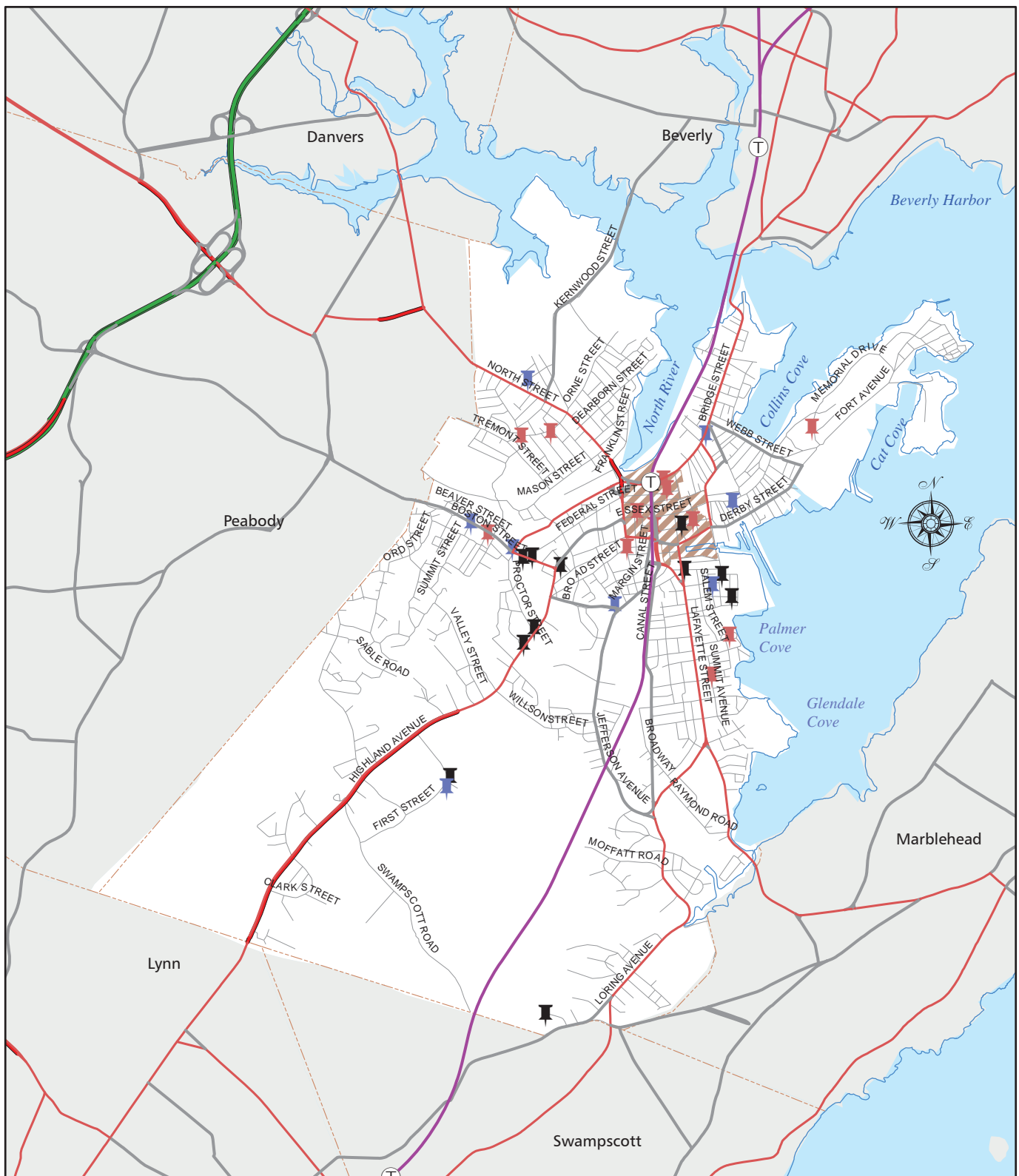
■ Census Tracts

CITY OF SALEM FIVE-YEAR CONSOLIDATED PLAN

MORTGAGE FORECLOSURES

January 2010 (Draft)

COMMUNITY OPPORTUNITIES GROUP, INC.
Boston, Massachusetts



LEGEND

Ⓣ Stations

— Lines

Major Roads

— Limited Access Highway

— Multi-lane Hwy, not limited access

— Other Numbered Highway

— Major Road, Collector

— Local

Subsidized Housing

📍 Public Family Housing

📍 Public Elderly Housing

📍 Private Subsidized Housing

Urban Renewal Areas

0 0.25 0.5 1 Miles

Subsidized Housing in Salem (Partial Inventory)

CITY OF SALEM Five-Year Consolidated Plan

Community Opportunities Group, Inc.
Boston, Massachusetts



Data Sources: MassGIS, City of Salem.

VI.H. Salem CPMP Needs Tables

Housing Needs Table				Grantee:		City of Salem, Massachusetts																Priority Need?	Plan to Fund?	Fund Source	Households with a Disabled Member		Dispropo rtionate Racial/ Ethnic Need?	# of House olds in lead- Hazard Housing	Total Low Income HIV/ AIDS Population
				Only complete blue sections. Do NOT type in sections other than blue.																									
				Current % of House- holds	Current Number of House- holds	3-5 Year Quantities												% of Goal											
Year 1		Year 2				Year 3		Year 4*		Year 5*		Multi-Year																	
Housing Needs - Comprehensive Housing Affordability Strategy (CHAS) Data Housing Problems				Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	% of Goal				% HSHLD	# HSHLD								
Household Income >30 to <=50% MFI	Renter	Elderly	NUMBER OF HOUSEHOLDS	100%	395															100%	153	N	2912						
			With Any Housing Problems	55.4	219											0	####	H			48.5	74							
			Cost Burden > 30%	52.9	209											0	####	M											
			Cost Burden >50%	12.7	50											0	####	H											
	Small Related	NUMBER OF HOUSEHOLDS	100%	528																		Y							
		With Any Housing Problems	60.4	319											0	####	H												
		Cost Burden > 30%	58.5	309											0	####	M												
		Cost Burden >50%	1.9	10											0	####	H												
	Large Related	NUMBER OF HOUSEHOLDS	100%	100																		Y							
		With Any Housing Problems	66	66											0	####	H												
		Cost Burden > 30%	34	34											0	####	M												
		Cost Burden >50%	0	0											0	####	H												
	All other hshld	NUMBER OF HOUSEHOLDS	100%	517																		Y							
		With Any Housing Problems	86.8	449											0	####	H												
		Cost Burden > 30%	82.2	425											0	####	M												
		Cost Burden >50%	24	124											0	####	H												
	Owner	Elderly	NUMBER OF HOUSEHOLDS	100%	391																		N						
			With Any Housing Problems	40.2	157											0	####	M											
			Cost Burden > 30%	40.2	157											0	####	M											
			Cost Burden >50%	12.3	48											0	####	H											
Small Related		NUMBER OF HOUSEHOLDS	100%	115																		N							
		With Any Housing Problems	55.7	64											0	####	M												
		Cost Burden > 30%	55.7	64											0	####	M												
		Cost Burden >50%	47	54											0	####	H												
Large Related		NUMBER OF HOUSEHOLDS	100%	48																		N							
		With Any Housing Problems	100	48											0	####	M												
		Cost Burden > 30%	91.7	44											0	####	M												
		Cost Burden >50%	70.8	34											0	####	H												
All other hshld		NUMBER OF HOUSEHOLDS	100%	139																		N							
		With Any Housing Problems	92.8	129											0	####	M												
		Cost Burden > 30%	92.8	129											0	####	M												
		Cost Burden >50%	41	57											0	####	H												

