

Community Development Block Grant– Entitlement Communities Program

# **Consolidated Plan**

## **Program Years 2021-2025**



Prepared by the City of Watertown Planning Department  
245 Washington Street  
Watertown, NY 13601

Adopted May 3, 2021

# **Executive Summary**

## **ES-05 Executive Summary - 91.200(c), 91.220(b)**

### **1. Introduction**

This document represents the City of Watertown's Consolidated Plan for the Community Development Block Grant (CDBG) Program for Program Years 2021-2025. It also includes the City's Annual Action Plan for Program Year 2021. The City became an Entitlement Community under the CDBG Program for the first time in 2014 and developed a two-year Consolidated Plan followed by a five-year plan covering Program Years 2016-2020. The City wrote this Consolidated Plan in conjunction with the North Country Home Consortium's Consolidated Plan. The NCHC represents a three-county area consisting of Jefferson, Lewis and St. Lawrence counties and receives annual funding from the HOME Investment Partnership program.

The City's first two Consolidated Plans focused on neighborhood stabilization and revitalization, affordable housing rehabilitation, homeownership, job support and creation, fair housing education, homeless assistance, and support of public services. The City's 2021-2025 Consolidated Plan also includes these same goals but modified slightly to reflect current needs more accurately. The plan includes an additional goal focused on the environment and quality of life. The plan has been developed through extensive public outreach and citizen participation that included numerous public meetings which were conducted over the last two years as the City developed its first ever Comprehensive Plan as well as a set of Strategic Goals and Objectives to help guide operations. A public hearing was also held in addition to outreach to numerous partner agencies identified in our Citizen Participation Plan and a City Council work session dedicated to the development of this plan.

### **2. Summary of the objectives and outcomes identified in the Plan**

As is noted above, the City developed its 2021-2025 Consolidated Plan following an extensive citizen participation and community outreach process that has enabled the City to develop a wide-ranging plan to address the community development needs of our City. The plan identifies several high-priority needs, including provisions for decent affordable housing, homeownership, public infrastructure improvements, blight elimination, environmental and quality of life enhancements, economic development, fair housing education, targeted public services, and homeless prevention.

The Strategic Plan includes several goals to address these needs including neighborhood stabilization and revitalization, affordable housing rehabilitation, increasing homeownership opportunities, environment and quality of life enrichment, job support and creation, fair housing education, supporting public services and homeless assistance.

Our Annual Action Plans will support these goals with specific projects such as improvements to public infrastructure, environmental initiatives, owner-occupied housing rehabilitation, homebuyer assistance, fair housing education initiatives, homeless assistance and projects that support the social needs identified by the community through our public outreach process.

### **3. Evaluation of past performance**

The City has participated in the CDBG Entitlement Program for the last seven years, successfully completing numerous projects that implemented the goals and objectives identified in our first two Consolidated Plans. The City focused most of its resources on addressing the primary goals of neighborhood stabilization and revitalization, affordable housing rehabilitation and increasing homeownership opportunities. Our success in implementing the neighborhood stabilization and revitalization goal over the last seven years has included the construction of multiple sidewalk replacement projects in our target areas including the multi-year Huntington Street sidewalk project, and projects on Gaffney Drive and Rutland Street North. It has also included several demolition projects that resulted in the removal of seven dilapidated residential structures. To date, the City has also replaced 70 substandard ADA ramps throughout the City that helped to improve accessibility and replaced four bus shelters at various locations. The City's neighborhood stabilization and revitalization efforts also included several tree planting projects and the replacement of two playground structures in target areas that improved recreational opportunities in their service areas.

To address our affordable housing rehabilitation goal, the City has implemented several owner-occupied housing rehabilitation and rental housing rehabilitation programs in the last several years. Since becoming an entitlement community, the City has assisted in rehabilitating 41 owner-occupied homes consisting of 49 total units and 6 rental properties consisting of 14 total units.

To increase homeownership opportunities within the community, the City has included four homebuyer assistance projects in the last five years that, to date, has resulted in 11 families becoming homeowners.

The City also partnered with developer Evergreen Partners on two large scale rental rehabilitation projects, the Maple Court Apartments Project and the Black River Apartments Project, by providing funding for a portion of the architectural and engineering design fees associated with the projects. This funding helped to leverage millions of dollars in financing including funding from the State of New York, Federal low-income housing tax credits and private funds. The Maple Court Project resulted in the rehabilitation of 92 units that make up the complex. The Black River Apartments project was comprised of seven buildings at six different locations in and around downtown Watertown. Within the seven buildings, 115 residential units were rehabilitated.

