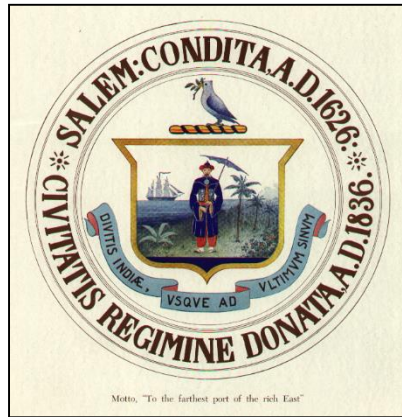


CITY OF SALEM

FIVE-YEAR CONSOLIDATED PLAN

July 1, 2020 – June 30, 2024
HUD FY20-FY24 (CITY FY21-FY25)



11/12/2020

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Executive Summary

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

1. Introduction

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

In each of the five years covered by this Consolidated Plan, Salem anticipates receiving approximately \$1,098,733 in CDBG entitlement funding, approximately \$168,650 in HOME funds and an estimated \$74,000 in program income. These estimates are based on recent funding levels. The total estimated five-year allocation is approximately \$5,494,540 from CDBG, \$843,250 in HOME funds and \$370,000 in program income. These funds are conditional upon annual appropriations by the federal government and receipts generated by program income. The funding is applicable to federal (HUD) fiscal years 2020, 2021, 2022, 2023, 2024, and will be utilized during Salem's Fiscal Years 2021-2025. This Consolidated Plan applies to activities that will take place from July 1, 2020 through June 30, 2025.

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

Just before the draft of this plan was completed, the COVID-19 pandemic occurred. With FY19 funds, Salem has made an effort to respond to new and increased needs by reprogramming available 2019 CDBG funds, as well as through the use of CDBG-CARES funds. Moving forward, with regard to urgent needs due to infectious disease or Federal/State/Local declared disasters, CDBG funds may be reprogrammed to activities to address those needs, including housing, infrastructure, public facilities, assistance to affected businesses, public services or planning, capacity building or technical assistance. Such changes may include a modification in purpose, scope, location or beneficiaries of activities and may use CDBG, CDBG-CARES or other awarded federal funds under the LMI and/or Urgent Need National Objective.

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

The primary objective of HUD's Entitlement Programs is to develop viable communities through the provision of decent housing, suitable living environments, and expanded economic opportunities. Through Salem's needs assessment, several priority needs were identified, and goals were developed as corresponding to those needs. The priority needs were determined by review of data, community meetings, and public and stakeholder engagement.

Decent Housing

- Housing affordable to people of all income levels was consistently identified as a priority need by stakeholders and public participants. In particular, seniors, families, people with disabilities, low- to moderate-wage employees of businesses based in Salem, and individuals experiencing homelessness or transitioning from homelessness are most impacted by the cost of housing. Purchase prices are out of reach for low- and moderate-income households trying to become homeowners, and renters are vulnerable to displacement due to rent increases and evictions.
- Much of Salem's housing stock is in century-old, 2-4 family structures. Due to the frequent presence of stairs, lead paint, code violations, and in some cases discrimination, it can be difficult for families, disabled, senior, and minority households to find housing appropriate to their needs. Many homeowners are in housing that is inadequate or does not fit their needs because they cannot afford repairs or modifications, access financing, or find alternative housing.

Suitable Living Environment

- Needs for social services including transportation, nutrition, housing advocacy, legal services, education, childcare, crime prevention, youth and adult programming, and emergency funds for homelessness prevention were identified. Mental health issues are a concern for many homeless individuals, and access to a sustained continuum of care is critical. Incidences of drug addiction have been increasing, and more capacity is needed for prevention and treatment around substance abuse.
- Participants highlighted the need for public realm improvements to beautify LMI neighborhoods, increase tree canopies, provide safe and accessible sidewalks, improve resiliency against flooding and the impacts of climate change, and improve circulation for pedestrians, bicycles, vehicles, and public transit.

Expanded Economic Opportunities

- There is a need for economic development to support business growth in Salem. There is a need for more local or nearby living wage jobs, as well as paths for career advancement. Access to job training and ESL classes would help to match the available work-force with jobs in the region. Services to provide orientation to new immigrants, as well as financial management or life skills to those emerging from homelessness, would help these individuals gain economic independence. Affordable childcare and after-school care is a

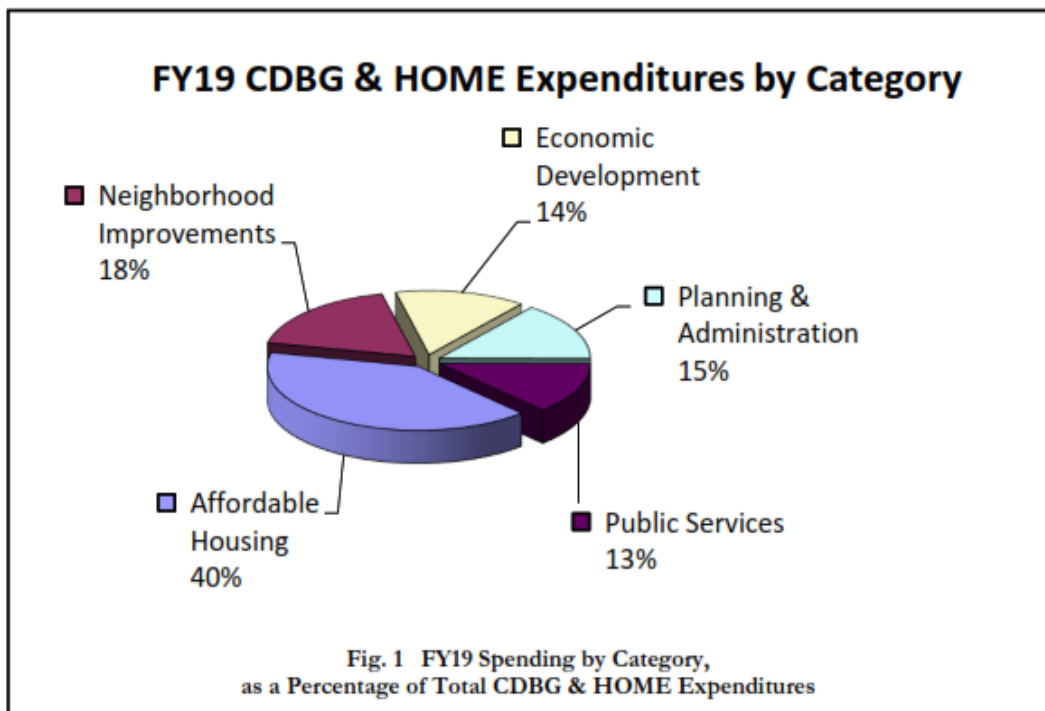
barrier to full employment for many workers, along with transportation constraints. Support is also needed to help local businesses to thrive.

3. Evaluation of past performance

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

The annual Consolidated Annual Performance and Evaluation Report (CAPER) provides an analysis of the accomplishments and progress the City has made toward meeting the goals and objectives laid out in its previous Five Year Consolidated Plan. The FY20 CAPER, for the current fiscal year, will be available by December 30, 2020. The most recent CAPER, for FY19, evaluated the fourth fiscal year of the previous Five Year Consolidated Plan. HUD calculated that 82.29% of CDBG funds spent in FY19 directly benefited low- and moderate-income persons. The FY19 CAPER is available at the City of Salem Department of Planning and Community Development (DPCD), the Salem Public Library and on the City's website at www.salem.com.

The chart below illustrates FY19 spending by category, as a percentage of overall CDBG and HOME expenditures.



4. Summary of citizen participation process and consultation process

As part of the process in developing this new Consolidated Plan, the DPCD sought public input from residents, businesses, social service organizations and various stakeholders. A series of nine community meetings and focus groups were held throughout the city. The meetings were held at the Salem Housing Authority, at neighborhood locations within specific wards with large low- and moderate-income (LMI) populations (such as at Espacio and at Salem State University), in the City Hall offices, at Old Town Hall, at the Community Life Center and at Salem Access Television, in order to reach as broad of a population as possible. The focus groups targeted persons with disabilities, housing services providers, businesses and seniors. To augment the outreach process, the City conducted an online survey in English and Spanish (also available in a hard copy format), for which the City received 455 responses.

5. Summary of public comments

A summary of comments received in the Citizen Participation and consultation process can be found in section PR of this Consolidated Plan.

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

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

7. Summary

The Consolidated Plan includes a **Needs Assessment** which considers issues related to housing, economic development, public services, and public facilities and infrastructure, and the impact that these issues have on low and moderate income households, minority populations, homeless, and other special needs populations.

The Plan also includes a **Market Analysis** which considers characteristics and cost of housing, economic indicators, planned infrastructure investments, initiatives, or other changes, and geographic concentration of community development needs.

Through the Needs Assessment process and the Market Analysis, several priorities were identified including:

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

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

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

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

The Process

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

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

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

Table 1– Responsible Agencies

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

Consolidated Plan Public Contact Information

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

PR-10 Consultation - 91.100, 91.110, 91.200(b), 91.300(b), 91.215(I) and 91.315(I)

1. Introduction

In 2019, the City of Salem retained a consultant, Community Opportunities Group, Inc. (COG), to prepare its Five Year Consolidated Plan (covering city Fiscal Years 2021-2025) and first year Action Plan. In developing this Consolidated Plan, a series of nine community meetings and focus groups were held throughout the city, including a public hearing. The meetings were held at the Salem Housing Authority, at neighborhood meetings within specific wards with large low- and moderate-income (LMI) populations, in the City Hall offices, at the Community Life Center, at community organizations, and at Salem State University, to reach as broad of a population as possible. The focus groups targeted persons with disabilities, housing service providers, businesses and seniors. Individual stakeholder interviews were conducted with city staff, social service providers, residents, business owners, and other persons and organizations familiar with local needs.

To supplement these, COG interviewed and consulted with staff from provider agencies who serve Salem residents, both those located in and outside of Salem. In addition, an on-line survey (in Spanish and English) generated 455 responses. The purpose of this process was to obtain an understanding of the population's needs and the resources available to address the needs, as well to gain an understanding of gaps of needed programs and services.

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

A second public hearing was held during the 5-day comment period after the release of the Draft plans.

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

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

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

representatives are (re-)introduced to each other and exchange information, announcements and updates.

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

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

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

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

The major homeless needs in the area are primarily serviced through the **Gloucester/Haverhill/Salem/Essex County Continuum of Care (CoC)** which is referred to locally as the North Shore **Continuum of Care Alliance**. The lead entity for the CoC is the City of Peabody, which also oversees the North Shore HOME Consortium, of which Salem is a member. Through the Consortium, the CoC has received funds through the McKinney-Vento program. The Consortium distributes these funds directly to area organizations. Salem-based Lifebridge has been a subrecipient of these funds. Lifebridge provides emergency and transitional shelters, permanent supportive housing, case management, and other programs to address the crisis of homelessness. In 2019, Lifebridge opened a day center for at-risk homeless which provides a place to congregate and an opportunity to be connected to services. The center is currently open 3 days per week and they hope to expand to at least 5 days a week.

Salem's DPCD works directly with Lifebridge and other programs that participate in the North Shore CoC, including the North Shore Community Action Programs, Inc. (NSCAP), and Healing Abuse, Working for Change (HAWC) to support and enhance programs that address at-risk and homeless families. NSCAP provides a Community Outreach Program that assists disabled chronically homeless individuals to obtain appropriate services or to access housing, including HOPWA to serve people afflicted by HIV/AIDS. HAWC provides a range of services to victims of domestic violence.

The City relies on its CDBG funding to address homeless needs and conduct homelessness prevention activities through public social services funding. Each year, through the public services program, the City of Salem solicits proposals from nonprofit organizations for housing and community services. Through this process, the City funds various homeless programs which may include rental down payment assistance, homelessness prevention emergency assistance, medical services, outreach, and transitional housing. Salem provides NSCAP, Salvation Army, and Catholic Charities with CDBG funding for Homelessness Prevention Programs and provides HOME funding to NSCAP and Citizens for Adequate Housing to assist households with first/last/security payments for rental housing. In addition, NSCAP receives funding for a Housing First program, tenant based rental assistance targeted to high risk homeless individuals.

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

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

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

Table 2– Agencies, groups, organizations who participated

1	Agency/Group/Organization	Caritas Communities
	Agency/Group/Organization Type	Housing
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	The director of Caritas Communities was consulted via phone interview. Information provided was incorporated into the Needs Analysis and Market Analysis.
2	Agency/Group/Organization	Catholic Charities
	Agency/Group/Organization Type	Services - Housing Services-Employment Services - Antipoverty
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Families with children Anti-poverty Strategy

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Catholic Charities participated in a stakeholder focus group to provide input on community development needs. The organization continues to coordinate with the City and entities providing social services to implement anti-poverty strategies.
3	Agency/Group/Organization	City of Salem, Planning & Community Development Dept.
	Agency/Group/Organization Type	Other government - Local
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Lead-based Paint Strategy Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Non-Homeless Special Needs Economic Development Market Analysis Anti-poverty Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consultations were held in stakeholder sessions and individually with the Mayor and other elected officials, staff from the DPCD, Fire Department, Police Department, Finance, Engineering Department of Public Works, Traffic and Parking Department and Health Department. Consultations were also held with the Salem Affordable Housing Trust, The Commission on Disabilities, and the Council on Aging. Community Development needs were identified with respect to housing, climate vulnerability, transportation, infrastructure and facilities, and programs and services.
4	Agency/Group/Organization	Citizens Inn
	Agency/Group/Organization Type	Housing Services - Housing Services-homeless
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homelessness Strategy Anti-poverty Strategy

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Citizens Inn participated in a stakeholder focus group to provide input on community development needs. The organization continues to coordinate with the City and entities providing services to people experiencing a housing crisis or food insecurity.
5	Agency/Group/Organization	Creative Collective
	Agency/Group/Organization Type	Business Leaders Economic Development Advocacy
	What section of the Plan was addressed by Consultation?	Economic Development Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Creative Collective provided input via a meeting of the Joint Committee on Economic Development to discuss economic development needs.
6	Agency/Group/Organization	Disability Resource Center
	Agency/Group/Organization Type	Services-Persons with Disabilities
	What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	The Disability Resource Center provided information that was incorporated into the Needs Analysis and the Market Analysis. The organization continues to coordinate with the City and entities providing services in North Shore communities to people with disabilities.
7	Agency/Group/Organization	Enterprise Center at Salem State University
	Agency/Group/Organization Type	Services-Education Services-Employment Other government - State
	What section of the Plan was addressed by Consultation?	Economic Development Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Staff of the Enterprise Center at Salem State University attended a stakeholder session to provide input on community development needs and provided information utilized in the Market Analysis. The City will continue to coordinate with the University in planning for the disposition/reuse of a portion of the campus, as well as convening with the City through the Joint Committee on Economic Development.

8	Agency/Group/Organization	Greater Lynn Senior Services
	Agency/Group/Organization Type	Services-Elderly Persons
	What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs Anti-poverty Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	GLSS provided information that was incorporated into the Needs Analysis and the Market Analysis. The organization continues to coordinate with the City and entities providing services in North Shore communities to seniors, adults living with disabilities, and their families and caregivers.
9	Agency/Group/Organization	HAWC
	Agency/Group/Organization Type	Services-Victims of Domestic Violence Services-homeless
	What section of the Plan was addressed by Consultation?	Homeless Needs - Families with children Non-Homeless Special Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	HAWC provided information that was incorporated into the Needs Analysis and the Market Analysis. The organization continues to coordinate with the City and entities providing services to victims of domestic violence.
10	Agency/Group/Organization	Lifebridge
	Agency/Group/Organization Type	Services - Housing Services-homeless
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homelessness Strategy Homeless Needs - Chronically homeless Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Lifebridge provided information that was incorporated into the Needs Analysis and the Market Analysis. Lifebridge will continue to coordinate with the City of Salem and a collaborative of local and regional organizations working to address the needs of people who are homeless.
11	Agency/Group/Organization	MA – DHCD
	Agency/Group/Organization Type	Other government - State
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Market Analysis Anti-poverty Strategy

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Information provided by DHCD was incorporated into the Needs Analysis and Market Analysis. The City of Salem will continue to coordinate with DHCD to facilitate implementation of strategies to create affordable housing and combat poverty, and to address barriers to the development of affordable housing.
12	Agency/Group/Organization	Metropolitan Area Planning Council (MAPC)
	Agency/Group/Organization Type	Regional organization
	What section of the Plan was addressed by Consultation?	Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Information provided by MAPC was incorporated into the Market Analysis. The City of Salem will continue to coordinate with MAPC to undertake planning related to housing and community development.
13	Agency/Group/Organization	North Shore Community Action Programs, Inc.
	Agency/Group/Organization Type	Services - Housing Services-Children Services-Elderly Persons Services-Persons with HIV/AIDS Services-homeless
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Market Analysis Anti-poverty Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	North Shore Community Action Program (NSCAP) provided input through focus group meetings and contributed data for the Needs Analysis and Market Analysis. NSCAP will continue to coordinate with the city to implement strategies that provide community services.
14	Agency/Group/Organization	North Shore Community Development Coalition (NSCDC)
	Agency/Group/Organization Type	Housing Regional organization Planning organization Community Development
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Non-Homeless Special Needs Economic Development Market Analysis Anti-poverty Strategy

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	The NSCDC provided input through focus group meetings and interviews, and contributed data for the Needs Analysis and Market Analysis. NSCDC will continue to coordinate with the City of Salem to carry out projects in implementation of the Strategic Plan.
15	Agency/Group/Organization	North Shore Workforce Investment Board
	Agency/Group/Organization Type	Services-Employment
	What section of the Plan was addressed by Consultation?	Economic Development Anti-poverty Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Information provided by the North Shore Workforce Investment Board was incorporated into the Market Analysis and strategy for economic development and community services. The City serves on the Board, which serves as the oversight and policy-making body for federally funded employment and training services in the region.
16	Agency/Group/Organization	North Shore HOME Consortium
	Agency/Group/Organization Type	Other government - Local
	What section of the Plan was addressed by Consultation?	Anticipated Resources
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Information provided by the North Shore Home Consortium was incorporated into the Anticipated Resources. Salem will continue to coordinate with the Consortium to establish housing priorities and coordinate the allocation of HOME funding.
17	Agency/Group/Organization	Point Neighborhood Association
	Agency/Group/Organization Type	Civic Leaders Neighborhood Organization
	What section of the Plan was addressed by Consultation?	Economic Development Market Analysis Anti-poverty Strategy Public Facilities and Services Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Point Neighborhood Association representatives hosted a neighborhood meeting and provided input used in the Needs Analysis. The City will continue coordination with the Point Neighborhood Association and local organizations in order to engage neighborhood residents in the development of priority CDBG activities.

18	Agency/Group/Organization	Salem Chamber of Commerce
	Agency/Group/Organization Type	Business Leaders
	What section of the Plan was addressed by Consultation?	Economic Development Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	The Chamber of Commerce provided input via a meeting of the Joint Committee on Economic Development to discuss economic development needs. The organization will continue to coordinate with the City of Salem in implementing strategies related to Economic Development.
19	Agency/Group/Organization	Salem Council on Aging
	Agency/Group/Organization Type	Services-Elderly Persons Other government - Local
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Non-Homeless Special Needs Market Analysis Anti-poverty Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Staff of the Salem Council on Aging participated in a constituent focus group held at the Community Life Center. Input gathered at this session was incorporated into the Needs Analysis and Market Analysis. The City will continue to coordinate with the Council on Aging in identifying needs and implementing strategies to support seniors and elderly residents.
20	Agency/Group/Organization	Salem Housing Authority
	Agency/Group/Organization Type	PHA
	What section of the Plan was addressed by Consultation?	Public Housing Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Staff and Board members from the Salem Housing Authority participated in stakeholder sessions to provide input on community development needs. In addition, the SHA's Comprehensive Plan must take into account the findings of the Consolidated Plan and the City of Salem must certify that the documents are consistent. Information provided by the SHA was incorporated throughout the Consolidated Plan.

21	Agency/Group/Organization	Salem Main Streets
	Agency/Group/Organization Type	Services-Employment Services - Economic Development
	What section of the Plan was addressed by Consultation?	Economic Development Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Salem Main Streets Initiative participated in a meeting with the Joint Committee on Economic Development to discuss Community Development needs. The organization will continue to coordinate with the City of Salem in implementing strategies related to Economic Development.
22	Agency/Group/Organization	The Salem Partnership
	Agency/Group/Organization Type	Business and Civic Leaders
	What section of the Plan was addressed by Consultation?	Economic Development Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	The Salem Partnership provided input via a meeting of the Joint Committee on Economic Development to discuss economic development needs. The Salem Partnership brings together business and community leaders to collaborate on community growth and prosperity. Both the Mayor and the Director of the DPCD are board members.
23	Agency/Group/Organization	Salem Police Department
	Agency/Group/Organization Type	Services-Victims of Domestic Violence Services-homeless Other government - Local
	What section of the Plan was addressed by Consultation?	Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Non-Homeless Special Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	The Salem Police Department participated in a stakeholder session and provided information that was incorporated into the Needs Analysis and Market Analysis. The City will continue coordination between the Police Department, DPCD, and homelessness and domestic violence service providers within the city.

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

To the City's knowledge, it consulted with all relevant agency types.

Other local/regional/state/federal planning efforts considered when preparing the Plan**Table 3– Other local / regional / federal planning efforts**

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	City of Peabody	Salem DPCD works directly with Peabody and member agencies in implementation of the Strategic Plan to support and enhance its existing programs that address at-risk and homeless families.
North Shore HOME Consortium Consolidated Plan	City of Peabody	HOME programs overlap with affordable housing-related goals in the Consolidated Plan.
Salem Housing Authority Comprehensive Plan	Salem Housing Authority	The Salem Housing Authority seeks to address the housing needs of lower-income residents in Salem.
NSWIB 2017 Strategic Plan	North Shore Workforce Board	The WIB seeks to create economic opportunities that benefit low- and moderate-income residents and align with the anti-poverty strategy of the Consolidated Plan.
Downtown Salem Retail Action Plan (2017)	City of Salem	Following analysis of demographic and economic trends, a four-part action plan was formulated in collaboration with downtown Salem stakeholders to address key issues and opportunities facing the downtown retail base and to support and strengthen its future development.
A Vision and Action Plan for the Point Neighborhood in Salem 2013-2020	City of Salem	The Point Neighborhood Vision and Action Plan identifies infrastructure, public facilities improvements, and services needed to support a majority low income neighborhood.
Climate Change Vulnerability Assessment & Action Plan	City of Salem	Prepared in 2014, the plan identifies vulnerable assets and appropriate actions to mitigate potential threats that will be caused or exacerbated by climate change.
Imagine Salem Report	City of Salem	A community visioning effort completed in 2017 focused on housing, economic development, and transportation, establishing guiding principles to support diversity, equity, and civic engagement.

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Salem Community Food Assessment	City of Salem	The Salem Food Policy Council (SFPC) was created in the fall of 2016 as part of a Mass in Motion strategy. The goal was to bring community stakeholders together to identify potential barriers many Salem residents face in accessing safe, healthy, culturally appropriate and affordable foods.
Salem Bicycle Master Plan	City of Salem	Prepared in 2018, the Bicycle Master Plan identifies options for infrastructure improvements to enhance mobility and support economic and tourism growth.
Bridge Street Neck Neighborhood Vision Update Study	City of Salem	Completed in 2020, the Bridge Street Neck Vision Study identifies issues and opportunities for infrastructure improvement and economic development to revitalize the Bridge Street Neck neighborhood.

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

The City of Salem is in regular contact with various public agencies to ensure funding priorities are in line and coordinated with current community development goals and objectives.

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

The City works with several neighboring communities in regional initiatives to address needs such as homelessness, economic development, and climate change vulnerability.

Narrative

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

PR-15 Citizen Participation - 91.105, 91.115, 91.200(c) and 91.300(c)

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

In developing this Consolidated Plan, the City and the City's consultant preparing the plan held a series of nine community and focus group meetings throughout the city, including a public hearing. The meetings were held at the Salem Housing Authority, at neighborhood locations within specific wards with large LMI populations (such as at Espacio and at Salem State University), in the City Hall offices, at Old Town Hall, at the Community Life Center, and at Salem Access Television, to reach as broad of a population as possible. The focus groups targeted persons with disabilities, housing providers, businesses and seniors, while individual stakeholder interviews were conducted with city staff, service providers, residents, business owners, and other interested parties. To augment the outreach process, the City conducted an online survey in English and Spanish (also available in a hard copy format), for which the City had 455 responses. All public comment was considered during the development of the draft and final plans.

Table 4– Citizen Participation Outreach

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons
Committee Meeting	Business community	On September 18, 2019, a meeting was held with the Joint Committee on Economic Development. There were 7 attendees in addition to DPCD staff.	Attendees reported a shortage of labor for lower-paying jobs in service industries including hospitality, food service, finance, and health care. Full time jobs do not pay enough for housing in Salem. There was discussion about supporting businesses through training programs, infrastructure, and transportation improvements.	n/a

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons
Public Housing Tenants Group Meeting	Non-targeted/broad community Residents of Public and Assisted Housing	On September 18, 2019, a meeting was held with residents and tenant association representatives for Salem Housing Authority buildings. There were 9 attendees.	Participants discussed barriers to obtaining affordable housing, long waiting lists for accessible public housing, lack of accessible/ affordable housing for seniors, concerns with Housing Authority buildings, and transportation, mobility, and accessibility issues.	N/A
Interview	Elected Official/Department Head	On September 18, 2019, a meeting was held with the Mayor and staff from the DPCD. There were 4 attendees.	Current initiatives and needs were discussed, including infrastructure, housing, economic development, hazard mitigation, broadband, and social services.	N/A
Focus Group	Non-targeted/broad community Housing providers, non-profit agencies	On September 25, 2019, a focus group meeting was held, inviting housing and social services providers and community partners. There were 5 attendees.	Organizations are seeing an uptick in service needs, especially around housing, food security, and homelessness prevention. Not enough resources are available to manage the services needed. Participants discussed the need to increase program flexibility and expand resources. There is an increasing mismatch between wages and cost of housing, as well as concern about flooding impact to vulnerable neighborhoods. The need for more subsidized housing and coastal resilience were identified as priority issues.	N/A

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons
Public Hearing	Non-English Speaking - Specify other language: Spanish Non-targeted/broad community	A public meeting was held on September 25, 2019. There were 12 attendees. Spanish translation was available.	Housing is a top priority, especially for seniors and low-income households and individuals. Need to produce more housing of all types. Social service needs: anti-crime, adult and senior programming, transportation, mental health, teen summer jobs, tutoring, and early childhood programs. Participants identified top priorities including affordable housing, education, and planning to coordinate housing, transportation, and jobs.	N/A
Public Meeting	Minorities Non-English Speaking - Specify other language: Spanish Non-targeted/broad community LMI Neighborhood residents and businesses	On September 30, 2019, a public meeting was hosted by the Point Neighborhood Association at the Espacio community space. Spanish translation was provided. There were 19 attendees.	Participants identified housing affordability as a top concern, along with transportation, workforce and economic development, park improvements, climate resilience, security, and social services for youth and children. Renters are experiencing displacement due to significant cost increases. People who work in Salem are being priced out. Some residents are experiencing housing discrimination due to race/ethnicity, age, family status, and Section 8. Need for economic development and workforce development in the Point, and to expand public transportation for commuting outside of Salem. Would like to see continued implementation of the Point Neighborhood plan, especially public realm improvements and City services, crime prevention, and youth programs. Climate resilience: the Point neighborhood is vulnerable to flooding.	N/A

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons
Focus Group	Department Heads	On September 30, 2019, a focus group was held with heads of departments of the City of Salem. There were 11 attendees.	Participants highlighted needs for climate resilience including infrastructure improvements and planning. LMI neighborhoods and public facilities are highly vulnerable to increased flooding. Need planning for infrastructure and communication, improve drainage and flood control systems. Additional transportation, infrastructure, and public facilities needs were discussed. Upgrade parks, public safety facilities, and sidewalks with emphasis on resilience and handicapped accessibility. Homelessness is increasing problem, especially related to substance abuse and family homelessness. Need programs for seniors and teens, and for crime prevention. There is a high need for senior housing and to improve the condition of housing.	N/A

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons
Committee Meeting	Affordable Housing Trust Fund Board members	On October 1, 2019, a presentation was made at the meeting of the Salem Affordable Housing Trust. There were 6 members of the AHTF Board present, as well as two additional attendees.	Priority issues include displacement due to escalating rent, addressing the needs of seniors and disabled residents, people who are transitioning from homelessness, families, and expanding the availability of affordable housing for people of different incomes and household composition. Seeing increasing displacement due to rent escalation, along with a lack of options for assisted living, for low income families, individuals transitioning from homelessness, and people who do not qualify for subsidized housing but cannot afford market rate. There is a need for units at the large and small end of the scale, senior housing, and housing with supportive services. Some Housing Authority properties are vulnerable to flooding from climate change. The City is working on several initiatives to expand housing supply and housing services programs. Best use of CDBG funding is to leverage with funding from other sources. There was also discussion on policies and programs to increase the supply of housing and improve existing housing.	N/A

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons
Public Meeting	<p>Non-English Speaking - Specify other language: Spanish</p> <p>Non-targeted/broad community</p> <p>Seniors</p>	On October 2, 2019, a presentation was made at a community breakfast offered by the Salem Council on Aging. Spanish translation was provided. There were 34 attendees.	Participants commented about barriers to accessing affordable housing resources, the need for transit and transportation improvements, and social programs for seniors. HUD rent guidelines are too high for Salem incomes, so that housing affordable at 80% AMI is too expensive for LMI households. Market rents are too high for moderate income households, and existing Salem residents. Some needed improvements were identified for Community Life Center (kitchen, sidewalks). There is also a need for more transportation for seniors, as well as traffic and pedestrian safety improvements. Traffic and pedestrian safety was highlighted as a priority concern, along with housing affordability.	N/A
Committee Meeting	<p>Persons with disabilities</p> <p>Salem Commission on Disabilities</p>	On October 15, 2019, a presentation was made at a meeting of the Salem Commission on Disabilities. 12 people were in attendance, including the Committee and members of the public.	Participants identified the need for accessibility improvements to parks, pedestrian infrastructure, and to implement the ADA Transition Plan. Additional priorities are for housing, especially buildings with elevators, and transit and parking accessibility improvements. Would like to see installation of more inclusive accessible equipment, paths and surfaces in playgrounds. More audible pedestrian signals. Sidewalk improvements for accessibility. Van-accessible parking spaces. Need for more residential buildings with elevators. More reliable accessible transit options. Fitness programs for people with disabilities.	N/A

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons
Neighborhood Association Meeting	Non-targeted/broad community LMI Neighborhood residents	On October 15, 2019, a presentation was made at a meeting of the South Salem Neighborhood Association. There were 15 attendees.	Participants identified housing affordability and public housing waiting lists as a priority concern, especially for seniors. Would also like to see sidewalk improvements and street trees, as well as improvements to benefit low income transit riders.	N/A
Internet Outreach	Minorities Non-English Speaking - Specify other language: Spanish Persons with disabilities Non-targeted/broad community Residents of Public and Assisted Housing	An online survey was conducted from September 18 through October 31, 2019. The survey was available in English and Spanish. 455 people completed the Survey.	Highest priority issues include the need for rehabilitation assistance, rental housing opportunities, housing affordability, street, sidewalk, and flood improvements, services to support mental health, crime prevention, and youth activities. Seniors, homeless families, and victims of domestic violence are perceived as having the highest needs.	N/A
Public Hearing	Minorities Non-English Speaking - Specify other language: Spanish Persons with disabilities Non-targeted/broad community Residents of Public and Assisted Housing	Through the Zoom platform, a public hearing was held on August 31 to gather public input on the Draft Five-Year Consolidated Plan and One-Year Action Plan. Spanish translation was provided. There were two people in attendance.	Participants expressed appreciation that the City is receiving and using CDBG funds to meet the needs presented in the plans.	N/A

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons
Newspaper Ad	Minorities Non-English Speaking - Specify other language: Spanish Persons with disabilities Non-targeted/broad community Residents of Public and Assisted Housing	A newspaper ad advertised the availability of the Draft Five-Year Consolidated Plan and One-Year Action Plan for public review and comment.	No comments were received.	N/A

Needs Assessment

NA-05 Overview

Needs Assessment Overview

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

Salem needs more housing that is affordable to people of all income levels and household types. Throughout the public outreach and consultation process, participants identified the cost of housing in the city and the region as a major concern, with the second greatest challenge to meeting the needs of the constituent population being a shortage of both subsidized and affordable housing units.

A significant proportion of the community is housing cost-burdened. The wait for subsidized housing can be 10 years or longer. The greatest gaps in affordable housing are for extremely low- and very low-income households, and disabled and elderly residents. More rental housing is also needed for families and for persons living alone. Anecdotally, there are increasing gaps in housing for single parent families and for single women. There were over 230 children homeless in spring of 2019, an increase of 54% from 2014. Much of Salem's housing stock is in century-old, 2-4 family structures. Due to the frequent presence of stairs, lead paint, code violations, and in some cases discrimination, it can be difficult for families, disabled, senior, and minority households to find housing appropriate to their needs. Many homeowners are in housing that is inadequate or does not fit their needs because they cannot afford repairs or modifications, access financing, or find alternative housing. Purchase prices are out of reach for low- and moderate-income households trying to become homeowners, and renters are vulnerable to displacement due to rent increases and evictions.

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

Needs for social services include transportation, nutrition, housing advocacy, education, childcare, crime prevention, youth and adult programming, and emergency funds for homelessness prevention have also been identified. Input from the public and local and regional service agencies cite the need to help seniors and other low income individuals and households to navigate available programs and services. Mental health issues are a concern for many of these individuals, and access to both sustained and a continuum of care is critical. Incidences of drug addiction have been increasing, and more capacity is needed for prevention and treatment around substance abuse.

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

Participants in the public participation process also highlighted the need for public realm improvements to beautify LMI neighborhoods, increase tree canopy, provide safe and accessible sidewalks, improve resiliency against flooding and the impacts of climate change, and improve circulation for pedestrians, bicycles, vehicles, and public transit.

COVID-19

The City acknowledges that additional needs have arisen as a result of the COVID-19 pandemic. With FY19 funds, Salem has made an effort to respond to new and increased needs, by reprogramming available 2019 CDBG funds, as well as through the use of CDBG-CARES funds. Moving forward, with regard to urgent needs due to infectious disease or Federal/State/Local declared disasters, CDBG funds may be reprogrammed to activities to address those needs, including housing, infrastructure, public facilities, assistance to affected businesses, public services or planning, capacity building or technical assistance. Such changes may include a modification in purpose, scope, location or beneficiaries of activities and may use CDBG, CDBG-CARES or other awarded federal funds under the LMI and/or Urgent Need National Objective.

NA-50 Non-Housing Community Development Needs - 91.415, 91.215 (f)

Describe the jurisdiction's need for Public Facilities:

In the public engagement process, two themes emerged defining needs for public facilities: resiliency and accessibility.

Climate change is increasingly a concern for Salem, as much of the city's waterfront is projected to be impacted by flooding in the coming decades. The areas at highest risk of flooding include critical public safety and community facilities that serve low-income populations, as well as neighborhoods with a majority of low- and moderate-income residents. Vulnerable populations are most likely to be impacted due to the location of their homes and their ability to access information, transportation, and services in the case of a natural disaster. Resiliency improvements are needed to public buildings in flood-prone areas, including the Central Fire Station, Police Station, Saltonstall School, and Housing Authority sites Pioneer Terrace and Lee Fort Terrace, both of which house elderly and disabled residents. The City is undertaking analysis of infrastructure, such as drainage improvements, sea walls, and tide gates that can help to reduce the severity of potential flooding, as well as emergency planning to ensure that the City and residents are prepared in the case of a disaster.

There are also needs for improvements to park and recreation facilities including continuation of the Harbor Walk, and rehabilitation of Forest River Park Pool and several neighborhood parks in LMI areas. Participants in the public engagement process highlighted the need to provide more accessible recreation facilities, play equipment, walkways within parks; increasing access to public restrooms and drinking fountains; as well as improving the maintenance of facilities and landscaping. Core activities, such as tree planting, lighting, signage, bicycle paths, street improvements, pedestrian improvements, public art, addressing trash concerns and improvements to fire stations, teen centers and schools, as well as the clean-up of vacant lots, open space improvements, and traffic calming continue to be important to the quality of life for Salem's residents. Improvements in the downtown and neighborhood commercial areas complement ongoing Economic Development activities.

Residents of the Point Neighborhood highlight the need to continue implementation of the *Vision and Action Plan for the Point Neighborhood in Salem 2013-2020*, which identified a vision consisting of six elements - safety and security, neighborhood pride and civic engagement, job training, job placement and education and career pathways, environment, open space and recreation, housing and economic development, and infrastructure. During public participation, residents voiced a need to provide a clean and safe living environment through infrastructure improvements, security upgrades, and landscape improvements within the public realm and to improve the quality of public spaces, parks, and playgrounds in the Point Neighborhood.

How were these needs determined?

The needs were determined through the public outreach process including nine community meetings and focus groups, interviews with residents, businesses, non-profit organization representatives and other stakeholders, and the online survey conducted as part of the Consolidated Plan process.

Describe the jurisdiction's need for Public Improvements:

There is a wide variety of needs for public improvements within the city. The public consultation process highlighted many mobility concerns for elderly, people with disabilities, and low- and moderate- income residents and employees of Salem businesses. Infrastructure upgrades for purposes of resiliency also ranked among highest priorities.

One most frequently cited issue is the need for sidewalk improvements to increase accessibility. There is especially a need for level surfaces, curb cuts, and upgrades for persons with visual and auditory impairments. Steep sidewalks, sidewalks with non-compliant cross-slopes, lack of or non-compliant curb cuts/ramps, sidewalks impeded by drainage and tree grates, signage, signals, and other issues create physical barriers, both in areas that serve tourism as well as the community, such as Downtown, the Point neighborhood, the Lafayette Street Corridor and the shopping areas along Highland Avenue.

Improving safety and traffic conditions for vehicles, pedestrians, and bicycles also rank as high priorities. Roadway improvements are needed that improve connectivity, safely accommodating people using all modes of transportation. There is also a need to expand transit services both for people traveling within Salem, as well as commuting outside of the city, and to improve public transportation facilities for those who use buses, commuter rail, or other shuttle and ride services.

Public improvements are further needed to promote resiliency, incorporating better drainage into design for park and roadway improvements, updating water, sewer, and stormwater infrastructure, and increasing tree canopy city-wide through planting and maintenance of street trees and trees on City-owned land and parks.

How were these needs determined?

The needs were determined through the public outreach process including nine community meetings and focus groups, interviews with residents, businesses, non-profit organization representatives and other stakeholders, and the online survey conducted as part of the Consolidated Plan process.

Specific improvements are also highlighted in numerous plans, including the City's Bicycle Master Plan and neighborhood plans for Downtown, Bridge Street Neck, the Point, and other key neighborhoods and corridors, as well as the Transportation Study completed in 2019.

Describe the jurisdiction's need for Public Services:

While many public services needs are related to housing, such as homelessness, elder care, and substance abuse treatment, there were a number of other needs for public services identified related to child care, after school programs (particularly for children with special needs), programming and services for senior citizens and residents with disabilities, and nutritional programs. While Salem currently offers many services as identified above, many service providers stated that a large amount of needs remain unmet due to limited funding or the difficulty of coordinating various program requirements with the specific circumstances of individual cases.

The types of service needs most frequently noted were for homelessness, mental health/substance abuse, childcare/after school care and youth programs, nutritional assistance, and crime prevention, as well as programs for community engagement, recreation, and adult education. When asked which populations are most in need of additional services, respondents were most frequently concerned for seniors, followed by homeless families, victims of domestic violence, and minorities/immigrants.

Transportation was frequently raised as a high priority need, especially for seniors and disabled residents. Many participants in the public participation process noted that several important services and amenities have been relocated from the downtown and are inaccessible to them without transportation. There is a need to expand the capacity and hours of service for senior transportation, and to improve transit options for people with disabilities.

How were these needs determined?

The needs were determined through the public outreach process including nine community meetings and focus groups, interviews with residents, businesses, non-profit organization representatives and other stakeholders, and the online survey conducted as part of the Consolidated Plan process.

Housing Market Analysis

MA-05 Overview

Housing Market Analysis Overview:

Note: This Housing Market Analysis was researched and prepared prior to the outbreak of the COVID-19 pandemic and does not reflect emerging needs as a result of the pandemic, particularly in housing, economic development and social services.

Salem contains a range of housing types, from single family and smaller 2-8 unit structures to apartment buildings and newer garden and mid-rise complexes. 49% of housing units are renter-occupied, and 51% are owner-occupied. Currently 1,983 units are deed restricted to be affordable to low/moderate income households, with an additional 127 affordable units in the pipeline.

Housing costs have risen steadily over the past five years. The median price for homes in Salem climbed by 29% between 2014 and 2018, while average rents increased by 26% over this period. The income needed to purchase a median priced house is about \$96,000, while the income needed to be able to afford a market rate apartment is about \$70,000. Increasing costs are especially hard on lower income residents, particularly renters, seniors, and employees who work in Salem. The median income is about \$41,000 for seniors, and \$37,000 for renters. We heard in the public participation process that many seniors live in housing they cannot afford because there are not affordable options that would enable them to meet their needs. 82% of Salem jobs pay less than \$70,000, which is the income needed to be able to afford housing in Salem on a single income, while 35% of jobs pay less than \$50,000, which may be insufficient even for two-income households to live in Salem.

There are 6,307 persons living below the poverty level and another 2,751 living between 100%-150% of the poverty level out of a total population of 23,032 (equates to 39% of population living below or just above poverty level). Over 1/2 of households in the city have incomes below 80% of Area Median Income. Of these, 6,689 households (nearly 2/3 of households in this bracket) are paying more than 30% of their income on housing. 1/2 of all renter households (4,465) and nearly 1/3 of all homeowners (2,926) are cost-burdened. Also cost burdened are 1,313 (47%) senior-headed households (age 65+). With a supply of 1,983 deed restricted affordable units plus 1,355 rental vouchers administered by the Salem Housing Authority, Salem is unable to meet the demand for housing affordability assistance.

Salem has a large inventory of historically significant buildings; 1/2 of all single family homes predate 1940. The majority of rental housing is in 2-8 unit structures built prior to 1930. While older homes define the community character, their age and type of construction challenge their suitability for certain segments of the population. Stairs, lead paint, maintenance issues, or outdated heating and electrical systems often make them unaffordable or unsuitable for many seniors, families with young children and persons with disabilities.

The Housing Authority has identified a need to create additional housing while maintaining the deteriorated stock of units they currently manage, and is exploring grants, partnerships, and initiatives to overcome financial and regulatory barriers.

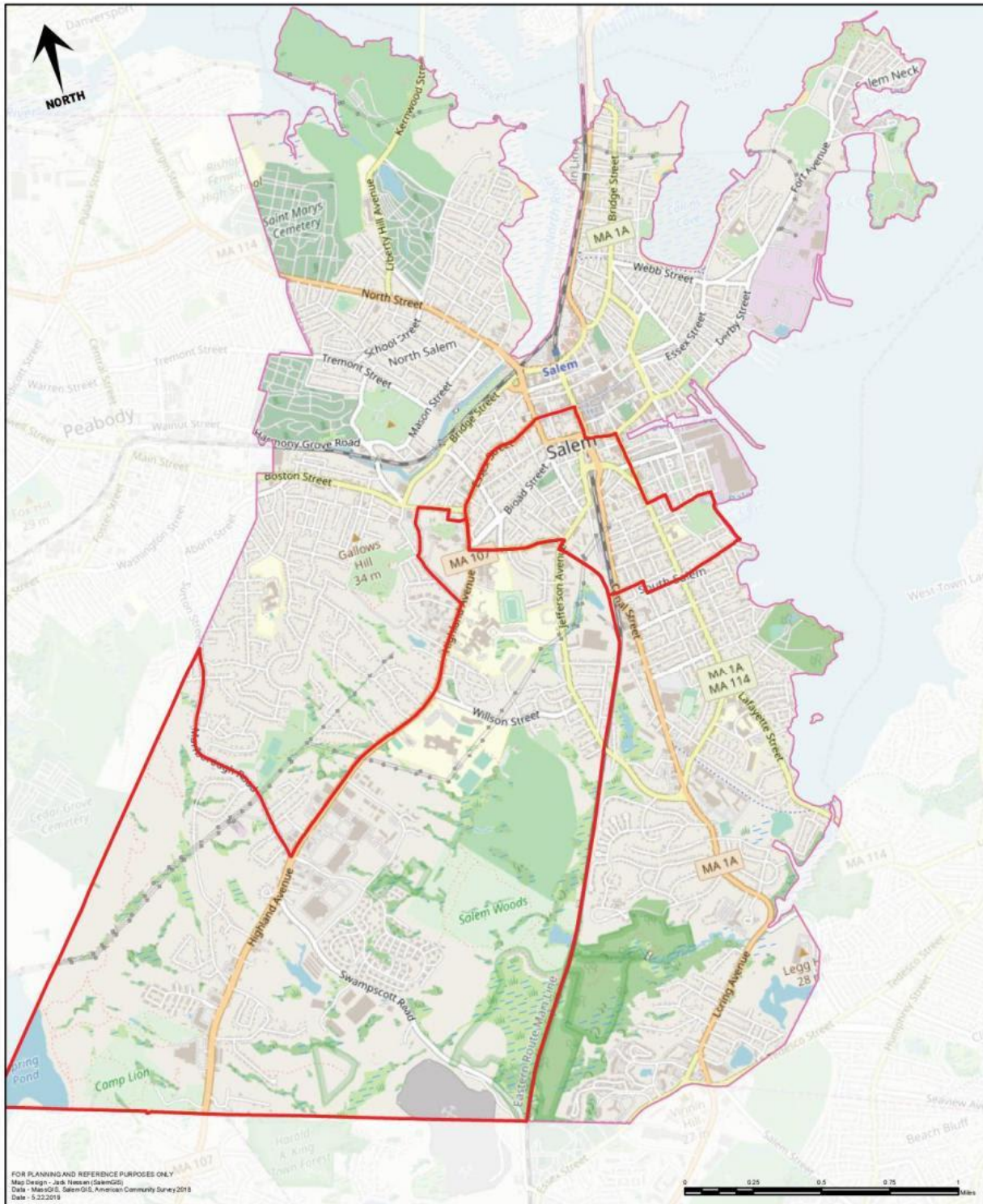
Numerous organizations in the region provide services to special needs populations such as those with disabilities, victims of domestic violence, veterans, and those with mental health and substance abuse issues, to obtain access to housing they can afford.

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

Median Household Incomes								
		All Households	Families	Families with Children	Non-families	Householder aged 65+	Renters	Homeowners
Salem	% of households	100%	54%	42%	46%	22%	49%	51%
	Household Income	\$65,528	\$83,249	\$71,339	\$42,927	\$40,781	\$37,396	\$91,403
Massachusetts	% of households	100%	68%	42%	32%	25%	38%	62%
	Household Income	\$74,167	\$94,110	\$96,421	\$42,119	\$45,193	\$40,760	\$99,031
Source: ACS 2013-2017								



Salem
Still making history.



MA-45 Non-Housing Community Development Assets - 91.410, 91.210(f)

Introduction

Salem is home to a diverse workforce and varied employment base. Salem has a vibrant traditional downtown, robust tourism economy based on its considerable natural, historical, and cultural resources, as well as a substantial presence of various industries and institutions.

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

A large portion of the city has also been designated as an Opportunity Zone under a federally-established program to provide investment incentives in selected census tracts in order to encourage growth in low income communities. Under the U.S. Tax Cut and Jobs Act of 2017, individuals can gain favorable tax treatment on their capital gains by investing those funds into economic activities in designated areas.

Economic sectors that dominate the employment opportunities within the city include institutional services such as health care, social assistance, and education (in total comprising 40% of jobs), as well as tourism-related businesses such as retail, accommodation, food service, and arts and entertainment (in total comprising 26% of jobs). Manufacturing and construction represent a smaller share of Salem’s jobs, but are recognized as growing sectors in the region’s economy (North Shore Workforce Investment Board 2017 Snapshot). A significant share of business establishments in Salem (14%) are classified as professional and technical services, which are primarily small businesses, with an average of fewer than four employees. Many of these businesses comprise part of an emerging cluster recognized as the “Creative Economy”, including designers, architects, artists, web developers, etc. Another emerging cluster that has been identified by the North Shore Career Center is local food, which includes food processing, as well as restaurants, bakeries, specialty retail, etc. These clusters present entrepreneurial opportunities, and contribute to the tourism economy.

Several organizations support economic development and workforce development in Salem, such as the Enterprise Center at Salem State University, the North Shore Workforce Board, the Salem Main Streets program, the Salem Chamber of Commerce and the North Shore CDC’s Small Business Initiative, among others.

A range of social services are provided through a network of public and private entities that work locally and regionally to connect low income residents with resources to combat poverty and improve quality of life. Some examples of organizations which have accessed CDBG funds to support these programs in the past have included the Council on Aging, the Salem YMCA, NSCDC, North Shore Community Action Programs, Citizens Inn, and Catholic Charities. Lifebridge, which provides services for people experiencing homelessness, opened a day center 3 days per week for at-risk homeless which provides a place to congregate and an opportunity to be connected to services. The success of the program indicates that expansion of this facility to 5 days or more is needed.

Economic Development Market Analysis

Table 5 - Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	28	0	0	0	0
Arts, Entertainment, Accommodations	2,910	634	12	4	-8
Construction	1,060	900	5	5	0
Education and Health Care Services	6,822	7,908	29	46	17
Finance, Insurance, and Real Estate	1,668	621	7	4	-3
Information	543	205	2	1	-1
Manufacturing	1,640	801	7	5	-2
Other Services	1,184	897	5	5	0
Professional, Scientific, Management Services	2,996	1,505	13	9	-4
Public Administration	958	1,128	4	7	3
Retail Trade	2,577	2,033	11	12	1
Transportation and Warehousing	802	219	3	1	-2
Wholesale Trade	352	280	1	2	1
Total	23,540	17,131	--	--	--

Source:
2018 Employment ES-202

In 2018, Salem was home to 1,549 establishments that combined for an average monthly employment of 19,432 workers. Due to the seasonal nature of some sectors of Salem's economy, the average monthly employment experiences an uptick during the fall for the duration of the Halloween season and a low point during January after the holiday season, when inclement weather and reduced retail employment impacts the overall employment. Over the past five years (between 2014-2018), the number of establishments has increased by 13%, while the number of jobs has slightly contracted. Average wages rose by 10%, from \$913 to \$1,005 per week.

Table 5 reflects that there is currently a surplus of approximately 3,821 workers for employment positions in Salem, a jobs-labor force ratio of 0.84. Nevertheless, a majority of Salem's workforce is

employed outside of Salem, reflecting a mismatch between the jobs available and the industries (business sectors noted in Table 1) and occupations (jobs for which they are skilled) where Salem residents actually work. Most notably there are many more people who work in Arts-Entertainment-Accommodations, Professional-Scientific-Management Services, and Finance-Insurance-Real Estate than there are jobs in these industries. Many of these tend to be higher wage occupations. At the same time, there are a number of business sectors that are experiencing a shortage of workers, particularly within the Education and Health Services Sector. Salem is impacted by a regional shortage of skilled labor, particularly for construction, as well as hospitality and business management. As average wages by industry are lower in Salem than in the Boston-Cambridge-Nashua MA-NH Metropolitan NECTA, many workers commute to higher paying jobs outside of Salem.

The following table denotes the largest employers in Salem, identifying 20 establishments that employ at least 100 people. The largest employers correspond to the significant numbers of jobs in health care and education, but also demonstrate the broad range of employers within Salem, including tourism, retail, manufacturing, and financial services industries. However, it should also be noted that Salem, and downtown Salem in particular, is home to many microenterprises which employ five workers or fewer and provide a large share of jobs in the city.

Largest Employers

Largest Employers, February 2020		
Name	Nature of Business	Number of Employees
North Shore Medical Center	Health Care	2639
City of Salem	Municipal Government	1663
Salem State University	Higher Education	1354
Commonwealth of Massachusetts	State Government	543
Market Basket	Retail	395
Salem Five	Banking	335
Thermal Circuits, Inc.	Manufacturing	300
Peabody Essex Museum	Culture/Tourism	263
Excelitas Technologies	Manufacturing	221
For Kids Only After School	Education	202
Home Depot	Retail	180
Salem YMCA	Social Service	178
Jacqueline's Gourmet Cookies	Manufacturing	173
Walmart	Retail	160
Target	Retail	160
Grosvenor Park Nursing Ctr	Health Care	150
Groom Construction	Construction	150
Hawthorne Hotel	Accommodations	142
Right at Home	Senior Care	130
Lahey Health Behavioral Services	Health Care	120
Salem Glass	Manufacturing	120
Waterfront Hotel	Lodging	120
Shaw's Supermarket	Retail	118
Finz & Sealevel	Restaurant Group	100
Source: City of Salem		

Table 6 - Labor Force

Total Population in the Civilian Labor Force	24,953
Civilian Employed Population 16 years and over	23,540
Unemployment Rate	5.60
Unemployment Rate for Ages 16-24	12.96
Unemployment Rate for Ages 25-65	4.66

Source:

ACS 2013-2017

While the size of the labor force has remained relatively constant since 2010, the population has grown by 8%, so that the rate of participation in the labor force diminished from 73% to 68% between 2010 and 2017 (ACS). The unemployment rate has improved significantly over the past decade; while ACS data shown in Table 12 captures an average over a five-year period, local data provided by the Executive Offices of Labor and Workforce Development (EOLWD) reports that the overall unemployment rate was 3.5% in 2018, compared with 8.4% in 2010. Salem's unemployment rate has remained on par with, or slightly higher than the overall unemployment rate in the State of Massachusetts over this period. Youth in Salem experience a higher rate of unemployment than the workforce overall; the unemployment rate for those aged 16-24 was reported by ACS at 13% during 2013-2017, down from 20% in 2010.

Table 7 – Occupations by Sector

Occupations by Sector	Number of People
Management, business and financial	9,367
Farming, fisheries and forestry occupations	28
Service	5,225
Sales and office	5,336
Construction, extraction, maintenance and repair	976
Production, transportation and material moving	1,823

Source:

ACS 2013-2017

The above table reflects that 41% of Salem workers are employed in management, business, and financial occupations; 23% are employed in sales and office occupations; 23% in service occupations; construction, extraction, maintenance, and repair, represent 4% of occupations; production, transportation, and material moving represents 8% of occupations; and finally, farming, fisheries, and forestry occupations represent less than 1% of employment.

Table 8 - Travel Time

Travel Time	Number	Percentage
< 30 Minutes	12,476	58%
30-59 Minutes	5,522	25%
60 or More Minutes	3,678	17%
Total	21,676	100%

Source:
ACS 2013-2017

During the public outreach process and within interviews, Salem’s geographic location and access issues were repeatedly mentioned as a concern. Many of Salem’s residents work within close proximity to their jobs, as reflected by the table above which shows that 58% of Salem residents commute for less than 30 minutes to work. According to ACS, 30% of Salem’s employed workforce have jobs in Salem, while 41% work elsewhere in Essex County. About 28% work in Massachusetts outside of Essex County. The majority of Salem residents, 66%, drove alone to work, 7% carpoled, 10% took public transit, 8% walked or biked, 6% worked from home, and the remaining 3% arrived to work by other means.

Access to jobs outside of the North Shore region, particularly those in high-tech or financial service occupations which tend to be located within Boston, Cambridge, or the northwest suburbs, can be problematic. This is due in part to the nature of public transportation options offered by the Massachusetts Bay Transit Authority (MBTA) which links Salem to Boston by commuter rail or ferry, but not as conveniently to other suburban locations, leading to poor east-west transportation connections along those corridors. Further, due to high and frequently unpredictable traffic volumes on Route 128, accessing locations to the west can create significant commute times to high skilled jobs. Local Routes 107 and 114, which provide access to larger arteries and highways such as Route 128, Route 1A, and Interstate 95, are frequently plagued by traffic congestion and have many signalized intersections that lengthen commute times, contributing to the perception of access issues in Salem. With 42% of Salem residents commuting more than 30 minutes to work, and a full 17% commuting more than 60 minutes, transportation to work remains a challenge to Salem residents.

Education:

Table 9 - Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	935	108	855
High school graduate (includes equivalency)	3,683	209	1,459
Some college or Associate's degree	4,825	322	1,064
Bachelor's degree or higher	9,085	222	1,073

Source:
ACS 2013-2017

Forty-four percent (48%) of Salem’s workforce holds a bachelor’s degree or higher. The educational attainment of Salem’s workforce is on par with Massachusetts overall, wherein likewise 48% of the workforce has completed a bachelor’s degree or higher. Within that cohort, the unemployment rate was 2%, while 10% are not in the labor force. About 27% of the population has received some college or an Associate’s degree; with an unemployment rate of 6%. High school graduates or equivalent represent 20% of the labor force while those with less than a high school diploma represent 5%. The highest unemployment rate is among those who do not have a high school diploma or equivalency, with an unemployment rate of 10%, and a non-participation rate in the labor force of 45%. The rate of participation in the workforce increases with the level of educational attainment, while the unemployment rate decreases with the same.

Limited English language proficiency contributes to limited employment options for some residents. Salem has a relatively large population of residents who speak Spanish at home, 14%, compared to 9% statewide. About 2,200 Spanish-speaking Salem residents (5% of Salem residents over age 5) speak English less than “very well.” Another 3% of residents lack English fluency who speak other languages at home besides Spanish.

Table 10 - Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	170	164	211	565	542
9th to 12th grade, no diploma	591	311	206	441	282
High school graduate, GED, or alternative	1,513	1,443	858	3,050	2,080
Some college, no degree	2,363	1,657	724	2,238	1,032
Associate's degree	104	471	385	736	314
Bachelor's degree	758	2,607	1,514	2,506	973
Graduate or professional degree	29	884	1,137	1,732	1,028

Source:
ACS 2013-2017

The 35-44 year age cohort is the most well educated cohort in Salem, with 53% of residents in that age group having attained a bachelor’s degree or higher, and 75% having attended some college or attained an associate’s degree. Residents between 25 and 34 years of age had similar educational attainment levels to residents in the 34-45 year age cohort, with 75% having attended college and 46% having completed a bachelor’s degree or higher. Within both cohorts, one quarter of residents had attained a high school education or less. The least educated cohort in Salem are residents 65 years or older; 13% did not complete high school and 46% did not attend college. This reflects cultural shifts and economic necessities within the United States, wherein the necessity of a college education or some post-high school specialized training is typically now a prerequisite for entry level employment. Interestingly, within the 18-24 age cohort, a relatively high proportion have not yet completed high school (14%) or

have a high school diploma or equivalency but have not yet studied in college (27%). Although people in this age cohort are frequently in the process of completing their education, it is possible that this generation is waiting longer to further their education.

Table 11 – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	21,657
High school graduate (includes equivalency)	33,380
Some college or Associate's degree	37,153
Bachelor's degree	55,507
Graduate or professional degree	65,887

Source:
ACS 2013-2017

Educational attainment has a strong impact on income earning potential, as workers with less than a high school education earn a median income that is one-third of the median income of workers with a graduate or professional degree. Comprising 8% of the workforce (ages 25-64 years old), these workers earn a median income of \$21,657 (understanding that some of these could be part time workers while in school). Workers with some college or Associate's degrees (27%) had median earnings that were slightly higher than the median for high school graduates, in the range of \$33,000 to \$37,000. Workers with a Bachelor's degree or higher (44% of the workforce) earn considerably more, with a median of \$55,507 for those with a Bachelor's degree, and \$65,887 for those with a graduate or professional degree.

In addition to educational attainment, income is correlated with age and the presence of multiple income-earners in a household. In 2017, households headed by persons aged 25-44 had the highest median income, of \$78,887, compared with \$65,584 for households headed by people aged 45-64 and \$40,781 for households headed by people aged 65 and over. Married-couple family households had a median income of \$100,887 (representing 67% of all households). Individuals living alone had a median income of \$33,079, while non-married family households had a median income of \$41,934. Other nonfamily households (who may have multiple income earners) had a median income of \$83,482. The overall median household income in Salem was \$65,528 which is significantly lower than the Area Median Income (AMI) for the Boston-Quincy-Cambridge HMFA, which was \$103,400 in 2017.

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

By far, the largest employment sector in Salem is Education and Health Care Services, employing nearly 30% of workers and representing 40% of the jobs within the city. The health care sector is composed of 406 establishments employing 4,708 workers on average, with an average weekly wage of \$1,170, and is expected to expand in upcoming years due to need for increased medical services related to demographic changes and planned investments. The North Shore Medical Center has recently

completed a project to consolidate in-patient care services within Salem, constructing a new emergency room, additional medical/surgical beds, and a 120 bed in-patient mental health facility. While consolidating the Lynn and Salem hospitals, the NSMC is continuing to expand outpatient services in community locations, providing additional jobs for a diverse workforce within an already significant sector. Meanwhile, Spaulding Hospital opened a new outpatient center in Salem in 2017, in place of the former Spaulding Hospital, which closed in 2015, and North Shore Community Health received federal funding in 2018 to expand substance abuse and behavioral health treatment services.

In addition to health care services, there are 18 establishments offering educational services within Salem employing 2,860 workers on average, with an average weekly wage of \$1,013. Salem State University, a public university located in South Salem, is consolidating its campuses, undertaking planning to sell the South Campus portion of its property for reuse or redevelopment.

The second largest sector, when grouped together, is Arts, Entertainment, Accommodations, Food Service, and Retail Trade, representing 346 establishments, employing 23% of workers, and providing 26% of jobs in Salem. The Peabody Essex Museum, a cultural anchor of Salem's downtown, is in the process of a \$125M expansion project, including 40,000 square feet of gallery space which recently opened. Salem's vibrant downtown, tourism industry, and reputation as a culinary destination all contribute to the size and success of these sectors. However, these sectors tend to provide low wage occupations, with average weekly wages of \$787 for arts, entertainment, and recreation workers; \$554 for retail workers; and \$460 for accommodations and food service workers; all of which fall below the \$1,005 average weekly wage in Salem.

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

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

While not included the report, Information Technology (IT) has also shown growth and is a potentially emerging industry with several new IT businesses recently locating in Salem. Investments in these sectors have been identified by local stakeholders as having great importance to the region in providing employment, business development opportunities, and economic growth. The sectors are widely varied and represent opportunities for individuals with diverse skills and educational attainment levels.

Describe the workforce and infrastructure needs of the business community:

Salem's workforce of approximately 23,540 workers spans a diverse array of industries and occupations. Nearly eighty percent of workers in Salem (18,738) are private wage and salary workers, while 14% of workers (3,225) are employed by government and 7% (1,600) are self-employed. Salem's residents are generally well-educated, with 48% of the workforce having obtained a degree from a four-year college. High educational attainment is especially pronounced within the 25-34 and 35-44 year old age cohorts (see discussion above). However, in spite of high educational attainment levels, median incomes in Salem remain lower than the Area Median Income (AMI) for the region. Nearly half the residents are employed in industries such as health services and education, which pay moderate wages (between \$50,000-\$70,000), while 18 percent of jobs are in higher paying industries, such as Professional and Technical Services. About 35% of jobs offered in Salem are in industries that pay lower wages, such as Retail or Food Service and Accommodations. Although Salem enjoys relatively affordable housing prices in comparison to the Boston core, the cost of living is still a major obstacle to economic stability for many workers in Salem-based establishments.

When surveyed as part of the Five Year Consolidated Plan process, 64% of respondents indicated that they work full time, while 19% are retired or serve as a homemaker or family care provider. About 9% are employed part time, 4% work in multiple jobs, and 2% are unemployed and looking for work. Asked what kinds of conditions affect their employment, childcare and elder issues were cited by the highest number of respondents (16%), followed by transportation issues (13%) and the difficulty of finding a job with high enough pay (10%). About 10% indicated that they are challenged by a need for education, training, ESL, or support with finding jobs that match their skills. Both on the survey and public consultation, many participants expressed concern about the mismatch between the wages for Salem jobs and the cost of housing in Salem, so that residents cannot afford to live and work in town, and businesses have difficulty recruiting employees for many service sector jobs.

As identified in the studies cited above, improving transportation infrastructure and access to transportation remains a priority need for business and workforce development needs, including improvements to facilities that serve passengers of the MBTA, support for the establishment of local public transportation (i.e. shuttles) or micro-mobility resources (i.e., bike or scooter rental services), safe and convenient accommodations for pedestrians and bicycles, and efforts to alleviate traffic serving downtown and other commercial areas, particularly in LMI neighborhoods. In 2020 Salem received a \$250,000 Workforce Transportation Program grant from the Massachusetts Department of Transportation to help launch an on-demand ride share shuttle service, emerging from a feasibility study leveraging several public and private community partners.

Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect

job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create.

Two areas in Salem have been designated as Federal Opportunity Zones under the 2017 Tax Cuts and Jobs Act, which offers federally funded tax incentives for commercial investment in distressed communities in order to spur economic growth. One of the areas, encompassing Downtown Salem, includes low to moderate income Census tracts. The City has received technical assistance to aid in understanding and marketing the development potential of its Opportunity Zones.

There are several public and private initiatives on the horizon in Downtown Salem and beyond, which have potential to spur new growth and investment impacting local employment opportunities, including the recent expansion of the Peabody Essex Museum , as well as anticipated opportunities for adaptive reuse or redevelopment of several key institutional buildings and parking areas. Reconstruction of the Salem Harbor Generating Facility by Footprint Power, which came online in 2018, has opened a 45 acre site adjacent to Salem Harbor for redevelopment. The Salem Port Authority was established in 2018 to coordinate public and private investment in infrastructure improvements to increase the operational and economic capacity of Salem Harbor’s working waterfront.

The City has also undertaken planning for several areas outside of the Downtown, including the Point Neighborhood, North River Canal Corridor, Derby Street Corridor, Highland Avenue, and Bridge Street Neck, identifying needed infrastructure and public realm improvements to support neighborhood businesses and residents. Recognizing aging infrastructure throughout Salem that is in need of replacement or improvement, the City has identified and is planning or implementing numerous capital projects – especially roadway and complete streets, water/sewer, and drainage improvements that are needed to support business investment in the Downtown as well as the city’s Entrance Corridors and beyond.

Another major change in the pipeline is the development of high speed internet. The City is working with developer SiFi Networks to design and build a city-wide fiber optic network. The network will be built to provide symmetrical gigabit internet connectivity as a standard service. The infrastructure will allow a competing service provider to bring high quality, reliable internet service competition to Salem’s residents and businesses. The fiber optic network can also enable improved communications for public, education, and health care institutions, and attract business growth, enhancing capacity for data storage, remote communication, and productivity.

When surveyed, residents ranked infrastructure improvements to support economic development as being a high to medium priority, along with small business development assistance. The City is dedicated to economic development through efforts to revitalize the downtown and neighborhood commercial districts, improve exterior building facades, and assist local business owners. Economic development funds are used to fund the Business Loan Program, Storefront Improvement Program, and Technical Assistance Programs. An Economic Development Planner administers the City’s business assistance programs and provides administration to the Salem Redevelopment Authority (SRA), which oversees the Urban Renewal Area. The SRA seeks to create economic opportunities that benefit low- and moderate-

income residents and to improve the downtown which is designated as a slum & blight area. The City continues to collaborate with partner agencies to provide technical assistance to entrepreneurs in the Point neighborhood. The City also helped to launch a local business networking collaborative, InnoNorth, which aims to bring together independent professionals and start-up businesses to establish an innovation hub within the North Shore region.

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

Educating and training residents for ever-evolving employment opportunities can be complex. Many businesses are challenged by succession planning for the retiring workforce where it is difficult to find a younger generation of workers with the skills necessary to take their places. In some industries, contractions in employment and downsizing during the recent recession have shown employers they can perform the same tasks with fewer workers; thereby reducing overall employment opportunities, particularly within entry level positions. This has contributed to issues with succession planning as there are fewer opportunities for entry into career paths for younger workers. Further, some industries such as manufacturing are experiencing labor shortages due to the lack of an adequately trained workforce. This is in part due to technological changes, an aging workforce, and perceptions of instability which discourage younger workers from pursuing training and employment in skilled manufacturing occupations. Construction professionals noted that there is shortage of qualified engineers, estimators, and construction project managers. Those working in the life sciences and biotechnology observe difficulties in attracting businesses in that industry sector unless a business owner already has ties to the North Shore region, due to competition from Boston, Cambridge, Waltham, and surrounding suburbs. While there are labor shortages in specific industries and technological shifts continue to occur, the City of Salem has a well-developed economic development infrastructure to assist business owners with a range of needs from technical assistance to accessing labor markets, maintaining a vibrant downtown, educating and training their residents, and connecting business owners for cross-promotion, marketing, and skill sharing.

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

Several organizations contribute to workforce development including the Enterprise Center at Salem State University, the NSCDC, the North Shore Workforce Board (NSWB), the Salem Main Streets program, and the North Shore CDC's Small Business Initiative, among others. In addition, InnoNorth, Destination Salem and the Salem Chamber of Commerce promote economic development and professional networking to ensure a diversity of employment opportunities.

The Enterprise Center at Salem State University is a regional business incubator that supports workforce and economic development through initiatives such as workshops, CEO groups, symposia, business plan competitions, small business clinics, and a growth program, as well as professional education course offerings and certificate programs. The Enterprise Center operates the regional office of the MA Small

Business Development Center Northeast Regional Office, a partnership of the U.S. Small Business Administration and the Massachusetts Office of Business Development. Initiatives include coordinating the State's Economic Development Incentive Program (EDIP) applications and local Tax Increment Financing (TIF) program for local businesses. The Enterprise Center also collaborates with the North Shore Alliance for Economic Development, a private, non-profit partnership of business, industry leaders, and government dedicated to economic growth.

The NSWB is composed of business and community leaders from the nineteen communities that make up the North Shore region. The board is the oversight and policy-making body for federally funded employment and training services in the region. The board develops strategic partnerships with the K-12 and higher education system, government agencies, chambers of commerce and community-based labor organizations. The NSWB undertakes labor market research and offers assistance with job searching and placement, overseeing MassHire North Shore Career Center, located in Salem, a one-stop career center with satellite offices throughout the North Shore.

Partially funded by CDBG, the Salem Main Streets Program assists in the revitalization of downtown Salem as a vibrant year-round destination through the provision of technical assistance, peer support, location assistance, and general business planning consultations and workshops. Main Streets follows a national model that focuses on business retention and attraction, physical design of the downtown, promotion and marketing, and creating collaborations across business and residents. In addition, Salem Main Streets coordinates downtown events, including Salem's Farmers' Market and Winter Market, Salem So Sweet, Salem Holiday Happenings, and New Year's Eve Launch.

The NSCDC's YouthBuild is a community workforce development program empowering young adults with education, vocational training, and supportive services such as life and career counselling. NSCDC also runs a Small Business Engagement Program that primarily serves minority entrepreneurs with a business workshop series, mentoring sessions, networking groups and referrals to partner agencies. The program assists the development and growth of immigrant-owned businesses that provide products and services to the Point Neighborhood.

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

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

No

If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.

Salem is a participant in Smart Growth America and LOCUS' National Opportunity Zones Academy, supported by the Rockefeller Foundation and the Barr Foundation, which aims to drive sustainable growth in Opportunity Zones by attracting socially responsible investment. The initiative provides technical assistance and peer learning to help cities and towns create place-based, community-led approaches to sustainable growth and develop strategies to transform Opportunity Zones into economically-thriving and socially-inclusive places. As part of this initiative, the National Opportunity Zones Marketplace provides an online tool designed to allow local governments to post details about shovel-ready projects and communicate with real estate developers and investors looking for equitable development opportunities. The City of Salem seeks to use the Opportunity Zone tax incentive carefully and deliberately in order to benefit, not displace, people and create walkable, mixed-use communities with a variety of employment and housing options for everyone. By participating in the National Opportunity Zones Marketplace, Salem can work directly with businesses, property owners, investors, and developers and collaborate on projects that seek to accomplish these the City's goals.

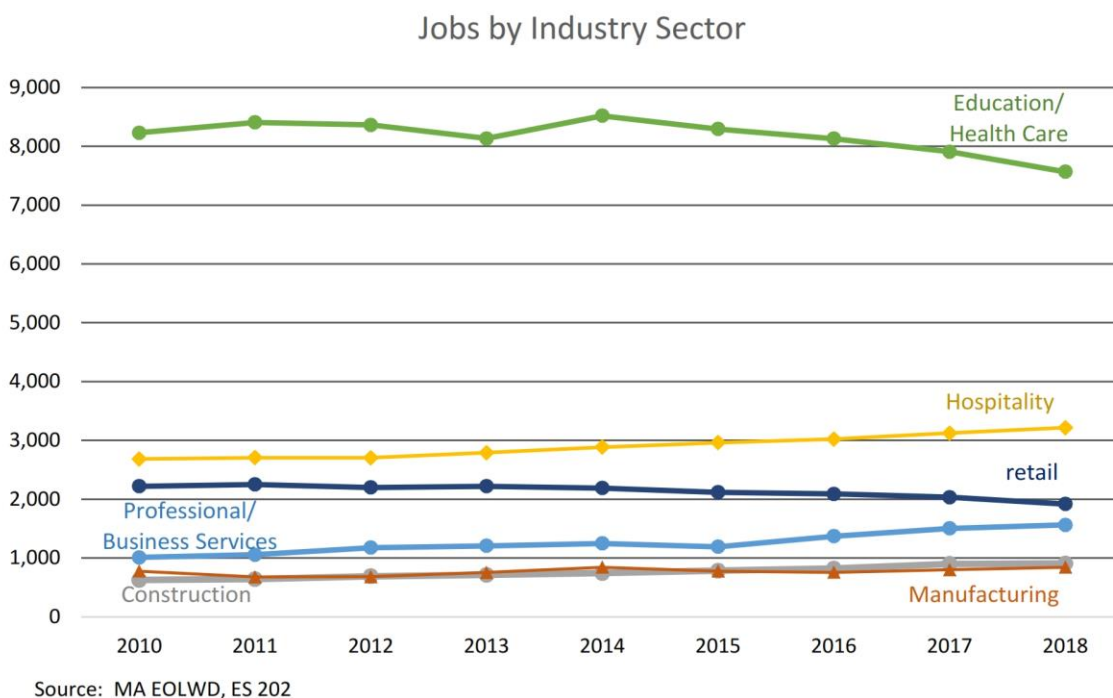
Discussion

The Salem economy is not large or diverse enough to support all of the needs of its labor force, and there is a less than optimal fit between labor force skills, composition of the employment base, and availability of housing and transportation to match Salem residents with local job opportunities. The unemployment rate in 2018 was 3.5%, slightly higher than state average. The rate has consistently declined since 2010. The jobs-to-labor force ratio is 0.78, which means that for every person in the local labor force, the city has 0.78 jobs. This represents a gap in employment potential. As a result, a large number of Salem residents do not work locally. According to labor market studies and anecdotal comments, workers are lacking to fill certain occupations, particularly service sector jobs in hospitality and retail, and skilled workers within manufacturing, life sciences and biotechnology, engineering, and construction.

While the overall number of jobs has remained fairly stable since 2010 (fluctuating by 1-2% annually, but remaining within 1% of 2010 levels), the mix of jobs has somewhat diversified. The largest sector of the Salem economy is Education, Healthcare, and Social Services, which provides close to 40% of jobs based in Salem. The next largest sector is Hospitality/Leisure and Retail, representing 17% and 10% of Salem jobs respectively, which largely reflect the tourism-based economy. The industry which has experienced the largest change between 2010 and 2018 is Professional/Business Services, where the number of jobs grew by over 50%, while Food Service and Hospitality jobs climbed by 20%. Construction jobs also increased slightly, while the number of jobs in Health Care/Education and Retail marginally declined. The number of manufacturing establishments has remained fairly constant over this time, although jobs have fluctuated, realizing a net increase of 9%.

Fewer than half the jobs available in the city pay high enough wages to support a household, even with two workers in many cases, and the resulting mismatch is a barrier to housing affordability - particularly for those who need to work locally because of transportation and child care constraints. The departure of large employers has caused significant changes in the tax base. In 1983, the first year for which complete data is available, the tax base was 49% residential and 51% commercial, industrial, and personal property (CIP). For FY 2019, the tax base currently hovers around 82% residential, and 18% CIP. This shifts the burden on residents to make up for the decline in commercial and industrial activity. Over the past five years commercial and industrial property valuation have begun to grow again after having reached their lowest point between 2012 and 2015.

Salem is well-positioned to sustain economic growth and diversification of its tax base. However, some residents experience hardship with respect to long commutes, seasonal or unstable employment, low wages, and linguistic and other employment barriers, while some employers have concerns about securing well trained and reliable employees, and accessing funding for job training, capital investments or improvements, and other financial obstacles. The city and the region have a well-developed economic development infrastructure to promote, create, and develop opportunities, but funding remains a continuing problem limiting their ability to assist businesses and residents at the capacity required. In a 2019 survey by the City to evaluate municipal services, Salem residents overwhelmingly rank supporting business growth as “important” or “very important”. The Consolidated Plan will help guide investments in economic development; however, these interests compete for very limited funding with many other critical needs with respect to housing, infrastructure, neighborhood activity, and overall quality of life.



MA-50 Needs and Market Analysis Discussion

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

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

The Point Neighborhood (the Point) was entirely rebuilt after the Great Salem Fire of 1914 with a mix of single- and multi-family structures and apartment buildings on small lots. The Point is the densest residential neighborhood in the city with approximately 33 people per acre (compared to the city average of 8 people per acre). Most housing units in the Point are rental (64%), with only 17% of the units occupied by owners, significantly lower than the city-wide average of 49% owner-occupied (Census 2010). Just 5% of the residential properties in this neighborhood are single family structures, compared with 42% citywide. The neighborhood continues its historic tradition of providing affordable housing options for working families. According to the Salem Assessor (2019), the average value of a single family property in the Point (\$264,193) is 35% lower than the city-wide average (\$410,196). Home values have increased significantly over the past five years, but the increase in the Point has been slower than for the city as a whole, average single family home values growing by 54% in the Point, compared to 65% city-wide. According to the *Salem Point Neighborhood Commercial Corridors Revitalization Plan* completed in December, 2014, the average gross rent is 13% lower than city average. However, household incomes in the Point (median \$36,281) are 45% lower than the citywide median (\$65,528) (ACS 2013-2017). The median income for Point residents has declined by 6% over the past five years, while median income citywide increased by 16%. Despite the relative affordability of the Point, 57% of neighborhood renters and 33% of homeowners are cost-burdened, paying more than 30% of their wages for housing costs. Moreover, neighborhood residents and advocates have observed an influx of students living in the Point, due to the proximity to the Downtown and to Salem State University, placing further pressure on the housing market for traditional families.

Low wages combined with the older housing stock result in multiple housing problems in the Point. Three out of four (74%) of the housing units in the neighborhood were built before 1940 (compared to 55% of units city wide) and the neighborhood has a high rate of absentee landlords, which contributes to housing maintenance concerns. According to the *Vision and Action Plan for the Point Neighborhood in Salem 2013-2020*, the Point has observed higher rates of fire, building, and health code violations among absentee-owned buildings. Common concerns include missing smoke detectors, obstructed exits, exposed sewerage, and excessive trash/hoarding. Building department violations include disregard for proper zoning, construction and building codes. For lower-income homeowners, the low property values in the Point can hinder their ability to qualify for financial assistance for home repairs since the cost of the work needed often exceeds the value of their property. Participants in a meeting held in the

neighborhood in developing this plan also indicated that overcrowded housing conditions are occurring due to low wages.

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

As shown on the Low to Moderate Income Areas map (see Appendix), Salem has several areas (15 census block groups) where a majority of households have low- and moderate-incomes (LMI). Areas with the highest concentration of LMI families include the Point neighborhood and neighborhoods to the south along Lafayette Street, and a cluster of block groups on the western side of Salem, along Boston Street.

One LMI area, the Point neighborhood, located directly south of Salem's downtown, is the city's only racially and ethnically concentrated area where census tracts have a non-white population of 50% or more. Nearly two-thirds (63%) of the Point's 4,491 residents are non-white, more than double the city's non-white population of 25%. (US Census 2010) The majority of the Point neighborhood non-white residents are Latino immigrants and second and older generations from the Dominican Republic, with some new arrivals from Haiti and African countries. Approximately 46% of residents in the neighborhood speak a language other than English at home, compared with 22% city-wide. (ACS estimates 2013-2017) The neighborhood's median income is \$36,281, with 27% of the population meeting poverty guidelines, compared to 15% citywide. While housing units in the Point neighborhood are the city's most affordable (the average gross rent is 10% lower than the city average (ACS 2013-2017), more than half (57%) of renters and one-third (35%) of homeowners are cost-burdened.

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

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

Are there any community assets in these areas/neighborhoods?

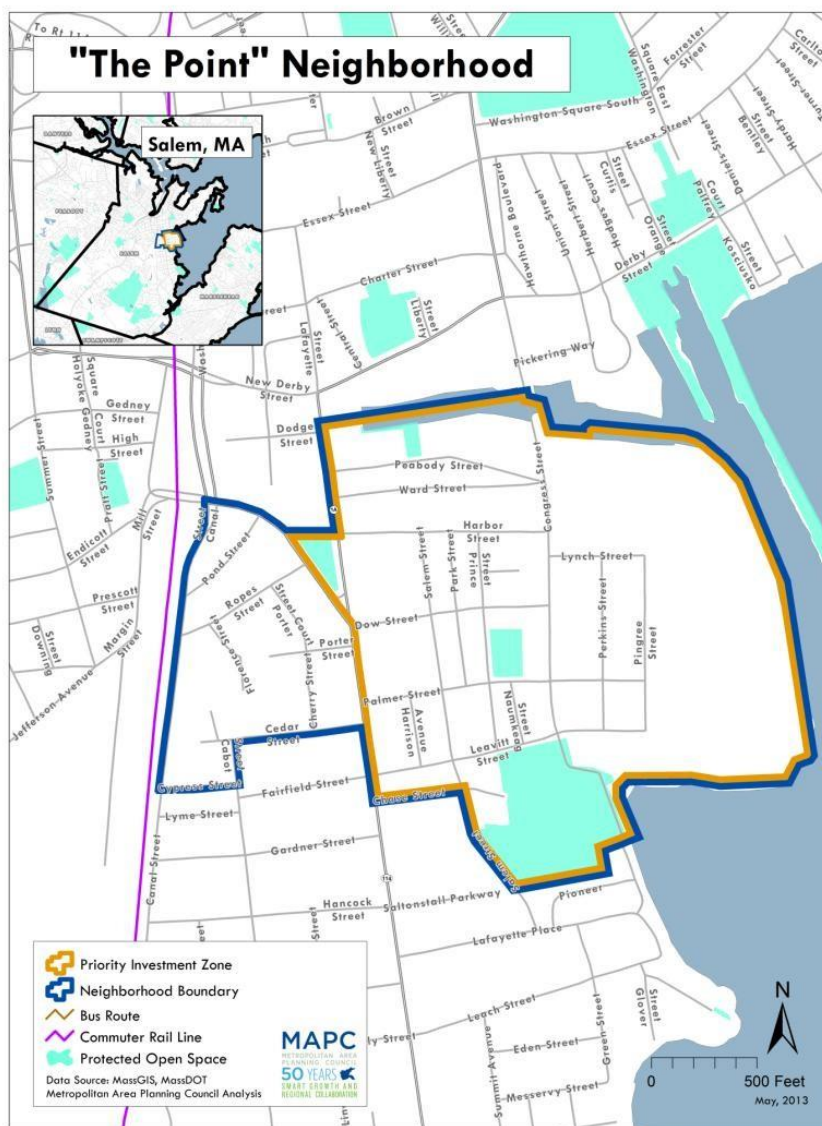
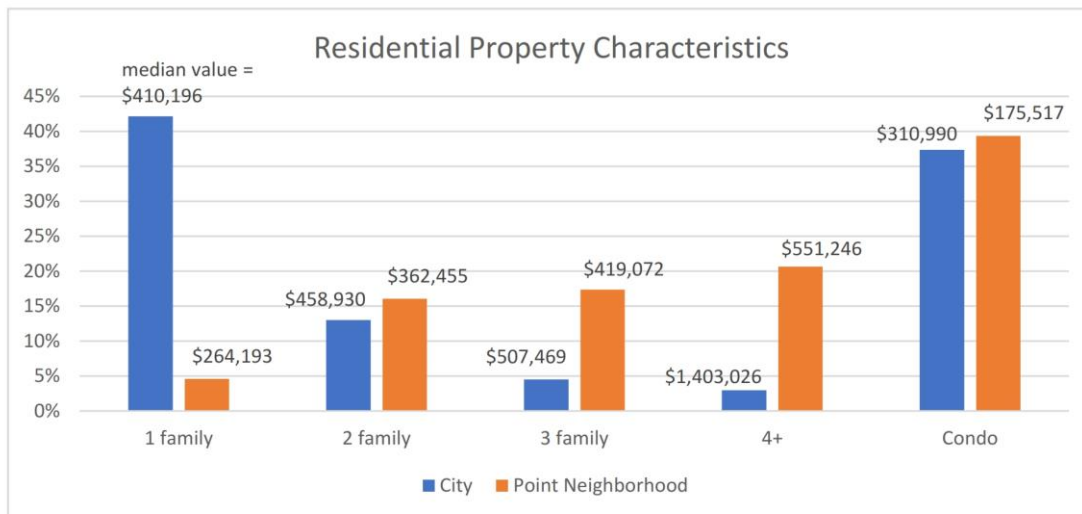
The Point neighborhood is recognized for its rich architectural assets, significant supply of affordable housing, immigrant-owned small businesses, access to Salem Harbor and public transportation, and close proximity to the Downtown. There are numerous community assets in the Point neighborhood. The neighborhood contains four public parks – Mary Jane Lee, Palmer Cove, Lafayette Park, and the Peabody Street Waterfront Park, as well as a pocket park on Ward Street containing a half basketball court. Due to the dense development pattern of the neighborhood, most properties have very limited outdoor space, thus the neighborhood's public parks provide vital recreational options and community gathering spaces. Lafayette Park allows for passive recreation with benches and pathways, while Mary

Jane Lee, Peabody Street and Palmer Cove parks all contain playground equipment for children. Peabody Street Park also includes seating and a performance canopy, while Palmer Cove contains basketball courts, a baseball diamond and a community garden. The City has invested in improvements to several of these parks in the past five years and Palmer Cove Park is currently under design development for a re-design that will strengthen existing programs, provide an improved waterfront connection, add opportunities for passive recreation and plan for resiliency to climate change. Other community assets in the Point neighborhood include the southern half of the Salem Harborwalk, which runs along the South River connecting the Point to the downtown, which the City plans to improve with public art and lighting, and the OnPoint Teen Resource Center, which provides structured programming for at-risk youth referred by Juvenile Probation or the state's Department of Children and Families, with some limited community programming available to young people living in the neighborhood. Neighborhood assets also include public art and social facilities provided by the North Shore CDC. Punto Urban Art Museum is an outdoor collection of over 75 murals throughout the neighborhood created by local and world-renowned artists. NSCDC also developed community meeting space, named Espacio, on Congress Street and at its recently renovated building at 104-106 Lafayette Street. These sites provide space for local programming, including YouthBuild North Shore, Community English Classes, and other local partners, like the Salem Public Schools and the Point Neighborhood Association.

Are there other strategic opportunities in any of these areas?

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

In the past five years, the City has invested both CDBG and HOME funds in the Point, including funds for housing rehabilitation, affordable housing creation, first-time homebuyer assistance and economic development. The City has also completed infrastructure improvements to neighborhood sidewalks and streetscapes, planted trees and undertaken flood improvements, improvements to parks and improvements to other neighborhood public facilities. The City is committed to improving the Point neighborhood, having collaborated with North Shore CDC to complete the *Vision and Action Plan for the Point Neighborhood 2013-2020* and a 2014 *Salem Point Neighborhood Commercial Corridors Revitalization Plan*, both with assistance from the Metropolitan Area Planning Council. These plans identified numerous action items to improve conditions in the Point neighborhood. Recommendations included enhancing the visual character through infrastructure investments and programming, supporting business and workforce development, and the expansion of affordable housing opportunities. During a community meeting held in support of the Consolidated Plan, neighborhood residents expressed the desire to see continued implementation of the Point Neighborhood Corridor Plan, emphasizing the need for affordable housing, public realm improvements to enhance resilience, cleanliness and security, and public services such as job training, continuing education and recreational programming, and childcare.



MA-60 Broadband Needs of Housing occupied by Low- and Moderate-Income Households - 91.210(a)(4), 91.310(a)(2)

Describe the need for broadband wiring and connections for households, including low- and moderate-income households and neighborhoods.

Salem currently has cable-based internet throughout the city. The City's current cable provider, Comcast, has an Internet Essentials program for eligible low-income families that is currently priced at \$9.95 per month: <https://www.internetessentials.com/>. The City has also identified a need for fiber-based high-speed internet to provide an alternative for Salem residents and encourage competition. To this end, it has contracted with SiFi Networks to install a “fiber to the home” network across Salem, to every building and residence in the city. Currently under development, a 24-month roll-out is anticipated for completion of the fiberoptic network.

Describe the need for increased competition by having more than one broadband Internet service provider serve the jurisdiction.

With only one service provider available in the city today, the cost of subscribing to internet service can be prohibitive for low income households, while the quality of service is not adequate for all customers' needs. The SiFi network will provide infrastructure that will enable alternative service providers to offer high speed internet packages to Salem residents and businesses.

MA-65 Hazard Mitigation - 91.210(a)(5), 91.310(a)(3)

Describe the jurisdiction's increased natural hazard risks associated with climate change.

As a coastal community, Salem is highly vulnerable to the impacts of climate change, including sea level rise, storm surges, precipitation events, and extreme heat days. Salem is the second most vulnerable community on the North Shore, in terms of the area that is expected to be impacted by sea level rise.

A Climate Change Vulnerability Assessment and Adaptation Plan developed in 2014 identified specific risks, as well as actionable priorities for mitigating the risks and managing impacts.[1] An analysis combines projections presented in the Climate Change Adaptation Report prepared by the Massachusetts Office of Energy and Environmental Affairs (2011), as well as global climate models, research from the National Oceanic and Atmosphere Administration, and other sources to develop a prediction of what climate impacts would mean for the city, including:

- A 157% increase in extreme heat days (over 90 degrees)
- A 30% increase in the likelihood of a 100-year storm surge in a given year
- Sea levels of 9' by the year 2100, an increase of 4'
- Storm surge of 13' by the year 2100, an increase of 4'

Key aspects of Salem's infrastructure identified as the most potentially susceptible to climate change risks include critical buildings, water, stormwater, and transportation. Specific vulnerabilities include:

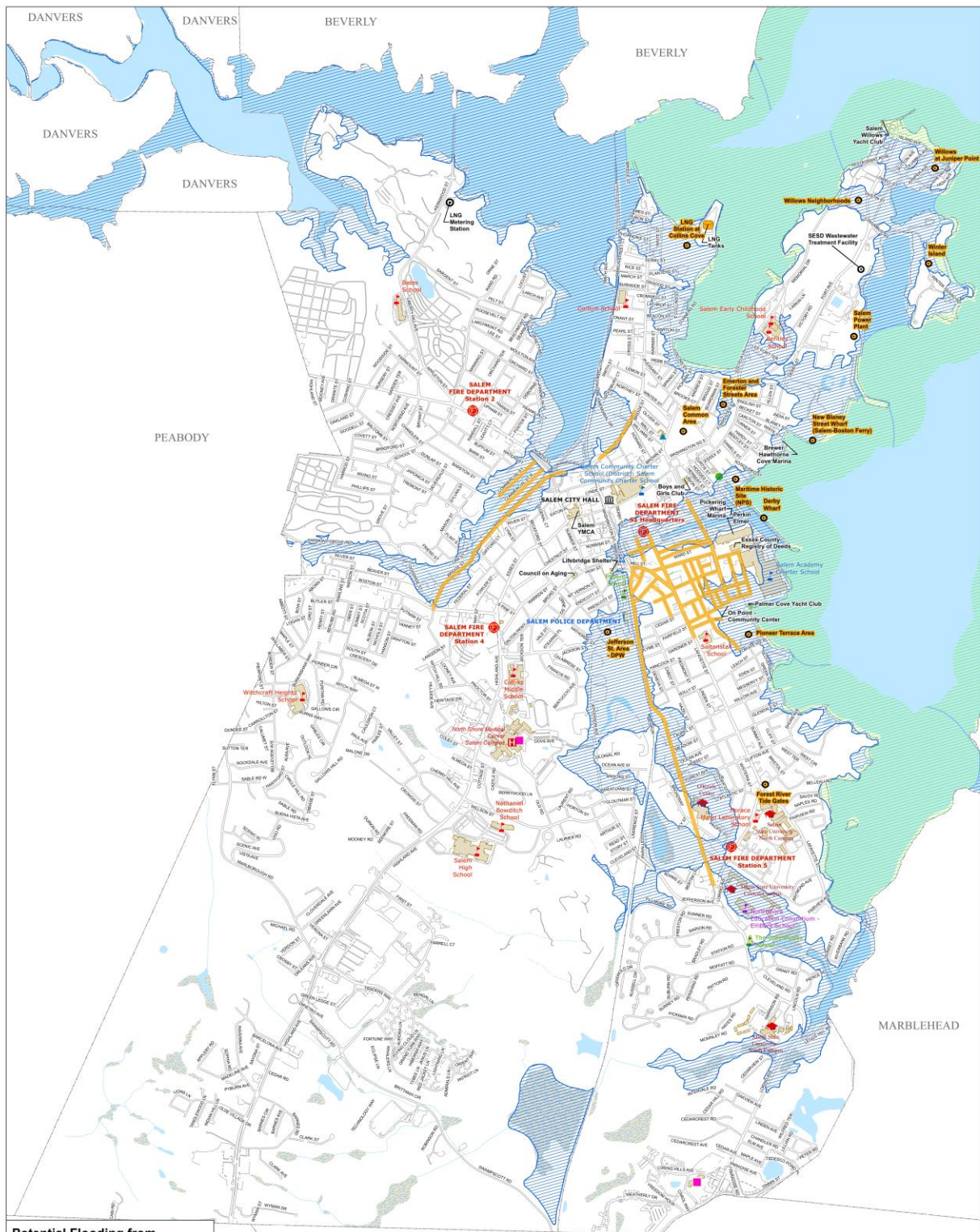
- Ineffective seawalls and inadequate tide gates
- Insufficient capacity and drainage in the stormwater system to remove water from streets and neighborhoods
- Flooding of pump stations, transportation infrastructure, evacuation routes, and residential areas
- Downed power lines and power failure at critical City buildings and facilities
- Poor air quality
- Property damage or loss, including critical city facilities including police and fire station headquarters, Salem State University, and historic properties

The City of Salem and the City of Beverly are working together to develop a joint Climate Action and Resilience Plan. The Plan will serve as a comprehensive strategy for addressing climate change and it will identify targeted policies, programs, and projects that will mitigate the Cities' contributions to climate change, reduce greenhouse gas emissions, and prepare the Cities for the unavoidable impacts of climate change.

Describe the vulnerability to these risks of housing occupied by low- and moderate-income households based on an analysis of data, findings, and methods.

Low and moderate income households in Salem are disproportionately vulnerable to risks associated with the impacts of climate change. The majority of streets that have been identified as being prone to flooding are located in LMI neighborhoods – in particular, the Point Neighborhood, which has the city’s highest concentration of low income and minority residents, and parts of South Salem and Downtown. Flooding associated with sea level rise, storm surge, and precipitation events also impacts arterial roads, evacuation routes, and critical public facilities in the Point Neighborhood and Downtown, including the Central Fire Station, Salem Police Department, Salem Academy Charter School, the Saltonstall School, as well as Salem Housing Authority Sites at Pioneer Terrace and Lee Fort Terrace.

More extreme heat events, extreme precipitation events, and storm surges will result in the need to communicate with and protect vulnerable populations more frequently. Current systems for communication are in place, but may need to be augmented, in particular to ensure that low-income residents and populations with limited English are able to receive critical information. The City is already taking some alternative communication measures, such as developing picture-based signage for emergency response.



Potential Flooding from Extreme Precipitation Events

- Areas Prone to Flooding
- Streets Prone to Flooding

FEMA Flood Zones*

- Flooding due to Precipitation
- Coastal High Hazard Flooding Area

*NOTE: Flood zones are based on Future SFHAs (effective July 16, 2014).

Critical Buildings

- Local Police
- Fire Station
- Hospital with ER
- Assisted Living Facility
- Nursing Home
- Rest Home
- City Hall
- Public School
- Private School
- Charter School
- Collaborative Program
- College or University

Basemap

- Town Boundary
- Rail Line
- Edge of Pavement
- Perennial Stream
- Intermittent Stream
- Pond, Lake, Ocean
- Wetland



Source: City of Salem, FEMA, and MassGIS
Coordinate System: NAD83 Mass State Plane Meters FIPS 2001 Feet

**Extreme Precipitation Events
Critical Buildings: Services
Climate Change Vulnerability Assessment
and Adaptation Plan
City of Salem, Mass.**



Strategic Plan

SP-05 Overview

Strategic Plan Overview

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

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

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

In each of the five years covered by this Consolidated Plan, Salem anticipates receiving approximately \$1,098,733 in CDBG entitlement funding, \$168,650 in HOME funds and an estimated \$74,000 in program income, based on recent funding levels. The total estimated five-year allocation is approximately \$5,494,540 from CDBG, \$843,250 in HOME funds and \$370,000 in program income. These funds are conditional upon annual appropriations by the federal government.

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

ADDRESSING THE COVID-19 PANDEMIC

Just before the draft of this plan was completed, the COVID-19 pandemic occurred. The City acknowledges that additional needs have arisen as a result. Salem has made an effort to respond to new and increased needs, by reprogramming available 2019 CDBG funds, as well as through the use of CDBG-CARES funds.

The authorizing statute of the CDBG program requires that each activity funded, except for program administration and planning activities, must meet one of three national objectives. The three national objectives are:

- Benefit to low- and moderate- income (LMI) persons;
- Aid in the prevention or elimination of slums or blight; and
- Meet a need having a particular urgency (referred to as urgent need).

Moving forward, with regard to urgent needs due to infectious disease or Federal/State/Local declared disasters, additional CDBG funds may be reprogrammed to activities to address those needs, including housing, infrastructure, public facilities, assistance to affected businesses, public services or planning, capacity building or technical assistance. Such changes may include a modification in purpose, scope, location or beneficiaries of activities and may use CDBG, CDBG-CARES or other awarded federal funds under the LMI and/or Urgent Need National Objective. Therefore, it is anticipated that Salem will utilize all three national objectives during this five year period.

SP-10 Geographic Priorities - 91.415, 91.215(a)(1)

Table 12 - Geographic Priority Areas

1	Area Name:	City-wide
	Area Type:	Comprehensive
	Other Target Area Description:	Comprehensive
2	Area Name:	LMI Areas
	Area Type:	Majority LMI Population
	Other Target Area Description:	Majority LMI Population
3	Area Name:	Downtown
	Area Type:	Slum & Blight Area
	Other Target Area Description:	Downtown Renewal Area
	HUD Approval Date:	11/13/2013
	Identify the neighborhood boundaries for this target area:	Includes the following Census Tracts: <ul style="list-style-type: none"> • 2045003 – pop 710 • 2045002 – pop 1,250 • 2042002 – pop 495 • 2042003 – pop 1,250 • 2043001 – pop 1,030

General Allocation Priorities

Describe the basis for allocating investments geographically within the state:

As of 4/1/19, HUD announced the publication of low- and moderate-income summary data based on the American Community Survey 2011-2015 5-year estimates (2015 ACS). According to the ACS, Salem is now 52.7% low- to moderate-income households and there are fifteen census block groups that make up the areas of LMI concentration, having a majority of households who earn less than 80% of area median income. They include the neighborhood roughly between Boston and Dunlap/Balcomb Streets; certain streets surrounding Ord Street; the area bordered by Jackson, Essex, Boston, Pope and Proctor Streets, Highland Avenue, Willson Street and Jefferson Avenue; a neighborhood along Loring Avenue (from Leggs Hill Road to the City line); a neighborhood bordered by North, Dearborn, Felt, Sargent and Kernwood Streets; and a large, contiguous, 9 block group area that includes portions of the downtown, the Point Neighborhood and South Salem, boarded by Bentley, Essex, Summer, Broad Street and Hathorne Streets, Jefferson Avenue, crossing over to and along the railroad thru to the bike path parallel to Raymond Road until the Marblehead line, then proceeding up Lafayette Street to Willow Avenue and the Atlantic Ocean, (with the exception of one block group – 2042.004). There is overlap between the established Downtown Renewal Slum/Blight Area and three LMI block groups. Seven of the fifteen total

LMI block groups each contain more than 70% LMI households (the three block groups with the highest percentage of LMI households located in Point Neighborhood). The Point neighborhood also has the highest concentration of minority residents. A map of the LMI areas is in the Appendix.

The City of Salem typically supports programs that benefit low- and moderate-income households or specific populations such as senior citizens, disabled persons and minorities. Although some programs support the needs of these populations throughout the city, many activities are targeted to neighborhoods that have a concentration of low- and moderate-income households. When prioritizing activities, the City pays special attention to those low- and moderate-income neighborhoods where the greatest needs have been identified and whose public facilities and infrastructure are in the worst condition. In addition, the City also undertakes improvements in the Downtown Renewal Area, which was established as a Slum/Blight Area (November, 2013).

The City has undertaken planning for several areas, including the Point Neighborhood, North River Canal Corridor, Derby Street Corridor, Highland Avenue, and Bridge Street Neck, identifying needed infrastructure and public realm improvements to support neighborhood businesses and residents. Recognizing aging infrastructure throughout Salem that is in need of replacement or improvement, the City has identified and is planning or implementing numerous capital projects – especially roadway and complete streets, water/sewer, and drainage improvements that are needed to support business investment in the Downtown, the Point Neighborhood, as well as the city’s Entrance Corridors and beyond.

In accordance with CDBG regulations, the City can undertake activities such as street, sidewalk and playground improvements in the low- and moderate-income neighborhoods or in neighborhoods meeting the definition of “slum/blight”. However, recognizing that needs are not solely located in distressed neighborhoods, the City also offers programs that may be accessed by people living outside these areas. For example, the Housing Rehabilitation Loan Program and First-Time Homebuyer Downpayment Assistance Loan Program are offered city-wide to allow any low- to moderate-income household to take advantage of their availability. The City’s small business loan programs are available to any business that meets certain eligibility requirements or agrees to create or retain jobs available to LMI persons.

SP-25 Priority Needs - 91.415, 91.215(a)(2)

Priority Needs

Table 13 – Priority Needs Summary

1	Priority Need Name	Affordable Housing
	Priority Level	High
	Population	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence
	Geographic Areas Affected	City-Wide
	Associated Goals	Increase the Supply of Affordable Housing Improve the Condition of Existing Housing.
	Description	Preserve, expand and improve the City's supply of affordable housing and increase availability of decent housing that meets the needs of lower income seniors, families, individuals, and people with disabilities, as well as transitional and supportive housing for homeless and non-homeless with special needs. As a result of COVID-19, it is anticipated that affordable housing will increase in need.
	Basis for Relative Priority	There is a high unmet need for decent affordable housing to serve low- and moderate-income households who are cost-burdened or have other housing problems, are at risk of homelessness, or trying to exit homelessness. In addition, the majority of Salem's housing stock pre-dates 1949. While older homes are an integral part of Salem's history and neighborhood fabric, they also require a great deal of maintenance and may not meet current building codes.

2	Priority Need Name	Homeownership Assistance
	Priority Level	Low
	Population	Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents
	Geographic Areas Affected	City-wide
	Associated Goals	Facilitate Homeownership
	Description	Increase homeownership opportunities for low- to moderate-income households.
	Basis for Relative Priority	While the number of prospective homeowners in Salem who qualify for assistance under a primary lender is relatively small, as is the inventory of homes affordable to qualifying homeowners, those who qualify often are unable to afford the minimum downpayment required.
3	Priority Need Name	Economic Development
	Priority Level	High
	Population	Extremely Low Low Moderate Non-housing Community Development
	Geographic Areas Affected	LMI Areas, Downtown, City-Wide
	Associated Goals	Offer Business Technical Assistance Financially Support Small Businesses
	Description	Provide financial and technical assistance, design assistance, training, and location assistance to potential or existing Salem businesses, including microenterprises or those that create or retain jobs for low- and moderate-income residents of Salem in order to contribute to the vitality and diversity of Salem's economy. As a result of COVID-19, it is anticipated that economic development programs will increase in need.

	Basis for Relative Priority	This is a high priority because creating and sustaining economic opportunity is critical to improving the lives of low- and moderate-income residents in Salem. Businesses often need additional assistance and more creative financing options than may be offered by banks. Even the most innovative new business can have difficulty filling the “gap” between what they can invest and what banks will loan, versus the cost of the project. Without capital, new equipment or storefront improvements, some of the best small businesses can fail. In addition, often small business owners need some degree of technical assistance to help them with managing or growing their business. The needs of local entrepreneurs range from business planning, drawing up financial statements, or navigating the city permitting process.
4	Priority Need Name	Public Services
	Priority Level	High
	Population	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence
	Geographic Areas Affected	City-Wide
	Associated Goals	Provide Community Support Services

	Description	Support community development needs by targeting resources to support the social service needs of low- to moderate-income households and special needs populations through anti-poverty, self-sufficiency, quality of life, enrichment and instruction programs, including programs for immigrants, non-English speaking residents, youth and seniors, homeless individuals and families, as well as specialized education programs for adults.
	Basis for Relative Priority	The Needs Analysis identified as a high priority need Community Services that support efforts to reduce poverty, increase self-sufficiency, and improve the quality of life for low and moderate income residents and special needs populations. As a result of COVID-19, it is anticipated that homeless prevention and food programs will increase in need, as well as programs for homeless persons and seniors.
5	Priority Need Name	Neighborhood Public Facilities and Infrastructure
	Priority Level	High
	Population	Extremely Low Low Moderate Non-housing Community Development
	Geographic Areas Affected	LMI Areas, City-Wide
	Associated Goals	Invest in Parks, Infrastructure & Public Facilities
	Description	Invest in neighborhood improvement activities in low- to moderate-income areas, as well as infrastructure and public facility improvements that benefit seniors and/or people with disabilities. By continually investing in neighborhoods and enhancing the public realm, Salem strives to be the best place it can be for people to live and work.
	Basis for Relative Priority	Residents depend on quality infrastructure and public facilities in their neighborhoods and neighborhood commercial districts in order to maintain and improve their quality of life. Improving safety and accessibility is also a high priority.
6	Priority Need Name	Downtown Public Facilities and Infrastructure
	Priority Level	Low
	Population	Non-housing Community Development
	Geographic Areas Affected	Downtown
	Associated Goals	Improve Downtown Slums/Blight Area

	Description	Focus public improvements on activities that are located in Salem's Downtown Renewal area, including infrastructure and public facility improvements that benefit seniors and/or people with disabilities. By continually investing in the Downtown (slum/blight) area and enhancing the public realm, Salem strives to be the best place it can be for people to live and work.
	Basis for Relative Priority	A healthy vibrant downtown is essential to Salem's overall economic health. Improving infrastructure and public facilities in the Downtown will support economic development initiatives and increase public safety and accessibility.

Narrative

Just before the draft of this plan was completed, the COVID-19 pandemic occurred. The City acknowledges that additional needs have arisen as a result. Salem has made an effort to respond to new and increased needs, by reprogramming available 2019 CDBG funds, as well as through the use of CDBG-CARES funds. Moving forward, with regard to urgent needs due to infectious disease or Federal/State/Local declared disasters, additional CDBG funds may be reprogrammed to activities to address those needs, including housing, infrastructure, public facilities, assistance to affected businesses, public services or planning, capacity building or technical assistance. Such changes may include a modification in purpose, scope, location or beneficiaries of activities and may use CDBG, CDBG-CARES or other awarded federal funds under the LMI and/or Urgent Need National Objective.

SP-35 Anticipated Resources - 91.420(b), 91.215(a)(4), 91.220(c)(1,2)

Introduction

The City of Salem receives Community Development Block Grant (CDBG) funds from HUD to benefit low- and moderate-income persons or to prevent or eliminate slums or blight in Salem through a variety of community development programs. CDBG is a formula-based program designed to develop viable urban communities by providing decent housing, a suitable living environment, and expanded economic opportunities for persons of low- and moderate-income. Salem expects to receive approximately \$5,494,540 in CDBG funds over the 5 years of this plan (receiving a \$1,098,733 allocation for FY21).

As one of thirty member communities of the North Shore HOME Consortium, Salem receives an allocation of Home Investment Partnership (HOME) funds from HUD. HOME funds are dedicated solely for housing programs, and can be used to fund a wide range of activities that build, buy and/or rehabilitate affordable housing for rent or home ownership. The Consortium, through its lead community of Peabody, submits the Consolidated Plan for operating the HOME program. Based on the FY21 allocation of \$168,650, Salem expects to receive a total of \$843,250 in HOME funds over the 5 years of this plan.

Salem will also likely receive additional Federal funding to address COVID-19 in the form of CDBG-CARES and/or HOME-CARES funds, so that Salem can respond to emerging housing, business and public service needs.

Along with HUD funds, housing and economic loan programs generate program income, which the City directs to existing or new programs as needed. Income is generated as loans are repaid or recaptured from an assisted property or business. The City estimates it will generate approximately \$74,000 annually in program income.

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

The Community Preservation Act (CPA) was adopted by Salem voters in 2012, establishing a local fund for open space, historic preservation, outdoor recreation, and affordable housing. It is financed by a property tax surcharge of 1%, along with annual matching funds from the statewide CPA Trust Fund. These funds can be used for a variety of purposes, including activities that acquire, create, preserve, support and rehabilitate/restore housing for low- and moderate-income households. Massachusetts CPA regulations require that a minimum of 10% of annual CPA revenues be set aside or spent for each of the program areas, including affordable housing, open space and recreation, and historic preservation, and the remaining 70% may be dedicated to any eligible program area. The amount of state matching funds varies depending on the availability of funds and the number of communities participating, ranging between 17-31% in the past five years. In FY19, the local surcharge revenues were approximately \$666,000, generating approximately \$117,000 in State match funds.

Several housing and community development programs are carried out by non-city agencies that operate through a variety of funding resources. Together, these resources fund a wide range of activities

designed to develop and maintain affordable housing, improve neighborhood public facilities, provide economic opportunities, improve access for people with disabilities, provide critical public services, assist people who are homeless, and prevent homelessness. The City will continue to work with community and regional partners to identify further funding opportunities that can be used to support affordable housing and other objectives served by CDBG programs.

Table 14 - Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$	\$	
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	1,098,733	74,000	0	1,172,733	4,691,807	CDBG is a formula-based program that provides decent housing, a suitable living environment, and expanded economic opportunities for persons with low- and moderate income.

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

In FY19, CDBG funds leveraged an estimated \$30 from other sources for every dollar of CDBG funding. The following summarizes the funds typically leveraged:

- *First Time Homebuyer Program:* Homebuyers provide matching funds and obtain financing from a primary lender.
- Housing development projects by NSCDC have combined Low-Income Housing Tax Credits and other state, federal funding, as well as private fundraising, grants, financing, and program fees. North Shore CDC's 64-unit Congress Street Residences (2017), had a total development cost of \$18 million, of which \$100,000 came from CDBG and HOME, while the 27 unit Harbor and Lafayette Homes project (2019), had a total development cost of \$14 million, of which \$405,000 came from CDBG and HOME. Further projects in the pipeline (2021 and 2022) have secured funding commitments of over \$29 million to create 125 units of affordable housing.

- State programs such as *Get the Lead Out* and *MassSaves* have been used to assist in home rehabilitation. In, FY19, NSCAP's Energy Conservation program leveraged \$414,881, providing weatherization, improvements to heating systems, insulation, and installing energy efficient appliances and LED light bulbs.
- The *Salem Main Streets Program* leverages approximately \$100,000 annually through business contributions, event fees and donations.
- Salem is a Gateway City, making it eligible for certain State funds.
- Salem received \$75,000 through the Massachusetts Office on Disability (MOD) to complete an ADA transition plan, which enables the City to request additional funding to implement projects identified in the plan.
- Salem is a Housing Choice Community. This designation provides Salem exclusive access to a grant program open only to Housing Choice Communities and the City earns bonus points and other considerations to certain State funds.
- Most subrecipient, non-profit agencies use CDBG as a portion of their overall activity budgets. Based on reports provided by each agency at the end of the program year, the amount leveraged in 2019 was \$4.7 million in other federal, state, private or other funds.
- The City's Capital Improvement Program provides funding annually on a project-specific basis for both CDBG and non-CDBG activities.
- The City's General Fund, State Chapter 91 and various federal, state and private grant or loan programs are often sources for brownfields, parks, and infrastructure improvements. Examples of these include Parkland Acquisitions and Renovations for Communities (PARC), Environmental Protection Agency, National Endowment for the Arts, MassDevelopment Brownfields Assessment Program, MA Office of Coastal Zone Management, MassWorks, the Massachusetts Preservation Projects Fund, Green Communities, the Cultural Facilities Fund, and the Gateway Cities Park Program.
- The City provides about \$550,000 annually for planning and administration costs.
- Additional planning funds and technical assistance have been obtained through Massachusetts Historical Commission, MassHousing, Massachusetts Housing Partnership and Metropolitan Area Planning Council.

The City may consider submitting an application for a Section 108 loan in the future for housing, economic development and/or public facilities/infrastructure improvements.

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

The City is studying several publicly owned sites and if it is feasible to develop affordable homes on the publicly owned land, the City may leverage that land to address the need for more affordable homes.

Public infrastructure and facilities including buildings, parks, roads, sidewalks, the Community Life Center and other public properties continue to enhance the mobility, economic vitality, and quality of life for low and moderate income persons.

SP-40 Institutional Delivery Structure - 91.415, 91.215(k)

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

Table 15 - Institutional Delivery Structure

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
Aspire Developmental Services	Subrecipient	Non-homeless special needs Public services	Region
Boys & Girls Club	Subrecipient	Public services	Region
Catholic Charities North	Subrecipient	Public services	Region
Citizens Inn	Subrecipient	Homelessness Rental Public services	Region
City of Salem, Dept. of Planning & Community Development.	Government	Economic Development Homelessness Non-homeless special needs Ownership Planning Rental Neighborhood improvements Public facilities Public services	Jurisdiction
Disability Resource Center	Subrecipient	Non-homeless special needs Public services	Region
Enterprise Center at Salem State University	Public institution	Economic Development	Region
HAWC	Subrecipient	Homelessness Public services	Region
Lifebridge	Continuum of care	Homelessness	Jurisdiction
Lahey Behavioral Health	Continuum of care	Homelessness Public services	Region
LEAP for Education	Subrecipient	Public services	Region
MA – DHCD	Government	Ownership Planning Rental	State
Metropolitan Area Planning Council	Government	Planning	Region

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
North Shore Community Action Programs, Inc.	Subrecipient	Homelessness Rental Public services Non-homeless special needs	Region
North Shore Community Development Coalition	Subrecipient	Rental Public services Non-homeless special needs Economic Development	Region
North Shore Community Health, Inc.	Subrecipient	Public Services Homelessness	Region
North Shore Home Consortium	Government	Ownership Rental	Region
North Shore Moving Market	Subrecipient	Public services	Region
North Shore Workforce Board	Regional organization	Economic Development	Region
Open Door Immigration Services	Subrecipient	Public services	Region
Salem Community Child Care	Subrecipient	Public services	Jurisdiction
Salem Council on Aging	Departments and agencies	Public services	Jurisdiction
Salem Housing Authority	PHA	Public Housing	Jurisdiction
Salem Main Streets	Subrecipient	Economic Development	Jurisdiction
Salem Police Department	Departments and agencies	Homelessness Public services	Jurisdiction
Salem Public Schools	Government	Non-homeless special needs Public services	Jurisdiction
Salem YMCA	Subrecipient	Public services	Region
Salvation Army	Subrecipient	Homelessness Public services	Region
Voces	Subrecipient	Public services	Region
Wellspring House, Inc.	Subrecipient	Public services	Region

Assess of Strengths and Gaps in the Institutional Delivery System

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

Salem’s housing loan programs are administered by the DPCD Housing Coordinator. Policy efforts to preserve existing affordable housing units and to increase the supply of affordable units is overseen by a Senior Planner. In addition, local non-profit agencies, CHDOs and CDCs administer certain housing activities. Many housing activities leverage funds through private lender financing.

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

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

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

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

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

Table 16 - Homeless Prevention Services Summary

Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
Homelessness Prevention Services			
Counseling/Advocacy	X	X	X
Legal Assistance	X	X	X
Mortgage Assistance	X		
Rental Assistance	X	X	X
Utilities Assistance	X	X	X
Street Outreach Services			
Law Enforcement	X	X	
Mobile Clinics			
Other Street Outreach Services	X	X	

Supportive Services			
Alcohol & Drug Abuse	X	X	X
Child Care	X	X	
Education	X	X	X
Employment and Employment Training	X	X	
Healthcare	X	X	X
HIV/AIDS	X	X	X
Life Skills	X	X	
Mental Health Counseling	X	X	X
Transportation	X	X	X
Other			
Food Distribution/Nutrition	X	X	X

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

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

Social service agencies serving the homeless population in Salem work collaboratively, bringing together partners including the City of Salem (Office of the Mayor, DPCD, Health, School, Veterans and Police), Lifebridge, Lahey Behavioral Health, North Shore Community Health, NSCAP, Partners Health, Salvation Army, Salem Housing Authority and the North Shore Workforce Board. The Homeless Task Force (Collaborative for Hope) meets regularly to identify needs and share resources and strategies. The High Risk Homeless Task Force, meets monthly at the Salem Police Department, to provide case management and to pursue permanent housing, as well as medical, behavioral and substance abuse treatment for individuals living on the streets.

Lifebridge addresses medical, supportive service and other needs. Lifebridge also provides case management services that directly connect clients who need access to mental health care and substance abuse treatment. CDBG funding provides for nursing services through Lifebridge, and staff actively conduct outreach on the streets to homeless persons, providing onsite and community based health

assessments to the homeless population, including wound care, blood pressure monitoring, nutrition and general health education. The nurse also provides outreach services in order to help connect unsheltered homeless individuals with needed services and to liaise with local businesses. In 2019 Lifebridge opened a day center for at-risk homeless which provides a place to congregate and an opportunity to be connected to services. The center is currently open 3 days a week and they hope to expand to at least 5 days a week. Lifebridge acts as a clearinghouse, referring people to other area service providers such as the North Shore Career Center, the Salvation Army, HAWC and North Shore Community Action Programs. Salem State University also provides classes at Lifebridge. The Salem Police Community Impact Unit works closely with Lifebridge in its outreach to homeless individuals, especially those on the street.

Additional agencies provide support to specific subpopulations, including victims of domestic violence, veterans, and youth and children. NSCAP, with Salem's HOME funds, provides a Housing First program, assisting homeless individuals to find apartments and maintaining their rent for one year, while providing case management toward self-sufficiency. HAWC provides a wide range of services including a 24-hour crisis hotline, legal assistance and advocacy, support groups, one-on-one counseling for women and men, and play therapy groups for children. The City's Veterans Services Office is the main local contact point for veterans seeking assistance. Salem Public Schools provides transportation and federally-funded services to homeless students and their families, counting 220 homeless students in the 2017-2018 school year. Partners Home Care provides medical care to homeless persons.

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

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

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

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

While the existing network of government entities and non-profit providers has a proven track record, the greatest challenge to the existing system is the lack of available resources to meet the needs. The shortage of available resources impacts the ability to create affordable housing, to address the

infrastructure and facility needs, and to respond to the basic needs of low- and moderate-income persons. Responsible entities will continue to seek additional resources and opportunities for cost-effective collaboration.

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

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

SP-45 Goals - 91.415, 91.215(a)(4)

Table 17 – Goals Summary

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Improve the Condition of Existing Housing	2020	2024	Affordable Housing	City-wide	Affordable Housing	CDBG: \$1,014,250	Homeowner Housing Rehabilitated: 18 Household Housing Unit
Goal Description	Rehabilitation and preservation of owner- and renter-occupied housing to bring units to code standard or provide safety improvements, energy efficiency improvements, access modifications, or treatment of lead or other home hazards. Through the rehabilitation of existing housing stock, more homeowners, as well as tenants residing in rental units, can live in decent housing.						
Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Increase the Supply of Affordable Housing	2020	2024	Affordable Housing	City-wide	Affordable Housing	CDBG: \$150,000	Rental units rehabilitated: 6 Household Housing Unit
Goal Description	Create new affordable housing units through the conversion of old, abandoned or underutilized buildings and parcels into new residential housing units by contributing CDBG, HOME and/or CPA funds to provide a local match for CHDO's and non-profit partners for development projects that result in long-term and permanent affordable housing. The local match shows City support so that these agencies can leverage financing from various other funders. Salem may also work with the Salem Housing Authority, in addition to negotiating on a case-by-case basis with private developers, to facilitate the acquisition, creation or rehabilitation of affordable housing units. In addition, the City hopes to create new housing programs, such as an Accessory Dwelling Unit program that will loan funds to utilize toward the creation of ADU's in exchange for Affordable Housing Restrictions and/or a Transitional Housing Rental Gap program for households facing rent increases while waiting for public housing. Such programs will increase the inventory of homes restricted to low-moderate income households.						

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Facilitate Homeownership	2020	2024	Affordable Housing	City-wide	Homeownership Assistance	CDBG: \$120,000	Direct Financial Assistance to Homebuyers: 14 Households Assisted
Goal Description	Help to make homeownership attainable for low and moderate income households by offering downpayment assistance, facilitating counseling through a qualified training program, and coordinating access to additional resources, including programs offered by Massachusetts Housing Partnership (MHP) and MassHousing.						
Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Financially Support Small Businesses	2020	2024	Non-Housing Community Development	LMI Areas Downtown City-wide	Economic Development	CDBG: \$250,000	Jobs created/retained: 21 Jobs
Goal Description	<p>Work with business owners to help finance small projects or to assist with gap financing of larger projects to help create and retain jobs and to promote economic growth.</p> <p>Provide low-interest loans and grants for commercial, industrial or mixed-use projects, including microenterprise assistance, commercial revitalization, or undertake storefront improvement.</p>						
Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Offer Business Technical Assistance	2020	2024	Non-Housing Community Development	LMI Areas Downtown City-wide	Economic Development	CDBG: \$813,250	Jobs created/retained: 10 Jobs
Goal Description	<p>Provide technical assistance to small business owners to help them with managing or growing their business, including the provision of programs targeted toward low-income, minority and female entrepreneurs. Through the City's Economic Development Planner or by funding technical assistance through City partners, assist with new business location or existing business relocation, navigating the permitting process, accessing available loan programs, design guidance, tax increment financing, and planning.</p> <p>Work in collaboration with partner entities such as Salem Main Streets Initiative, Salem Partnership, Salem Chamber of Commerce, North Shore CDC, Destination Salem, SBA Small Business Development Center and Salem State University Assistance Corporation Enterprise Center to increase economic opportunity in Salem.</p>						

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Provide Community Support Services	2020	2025	Homeless Non-Homeless Special Needs	City-wide	Public Services	CDBG: \$879,680	Public service activities other than Low/Moderate Income Housing Benefit: 45,000 Persons Assisted
Goal Description	<p>Increase access to jobs, education, health and wellness, recreation, and health and social services activities. The City seeks to provide a variety of social service programs and continue support of nonprofit community development agencies. Objectives include:</p> <ul style="list-style-type: none"> • Strengthening the community through services such as transportation and public safety; • Supporting access to housing through advocacy, emergency rental assistance, homelessness prevention, and fair housing assistance; • Improving health and well-being through programs such as nutrition, mental health services, substance abuse prevention and treatment, and recreation; • Fostering economic self-sufficiency through education, job training, employment counseling, child care, legal assistance, and services for immigrants. <p>Target populations include, but are not limited to, persons with HIV/AIDS, victims of domestic violence, elderly and frail elderly, minorities, non-English speaking residents, residents of public assisted housing, youth, and persons with disabilities.</p>						

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Invest in Parks Infrastructure & Public Facilities	2020	2024	Non-Housing Community Development	LMI Areas City-wide	Neighborhood Public Facilities and Infrastructure	CDBG: \$1,313,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 17,600 Persons Assisted
Goal Description	<p>Invest in neighborhood infrastructure and public facilities. Park and playground improvements, street paving, new sidewalks, crosswalks, traffic/pedestrian improvements, safety/security, accessibility, public art, trash receptacles, tree planting, signage, and bike paths are examples of neighborhood improvement activities.</p> <p>The City will continue to assess and clean up environmental contamination, to strengthen its public facilities, such as public safety buildings, schools, and the Community Life Center, to enhance climate change resiliency efforts, and to implement improvements identified through planning initiatives for the Point and other LMI neighborhoods.</p> <p>The City may also undertake activities along the South River to improve the livability of the Point Neighborhood, such as coordinating improvements with Peabody Street Park, enhancing the lighting or addressing safety security concerns along the Harborwalk. This may help to spur public and private investment for economic development and assist in the elimination of slum/blight. Expansion of Lifebridge homeless day center or creation of new homeless facilities may also be considered.</p>						
Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Improve Downtown Slums/Blight Area	2020	2024	Non-Housing Community Development	Downtown	Downtown Public Facilities and Infrastructure	CDBG: \$173,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 4,735 Persons Assisted
Goal Description	<p>Salem will continue to work toward the implementation of the Salem Downtown Renewal Plan, including historic preservation, public art and other improvements that help discourage neglect and disinvestment and eliminate slum/blight. This will be accomplished through infrastructure improvements to support the Downtown Renewal Area and complement ongoing Economic Development activities. Projects may include but not be limited to street & sidewalk improvements, tree planting, trash receptacles, traffic/pedestrian improvements, bike paths, accessibility, lighting, public art, signage and open space improvements, as well as improvements to public facilities and public infrastructure.</p>						

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Planning and Administration	2020	2024	Planning & Administration			CDBG: \$1,151,360	
Goal Description	The City will continue to undertake the planning and general administration necessary to manage the CDBG program and to carry out studies and initiatives that address specific community needs and strategies.						

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

Affordable housing projects to be assisted with CDBG will create at least 6 new units to serve low- and moderate-income families and individuals in the next five years.

In addition, affordable housing projects currently in the pipeline using HOME and/or CPA funds will create at least 21 new units to serve low- and moderate-income families and individuals in the next five years.

Also, starting with HOME funds, the City hopes to create new housing programs, such as an Accessory Dwelling Unit program that will loan funds to be utilized for the creation of ADU's in exchange for Affordable Housing Restrictions and/or a Transitional Housing Rental Gap program for households facing rent increases while waiting for public housing. Estimated LMI households to be served would be 8. The City Council is currently reviewing an Inclusionary Zoning Ordinance. If adopted, it will create an increase in the inventory of homes restricted to low-moderate income households.

The City will also undertake the planning and general administration necessary to manage the CDBG program and to carry out studies and initiatives that address specific community needs and strategies. It is anticipated that the funding will be \$1,151,360 over the five years.

SP-65 Lead-based Paint Hazards - 91.415, 91.215(i)

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

The Salem Board of Health provides information regarding the proper disclosure of lead paint and lead hazards to property owners renting residential housing units. As necessary, the Board of Health will also notify area realtors of new or amended regulations regarding lead-based paint. In Salem, a property owner is required to obtain a Certificate of Fitness inspection when an apartment becomes vacant. These inspections are conducted to ensure compliance with the State Sanitary Code for Housing. Board of Health personnel are licensed Lead Paint Determinators. Should the Board receive a call from an occupant who is concerned that there may be lead-based paint in their apartment, potentially affecting their child(ren) under the age of six(6), a Board of Health Sanitarian is able to conduct a Lead Determination. If a lead paint hazard(s) is detected during the determination, an order to correct that hazard(s) is sent to the property owner. The order requires the property owner to bring the property into compliance with the State Lead Law. The Board ensures compliance with the order and, if necessary, will begin legal proceedings against the property owner to gain compliance. The results of all lead determinations are reported to the MA Childhood Lead Poisoning Prevention Program. Residents who have questions about lead-based paint and the MA Lead Law can contact the Salem Board of Health.

In cooperation with the State of Massachusetts and other municipal departments, the City, through the DPCD, actively works to reduce lead-paint hazards in pre-1978 housing occupied by lower-income households through the City of Salem's Housing Rehabilitation Loan Program. Through the City's CDBG-funded Housing Rehabilitation Loan and the State-funded Get the Lead Out Programs, the City provides loan funds for qualified applicants for lead testing, hazard reduction and abatement activities, and temporary relocation reimbursements. Lead-based paint hazard control measures are consistent with the federal Title X requirements and State lead based paint regulations. MassHousing's Get the Lead Out Program is also available to homeowners of 1-4 family properties, as well as for non-profits and for investor-owners that rent to income-eligible households. As a Local Rehabilitation Agency (LRA) for the *Get the Lead Out Program*, Salem is responsible for intake of application information, technical assistance, working with the applicant through the construction process and acting as the escrow agent for the loan funds.

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

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

More than 80 percent of the housing structures in Salem were constructed prior to 1980, and may contain lead paint, which was prohibited for residential use in 1978. Despite the age of the city's housing stock, the rate of lead poisoning in Salem is low. Over the past five years there have been an average of 3 cases of lead poisoning per year among children who were screened, or 2.8 per 1,000, compared with

a statewide average of 3.3 cases per 1,000. The rate of lead poisoning has improved considerably since the early 2000's when Salem averaged 18 cases per year, or 13.6 cases per 1,000 children tested, compared to a statewide average of 11.3 cases per 1,000.

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

See above.

SP-70 Anti-Poverty Strategy - 91.415, 91.215(j)

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

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

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

See above.

Education

The City has used state funding to renovate and improve its educational facilities and provide school-age children with an environment conducive to learning, providing different models and configurations to serve diverse student needs and abilities through five K-5 elementary schools, one K-8 school, one middle school, and two alternative high schools in addition to one traditional high school. The district also includes an Early Childhood Center with pre-K and K instruction. Schools partner with entities such as Salem State University, the Boys & Girls Club, arts organizations, and other community resources to provide enrichment and supplemental instruction to students. The City of Salem also receives federal Title I support that provides supplemental educational opportunities for children who are at most risk of failing to meet performance standards.

A 2017 Strategic Plan by the Salem School Department identify goals and strategies to equip Salem students for future economic growth and vitality, building adaptive skills such as critical thinking, creativity, communication, and collaboration. The Plan identified core principles or pillars around which to organize the work of the district, including 1) creating a vibrant K-12 teaching & learning ecosystem, 2) reimagining the high school experience, 3) nurture staff leadership & empowerment, and 4) strengthen family & community engagement.

Salem has used CDBG funds to support and supplement the educational resources offered through the public schools, contributing to programs such as after school enrichment and teacher home visits through the school district, as well as programs administered by non-profit agencies such as school-aged

childcare and homework help programs at the YMCA and Boys & Girls Clubs, preschool playgroups for children with physical and developmental disabilities through Aspire Developmental Services, a college-ready program through LEAP for Education and a college savings program through Inversant to facilitate financial planning toward higher education.

The NSCDC administers a Family Stability Program that provides career counseling, financial literacy, ELL, tax return preparation, citizenship classes and FTHB education to a mainly Latino population. VOCES provides GED and Citizenship classes to lower income Latino residents. It is anticipated that these or similar programs will be assisted over the next five years.

Job Training and Employment Resources

Salem is home to several organizations which provide economic development and workforce development in Salem, aiding low income persons access to higher-paying jobs and creating sustainable employment opportunities. The City provides CDBG funds to LEAP for Education which provides college ready and career services, to VOCES which provides free GED and Citizenship classes in order to open the doors to more economic opportunities, and to the North Shore CDC's Family Stability Program that provides career counseling. CDBG funding also supports small businesses through loans and storefront improvements, as well as small business technical assistance provided through the Salem Main Streets Program and the North Shore CDC Small Business Engagement Program. In addition, the NSCDC also runs a Youthbuild program, which provides education and workforce development for youth ages 16-24, a Students Taking Action in Community Development First Jobs program (Youth ages 14-21), Adult Education Classes (High School Equivalency Diploma 18 years and older), Small Business Engagement, English Language Learners Classes and U.S Citizenship Classes.

The City of Salem is the lead out of the 19 communities that comprise the North Shore Workforce Board (NSWB) region, and Salem's DPCD Director is a board member. The board serves as the oversight and policy-making body for federally funded employment and training services in the region. The board also has the broader role of addressing critical labor market issues and developing strategic partnerships with local leaders in economic development, the K-12 and higher education system, government agencies, chambers of commerce, and community-based and labor organizations. The board charters and oversees a one-stop career center, MassHire North Shore Career Center, located in Salem, with satellite offices throughout the North Shore, which is the mandated system for delivery of workforce services to job seekers and businesses. MassHire services include career guidance, job search workshops and assistance, and education and training opportunities, as well as the F1rstJobs Summer Jobs initiative for North Shore teens.

Furthermore, the City has developed the *City of Salem Commercial Design Guidelines* to help business and property owners with appropriate design. Copies are free at the DPCD office or on the City's website.

Additional organizations that provide employment or business resources include the Enterprise Center at Salem State University which provides workforce training, the New Liberty Charter School which

provides academic skill, employability and personal stability programs for homeless or at-risk students, and Destination Salem and the Salem Chamber of Commerce which promote economic Development in the city to ensure a diversity of employment opportunities.

Affordable Housing

High housing costs and low-wage jobs continue to hinder the efforts of some to climb out of poverty. The City of Salem is committed to working with housing providers and social service agencies to provide safe, secure, suitable, and appropriate affordable housing opportunities to very-low, and low- and moderate-income households. The City has established partnerships with agencies such as the Salem Housing Authority, NSCAP, the North Shore HOME Consortium, Harborlight Community Partners and the NSCDC which increase its success at bringing affordable housing and related services to its residents.

The North Shore HOME Consortium's goal is to expand the regional supply of affordable housing through the acquisition, rehabilitation, and new construction of rental units, homeownership assistance and housing rehabilitation, and housing options for special needs populations and the homeless. The DPCD is one of thirty member communities receiving a formula allocation of HOME funds. Salem is committed to distributing its HOME funds to programs that provide assistance to those in need of affordable housing. Some examples of HOME assistance in Salem include funds for the City's own Housing Rehabilitation Loan Program, acquisition and redevelopment of affordable housing by the NSCDC (a CHDO) and HarborLight Community Partners and rental down payment assistance or tenant based rental assistance programs provided by NSCAP or Citizens for Adequate Housing. 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 NSCDC and NSCAP. CHDOs are focused on changing the social and environmental factors that foster poverty and on motivating low-income residents to take control of their future and the future of their neighborhoods. Located in the Point Neighborhood, NSCDC works to increase the supply of affordable housing through acquisition and rehabilitation projects. The CDC also provides homeownership counseling and workshops, as well as life skills and career training programming to help clients achieve economic stability.

Salem's Housing Coordinator periodically participates in regional workshops and forums to address issues around fair housing, equal access, housing rights, and first time homebuying, and other housing concerns that impact low income residents, sponsored by agencies such as the Salem Council on Aging, North Shore CDC, CHAPA and NSCAP, as well as local banking institutions.

Social Services

Through CDBG, the City funds 20-25 non-profit social service programs annually. Through an annual competitive funding round, Salem financially supports programs that provide services to help families meet the costs of living, promote family self-sufficiency, serve special populations and/or provide crisis

intervention assistance – in essence, programs that work to break the cycle of poverty. Along with the many programs that help directly with housing and household expenses, CDBG funds support several programs which indirectly assist with housing in many ways such as increased pay (i.e. job training, ESL programs) and decreased monthly expenditures (i.e. child care and food programs) so households can better afford rent or mortgages. There are also many non-CDBG funded programs available to Salem residents to help households overcome various obstacles to self-sufficiency.

NSCAP is the designated anti-poverty agency for Salem, Peabody, Beverly and Danvers. They provide social services that enable low-income families and individuals to obtain skills and knowledge they need to become economically self-sufficient, civically engaged, and to live in dignity and decency. The agency provides an array of services in the areas of Education and Training, Economic Stabilization, Housing and Homelessness Prevention, Energy Services, and Home Care. Programs include ESOL, Elder Home Health Care, Fuel Assistance, Energy Weatherization Assistance, short term subsidies, as well as assistance with the preparation of applications for benefits such as MassHealth, food stamps/SNAP, Fuel Assistance, and Social Security.

SP-80 Monitoring - 91.230

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

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

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

All First-Time Homebuyer Downpayment Assistance Loan Program properties and Housing Rehabilitation Loan Program properties receive on-site inspections. Rehabilitation projects must meet current housing codes and non-emergency projects must meet Housing Quality Standards (HQS). All tenant based rental assistance provided with HOME funds requires an inspection with a HQS report. Housing staff maintain a comprehensive written manual detailing program procedures and policies, as well as a master spreadsheet that tracks all loan details for the First-Time Homebuyer Downpayment Assistance Loan Program and the Housing Rehabilitation Program, including period of affordability, discharge dates, rent restrictions and monitorings. The City monitors rehabilitation projects with rental affordability restrictions annually for the duration of the affordability period.

A quarterly report is provided to the City's Finance Department on new loans issued, loan status and loan discharges. There is also a Loan Management Policy for dealing with delinquent or in default housing or economic development loans. The DPCD reconciles its general ledger to IDIS monthly.

Economic Development and Neighborhood Improvement projects use a checklist developed by the DPCD to ensure that floodplain management, environmental review, Section 3, minority outreach, procurement and debarment regulations are identified for applicability and documented.

Monitoring of job creation is determined by the time period in the funding Agreement.

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

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

Additionally, the City ensures long-term compliance with program requirements, including minority business outreach and comprehensive planning requirements, in several ways. In particular, the DPCD has a Monitoring Plan, Section 3 Plan and Minority Outreach Procedures in place that allows the City to track whether long-term goals are being met.

Appendix - Alternate/Local Data Sources

1	Data Source Name ACS 2013-2017
2	Data Source Name 2018 Employment ES-202
	List the name of the organization or individual who originated the data set. Massachusetts Executive Office of Labor and Workforce Development (EOLWD)
	Provide a brief summary of the data set. Average Employment by Industry
	How comprehensive is the coverage of this administrative data? Is data collection concentrated in one geographic area or among a certain population? City of Salem
	What time period (provide the year, and optionally month, or month and day) is covered by this data set? 2013
	What is the status of the data set (complete, in progress, or planned)? Complete
3	Data Source Name Assessor's Data, 2019
	List the name of the organization or individual who originated the data set. City of Salem Assessing Department
	Provide a brief summary of the data set. Value, physical characteristics, and ownership information pertaining to all real property in the city.
	What was the purpose for developing this data set? The Assessors are required by Massachusetts law to value all real and personal property within the City.
	How comprehensive is the coverage of this administrative data? Is data collection concentrated in one geographic area or among a certain population? Data covers all real property throughout the city.
	What time period (provide the year, and optionally month, or month and day) is covered by this data set? The data is for FY 2014.

	<p>What is the status of the data set (complete, in progress, or planned)?</p> <p>Complete</p>
4	<p>Data Source Name</p> <p>Subsidized Housing Inventory</p> <p>List the name of the organization or individual who originated the data set.</p> <p>Massachusetts Department of Housing and Community Development</p> <p>Provide a brief summary of the data set.</p> <p>List of qualifying subsidized housing units in each community in Massachusetts</p> <p>What time period (provide the year, and optionally month, or month and day) is covered by this data set?</p> <p>November, 2019</p>
5	<p>Data Source Name</p> <p>Massachusetts DOR Municipal Databank</p> <p>List the name of the organization or individual who originated the data set.</p> <p>Massachusetts Department of Revenue Division of Local Services</p> <p>Provide a brief summary of the data set.</p> <p>Property tax valuation, tax rates, and property tax levy data for each community in Massachusetts</p>
6	<p>Data Source Name</p> <p>Consolidated Plan Survey</p> <p>List the name of the organization or individual who originated the data set.</p> <p>Salem Department of Planning and Community Development</p> <p>Provide a brief summary of the data set.</p> <p>This survey was undertaken as part of the public participation process for preparation of the 2020-2024 Consolidated Plan.</p> <p>What was the purpose for developing this data set?</p> <p>The purpose of the survey was to obtain input on housing, economic development needs, and quality of life for Salem residents and businesses.</p> <p>Provide the year (and optionally month, or month and day) for when the data was collected.</p> <p>The survey was collected from September 19 through October 28, 2019.</p> <p>Briefly describe the methodology for the data collection.</p> <p>The online survey was provided in English and Spanish.</p>

	<p>Describe the total population from which the sample was taken.</p> <p>The survey targeted people who live or are employed in Salem. It was publicized directly to participants in neighborhood meetings and focus groups, through posting on City of Salem website, and distributed through social service providers & neighborhood associations to their members and stakeholders.</p>
	<p>Describe the demographics of the respondents or characteristics of the unit of measure, and the number of respondents or units surveyed.</p> <p>Overall, 454 people completed the survey in English, and 1 person completed it in Spanish. The vast majority of respondents are Salem residents from neighborhoods throughout the city, representing a broad range of incomes and household types.</p>

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Appendix – LMI Map



City Of
SALEM

Low to Moderate Income Areas

Effective April 1, 2019

1 inch equals 2,100 feet