Housing Needs Table				Grantee: City of Salem, Massachusetts														Priority Need?	Plan to Fund?	Fund Source	Households with a Disabled Member		Dispropo rtionate Racial/ Ethnic Need?	# of Househ olds in lead- Hazard Housing	Total Low Income HIV/ AIDS Population		
Housing Needs - Comprehensive Housing Affordability Strategy (CHAS) Data Housing Problems				Current % of House- holds	Current Number of House- holds	3-5 Year Quantities										% of Goal											
						Year 1		Year 2		Year 3		Year 4*		Year 5*			Multi-Year										
						Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual		Goal				Actual						
Household Income >50 to <=80% MFI	Renter	Elderly	NUMBER OF HOUSEHOLDS	100%	270												0	####	M			100%	118	N	4021		
			With Any Housing Problems	36.7	99													0	####	M			25.0	30			
			Cost Burden > 30%	36.7	99													0	####	M							
			Cost Burden >50%	0	0													0	####	M							
		Small Related	NUMBER OF HOUSEHOLDS	100%	601																				N		
			With Any Housing Problems	25.3	152													0	####	M							
			Cost Burden > 30%	11.3	68													0	####	M							
			Cost Burden >50%	0	0													0	####	M							
		Large Related	NUMBER OF HOUSEHOLDS	100%	128																				N		
			With Any Housing Problems	43.8	56													0	####	M							
			Cost Burden > 30%	18.8	24													0	####	M							
			Cost Burden >50%	0	0													0	####	M							
		All other hshld	NUMBER OF HOUSEHOLDS	100%	771																				Y		
			With Any Housing Problems	30.6	236													0	####	M							
			Cost Burden > 30%	29.3	226													0	####	M							
			Cost Burden >50%	0.5	4													0	####	M							
	Owner	Elderly	NUMBER OF HOUSEHOLDS	100%	631																			N			
			With Any Housing Problems	21.9	138													0	####	M							
			Cost Burden > 30%	20.3	128													0	####	M							
			Cost Burden >50%	7.8	49													0	####	H							
		Small Related	NUMBER OF HOUSEHOLDS	100%	395																			N			
			With Any Housing Problems	70.4	278													0	####	M							
			Cost Burden > 30%	67.8	268													0	####	M							
			Cost Burden >50%	10.9	43													0	####	H							
		Large Related	NUMBER OF HOUSEHOLDS	100%	68																			N			
			With Any Housing Problems	29.4	20													0	####	M							
			Cost Burden > 30%	29.4	20													0	####	M							
			Cost Burden >50%	14.7	10													0	####	H							
		All other hshld	NUMBER OF HOUSEHOLDS	100%	160																			N			
			With Any Housing Problems	67.5	108													0	####	M							
			Cost Burden > 30%	67.5	108													0	####	M							
			Cost Burden >50%	38.8	62													0	####	H							
		Total Any Housing Problem					0	0	0	0	0	0	0	0	0	0	0	0	Total Disabled			305					
		Total 215 Renter																	Tot. Elderly	1492		Total Lead Hazard	8275				
		Total 215 Owner																	Tot. Sm. Related	2852		Total Renters	7408				
		Total 215					0	0	0	0	0	0	0	0	0	0	0	0		Tot. Lg. Related	562		Total Owners	3551			

NOTE: The housing needs information above is from the CHAS 2000 dataset. This data does not reflect units built since 2000 that may address these needs.

CPMP**Housing Market Analysis***Complete cells in blue.*

Housing Stock Inventory	Vacancy Rate	0 & 1 Bedroom	2 Bedrooms	3+ Bedroom	Total	Substandard Units*
<u>Affordability Mismatch</u>						
Occupied Units: Renter		3634	3656	1555	8845	272
Occupied Units: Owner		530	3007	4964	8501	88
Vacant Units: For Rent	3%	41	199	4	244	Not available
Vacant Units: For Sale	1%	0	20	49	69	Not available
Total Units Occupied & Vacant		4205	6882	6572	17659	360
<u>Rents: Applicable FMRs (in \$s)</u>		1,146	1,345	1,609		
Rent Affordable at 30% of 50% of MFI (in \$s)		845	1,015	1,172		
Public Housing Units						
Occupied Units		500	107	103	710	Not available
Vacant Units		5	2	2	9	Not available
Total Units Occupied & Vacant		505	109	105	719	0
Rehabilitation Needs (in \$s)		Not available	Not available	Not available	0	

* ACS (2006-2008) Three-Year Estimates, units lacking kitchen and/or plumbing facilities. A unit lacking both kitchen and plumbing facilities will be double counted.