In addition, prior to becoming an Entitlement Community, the City participated in the Small Cities program, first administered by HUD and then New York State, for over 35 years. The City operated housing rehabilitation programs for most of those years. Public infrastructure projects were funded to a lesser extent and implemented a couple of economic development projects.

#### **4. Summary of citizen participation process and consultation process**

The development of the City's Consolidated Plan and Annual Action Plan included extensive outreach to several different organizations and individuals throughout the community. The City began by contacting numerous public and private agencies that provide assisted housing, health and social services, homeless services, child welfare services and other agencies that serve the low to moderate income population in the City. The City also contacted adjacent units of local government and local economic development agencies to obtain input on non-housing community development needs and priorities. In addition, the City met with representatives from the North Country HOME Consortium to discuss needs and priorities for both organizations.

During the development of our last Consolidated Plan, the City held two neighborhood meetings to obtain input from residents. While the Coronavirus pandemic did not allow for the City to hold similar meetings during the development of this plan, the City was fortunate that we had just adopted two important documents: the City's first ever Comprehensive Plan and a Strategic Goals and Objectives Plan. The citizen participation processes for these plans were extensive and included multiple public meetings and public hearings to obtain input and feedback from the community. The planning process for both documents began in late 2018 and the City Council adopted them in December 2019, just prior to the start of the pandemic. The Comprehensive Plan was funded in part with CDBG funds with the idea that the input obtained from the public during the development of the plan, along with the visions, goals and recommendations would directly tie to our 2021-2025 Consolidated Plan.

Staff also participated in meetings and conference calls to continue to seek input and discuss the needs of the community related to housing, homelessness, public facilities, infrastructure improvements, public services, economic development, and planning.

The City Council held a public hearing on March 1, 2021 to obtain input from citizens, involved agencies and interested persons on activities to be included in the Consolidated Plan and Annual Action Plan. To provide for the widest possible range of public participation, the public hearing had a virtual option in addition to the in-person public hearing held during the Council meeting.

After seeking this input, a draft Consolidated Plan and Annual Action plan was published and a 30-Day public comment period was held in order to gather additional input from citizens. The 30-Day public comment period lasted from March 27, 2021 to April 26, 2021.

The citizen participation process was extremely beneficial as it identified several community needs that were previously unknown and allowed the City to develop its Consolidated Plan and Annual Action Plan accordingly.

#### **5. Summary of public comments**

Throughout the development of the Consolidated Plan and Annual Action Plan, as well as during our public outreach process for the Comprehensive Plan and Strategic Goals and Objectives, the City received many valuable comments and suggestions from the public. The suggestions ranged from ideas

for general goals and objectives to project specific ideas for particular neighborhoods or geographic areas.

Goals included strengthening community building efforts, investing in neighborhoods, creating and improving public spaces, capitalizing on the Black River, making Watertown more attractive to developers, investors and businesses to promote economic development, ensuring the City's infrastructure is modern, safe and well maintained, taking pride in the City's appearance and preserving and enhancing the City's natural, cultural and scenic resources.

More specific project ideas included promoting a variety of housing types, forms and affordability levels, improving housing conditions by supporting city-wide and long-term housing reinvestment, improving ADA accessibility along streets, expanding and enhancing the City's park and trail system, eliminating blight and improving facilities and infrastructure.

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

All comments that were received during the citizen participation process for the Comprehensive Plan, the Strategic Goals and Objectives, the Consolidated Plan and Annual Action Plan were considered in the preparation of the draft plans. The suggestions were reviewed for common and recurring themes to help establish priorities and goals.

There were not any ideas, comments and suggestions that were not accepted. Most of the comments and suggestions received were considered and most project specific ideas could be implemented under one or more of the City goals and/or strategies, however, the City will have to prioritize those ideas to address our greatest needs.

While no public comments were received at the public hearing held on March 1, 2021 or during the 30-day public comment period, the City received valuable input during many public meetings as previously described.

## **7. Summary**

The City of Watertown developed its Consolidated Plan for Program Years 2021-2025 with an extensive citizen participation and community outreach process that has enabled the City to develop a comprehensive plan that addresses the community development needs of our City. The plan focuses on neighborhood stabilization and revitalization, affordable housing rehabilitation, homeownership, environmental enrichment, job support and creation, fair housing education, support of public services and homeless assistance.

Our 2021 Annual Action Plan includes several housing initiatives including an owner-occupied rehabilitation program, a homebuyer program and a fair housing education program. Public infrastructure improvements include sidewalk reconstruction, ADA sidewalk ramp replacement, playground improvements and tree planting. We will be expanding our efforts to address homelessness in the community and have also placed a strong emphasis on other social needs of the City by including programs to address food insecurity and hunger in the schools.

## 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.

Agency Role	Name	Department/Agency
CDBG Administrator	WATERTOWN	Planning & Community Development Department

**Table 1– Responsible Agencies**

### Narrative

The lead agency for the preparation of this Consolidated Plan was the City of Watertown through its Planning and Community Development Department.

### Consolidated Plan Public Contact Information

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

### **1. Introduction**

The City of Watertown's consultation efforts included outreach to organizations and individuals throughout the community, including citizens, municipal officials, the public housing authority, governmental agencies, non-profit agencies, economic development officials and the Continuum of Care. The City made initial contact via email with over twenty-five organizations and solicited feedback with newspaper advertisements and through a public hearing prior to developing the plan. Following the initial email outreach, City Staff participated in several follow up meetings and conference calls with interested agencies and individuals to continue to seek input and discuss the needs of the community related to housing, homelessness, public facilities, infrastructure improvements, public services, economic development, and planning.

From the winter of 2018 through winter of 2019, staff representing all City departments worked with City Council, City Manager, local stakeholders, and members of the public to create a Strategic Goals and Objectives document with the intent of improving City operations over the next decade. Elected officials and City staff invited all members of the public to attend multiple public outreach meetings in addition to a final public hearing to share thoughts and discuss strategies for improved communication, customer service, beautification, public safety and more. Through these efforts, the City's 2020 Strategic Goals and Objective Plan was produced.

As with the Strategic Goals and Objective Plan, staff worked with a wide range of individuals including City Council, City Manager, local stakeholders, and members of the public to create the City's Comprehensive Plan. Groundwork for public input began in March of 2019 through December 2019, which included robust public information planning, outreach, and neighborhood research to gain insight on how the City currently functions at the neighborhood level. Citizen input was the compass used to help set a course for the City's future.

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

The Watertown Housing Authority (WHA) is the only public housing authority in the City of Watertown. The City consulted the WHA while developing this plan and provided data on tenant characteristics, waiting lists, notable deficiencies, and unmet needs, which the City incorporated into the plan. Lewis County Opportunities administers the Housing Choice Voucher (HCV) Program in the City and was also consulted and provided important information regarding the HCV program, number of households assisted, waiting lists and shortfalls in capacity. Much of this information was integrated into the City's Analysis of Impediments to Fair Housing.

The City also sought input from private and governmental health, mental health, and human service agencies. In addition, the City obtained input from the Points North Housing Coalition (PNHC), which

serves as the Continuum of Care for the City and Jefferson County. PNHC is comprised of a broad range of members including representatives from housing and health providers and mental health and service agencies. Staff attends quarterly meetings and has participated in committee meetings of the PNHC and has gained valuable input for incorporation into the plan.

**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**

In the City of Watertown, the Continuum of Care is known as the Points North Housing Coalition (PNHC). PNHC serves the City and Jefferson County, along with Lewis and St. Lawrence Counties. PNHC is comprised of a wide range of members from many varying backgrounds such as businesses, faith-based organizations, hospitals and medical service providers, veteran services, other non-profits, and previously homeless individuals. The City of Watertown participates in PNHC quarterly meetings, conference calls and committee meetings. This coordination and the input the City received, particularly regarding homelessness needs, was extremely valuable as the City developed the Consolidated Plan.

**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**

This section is not applicable as the City of Watertown does not receive ESG funds and is not responsible for the administration of HMIS.

**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	<b>Agency/Group/Organization</b>	ACR Health
	<b>Agency/Group/Organization Type</b>	Services-Persons with HIV/AIDS Services-Health
	<b>What section of the Plan was addressed by Consultation?</b>	HOPWA Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.



2	<b>Ag Agency/Group/Organization</b>	Association for the Blind and Visually Impaired of NNY
	<b>Agency/Group/Organization Type</b>	Services – Blind and visually impaired
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
3	<b>Agency/Group/Organization</b>	Advantage Watertown
	<b>Agency/Group/Organization Type</b>	Business Leaders Civic Leaders Business and Civic Leaders
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Economic Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Citizens Advisory Board is a group of business and community leaders that serves in an advisory role to the City on several different issue and topics including community development, housing, and economic development. Initial contact was made to members of Advantage Watertown via email on February 10, 2021. The email asked members to consider what they felt the City needed to improve in the areas of housing, public facilities, public services, and economic development. Planning Staff then met with the Advantage Watertown Committee on February 11, 2021. Members felt that neighborhood specific projects that would have a high impact should be the focus of the City's CDBG plan. Some of the topics discussed at this meeting included economic development, accessibility, improvements to technology such as public internet access.

4	<b>Agency/Group/Organization</b>	Catholic Charities - Diocese of Ogdensburg
	<b>Agency/Group/Organization Type</b>	Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-Persons with HIV/AIDS Services-Victims of Domestic Violence Services-homeless Services-Health Services-Education Services-Employment
	<b>What section of the Plan was addressed by Consultation?</b>	Homeless Needs - Chronically homeless Homeless Needs - Families with children Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
5	<b>Agency/Group/Organization</b>	Community Action Planning Council of Jefferson County
	<b>Agency/Group/Organization Type</b>	Housing Services-Health Services-Education Services-Employment
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.

6	<b>Agency/Group/Organization</b>	Development Authority of the North Country
	<b>Agency/Group/Organization Type</b>	Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Economic Development Market Analysis
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
7	<b>Agency/Group/Organization</b>	JEFFERSON COUNTY
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Economic Development Market Analysis
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
8	<b>Agency/Group/Organization</b>	Jefferson County Public Health
	<b>Agency/Group/Organization Type</b>	Services-Health Other government - County
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.

9	<b>Agency/Group/Organization</b>	Jefferson County Department of Social Services
	<b>Agency/Group/Organization Type</b>	Services - Housing Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-Persons with HIV/AIDS Services-Victims of Domestic Violence Services-homeless Services-Health Services-Education Other government - County
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
10	<b>Agency/Group/Organization</b>	Jefferson County Office for the Aging
	<b>Agency/Group/Organization Type</b>	Services-Elderly Persons
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
11	<b>Agency/Group/Organization</b>	Lewis County Opportunities, Inc.
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-homeless Service-Fair Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Market Analysis

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
12	<b>Agency/Group/Organization</b>	Jefferson County Planning Department
	<b>Agency/Group/Organization Type</b>	Other government - County Planning organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy Community Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021. In addition, Staff participated in a conference call on February 26, 2021 with County Planning representatives as well as representatives from the Development Authority of the North Country to discuss our Consolidated Plan efforts, including scheduling and priorities for the two plans.
13	<b>Agency/Group/Organization</b>	Neighbors of Watertown
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Economic Development Market Analysis
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021. In addition, Staff is regularly in contact with NOW Staff to discuss ongoing programs and long-range program goals.

14	<b>Agency/Group/Organization</b>	North Country Affordable Housing, Inc
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
15	<b>Agency/Group/Organization</b>	North Country Family Health Center
	<b>Agency/Group/Organization Type</b>	Services-Health
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
16	<b>Agency/Group/Organization</b>	Northern New York Community Foundation
	<b>Agency/Group/Organization Type</b>	Business and Civic Leaders Foundation
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.

17	<b>Agency/Group/Organization</b>	Northern Regional Center for Independent Living
	<b>Agency/Group/Organization Type</b>	Services-Persons with Disabilities Service-Fair Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Services-Persons with Disabilities
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
18	<b>Agency/Group/Organization</b>	Town of Pamelaia
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
19	<b>Agency/Group/Organization</b>	Tug Hill Commission Living Services of Northern NY
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
20	<b>Agency/Group/Organization</b>	Watertown Housing Authority
	<b>Agency/Group/Organization Type</b>	Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
21	<b>Agency/Group/Organization</b>	Watertown Local Development Corporation
	<b>Agency/Group/Organization Type</b>	Business and Civic Leaders
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
22	<b>Agency/Group/Organization</b>	Watertown Urban Mission
	<b>Agency/Group/Organization Type</b>	Services - Housing Services-Children Services-Elderly Persons Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs Anti-poverty Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
23	<b>Agency/Group/Organization</b>	Fort Drum Regional Health Planning Organization
	<b>Agency/Group/Organization Type</b>	Regional organization Planning organization
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs



	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
24	<b>Agency/Group/Organization</b>	Town of LeRay
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Community Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
25	<b>Agency/Group/Organization</b>	Credo Community Center for the Treatment of Addiction
	<b>Agency/Group/Organization Type</b>	Services-Health
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
26	<b>Agency/Group/Organization</b>	Disabled Persons Action Organization
	<b>Agency/Group/Organization Type</b>	Services-Persons with Disabilities
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.

27	<b>Agency/Group/Organization</b>	Points North Housing Coalition
	<b>Agency/Group/Organization Type</b>	Services - Housing Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
28	<b>Agency/Group/Organization</b>	Jefferson County Public Health
	<b>Agency/Group/Organization Type</b>	Business and Civic Leaders
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
29	<b>Agency/Group/Organization</b>	Town of Watertown
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Economic Development Market Analysis
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.

30	<b>Agency/Group/Organization</b>	The WorkPlace
	<b>Agency/Group/Organization Type</b>	Services – Employment Services-Education
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.
31	<b>Agency/Group/Organization</b>	Victims Assistance Center of Jefferson County, Inc.
	<b>Agency/Group/Organization Type</b>	Regional organization
	<b>What section of the Plan was addressed by Consultation?</b>	Services – abuse response and counseling Services - Housing Services - Children Services - Elderly Persons Services - homeless
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Contact was made via email on February 19, 2021.

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

The City compiled an extensive outreach list and contacted all agencies on the list via email. A public hearing was also advertised and held providing the opportunity for the agencies, citizens and other interested parties to comment on the plan. All parties were invited to submit information directly to the City for inclusion in the plan. No organizations or individuals were deliberately omitted from the consultation process.

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

<b>Name of Plan</b>	<b>Lead Organization</b>	<b>How do the goals of your Strategic Plan overlap with the goals of each plan?</b>
Continuum of Care	Points North Housing Coalition	The City's Strategic Plan includes a priority that would assist with increasing services to homeless persons, which is certainly a goal of the Points North Housing Coalition.

**Table 3– Other local / regional / federal planning efforts****Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan (91.215(l))**

As part of our consultation and outreach efforts, the City contacted three adjacent units of local government via email to solicit input on the plan: the Town of Watertown, the Town of Pamela and the Town of LeRay. The City also consulted several departments within the Jefferson County government, such as the Department of Social Services, Planning Department, the Office for the Aging, and the Public Health Department, and received valuable input which proved to be very important in developing the plan.

## **PR-15 Citizen Participation - 91.401, 91.105, 91.200(c)**

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

The citizen participation process for the City of Watertown's Community Development Block Grant Program included extensive outreach to several different organizations and individuals throughout the community. Through an email sent on February 19, 2021, the City contacted numerous public and private agencies that provide assisted housing, health and social services, homeless services, child welfare services and other agencies that serve the low to moderate income population in the City. The City also contacted adjacent units of local government and local economic development agencies to obtain input on non-housing community development needs and priorities.

The City Council held a public hearing on March 1, 2021 to obtain input from citizens, involved agencies and interested persons on activities to be included in the Consolidated Plan and Annual Action Plan.

Along with the initial outreach and the public hearing, the City participated in several meetings and conference calls to continue to seek input and discuss the needs of the community related to housing, homelessness, public facilities, infrastructure improvements, public services, economic development, and planning. After seeking this input, a draft Consolidated Plan and Annual Action Plan were published, and a 30-Day public comment period was held.

The citizen participation process was extremely beneficial as it identified several community needs that were previously unknown and allowed the City to develop its Consolidated Plan and Annual Action Plan accordingly.

From the early winter of 2018 through December of 2019, staff representing all City departments worked with City Council, City Manager, local stakeholders, and members of the public to create a Strategic Goals and Objectives document with the intent of improving City operations over the next decade. Elected officials and City staff invited all members of the public to attend multiple public outreach meetings in addition to a final public hearing to share thoughts and discuss strategies for improved communication, customer service, beautification, public safety and more. Through these efforts, the City's 2020 Strategic Goals and Objective Plan was produced.

In addition to the Strategic Goals and Objective Plan, City staff, with the help a contracted planning firm, worked with a wide range of individuals including City Council, City Manager, local stakeholders, and members of the public to create the City's first ever Comprehensive Plan. Groundwork and implementation of the City's public outreach efforts began in January 2019 and carried through December 2019. These efforts included robust public information planning, outreach, and neighborhood research to gain a better understanding of how the City currently functions at the neighborhood level. Citizen input was used as essential information to help set a course for the City's future.

## Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Public Meeting – Strategic Plan	Neighborhood targeted/broad community	On June 11, 2019 – Watertown City Mayor, City Council and City Staff held a public meeting at Community Action Planning Council located at 518 Davidson Street in Watertown.	Citizens provided input on the Goals and Objectives that the City Council has created to set a plan of action for the City for the next 5-10 years. Goals for comment included: Communication, Customer Service, Economic Development, Fiscal Sustainability, Infrastructure, Partnership, Pride in City Appearance, Public Safety.	None.	
2	Public Meeting – Strategic Plan	Neighborhood targeted/broad community	On June 11, 2019 – Watertown City Mayor, City Council and City Staff held a public meeting at Northern New York Philanthropy Center located at 131 Washington Street in Watertown.	Citizens provided input on the Goals and Objectives that the City Council has created to set a plan of action for the City for the next 5-10 years. Goals for comment included: Communication, Customer Service, Economic Development, Fiscal Sustainability, Infrastructure, Partnership, Pride in City Appearance, Public Safety.	None.	
3	Public Meeting – Strategic Plan	Neighborhood targeted/broad community	On June 12, 2019 – Watertown City Mayor, City Council and City Staff held a public meeting at Cornell Cooperative Extension located at 203 Hamilton Street N in Watertown.	Citizens provided input on the Goals and Objectives that the City Council has created to set a plan of action for the City for the next 5-10 years. Goals for comment included: Communication, Customer Service, Economic Development, Fiscal Sustainability, Infrastructure, Partnership, Pride in City Appearance, Public Safety.	None.	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
4	Public Meeting – Strategic Plan	Neighborhood targeted/broad community	On June 12, 2019 – Watertown City Mayor, City Council and City Staff held a public meeting North Elementary School located at 171 Hoard Street in Watertown.	Citizens provided input on the Goals and Objectives that the City Council has created to set a plan of action for the City for the next 5-10 years. Goals for comment included: Communication, Customer Service, Economic Development, Fiscal Sustainability, Infrastructure, Partnership, Pride in City Appearance, Public Safety.	None.	
5	Public Meeting – Strategic Plan	Neighborhood targeted/broad community	On June 13, 2019 – Watertown City Mayor, City Council and City Staff held a public meeting Watertown Municipal Arena located at 600 William T. Field Drive in Watertown.	Citizens provided input on the Goals and Objectives that the City Council has created to set a plan of action for the City for the next 5-10 years. Goals for comment included: Communication, Customer Service, Economic Development, Fiscal Sustainability, Infrastructure, Partnership, Pride in City Appearance, Public Safety.	None.	
6	Public Meeting – Strategic Plan	Neighborhood targeted/broad community	On June 13, 2019 – Watertown City Mayor, City Council and City Staff held a public meeting at Sherman Elementary School located at 836 Sherman Street in Watertown.	Citizens provided input on the Goals and Objectives that the City Council has created to set a plan of action for the City for the next 5-10 years. Goals for comment included: Communication, Customer Service, Economic Development, Fiscal Sustainability, Infrastructure, Partnership, Pride in City Appearance, Public Safety.	None.	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
7	Public Hearing – Strategic Plan	Neighborhood targeted/broad community	On October 28, 2019 - Watertown City Mayor, City Council and City Staff held a public meeting at Watertown High School located at 1335 Washington Street in Watertown.	Citizens provided input on the Goals and Objectives that the City Council has created to set a plan of action for the City for the next 5-10 years. Goals for comment included: Communication, Customer Service, Economic Development, Fiscal Sustainability, Infrastructure, Partnership, Pride in City Appearance, Public Safety.	None.	
8	Public Meeting – Comp Plan	Neighborhood targeted/broad community	On January 29, 2019 – Watertown City Mayor, City Council and City Staff held a public meeting at Watertown Municipal Arena located at 600 William T. Field Drive in Watertown.	Citizens provided insight to the current condition of their neighborhood/community, anticipated needs, and what they would like to their community to be in the future. Citizens also included thoughts on how to accomplish and sustain their vision.	None.	
9	Public Meeting – Comp Plan	Neighborhood targeted/broad community	On January 29, 2019 – Watertown City Mayor, City Council and City Staff held a public meeting at Immaculate Heart Central located 1316 Ives Street, