



# **Community Development Block Grant Entitlement Communities Program**

## **Consolidated Annual Performance Evaluation Report Program Year 2016**

**Prepared by the City of Watertown  
Planning & Community Development Department  
245 Washington Street  
Watertown, NY 13601**

**Submitted – September 26, 2017**

## **CR-05 - Goals and Outcomes**

### **Progress the jurisdiction has made in carrying out its strategic plan and its action plan.**

#### **91.520(a)**

Program Year 2016 was the third year the City of Watertown (City) participated as an Entitlement Community in the Community Development Block Grant (CDBG) Program administered by the U.S. Department of Housing and Urban Development (HUD). It was also the first year of our 5-year Consolidated Plan that covers Program Years 2016-2020. Staff made significant accomplishments this year in carrying out the Strategic Plan and Annual Action Plan. While previous years were spent learning about the various program requirements and regulations, this year staff was able to focus on conducting environmental reviews and carrying out the projects proposed in the Annual Action Plan. Staff also made significant progress in initiating and completing projects from Program Years 2014 and 2015.

The City's current strategic plan identifies several high priority needs, including provisions for decent affordable housing, homeownership, public infrastructure improvements, blight elimination, economic development, fair housing education, targeted public services and homeless prevention. These needs are addressed by several goals including neighborhood stabilization and revitalization, affordable housing rehabilitation, increasing homeownership opportunities, job support and creation, fair housing education, supporting public services and homeless assistance.

### **Assess how the jurisdiction's use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan, giving special attention to the highest priority activities identified.**

Staff made significant accomplishments in carrying out our Strategic Plan and Annual Action Plan. The sidewalk program continued to progress as the City implemented Phase 2 of the Near East and East Target Area Sidewalk Construction Project. The City also initiated the ADA Accessible Sidewalk Ramp Construction Project and completed the Point-In-Time Count Outreach and Education Initiative. Further discussion on the City's progress in each of the programmatic areas is below.

#### **Goal 1. Neighborhood Stabilization and Revitalization**

To accomplish the goal of Neighborhood Stabilization and Revitalization, the City identified several projects in our 2014, 2015 and 2016 Annual Action Plans. In **PY 2014**, three projects were planned to accomplish this goal, two of which have been previously completed. The third project was a blight removal project. While preliminary work began on the Blight Removal Program in PY 2014 with the completion of an environmental review and a draft request for proposals, work did not progress on this project in PY 2015. In PY 2016, the scope of the project was changed slightly and the environmental review had to be redone. Work started on the Environmental Assessment for this project during PY 2016. Under this project, the City is proposing the demolition of two blighted residential properties located at 158 and 166 Academy Street, located just south of the City's Downtown Target Area. One of the buildings is a 4-unit residential property and the other is a single family home. The City has recently acquired both of the properties for back taxes. The properties are in very poor condition and the house

at 158 Academy Street is full of black mold contamination, which presents a threat to the public. While our 2015 CAPER anticipated that the City would complete this work during PY 2016, the project was not advanced due to staffing changes that occurred within the department, which will be described in a later section of this report. We now anticipate that the project will be completed during PY 2017.

In **PY 2015**, the City proposed four projects to accomplish the goal of Neighborhood Stabilization and Revitalization, including a sidewalk project, a tree-planting project, a playground improvement project and an ADA ramp replacement project. The Near East and East Target Area Sidewalk Construction Project Phase 1 started in PY 2015 and continued in PY 2016. Accomplishments in PY 2016 included installing guide rail between the edge of the road and the trail. The project is nearly complete, however a conflict with a failing section of storm-sewer pipe delayed the completion of the project. The storm-sewer pipe is scheduled to be repaired early in Fiscal Year (FY) 2017 which will allow the completion of the trail section by the fall of 2017. When complete, the project will provide residents with better access to the Waterworks Park recreational facility and will expand the sidewalk network in this area. The intent of the project was to fill in notable gaps in the pedestrian infrastructure by constructing sidewalks where none currently exist. The project allowed the City to help address an important Non-Housing Community Development need identified in our Consolidated Plan which is to ensure pedestrian safety by assisting with the construction of sidewalks where there are gaps in the system.

The second PY 2015 project that was proposed was the Huntington Street Tree Planting Project in the City's East target area. This project was completed in PY 2016 with 28 new street trees being planted along Huntington Street and Walker Avenue as part of the project. Trees were planted in the 1300 to 1600 Blocks of Huntington Street and along the north end of Walker Avenue. The project followed sidewalk construction work in this area that was described above. The addition of trees will help meet an important need identified in the City's Consolidated Plan by improving the overall aesthetic quality of the community and improving the pedestrian experience.

One PY 2015 project that was not initiated was the proposed Near East Target Area Playground Improvement Project. The project will include major upgrades to both the Academy Street Playground and the North Hamilton Street Playground such as sidewalks, fencing, landscaping, site amenities and playground equipment. The project was not advanced due to staffing changes that occurred within the department that will be described in a later section of this report. It is now anticipated that the project will be completed during PY 2017.