Continuum of Care Homeless Population and Subpopulations Chart

Part 1: Homeless Population					Sheltered				Un-sheltered	Total	Jurisdiction									
					Emergency		Transitional				Data Quality									
1. Homeless Individuals					70	0		0		70	(N) enumerations <div>▼</div>									
2. Homeless Families with Children					6	0		0		6										
	2a. Persons in Homeless with Children Families				19	0		0		19										
Total (lines 1 + 2a)					89	0		0		89										
Part 2: Homeless Subpopulations					Sheltered				Un-sheltered	Total	Data Quality									
1. Chronically Homeless					40				0	40	(N) enumerations <div>▼</div>									
2. Severely Mentally Ill					20				0	20										
3. Chronic Substance Abuse					50				0	50										
4. Veterans					7				0	7										
5. Persons with HIV/AIDS					0				0	0										
6. Victims of Domestic Violence					31				0	31										
7. Youth (Under 18 years of age)					0				0	0										
Part 3: Homeless Needs Table: Individuals		Needs	Currently Available	Gap	5-Year Quantities										Total			Priority H, M, L	Plan to Fund? Y, N	Fund Source: CDBG, HOME, HOPWA, ESG or Other
					Year 1		Year 2		Year 3		Year 4		Year 5							
					Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Actual	% of Goal			
Beds	Emergency Shelters	70	34	36	0	0	0	0	0	0	0	0	0	0	0	0	####	M		
	Transitional Housing	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####	M		
	Permanent Supportive Housing (a)	0	22	-22	0	0	0	0	0	0	0	0	0	0	0	0	####	M		
	Total	70	56	14	0	0	0	0	0	0	0	0	0	0	0	0	####			
Chronically Homeless																				

Part 4: Homeless Needs Table: Families		Needs	Currently Available	Gap	5-Year Quantities										Total			Priority H.M.L	Plan to Fund? Y.N	Fund Source: CDBG, HOME, HOPWA, ESG or Other
					Year 1		Year 2		Year 3		Year 4		Year 5							
					Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Actual	% of Goal			
Beds	Emergency Shelters	19	18	1	0	0	0	0	0	0	0	0	0	0	0	0	####	M		
	Transitional Housing	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####	M		
	Permanent Supportive Housing	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####	M		
	Total	19	18	1	0	0	0	0	0	0	0	0	0	0	0	0	####			

NOTE: Data source is the Point In Time Count conducted by the NS HOME Consortium on January 28, 2009.

(a) St. Joseph's development

Completing Part 1: Homeless Population. This must be completed using statistically reliable, unduplicated counts or estimates of homeless persons in sheltered and unsheltered locations at a one-day point in time. The counts must be from: (A) administrative records, (N) enumerations, (S) statistically reliable samples, or (E) estimates. The quality of the data presented in each box must be identified as: (A), (N), (S) or (E).

Completing Part 2: Homeless Subpopulations. This must be completed using statistically reliable, unduplicated counts or estimates of homeless persons in sheltered and unsheltered locations at a one-day point in time. The numbers must be from: (A) administrative records, (N) enumerations, (S) statistically reliable samples, or (E) estimates. The quality of the data presented in each box must be identified as: (A), (N), (S) or (E).

Sheltered Homeless. Count adults, children and youth residing in shelters for the homeless. "Shelters" include all emergency shelters and transitional shelters for the homeless, including domestic violence shelters, residential programs for runaway/homeless youth, and any hotel/motel/apartment voucher arrangements paid by a public/private agency because the person or family is homeless. Do not count: (1) persons who are living doubled up in conventional housing; (2) formerly homeless persons who are residing in Section 8 SRO, Shelter Plus Care, SHP permanent housing or other permanent housing units; (3) children or youth, who because of their own or a parent's homelessness or abandonment, now reside temporarily and for a short anticipated duration in hospitals, residential treatment facilities, emergency foster care, detention facilities and the like; and (4) adults living in mental health facilities, chemical dependency facilities, or criminal justice facilities.

Unsheltered Homeless. Count adults, children and youth sleeping in places not meant for human habitation. Places not meant for human habitation include streets, parks, alleys, parking ramps, parts of the highway system, transportation depots and other parts of transportation systems (e.g. subway tunnels, railroad car), all-night commercial establishments (e.g. movie theaters, laundromats, restaurants), abandoned buildings, building roofs or stairwells, chicken coops and other farm outbuildings, caves, campgrounds, vehicles, and other similar places.

Non-Homeless Special Needs Including HOPWA		Needs	Currently Available	GAP	3-5 Year Quantities										Total									
					Year 1		Year 2		Year 3		Year 4 *		Year 5 *											
					Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Actual	% of Goal							
Housing Needed	52. Elderly	835	495	340	0	0	0	0	0	0	0	0	0	0	0	0	####							
	53. Frail Elderly	30	24	6	0	0	0	0	0	0	0	0	0	0	0	0	####							
	54. Persons w/ Severe Mental Illness	NA	NA	NA	0	0	The City funds several programs that address non-homeless special needs. Currently, funds are not specifically dedicated to any one special needs group.							0	0	0	####							
	55. Developmentally Disabled	840	86	754	0	0								0	0	0	0	0	0	0	0	0	####	
	56. Physically Disabled*	See note		0	0	0								0	0	0	0	0	0	0	0	0	0	####
	57. Alcohol/Other Drug Addicted	50	45	5	0	0								0	0	0	0	0	0	0	0	0	0	####
	58. Persons w/ HIV/AIDS & their families	NA	35	-35	0	0	0	0	0	0	0	0	0	0	0	0	0	####						
	59. Public Housing Residents	1302	715	587	0	0	0	0	0	0	0	0	0	0	0	0	0	####						
	Total	3057	1400	1657	0	0	0	0	0	0	0	0	0	0	0	0	0	####						
Supportive Services Needed	60. Elderly	571	571	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####						
	61. Frail Elderly	571	571	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####						
	62. Persons w/ Severe Mental Illness	1840	1840	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####						
	63. Developmentally Disabled	1760	1760	0	0	0	See Public Services line item (05) in Community Development Needs Table.							0	0	0	####							
	64. Physically Disabled	See note		0	0	0								0	0	0	0	0	0	0	0	0	0	0
	65. Alcohol/Other Drug Addicted	599	NA	NA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####					
	66. Persons w/ HIV/AIDS & their families	105	35	70	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####					
	67. Public Housing Residents	110	110	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####					
	Total	5556	4887	70	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####					

CPMP Version 1.3

Jurisdiction				Only complete blue sections.																	
Housing and Community Development Activities	Needs	Current	Gap	5-Year Quantities												% of Goal	Priority Need: H, M, L	Dollars to Address	Plan to Fund? Y/N	Fund Source	
				Year 1		Year 2		Year 3		Year 4		Year 5		Cumulative							
				Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual						
01 Acquisition of Real Property 570.201(a)	0	0	0												0	0	####				
02 Disposition 570.201(b)	0	0	0												0	0	####				
03 Public Facilities and Improvements (General) 570.201(c)	2	0	2	2											2	0	0%	M	40K	Y	CDBG
03A Senior Centers 570.201(c)	1	0	1			1									1	0	0%	M		*	
03B Handicapped Centers 570.201(c)	0	0	0												0	0	####				
03C Homeless Facilities (not operating costs) 570.201(c)	0	0	0												0	0	####				
03D Youth Centers 570.201(c)	0	0	0												0	0	####				
03E Neighborhood Facilities 570.201(c)	0	0	0												0	0	####				
03F Parks, Recreational Facilities 570.201(c)	2	0	2	1					1						2	0	0%	M	153K	Y	CDBG
03G Parking Facilities 570.201(c)	0	0	0												0	0	####				
03H Solid Waste Disposal Improvements 570.201(c)	0	0	0												0	0	####				
03I Flood Drain Improvements 570.201(c)	0	0	0												0	0	####				
03J Water/Sewer Improvements 570.201(c)	0	0	0												0	0	####				
03K Street Improvements 570.201(c)	7	0	7	2		2		1		1		1		1	7	0	0%	H	1,500K	Y	CDBG/PWED
03L Sidewalks 570.201(c)	5	0	5	1		1		1		1		1		1	5	0	0%	H	250K	Y	CDBG
03M Child Care Centers 570.201(c)	0	0	0												0	0	####				
03N Tree Planting 570.201(c)	65	0	65	13		13		13		13		13		13	65	0	0%	M	19K	Y	CDBG
03O Fire Stations/Equipment 570.201(c)	0	0	0												0	0	####				
03P Health Facilities 570.201(c)	0	0	0												0	0	####				
03Q Abused and Neglected Children Facilities 570.201(c)	0	0	0												0	0	####				
03R Asbestos Removal 570.201(c)	0	0	0												0	0	####				
03S Facilities for AIDS Patients (not operating costs) 570.201(c)	0	0	0												0	0	####				
03T Operating Costs of Homeless/AIDS Patients Programs	0	0	0												0	0	####				
04 Clearance and Demolition 570.201(d)	0	0	0												0	0	####				
04A Clean-up of Contaminated Sites 570.201(d)	0	0	0												0	0	####				
05 Public Services (General) 570.201(e)	50,000	0	50,000	10,000		10,000		10,000		10,000		10,000		50,000	0	0%	H	800K	Y	CDBG	
05A Senior Services 570.201(e)	0	0	0												0	0	####				
05B Handicapped Services 570.201(e)	0	0	0												0	0	####				
05C Legal Services 570.201(E)	0	0	0												0	0	####				
05D Youth Services 570.201(e)	0	0	0												0	0	####				
05E Transportation Services 570.201(e)	0	0	0												0	0	####				
05F Substance Abuse Services 570.201(e)	0	0	0												0	0	####				
05G Battered and Abused Spouses 570.201(e)	0	0	0												0	0	####				
05H Employment Training 570.201(e)	0	0	0												0	0	####				
05I Crime Awareness 570.201(e)	0	0	0												0	0	####				
05J Fair Housing Activities (if CDBG, then subject to 570.201(e))	0	0	0												0	0	####				
05K Tenant/Landlord Counseling 570.201(e)	0	0	0												0	0	####				
05L Child Care Services 570.201(e)	0	0	0												0	0	####				
05M Health Services 570.201(e)	0	0	0												0	0	####				
05N Abused and Neglected Children 570.201(e)	0	0	0												0	0	####				
05O Mental Health Services 570.201(e)	0	0	0												0	0	####				
05P Screening for Lead-Based Paint/Lead Hazards Poison 570.201	0	0	0												0	0	####				
05Q Subsistence Payments 570.204	0	0	0												0	0	####				
05R Homeownership Assistance (not direct) 570.204	0	0	0												0	0	####				
05S Rental Housing Subsidies (if HOME, not part of 5% 570.204	375	0	375	75		75		75		75		75		375	0	0%	H	495K	Y	HOME	
05T Security Deposits (if HOME, not part of 5% Admin c	0	0	0												0	0	####				

Housing and Community Development Activities	Needs	Current	Gap	5-Year Quantities												% of Goal	Priority Need H, M, L	Dollars to Address	Plan to Fund? Y/N	Fund Source
				Year 1		Year 2		Year 3		Year 4		Year 5		Cumulative						
				Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual					
06 Interim Assistance 570.201(f)	0	0	0											0	0	####				
07 Urban Renewal Completion 570.201(h)	0	0	0											0	0	####				
08 Relocation 570.201(i)	0	0	0											0	0	####				
09 Loss of Rental Income 570.201(j)	0	0	0											0	0	####				
10 Removal of Architectural Barriers 570.201(k)	0	0	0											0	0	####				
11 Privately Owned Utilities 570.201(l)	0	0	0											0	0	####				
12 Construction of Housing 570.201(m)	20	0	20			20								20	0	0%	H	300K	Y	HOME
13 Direct Homeownership Assistance 570.201(n)	80	0	80	16		16		16		16		16		80	0	0%	H	650K	Y	HOME&CDBG
14A Rehab: Single-Unit Residential 570.202	20	0	20	4		4		4		4		4		20	0	0%	H	750K	Y	CDBG
14B Rehab: Multi-Unit Residential 570.202	20	0	20	4		4		4		4		4		20	0	0%	H	750K	Y	CDBG
14C Public Housing Modernization 570.202	0	0	0											0	0	####				
14D Rehab: Other Publicly-Owned Residential Buildings 570.202	0	0	0											0	0	####				
14E Rehab: Publicly or Privately-Owned Commercial/Indu 570.202	0	0	0											0	0	####				
14F Energy Efficiency Improvements 570.202	0	0	0											0	0	####				
14G Acquisition - for Rehabilitation 570.202	0	0	0											0	0	####				
14H Rehabilitation Administration 570.202	5	0	5	1		1		1		1		1		5	0	0%	H	617K	Y	HOME&CDBG
14I Lead-Based/Lead Hazard Test/Abate 570.202	0	0	0											0	0	####				
15 Code Enforcement 570.202(c)	0	0	0											0	0	####				
16A Residential Historic Preservation 570.202(d)	0	0	0											0	0	####				
16B Non-Residential Historic Preservation 570.202(d)	0	0	0											0	0	####				
17A CI Land Acquisition/Disposition 570.203(a)	0	0	0											0	0	####				
17B CI Infrastructure Development 570.203(a)	0	0	0											0	0	####				
17C CI Building Acquisition, Construction, Rehabilitat 570.203(a)	20	0	20	4		4		4		4		4		20	0	0%	M	80K	Y	CDBG
17D Other Commercial/Industrial Improvements 570.203(a)	0	0	0											0	0	####				
18A ED Direct Financial Assistance to For-Profits 570.203(b)	5	0	5	1		1		1		1		1		5	0	0%	H	275K	Y	CDBG
18B ED Technical Assistance 570.203(b)	0	0	0											0	0	####				
18C Micro-Enterprise Assistance	100	0	100	20		20		20		20		20		100	0	0%	H	100K	Y	CDBG
19A HOME Admin/Planning Costs of PJ (not part of 5% Ad	0	0	0											0	0	####				
19B HOME CHDO Operating Costs (not part of 5% Admin ca	0	0	0											0	0	####				
19C CDBG Non-profit Organization Capacity Building	0	0	0											0	0	####				
19D CDBG Assistance to Institutes of Higher Education	0	0	0											0	0	####				
19E CDBG Operation and Repair of Foreclosed Property	0	0	0											0	0	####				
19F Planned Repayment of Section 108 Loan Principal	9	0	9	1		2		2		2		2		9	0	0%	H	734K	*	CDBG
19G Unplanned Repayment of Section 108 Loan Principal	0	0	0											0	0	####				
19H State CDBG Technical Assistance to Grantees	0	0	0											0	0	####				
20 Planning 570.205	0	0	0											0	0	####				
21A General Program Administration 570.206	5	0	5	1		1		1		1		1		5	0	0%	H	1,314K	Y	CDBG
21B Indirect Costs 570.206	0	0	0											0	0	####				
21D Fair Housing Activities (subject to 20% Admin cap) 570.206	0	0	0											0	0	####				
21E Submissions or Applications for Federal Programs 570.206	0	0	0											0	0	####				
21F HOME Rental Subsidy Payments (subject to 5% cap)	0	0	0											0	0	####				
21G HOME Security Deposits (subject to 5% cap)	0	0	0											0	0	####				
21H HOME Admin/Planning Costs of PJ (subject to 5% cap)	0	0	0											0	0	####				
21I HOME CHDO Operating Expenses (subject to 5% cap)	0	0	0											0	0	####				

Housing and Community Development Activities				Needs	Current	Gap	5-Year Quantities										% of Goal	Priority Need: H, M, L	Dollars to Address	Plan to Fund? Y/N	Fund Source		
							Year 1		Year 2		Year 3		Year 4		Year 5							Cumulative	
							Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual						Goal	Actual
22 Unprogrammed Funds				0	0	0									0	0	####						
HOPWA	31J Facility based housing – development			0	0	0									0	0	####						
	31K Facility based housing - operations			0	0	0									0	0	####						
	31G Short term rent mortgage utility payments			0	0	0									0	0	####						
	31F Tenant based rental assistance			0	0	0									0	0	####						
	31E Supportive service			0	0	0									0	0	####						
	31I Housing information services			0	0	0									0	0	####						
	31H Resource identification			0	0	0									0	0	####						
	31B Administration - grantee			0	0	0									0	0	####						
CDBG	31D Administration - project sponsor			0	0	0									0	0	####						
	Acquisition of existing rental units			0	0	0									0	0	####						
	Production of new rental units			0	0	0									0	0	####						
	Rehabilitation of existing rental units			0	0	0									0	0	####						
	Rental assistance			0	0	0									0	0	####						
	Acquisition of existing owner units			0	0	0									0	0	####						
	Production of new owner units			0	0	0									0	0	####						
	Rehabilitation of existing owner units			0	0	0									0	0	####						
HOME	Homeownership assistance			0	0	0									0	0	####						
	Acquisition of existing rental units			0	0	0									0	0	####						
	Production of new rental units			0	0	0									0	0	####						
	Rehabilitation of existing rental units			0	0	0									0	0	####						
	Rental assistance			0	0	0									0	0	####						
	Acquisition of existing owner units			0	0	0									0	0	####						
	Production of new owner units			0	0	0									0	0	####						
	Rehabilitation of existing owner units			0	0	0									0	0	####						
Homeownership assistance				0	0	0								0	0	####							
Totals				50741	0	50741	10146	0	10165	0	10144	0	10143	0	50741	0	####						

List of Projects

03 Bike Lane installation, Point Neighborhood History Sign
03A Senior Center (Section 108 Loan)
03F Baseball netting at Palmer Cove Park, Lafayette Park Improvements
03K Neighborhood Street Improvements, Harbor/Lafayette pedestrian improvements, Derby/Congress pedestrian improvements
03L Sidewalk improvements in eligible neighborhoods
05 Community support services awarded through annual RFP
05S Rental Downpayment Assistance Program
12 St. Joseph's Permanent Supportive Housing
13 First-time Homebuyer Downpayment Assistance Loan Program
14A Housing Rehabilitation Loan Program
14B Housing Rehabilitation Loan Program
14H Rehabilitation Administration
17C Storefront Improvement Program
18A Small Business Loan Program
18C Business Technical Assistance Program
19F South Harbor Garage & Senior Center Section 108 Loan repayments
|* Acquisition of Senior Center will be made with Section 108 Loan Funds with principal and interest payments made from CDBG funds.
21A General Program Administration (salaries, benefits, non-salary expenses, studies)

VI.I. North Shore HOME Consortium CPMP Needs Tables

Housing Needs Table			Grantee:		North Shore HOME Consortium																			Households with a Disabled Member	Dispropo rtionate Racial/ Ethnic Need?	# of Househ olds in lead- Hazard Housing	Total Low Income HIV/ AIDS Population
			Only complete blue sections. Do NOT type in sections other than blue.																								
Housing Needs - Comprehensive Housing Affordability Strategy (CHAS) Data Housing Problems			Current % of House- holds	Current Number of House- holds	3-5 Year Quantities												% of Goal	Priority Need?	Plan. to Fund?	Fund Source	Households with a Disabled Member						
					Year 1		Year 2		Year 3		Year 4 *		Year 5 *		Multi-Year						% HSHLD	# HSHLD					
					Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual											
Household Income <=30% MFI	Renter	Elderly	NUMBER OF HOUSEHOLDS	100%																	100%						
			Any housing problems	1.0	7499	5	0	0	0	0	0	0	0	0	0	0	0	####	H	Y	H		0				
			Cost Burden > 30%	51.8	3883	0	0	0	0	0	0	0	0	0	0	0	0	####									
			Cost Burden >50%	51.2	3843	0	0	0	0	0	0	0	0	0	0	0	0	####									
		Small Related	NUMBER OF HOUSEHOLDS																								
			With Any Housing Problems	1.0	3570	20	0	0	0	0	0	0	0	0	0	0	0	####	H	Y	H						
			Cost Burden > 30%	76.2	2721	0	0	0	0	0	0	0	0	0	0	0	0	####									
			Cost Burden >50%	74.9	2673	0	0	0	0	0	0	0	0	0	0	0	0	####									
		Large Related	NUMBER OF HOUSEHOLDS																								
			With Any Housing Problems	1.0	521	15	0	0	0	0	0	0	0	0	0	0	0	####	H	Y	H						
			Cost Burden > 30%	86.8	452	0	0	0	0	0	0	0	0	0	0	0	0	####									
			Cost Burden >50%	76.0	396	0	0	0	0	0	0	0	0	0	0	0	0	####									
		All other hshld	NUMBER OF HOUSEHOLDS																								
			With Any Housing Problems	1.0	4195	30	0	0	0	0	0	0	0	0	0	0	0	####	H	Y	H						
			Cost Burden > 30%	68.4	2869	0	0	0	0	0	0	0	0	0	0	0	0	####									
			Cost Burden >50%	66.9	2808	0	0	0	0	0	0	0	0	0	0	0	0	####									
	Owner	Elderly	NUMBER OF HOUSEHOLDS																								
			With Any Housing Problems	1.0	5155	4	0	0	0	0	0	0	0	0	0	0	0	####	M	Y	H						
			Cost Burden > 30%	81.6	4207	0	0	0	0	0	0	0	0	0	0	0	0	####									
			Cost Burden >50%	81.6	4207	0	0	0	0	0	0	0	0	0	0	0	0	####									
		Small Related	NUMBER OF HOUSEHOLDS																								
			With Any Housing Problems	1.0	1344	1	0	0	0	0	0	0	0	0	0	0	0	####	M	Y	H						
			Cost Burden > 30%	79.2	1065	0	0	0	0	0	0	0	0	0	0	0	0	####									
			Cost Burden >50%	77.4	1040	0	0	0	0	0	0	0	0	0	0	0	0	####									
		Large Related	NUMBER OF HOUSEHOLDS																								
			With Any Housing Problems	1.0	292	0	0	0	0	0	0	0	0	0	0	0	0	####									
			Cost Burden > 30%	91.8	268	0	0	0	0	0	0	0	0	0	0	0	0	####									
			Cost Burden >50%	85.3	249	0	0	0	0	0	0	0	0	0	0	0	0	####									
All other hshld	NUMBER OF HOUSEHOLDS																										
	With Any Housing Problems	1.0	1103	0	0	0	0	0	0	0	0	0	0	0	0	####											
	Cost Burden > 30%	74.4	821	0	0	0	0	0	0	0	0	0	0	0	0	####											
	Cost Burden >50%	73.2	807	0	0	0	0	0	0	0	0	0	0	0	0	####											

Housing Needs Table			Grantee:		North Shore HOME Consortium																		Priority Need?	Plan to Fund?	Fund Source	Households with a Disabled Member		Disproportionate Racial/Ethnic Need?	# of Households in lead-Hazard Housing	Total Low Income HIV/AIDS Population
			Only complete blue sections. Do NOT type in sections other than blue.	3-5 Year Quantities												% of Goal														
Housing Needs - Comprehensive Housing Affordability Strategy (CHAS) Data Housing Problems			Current % of Households	Current Number of Households	Year 1		Year 2		Year 3		Year 4 *		Year 5 *		Multi-Year															
					Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual														
Household Income >30 to <=50% MFI	Renter	Elderly	NUMBER OF HOUSEHOLDS																											
			With Any Housing Problems			1.0	3374	5	0	0	0	0	0	0	0	0	0	0	####	H	Y	H								
			Cost Burden > 30%			51.3	1731	0	0	0	0	0	0	0	0	0	0	0	####											
			Cost Burden >50%			49.8	1681	0	0	0	0	0	0	0	0	0	0	0	####											
		Small Related	NUMBER OF HOUSEHOLDS																											
			With Any Housing Problems			1.0	2733	5	0	0	0	0	0	0	0	0	0	0	####	H	Y	H								
			Cost Burden > 30%			68.3	1867	0	0	0	0	0	0	0	0	0	0	0	####											
			Cost Burden >50%			65.5	1791	0	0	0	0	0	0	0	0	0	0	0	####											
		Large Related	NUMBER OF HOUSEHOLDS																											
			With Any Housing Problems			1.0	548	5	0	0	0	0	0	0	0	0	0	0	####	H	Y	H								
			Cost Burden > 30%			73.5	403	0	0	0	0	0	0	0	0	0	0	0	####											
			Cost Burden >50%			47.1	258	0	0	0	0	0	0	0	0	0	0	0	####											
	All other hshld	NUMBER OF HOUSEHOLDS																												
		With Any Housing Problems			1.0	2717	15	0	0	0	0	0	0	0	0	0	0	####	H	Y	H									
		Cost Burden > 30%			80.9	2198	0	0	0	0	0	0	0	0	0	0	0	####												
		Cost Burden >50%			78.6	2136	0	0	0	0	0	0	0	0	0	0	0	####												
	Owner	Elderly	NUMBER OF HOUSEHOLDS																											
			With Any Housing Problems			1.0	6161	5	0	0	0	0	0	0	0	0	0	0	####	M	Y	H								
			Cost Burden > 30%			39.7	2448	0	0	0	0	0	0	0	0	0	0	0	####											
			Cost Burden >50%			39.2	2418	0	0	0	0	0	0	0	0	0	0	0	####											
Small Related		NUMBER OF HOUSEHOLDS																												
		With Any Housing Problems			1.0	2359	0	0	0	0	0	0	0	0	0	0	0	####												
		Cost Burden > 30%			74.5	1758	0	0	0	0	0	0	0	0	0	0	0	####												
		Cost Burden >50%			74.5	1758	0	0	0	0	0	0	0	0	0	0	0	####												
Large Related		NUMBER OF HOUSEHOLDS																												
		With Any Housing Problems			1.0	553	0	0	0	0	0	0	0	0	0	0	0	####												
		Cost Burden > 30%			90.6	501	0	0	0	0	0	0	0	0	0	0	0	####												
		Cost Burden >50%			87.7	485	0	0	0	0	0	0	0	0	0	0	0	####												
All other hshld	NUMBER OF HOUSEHOLDS																													
	With Any Housing Problems			1.0	1141	2	0	0	0	0	0	0	0	0	0	0	####	M	Y	H										
	Cost Burden > 30%			72.7	830	0	0	0	0	0	0	0	0	0	0	0	####													
	Cost Burden >50%			72.7	830	0	0	0	0	0	0	0	0	0	0	0	####													

Housing Needs Table			Grantee:		North Shore HOME Consortium																					
			Only complete blue sections. Do NOT type in sections other than blue.																		Households with a Disabled Member		Dispropo	# of	Total Low	
Housing Needs - Comprehensive Housing Affordability Strategy (CHAS) Data Housing Problems			Current % of House-holds	Current Number of House-holds	3-5 Year Quantities												% of Goal	Priority Need?	Plan to Fund?	Fund Source			Disproportionate Racial/Ethnic Need?	Households in lead-Hazard Housing	Income HIV/AIDS Population	
					Year 1		Year 2		Year 3		Year 4 *		Year 5 *		Multi-Year						% HSHLD	# HSHLD				
					Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual										
Household Income >50 to <=80% MFI	Renter	Elderly	NUMBER OF HOUSEHOLDS																		100%					
			With Any Housing Problems	1.0	1934	5	0	0	0	0	0	0	0	0	0	0	0	####	H	Y	H		0			
			Cost Burden > 30%	38.2	738	0	0	0	0	0	0	0	0	0	0	0	0	####								
			Cost Burden >50%	37.1	718	0	0	0	0	0	0	0	0	0	0	0	0	####								
		Small Related	NUMBER OF HOUSEHOLDS																							
			With Any Housing Problems	1.0	3916	5	0	0	0	0	0	0	0	0	0	0	0	####	H	Y	H					
			Cost Burden > 30%	25.0	978	0	0	0	0	0	0	0	0	0	0	0	0	####								
			Cost Burden >50%	20.0	782	0	0	0	0	0	0	0	0	0	0	0	0	####								
		Large Related	NUMBER OF HOUSEHOLDS																							
			With Any Housing Problems	1.0	717	5	0	0	0	0	0	0	0	0	0	0	0	####	H	Y	H					
			Cost Burden > 30%	40.7	292	0	0	0	0	0	0	0	0	0	0	0	0	####								
			Cost Burden >50%	12.6	90	0	0	0	0	0	0	0	0	0	0	0	0	####								
	All other hshld	NUMBER OF HOUSEHOLDS																								
		With Any Housing Problems	1.0	4734	5	0	0	0	0	0	0	0	0	0	0	0	####	H	Y	H						
		Cost Burden > 30%	33.2	1573	0	0	0	0	0	0	0	0	0	0	0	0	####									
		Cost Burden >50%	31.2	1476	0	0	0	0	0	0	0	0	0	0	0	0	####									
	Owner	Elderly	NUMBER OF HOUSEHOLDS																							
			With Any Housing Problems	1.0	6878	5	0	0	0	0	0	0	0	0	0	0	0	####	M	Y	H					
			Cost Burden > 30%	21.4	1472	0	0	0	0	0	0	0	0	0	0	0	0	####								
			Cost Burden >50%	20.9	1438	0	0	0	0	0	0	0	0	0	0	0	0	####								
		Small Related	NUMBER OF HOUSEHOLDS																							
			With Any Housing Problems	1.0	5834	25	0	0	0	0	0	0	0	0	0	0	0	####	M	Y	H					
			Cost Burden > 30%	60.3	3519	0	0	0	0	0	0	0	0	0	0	0	0	####								
			Cost Burden >50%	59.8	3489	0	0	0	0	0	0	0	0	0	0	0	0	####								
		Large Related	NUMBER OF HOUSEHOLDS																							
			With Any Housing Problems	1.0	1561	10	0	0	0	0	0	0	0	0	0	0	0	####	M	Y	H					
			Cost Burden > 30%	61.0	952	0	0	0	0	0	0	0	0	0	0	0	0	####								
			Cost Burden >50%	56.2	878	0	0	0	0	0	0	0	0	0	0	0	0	####								
		All other hshld	NUMBER OF HOUSEHOLDS																							
			With Any Housing Problems	1.0	2452	10	0	0	0	0	0	0	0	0	0	0	0	####	M	Y	H					
			Cost Burden > 30%	58.1	1424	0	0	0	0	0	0	0	0	0	0	0	0	####								
			Cost Burden >50%	57.7	1416	0	0	0	0	0	0	0	0	0	0	0	0	####								
		Total Any Housing Problem				182	0	0	0	0	0	0	0	0	0	0		Total Disabled			0					
		Total 215 Renter				120	0	0	0	0	0	0	0	0	0	0		Tot. Elderly		31001		Total Lead Hazard		0		
		Total 215 Owner				62	0	0	0	0	0	0	0	0	0	0		Tot. Sm. Related		43197		Total Renters		74815		
		Total 215				182	0	0	0	0	0	0	0	0	0	0	0		Tot. Lg. Related		9416		Total Owners		73113	

North Shore HOME Consortium**Housing Market Analysis***30 Communities 2000 Data Only for Mismatch*

Housing Stock Inventory		Vacancy Rate	0 & 1 Bedroom	2 Bedrooms	3+ Bedroom	Total	Substandard Units
<u>Affordability Mismatch</u>							
Occupied Units: Renter			24251	23554	12251	60056	100
Occupied Units: Owner			4512	29928	103474	137914	13
Vacant Units: For Rent		4%	749	947	571	2267	
Vacant Units: For Sale		1%	103	298	584	985	
Total Units Occupied & Vacant			29615	54727	116880	201222	113
<u>Rents: Applicable FMRs (in \$s)</u>							
Rent Affordable at 30% of 50% of MFI (in \$s)							
Public Housing Units							
Occupied Units						0	
Vacant Units						0	
Total Units Occupied & Vacant			0	0	0	0	0
Rehabilitation Needs (in \$s)						0	

Continuum of Care Homeless Population and Subpopulations Chart

Part 1: Homeless Population				Sheltered				Un-sheltered	Total	North Shore HOME Consortium										
				Emergency		Transitional				Data Quality										
1. Homeless Individuals				191		116		86	393	(N) enumerations ▼										
2. Homeless Families with Children				148		33		0	181											
	2a. Persons in Homeless with Children Families			419		67		0	486											
Total (lines 1 + 2a)				610		183		86	879											
Part 2: Homeless Subpopulations				Sheltered				Un-sheltered	Total	Data Quality										
1. Chronically Homeless				224				47	271	(N) enumerations ▼										
2. Severely Mentally Ill				91				0	91											
3. Chronic Substance Abuse				212				0	212											
4. Veterans				64				0	64											
5. Persons with HIV/AIDS				16				0	16											
6. Victims of Domestic Violence				76				0	76											
7. Youth (Under 18 years of age)				288				0	288											
Part 3: Homeless Needs Table: Individuals		Needs	Currently Available	Gap	5-Year Quantities										Total			Priority H, M, L	Plan to Fund? Y, N	Fund Source: CDBG, HOME, HOPE, ESG or Other
					Year 1		Year 2		Year 3		Year 4		Year 5							
					Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Actual	% of Goal			
Beds	Emergency Shelters	205	144	61	0	0	0	0	0	0	0	0	0	0	0	0	####			
	Transitional Housing	150	120	30	5	0	5	0	5	0	5	0	5	0	25	0	0%			
	Permanent Supportive Housing	143	93	50	5	0	5	0	5	0	5	0	5	0	25	0	0%			
	Total	498	357	141	10	0	10	0	10	0	10	0	10	0	50	0	0%			
Chronically Homeless																				

Part 4: Homeless Needs Table: Families		Needs	Currently Available	Gap	5-Year Quantities										Total			Priority H. M. L.	Plan to Fund? Y N	Fund Source: CDBG, HOME, HOPWA, ESG or Other
					Year 1		Year 2		Year 3		Year 4		Year 5							
					Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Actual	% of Goal			
Beds	Emergency Shelters	419	137	282	0	0	0	0	0	0	0	0	0	0	0	0	####			
	Transitional Housing	120	80	40	5	0	5	0	5	0	5	0	5	0	25	0	0%			
	Permanent Supportive Housing	105	53	52	5	0	5	0	5	0	5	0	5	0	25	0	0%			
	Total	644	270	374	10	0	10		10	0	10	0	10	0	50	0	0%			

Completing Part 1: Homeless Population. This must be completed using statistically reliable, unduplicated counts or estimates of homeless persons in sheltered and unsheltered locations at a one-day point in time. The counts must be from: (A) administrative records, (N) enumerations, (S) statistically reliable samples, or (E) estimates. The quality of the data presented in each box must be identified as: (A), (N), (S) or (E).

Completing Part 2: Homeless Subpopulations. This must be completed using statistically reliable, unduplicated counts or estimates of homeless persons in sheltered and unsheltered locations at a one-day point in time. The numbers must be from: (A) administrative records, (N) enumerations, (S) statistically reliable samples, or (E) estimates. The quality of the data presented in each box must be identified as: (A), (N), (S) or (E).

Sheltered Homeless. Count adults, children and youth residing in shelters for the homeless. "Shelters" include all emergency shelters and transitional shelters for the homeless, including domestic violence shelters, residential programs for runaway/homeless youth, and any hotel/motel/apartment voucher arrangements paid by a public/private agency because the person or family is homeless. Do not count: (1) persons who are living doubled up in conventional housing; (2) formerly homeless persons who are residing in Section 8 SRO, Shelter Plus Care, SHP permanent housing or other permanent housing units; (3) children or youth, who because of their own or a parent's homelessness or abandonment, now reside temporarily and for a short anticipated duration in hospitals, residential treatment facilities, emergency foster care, detention facilities and the like; and (4) adults living in mental health facilities, chemical dependency facilities, or criminal justice facilities.

Unsheltered Homeless. Count adults, children and youth sleeping in places not meant for human habitation. Places not meant for human habitation include streets, parks, alleys, parking ramps, parts of the highway system, transportation depots and other parts of transportation systems (e.g. subway tunnels, railroad car), all-night commercial establishments (e.g. movie theaters, laundromats, restaurants), abandoned buildings, building roofs or stairwells, chicken coops and other farm outbuildings, caves, campgrounds, vehicles, and other similar places.

Grantee Name:		North Shore HOME Consortium																		
Non-Homeless Special Needs Including HOPWA		Needs	Currently Available	GAP	3-5 Year Quantities										Total			Priority Need: H, M, L	Plan to Fund? Y N	Fund Source: CDBG, Other
					Year 1		Year 2		Year 3		Year 4 *		Year 5 *							
					Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Complete	Goal	Actual	% of Goal			
Housing Needed	52. Elderly	50	0	50	10	0	10	0	10	0	10	0	10	0	50	0	0%			
	53. Frail Elderly	25	0	25	5	0	5	0	5	0	5	0	5	0	25	0	0%			
	54. Persons w/ Severe Mental Illness	5	0	5	1	0	1	0	1	0	1	0	1	0	5	0	0%			
	55. Developmentally Disabled	20	0	20	4	0	4	0	4	0	4	0	4	0	20	0	0%			
	56. Physically Disabled	25	0	25	5	0	5	0	5	0	5	0	5	0	25	0	0%			
	57. Alcohol/Other Drug Addicted	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####			
	58. Persons w/ HIV/AIDS & their families	40	0	40	8	0	8	0	8	0	8	0	8	0	40	0	0%			
	59. Public Housing Residents	5	0	5	1	0	1	0	1	0	1	0	1	0	5	0	0%			
	Total	170	0	170	34	0	34	0	34	0	34	0	34	0	170	0	0%			
Supportive Services Needed	60. Elderly	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####			
	61. Frail Elderly	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####			
	62. Persons w/ Severe Mental Illness	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####			
	63. Developmentally Disabled	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####			
	64. Physically Disabled	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####			
	65. Alcohol/Other Drug Addicted	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####			
	66. Persons w/ HIV/AIDS & their families	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####			
	67. Public Housing Residents	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####			
	Total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	####			