Progress continued on the ADA Accessible Ramp Construction Project Phase 1, implementation of which began in PY 2015. This was the fourth project proposed for PY 2015 to accomplish the goal of Neighborhood Stabilization and Revitalization. The project scope consists of constructing 25 new accessible ramps in locations where either none currently exist or where the existing ramps do not comply with the current ADA PROWAG requirements. The project will help the City meet an important non-housing community development need identified in the City's Consolidated Plan, which is to ensure pedestrian safety by providing for the safe movement of the elderly and disabled by installing the

accessible ramps. The City's Department of Public Works (DPW) is performing the work in various locations throughout the City.

At the beginning of the program year, City crews had installed 15 of the 25 ADA ramps. City Crews installed an additional six ADA ramps during PY 2016 to bring the total completed to 21. The City expects the remaining four ramps, which are all at the same intersection, to be installed by the end of PY 2017, thus completing the project.

In **PY 2016**, the City proposed four projects to accomplish the goal of Neighborhood Stabilization and Revitalization, including two sidewalk projects, an ADA ramp replacement project and a bus shelter replacement and improvement project. The Near East (Huntington St.) Sidewalk Project-Phase 2 consists of sidewalk reconstruction along Huntington Street, between Michigan Avenue N and Hamilton Street N. The intent of the project is to improve the pedestrian infrastructure in this area by reconstructing the sidewalks to provide safe and ADA accessible sidewalks. This is the second phase of sidewalk construction along the street which will improve sidewalks that are in extremely poor condition. During PY 2016, the project began with the completion of the Environmental Review for the project. Construction began in May of 2017 and City DPW crews were able to reconstruct sidewalks along the south side of Huntington Street, between Michigan Avenue N and McClelland Street. The objective of the project was to improve pedestrian infrastructure in this area by reconstructing sidewalks in an effort to provide safe and ADA accessible pedestrian movement. Phase 2A of sidewalk construction along Huntington Street provided 2,650 square feet or 662.5 linear feet of 5 ft. wide sidewalk along the south side of Huntington Street. With this phase of sidewalk reconstruction completed, 2,880 individuals that live within the immediate census blocks are benefiting from a safer and more accessible sidewalk network.

The Near East and East Target Area Sidewalk Construction Project occurred in 2016 along the 1300-1600 Blocks of Huntington Street and eliminated a gap in the sidewalk network. Phase 2A of the Near East (Huntington Street) Sidewalk Project continued this improvement effort along the 1100-1200 blocks of Huntington Street. Phase 2B will continue in 2018, furthering the improved sidewalk network along the south and north side of Huntington Street from McClelland Street to Hamilton Street N. Phase 3 of sidewalk construction will likely take place in 2019 effectively connecting the pedestrian network to nearby Waterworks Park located to the east of the project area and Factory Square Park located to the west.

The City also partnered with the Watertown Housing Authority (WHA) to initiate the WHA Meadowbrook Apartments Sidewalk Reconstruction Project. The project involves the reconstruction of sidewalk ramps and sidewalks at Meadowbrook Apartments along Walker Avenue and Burns Avenue. The project will replace substandard sidewalk sections and create accessible routes of travel along the streets and from the parking areas to the various buildings and apartment units. During PY 2016, the City completed the environmental review for the project and entered into a grant agreement with the WHA. The WHA completed the design plans and specifications and put the project out to bid. Bids were

received and the contract was awarded to a local contractor by the end of the program year. Construction is scheduled to begin early in PY 2017 and should be completed in the fall of 2017.

Work began on the ADA Accessible Ramp Construction Project Phase 2 in PY 2016. The project scope consists of constructing 12 new accessible ramps in locations where either none currently exist or where the existing ramps do not comply with the current ADA PROWAG requirements. The City's DPW is performing the work in various locations around the City, and as of the end of the program year, City crews had installed four of 12 ADA ramps. The City expects the remaining eight ramps to be installed by the end of PY 2017, thus completing the project.

The final project proposed for PY 2016 under the City's Neighborhood Stabilization and Revitalization Goal was the Bus Shelter Replacement and Improvements Project. This project involves the replacement of a dilapidated and undersized bus shelter located on Superior Street near the Kelsey Creek Apartment complex. In addition to upgrading the shelter, the City will construct two ADA sidewalk ramps that comply with the current ADA PROWAG requirements. This will provide an accessible route of travel from the east side of the street, adjacent to the apartment complex, to the west side of the street where the shelter is located. Staff completed an Environmental Review for this project during PY 2016. The City expects implementation to occur by the end of PY 2017.

## **Goal 2. Affordable Housing Rehabilitation**

To accomplish the goal of Affordable Housing Rehabilitation, the City identified several projects in our 2014, 2015 and 2016 Annual Action Plans, including several Owner-Occupied and Rental Housing Rehabilitation Programs. **In PY 2014**, three projects were planned to accomplish this goal, two of which have been previously completed. The third project was the 2014 Rental Rehabilitation Program which was initiated this year as the City completed the environmental review and entered into a subrecipient agreement with Neighbors of Watertown (NOW) in December 2016. NOW began sending out applications to landlords on the waiting list and started to develop potential projects. During PY 2016, two projects covering the rehabilitation of six rental units were approved by the City's Project Review Committee. Construction is slated to begin early in PY 2017 with two buildings consisting of a total of six units being rehabbed at a cost of \$150,000. Additional projects will be approved and funding will be allocated in PY 2017 and the City anticipates that the project will be completed by the spring of 2018.

**In PY 2015**, two projects were also planned to accomplish this goal. During PY 2016, the 2015 Owner-Occupied Housing Rehabilitation Program was initiated as the City completed the environmental review for the project and entered into a subrecipient agreement with Neighbors of Watertown. The City budgeted \$370,000 toward this program. In addition to completing the environmental review, two projects were approved by the Project Review Committee. The approved projects totaled \$50,000, and rehabilitation is slated to begin in July of 2017 and be completed by the end of August 2017. Additionally, the remainder of the project funds have been committed to additional projects and the City anticipates the program funding to be fully expended by the Spring of 2018.

The City also made progress on the PY 2015 Rental Housing Rehabilitation Program. The City completed the environmental review and entered into a subrecipient agreement with Neighbors of Watertown in December 2016. Neighbors of Watertown has started identifying property owners who are interested in participating in the program. During PY 17, the applicant list will be finalized, formal application(s) will be completed and approved and construction will begin. It is anticipated that this \$120,000 project will be completed in early 2018.

**In PY 2016**, two projects were planned to accomplish the City's Affordable Housing Rehabilitation goal. The 2016 Black River Apartments Project involves the funding for and development of architectural plans for the renovation of the Black River Apartments, which is comprised of seven buildings at six different locations in and around downtown Watertown. Within the seven buildings, there are 115 residential units, all of which are supported by a project based Section 8 subsidy. The buildings and apartments will be comprehensively rehabilitated to include new windows, roofs, HVAC systems, kitchens, baths, flooring in addition to exterior upgrades. The project will leverage private equity, federal low income housing tax credits and other sources of funding. This project was completed during the program 2016 year as the City conducted the environmental review and entered into a grant agreement with the owner in February of 2017. The grant was provided to the owner after the architectural plans were completed. The actual construction and rehabilitation of the units began in spring of 2017 with significant progress being made on the rehabilitation of many of the 115 apartments by the end of the program year. Several of the buildings will be completely rehabilitated by the end of 2017 with the remaining scheduled to be completed by the end of 2018.

### **Goal 3. Homeownership Assistance**

**In PY 2016**, one project was planned to accomplish the City's goal of providing homeownership assistance. The 2016 Homebuyer Program will provide grants to assist qualified low-to-moderate income individuals or households with down payment assistance toward the purchase of a new home. The project is designed to increase the opportunity for homeownership throughout the City. The City made progress during PY 2016 by completing a draft of its subrecipient agreement with Neighbors of Watertown for the project. We anticipate that the program will assist four income-eligible residents purchase homes within the City of Watertown.

### **Goal 4. Fair Housing Education**

The City entered into a Memorandum of Understanding (MOU) with CNY Fair Housing to act as the City's qualified Fair Housing Enforcement Agency. This contract and all of its associated activities represent the implementation of the 2016 Fair Housing Education Project that the City included in its PY 2016 Annual Action Plan. The contract period runs from January 1, 2017 to December 31, 2017. The scope of services includes Fair Housing Education and Marketing as well as complaint intake. The Fair Housing Education component will consist of training sessions geared toward landlords and service providers that CNY Fair Housing will conduct on October 18, 2017 in the City of Watertown. The marketing component consists of billboards and other advertisements that CNY Fair Housing bought in the City of Watertown. Finally, CNY Fair Housing is now acting as the City's Qualified Fair Housing Enforcement

Agency, and has the authority to investigate complaints and provide legal representation to victims of discrimination in any case where CNY Fair Housing determines that discrimination has occurred.

### **Goal 5. Homeless Assistance**

Another goal of the City's Strategic Plan was to provide homeless assistance to the Points North Housing Coalition (PNHC), the local Continuum of Care. The City utilized CDBG funding to assist the PNHC with its annual Point-In-Time (PIT) study of the homelessness in Jefferson, Lewis and St. Lawrence Counties, New York. The PNHC PIT Committee, in an effort to expand and improve its outreach, and continue developing innovative strategies to address homelessness in our region, organized several magnet events on the day and night of the PIT count. The events, called Home of Your Own open houses, were sponsored by local churches and agencies and were held at numerous venues throughout the region. The open houses were an opportunity for those struggling with homelessness to share food and conversation with volunteers who helped them connect with resources to secure housing and other needs. In an effort to make the Home of Your Own events as successful as possible, the PNHC and the City implemented the Point-In-Time Count Outreach and Education Initiative. The project consisted of a small marketing campaign that included producing television, radio and internet advertising that ran during the two weeks preceding the PIT Count. The advertisements were targeted toward our region's non-traditional homeless population and focused on reaching individuals who struggle with housing challenges. The ads invited people to the magnet events where they could obtain information on where to find help. This outreach and education project assisted with getting people to the planned events, where they could be included in the PIT Count. It also provided an opportunity to educate our homeless population as to where they can find help and essential services. The seven Home of Your Own open houses helped 21 people, with 5 having filled out a survey because they met the definition of literally homeless. While it is difficult to track attendees' movements once they leave the open house and therefore difficult to determine those who were provided Continuing Access to a Service or Benefit or Improved Access to a Service, this report assumes that the 5 attendees who filled out a PIT Count survey were able to access new or existing services as they were provided information on how to do so.

While attendance seemed small, the City and Points North Housing Coalition feel they have made strides increasing awareness, education and knowledge of resources in the three counties.

### **Goal 6. Public Services Support**

In response to community-driven requests that the City address the issue of bed bugs, the City, in cooperation with Cornell Cooperative Extension and the Watertown Urban Mission, conducted the Bed Bug Education and Prevention Program during PY 16. The project consisted of three separate classes over a two-day period aimed at three distinct audiences, which included landlords and property managers, social workers whose jobs take them into potentially infested units and tenants. Cornell Cooperative Extension arranged for an expert entomologist from within their organization to travel to Watertown to teach the classes. The Watertown Urban Mission promoted attendance among the local residents and social workers that their organization works with on a daily basis.

The City also purchased mattress covers and bed bug traps for citizens that attended the session aimed at tenants. The City purchased and distributed 51 mattress covers and 204 bed bug traps (51 beds x 4 traps/bed). In total, the program provided supplies to 51 bedrooms across 31 housing units. The Urban Mission assisted with the distribution of supplies.

The second project that was identified in the City's strategic plan to accomplish the goal of Public Services Support was the Watertown City School District Backpack Program. This project was completed during PY 2016 and provided funding for the Watertown City School District (WCSD) Backpack Program. The Backpack Program provided under-resourced children and their families with a backpack full of food each Friday so they had food for the weekend. This enables them to be better prepared and ready to learn when the new school week starts. The long term goals of the program include improving scores, attendance, graduation rates, etc. The program used \$5,000 in CDBG funding to purchase food from the Central New York Food Bank, which provided enough to fill approximately 833 backpacks and feed 20 families per week for 40 weeks.

The City worked with the Watertown City School District Backpack Committee to carry out this program at Starbuck and Ohio Elementary schools where the poverty rate for the buildings are 77% and 73% respectively. There is a need and desire to expand it to other schools within the District next program year based on funding availability. During the 2016-2017 school year, approximately 120 backpacks were filled each week and distributed to the two schools, to be given out to the families who had expressed need. Over the course of 32 weeks, a total of 3,840 backpacks of food was provided. Beyond the CDBG funding provided by the City, the program received numerous community donations, fundraisers, as well as funding through payroll donations made to the United Way.

### **Goal 7. Economic Development**

The City's 5-year strategic plan also identified an economic development goal aimed at supporting the efforts of the Watertown Local Development Corporation (WLDC), the Jefferson County Job Development Corporation and the Jefferson County Industrial Development Agency. While there were no projects during the program year that were identified to allow the City to partner with these agencies to attract business or create new jobs, the City nonetheless continues to work with these agencies throughout the year. The City's Mayor, Joseph M. Butler, Jr. and Planning and Community Development Director, Michael A. Lumbis, both serve on the WLDC Board of Directors. Future projects and funding commitments will be determined for future program years as opportunities for projects and programs arise.

### **Goal 8. Planning and Administration**

As one can conclude from various the project descriptions above, the City has been actively implementing PY 2014, 2015 and 2016 CDBG programs and projects. The City expended a total of \$73,296.72 in staff costs on Planning and Administration during the Program Year. In addition to various the project management initiatives described above, Staff developed the City's 2017 Annual Action Plan during the program year.



**Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)**

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each of the grantee's program year goals.

| Goal                              | Category             | Source / Amount | Indicator  | Unit of Measure        | Expected – Strategic Plan | Actual – Strategic Plan | Percent Complete | Expected – Program Year | Actual – Program Year | Percent Complete |
|-----------------------------------|----------------------|-----------------|--|------------------------|---------------------------|-------------------------|------------------|-------------------------|-----------------------|------------------|
| Affordable Housing Rehabilitation | Affordable Housing   | CDBG: \$        | Rental units rehabilitated   | Household Housing Unit | 129                       | 0                       | 0.00%            | 115                     | 0                     | 0.00%            |
| Affordable Housing Rehabilitation | Affordable Housing   | CDBG: \$        | Homeowner Housing Rehabilitated  | Household Housing Unit | 46                        | 0                       | 0.00%            | 10                      | 0                     | 0.00%            |
| Economic Development              | Economic Development | CDBG: \$        | Other  | Other                  | 1                         | 0                       | 0.00%            |                         |                       |                  |
| Fair Housing Education            | Fair Housing         | CDBG: \$        | Public service activities other than Low/Moderate Income Housing Benefit | Persons Assisted       | 0                         | 0                       |                  | 25                      | 0                     | 0.00%            |
| Fair Housing Education            | Fair Housing         | CDBG: \$        | Other  | Other                  | 125                       | 0                       | 0.00%            |                         |                       |                  |
| Homeless Assistance               | Homeless             | CDBG: \$        | Public service activities other than Low/Moderate Income Housing Benefit | Persons Assisted       | 0                         | 0                       |                  | 0                       | 0                     |                  |

|   |                                   |          |   |                     |      |      |         |      |      |           |
|---|-----------------------------------|----------|---|---------------------|------|------|---------|------|------|-----------|
| Homeless Assistance                           | Homeless                          | CDBG: \$ | Homeless Person Overnight Shelter   | Persons Assisted    | 0    | 0    |         | 0    | 0    |           |
| Homeless Assistance                           | Homeless                          | CDBG: \$ | Homelessness Prevention   | Persons Assisted    | 50   | 21   | 42.00%  | 10   | 21   | 210.00%   |
| Homeownership Assistance                      | Affordable Housing                | CDBG: \$ | Direct Financial Assistance to Homebuyers   | Households Assisted | 25   | 0    | 0.00%   | 5    | 0    | 0.00%     |
| Neighborhood Stabilization and Revitalization | Non-Housing Community Development | CDBG: \$ | Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit | Persons Assisted    | 5700 | 5116 | 89.75%  | 1700 | 5116 | 300.94%   |
| Neighborhood Stabilization and Revitalization | Non-Housing Community Development | CDBG: \$ | Buildings Demolished  | Buildings           | 2    | 0    | 0.00%   |      |      |           |
| Planning and Administration                   | Planning and Administration       | CDBG: \$ | Other   | Other               | 1    | 0    | 0.00%   | 1    | 1    | 100.00%   |
| Public Services Support                       | Non-Homeless Special Needs        | CDBG: \$ | Public service activities other than Low/Moderate Income Housing Benefit                    | Persons Assisted    | 225  | 884  | 392.89% | 85   | 884  | 1,040.00% |

**Table 1 - Accomplishments – Program Year & Strategic Plan to Date**

## CR-10 - Racial and Ethnic composition of families assisted

Describe the families assisted (including the racial and ethnic status of families assisted).

91.520(a)

|   | CDBG         |
|---|--------------|
| White                                     | 4,067        |
| Black or African American                 | 204          |
| Asian                                     | 26           |
| American Indian or American Native        | 0            |
| Native Hawaiian or Other Pacific Islander | 0            |
| <b>Total</b>                              | <b>4,297</b> |
| Hispanic                                  | 116          |
| Not Hispanic                              | 4,181        |

**Table 2 – Table of assistance to racial and ethnic populations by source of funds**

### Narrative

The total families assisted during the 2016 Program Year was 4,297. These families were mainly assisted as a result of our Near East (Huntington St.) Sidewalk Project – Phase 2 and the ADA Accessible Sidewalk Ramp Construction Project – Phase 2. This work was primarily completed within the Near East Target Area. The geographic area of the project was large resulting in a large number of families assisted. The race and ethnic breakdown is as shown above in Table 2.

## CR-15 - Resources and Investments 91.520(a)

### Identify the resources made available

| Source of Funds | Source | Resources Made Available | Amount Expended During Program Year |
|-----------------|--------|--------------------------|-------------------------------------|
| CDBG            | CDBG   | 801,322.00               | 249,945.88                          |
| HOME            | HOME   |                          |                                     |
| HOPWA           | HOPWA  |                          |                                     |
| ESG             | ESG    |                          |                                     |
| Other           | Other  | 117,194.00               | 117,194.00                          |

**Table 3 - Resources Made Available**

### Narrative

The resources made available to the City of Watertown for Program Year 2016 were through the Community Development Block Grant Program administered by the U.S. Department of Housing and Urban Development. These funds included the balance of the City's PY 2014 and 2015 grants and the entire PY 2016 grant. Also included was \$117,194.00 in program income.

### Identify the geographic distribution and location of investments

| Target Area | Planned Percentage of Allocation | Actual Percentage of Allocation | Narrative Description            |
|-------------|----------------------------------|---------------------------------|----------------------------------|
| Downtown    | 10%                              | 17.5%                           | Black River Apts. Project        |
| East        | 25%                              | 9.6%                            | Sidewalks Phase 1, Tree Planting |
| Near East   | 20%                              | 14.4%                           | Sidewalks Phase 2, Ramps         |
| Near West   | 10%                              |                                 |                                  |
| Northeast   | 15%                              | 5.8%                            | Black River Apts. Project        |
| Northwest   | 10%                              |                                 |                                  |
| West        | 10%                              |                                 |                                  |

**Table 4 – Identify the geographic distribution and location of investments**

### Narrative

The City spent \$64,285.71 in the Downtown Target Area and \$21,428.57 in the North East Target Area for the Black River Apartments Project. In the Near East Target Area, the City spent \$84,396.22 on the Near East and East Target Area Sidewalk Construction Project Phases 1 and 2 and the ADA Accessible Sidewalk Ramp Construction Project Phase 1.

## **Leveraging**

**Explain how federal funds leveraged additional resources (private, state and local funds), including a description of how matching requirements were satisfied, as well as how any publicly owned land or property located within the jurisdiction that were used to address the needs identified in the plan.**

The Black River Apartment project will be rehabilitating 115 units of rental housing, in seven buildings at six different locations throughout the City. The City was a partner in the project, providing \$150,000 in CDBG funds to pay for a portion of the architectural and engineering design fee. The architectural and engineering designs for the project were completed and the CDBG funding was drawn down in PY 2016, however the construction is still underway and will not be completed until 2018. CDBG funds helped the project's developer leverage millions of dollars in financing to complete the project. The CDBG funding was instrumental in making the project's financing work and helped leverage several sources of funding for the project including Federal low income housing tax credits, State funding and private investment. At the conclusion of the project, a final total of the funding that was leveraged for this project will be provided.

The Watertown City School District Backpack program leveraged nearly \$15,000 in local funding during the 2016-2017 school year. While the CDBG funding for the project was \$5,000, the total cost of the program for the year was approximately \$19,500. Additional funds were provided through community donations and fundraisers.

## CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

|  | One-Year Goal | Actual   |
|--|---------------|----------|
| Number of Homeless households to be provided affordable housing units      | 0             | 0        |
| Number of Non-Homeless households to be provided affordable housing units  | 4             | 0        |
| Number of Special-Needs households to be provided affordable housing units | 0             | 0        |
| <b>Total</b>   | <b>0</b>      | <b>0</b> |

Table 5 – Number of Households

|  | One-Year Goal | Actual   |
|--|---------------|----------|
| Number of households supported through Rental Assistance             | 0             | 0        |
| Number of households supported through The Production of New Units   | 0             | 0        |
| Number of households supported through Rehab of Existing Units       | 125           | 0        |
| Number of households supported through Acquisition of Existing Units | 0             | 0        |
| <b>Total</b>   | <b>125</b>    | <b>0</b> |

Table 6 – Number of Households Supported

### Discuss the difference between goals and outcomes and problems encountered in meeting these goals.

Program Year 2016 was the third year that the City participated as an Entitlement Community in the CDBG Program administered by HUD. Staff continued to spend time learning about the various program requirements and regulations and conducting environmental reviews and completing subrecipient agreements for our various housing rehabilitation programs. While no units were rehabilitated during the program year, the City has four subrecipient agreements in place with Neighbors of Watertown and expects to make significant progress during PY 2017 on rehabilitating both owner occupied and rental units. In addition, the City supported the Black River Apartments Project by providing funding for

architectural and engineering fees. This project, which is now underway, will result in the rehabilitation of 115 units. This project is scheduled to be substantially complete by the end of the program year.

The City fell short of the affordable housing rehabilitation goals primarily because of significant staffing changes that occurred within the Planning and Community Development Department. In March of 2016, the City's longtime Planning and Community Development Director retired and the department dropped in staffing to three people for the remainder of the program year. The department was fully staffed in late July of 2017, but again dropped to three people when one of our planners resigned in September. By November of 2017, the vacancy was filled but the staffing turnover caused delays in project implementation and was the primary reason why the City fell short of these goals and did not make more progress during PY 2016.

**Discuss how these outcomes will impact future annual action plans.**

The delays encountered during the City's first three years as an Entitlement Community under CDBG have caused the City to become behind schedule on some of our planned programs and projects. The delays will make the workload in Program Year 2017 busier, but should not impact future annual action plans in any significant way. The City may look to simplify our annual action plan for 2018 by limiting some of the smaller projects, but we will be able to continue to implement our strategic plan without any problems.

**Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine the eligibility of the activity.**

| <b>Number of Households Served</b> | <b>CDBG Actual</b> | <b>HOME Actual</b> |
|------------------------------------|--------------------|--------------------|
| Extremely Low-income               | 0                  | 0                  |
| Low-income                         | 0                  | 0                  |
| Moderate-income                    | 0                  | 0                  |
| <b>Total</b>                       | <b>0</b>           | <b>0</b>           |

**Table 5 – Number of Households Served**

**Narrative Information**

In PY 2016, there were no households that were provided affordable housing units and no households supported through rehabilitation of existing housing. While many of the City's housing rehabilitation programs are now underway, no projects were completed during the program year.

## **CR-25 - Homeless and Other Special Needs 91.220(d, e); 91.320(d, e); 91.520(c)**

**Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:**

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

A goal of the City's 5-Year Strategic Plan is to provide homeless assistance to the Points North Housing Coalition (PNHC), the local Continuum of Care. The City was successful in utilizing CDBG funding to assist the PNHC with its annual Point-In-Time (PIT) study of the homelessness in Jefferson, Lewis and St. Lawrence Counties, New York. In an effort to continue to develop innovative strategies to address homelessness in our region and specifically expand and improve its outreach and methodology during the PIT count, the PNHC PIT Committee organized several magnet events on the day and night of the PIT count. The events, called "Home of Your Own" open houses, were sponsored by local churches and agencies and were held at numerous venues throughout the region. The open houses were an opportunity for those struggling with homelessness to share food and conversation with volunteers who helped them connect with resources to secure housing and other needs.

In an effort to make the Home of Your Own events as successful as possible, the PNHC and the City implemented the Point-In-Time Count Outreach and Education Initiative. The project consisted of a small marketing campaign that included the production of television, radio and internet advertising that ran during the two weeks preceding the PIT Count. The advertisements were targeted toward our region's non-traditional homeless population and focused on reaching individuals who struggle with housing challenges. The ads invited people to the magnet events where they could share food and conversation and obtain information on where to find help. This outreach and education project assisted with getting people to the planned events, where they could be included in the PIT Count. It also provided an opportunity to educate our homeless population as to where they can find help and essential services. The seven Home of Your Own open houses helped an aggregate 21 people, with 5 having filled out a survey while they were at the event.

In addition, the City has continued to attend quarterly meetings of the PNHC and attends monthly PNHC PIT Committee conference calls.

### **Addressing the emergency shelter and transitional housing needs of homeless persons**

Emergency shelter and transitional housing needs of homeless persons in the area are addressed by PNHC, the local Continuum of Care who work with the Department of Social Services as well as area non-profits. City Staff attends quarterly meetings of PNHC and attends monthly PNHC Point-In-Time Committee conference calls to continue to stay engaged on the strategies being used to combat homelessness in the City and surrounding areas.



**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

PNHC, the local Continuum of Care, and its member agencies assist low-income and extremely low-income individuals and families in avoiding becoming homeless. The PNHC has developed a discharge plan to assist those who are likely to become homeless after being discharged from publicly funded institutions and systems of care such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions. Additionally, the PNHC has a Discharge sub-committee that actively works with public institutions on discharge procedures to ensure that individuals have housing upon release. Much progress has been made in the past year to institute policies and procedures area institutions to help combat post-release homelessness.

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

PNHC, the local Continuum of Care, and its member agencies assist homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living. This includes shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again.

## **CR-30 - Public Housing 91.220(h); 91.320(j)**

### **Actions taken to address the needs of public housing**

During Program Year 2016, the City met with representatives of the Watertown Housing Authority (WHA) during the development of our 2016-2020 Consolidated Plan and our 2016 Annual Action Plan to discuss how the City could help address the needs of public housing. The result of the meeting was a proposal for a project to be included in the City's 2016 Annual Action Plan to assist the WHA with a planned sidewalk reconstruction project at the WHA's Meadowbrook Apartment Complex. The WHA Meadowbrook Apartments Sidewalk Reconstruction Project involves the reconstruction of sidewalk ramps and sidewalks at Meadowbrook Apartments along Walker Avenue and Burns Avenue. The project will replace substandard sidewalk sections and create accessible routes of travel along the streets and from the parking areas to the various buildings and apartment units.

Progress was made on this project during PY 2016 as the City completed the environmental review and entered into a grant agreement with the WHA. The WHA completed the design plans and specifications and put the project out to bid. Bids were received and the contract was awarded to a local contractor by the end of the program year. Construction is scheduled to begin early in PY 2017 and should be completed in the fall of 2017.

In addition to the above, the City has been meeting regularly since May of 2017 with the Executive Director of the WHA in addition to other local agencies such as the Development Authority of the North Country, Neighbors of Watertown and the Thousand Islands Area Habitat for Humanity to discuss housing issues within the City and potential ways to collaborate in the future to address substandard housing in the City.

### **Actions taken to encourage public housing residents to become more involved in management and participate in homeownership**

In February 2017, City of Watertown Planning Staff held a public meeting at Hilltop Towers, another WHA property, to solicit citizen input on the CDBG program. This meeting was a part of the City's public outreach process for its Annual Action Plan. The majority of attendees were residents of the tower, and WHA staff members attended as well and helped City Staff to moderate the event, giving residents the opportunity to interact directly with management.

The City did not take any direct actions during Program Year 2016 to encourage public housing residents to participate in homeownership.

### **Actions taken to provide assistance to troubled PHAs**

Not applicable.

### **CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)**

**Actions taken to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment. 91.220 (j); 91.320 (i)**

During PY 2016, no actions were taken to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment.

The City included a Homebuyer Program in its Annual Action Plan for PY 2016, which would assist qualified low-to-moderate income individuals or households with down payment assistance toward the purchase of a new home. However, this project has experienced delays in its implementation. The City hopes to report accomplishments at the end of PY 2017.

### **Actions taken to address obstacles to meeting underserved needs. 91.220(k); 91.320(j)**

During PY 2016, the City began work on our Owner-Occupied Rehabilitation and Rental Rehabilitation programs. Both programs will help to address the primary goals of our Strategic Plan to provide decent affordable housing for the underserved population. The City plans to continue the housing rehabilitation efforts in successive years as well in order to provide decent and affordable housing for the underserved populations.

### **Actions taken to reduce lead-based paint hazards. 91.220(k); 91.320(j)**

As noted above, the City is rehabilitating owner occupied and renter occupied houses in the City. For each of the houses, the City took actions to reduce lead-based paint hazards including testing for lead-based paint in each of the units, conducting a risk assessment and implementing lead-safe work practices during rehabilitation work.

### **Actions taken to reduce the number of poverty-level families. 91.220(k); 91.320(j)**

There were no actions undertaken during PY 2016 that were aimed at assisting poverty level families other than those identified above.

### **Actions taken to develop institutional structure. 91.220(k); 91.320(j)**

The City of Watertown Planning and Community Development Department remains responsible for the administration of the CDBG Program. Effective delivery of the CDBG Program requires constant communication and coordination with numerous City departments and agencies. Within the Planning and Community Development Department, CDBG duties and program areas (housing, public improvements and public services) have been divided among all staff members. This provides staff the ability to provide assistance in all program areas as the workload dictates. Additionally, an effort has

been made to involve multiple staff members in each program area so that the Department is not left in a difficult position in the event of staff changes.

In March of 2016, a key staff member left the City's employment as the Department's Planning & Community Development Director retired. The City hired a replacement for the director position, by promoting the department's Senior Planner in April. While the Director position was filled, the departmental staffing remained at three people for the remainder of the program year. The department was fully staffed in late July of 2016 with the hiring of a new Senior Planner, but again dropped to three people when one of our planners resigned in September. By November of 2016, the vacancy was filled but the staffing turnover caused delays in project implementation and reduced the Office's capacity to deliver all activities included in the PY 2016 Annual Action Plan and those projects still remaining from our PY 2014 and 2015 Annual Action Plans. As was noted in the City's 2014 CAPER, the City added another Planner position in the department, which has greatly enhanced our capacity to deliver programs included in our plan. Now that the department is fully staffed, we expect to make significant progress in implementing projects and programs in PY 2017.

**Actions taken to enhance coordination between public and private housing and social service agencies. 91.220(k); 91.320(j)**

In an effort to enhance coordination between public and private housing and social service agencies, Planning Staff regularly attends quarterly meetings of the Points North Housing Coalition (PNHC), the local Continuum of Care. In addition, Staff participates in monthly conference calls of PNHC's Point-In-Time Committee.

Staff also participates on a local housing committee as well as a housing partnership committee between the Development Authority of the North Country and local not-for-profit housing agencies. The group is working on work on an initiative to eliminate some of the "zombie" homes in the City of Watertown and at the same time, work with families living in poverty so that they can become homeowners. Collectively, it is known as the "Housing Strategy Group." This group brings together a number of local officials and not-for-profit partners that want to see the City of Watertown prosper, including eliminating poverty for this area.

**Identify actions taken to overcome the effects of any impediments identified in the jurisdictions analysis of impediments to fair housing choice. 91.520(a)**

The City of Watertown previously researched and wrote an Analysis of Impediments to Fair Housing (AI) during PY 2015. The AI identified four major impediments to fair housing in the City including the following: 1. The influence of Fort Drum and the military's Basic Allowance for Housing makes it difficult for low-income, non-military families to find affordable housing in the City and creates a bias where landlords are eager to rent to the military. 2. The City's aging substandard housing stock limits housing choice for households with small children or people with disabilities. 3. Voucher use is concentrated in parts of the city with the oldest housing stock and highest poverty rates. 4. A general lack of knowledge

about Fair Housing rights, among both tenants and housing providers, enables the persistent imposition on undue hardships on disabled residents.

In PY 2016, the City addressed Impediment No. 4 by entering into an MOU with CNY Fair Housing. As part of the scope of services in the MOU, CNY Fair Housing will conduct Fair Housing education classes in the City on September 20, 2017, geared respectively toward landlords and service providers. These classes will directly address the lack of knowledge about Fair Housing rights. Other services included in the MOU are Fair Housing advertising and CNY Fair Housing acting as the City's qualified Fair Housing Enforcement Agency.

The City completed Environmental Reviews during PY 2016 for two projects that will help to address Impediment No. 2. They include an owner-occupied housing rehabilitation program and the Black River Apartments project, which will provide funding for architectural and engineering services for a project that will renovate 115 affordable housing units.

## **CR-40 - Monitoring 91.220 and 91.230**

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

Now that the City has entered into subrecipient agreement(s) for our owner-occupied and rental rehabilitation programs, Staff will be developing and implementing an on-going monitoring program in order to ensure compliance with the requirements of the CDBG program. The monitoring process will include requiring subrecipients to submit quarterly or semi-annual reports that detail the progress made toward implementing the program and review of those reports by the City. The City may also conduct periodic on-site monitoring visits to review case files and program files to ensure compliance with all federal regulations.

## **Citizen Participation Plan 91.105(d); 91.115(d)**

**Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports.**

In an effort to provide citizens with reasonable notice and an opportunity to comment on our CAPER, the City completed several tasks according to the process outlined in our Citizen Participation Plan.

First, at its regular meeting held on August 21, 2017, the City Council scheduled a public hearing for September 18, 2017. On September 1, 2017, a notice of the public hearing was published in the local newspaper, the Watertown Daily Times. In addition to advertising the date of the public hearing, the notice stated the City's draft CAPER was available for review and public comment. The draft CAPER was finalized and made available for public inspection on September 1, 2017 at City Hall in the Planning and Community Development Department and the City Clerk's Office, the Roswell P. Flower Memorial Library and at the Watertown Housing Authority administrative offices. The CAPER was also available on the City's website. Also, on September 5, 2017, Staff issued a separate notice via email to all constituency groups and organizations identified in our Citizen Participation Plan, notifying them that the CAPER was available for review and comment. On September 18, 2017 at 7:30 p.m., the City Council held the public hearing on the draft CAPER. Staff provided a brief summary of the CAPER during the public hearing. No comments were received during the public hearing.

**CR-45 - CDBG 91.520(c)**

**Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.**

During Program Year 2016, the City of Watertown did not make any changes in the program objectives of our CDBG Program.

**Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants?**

No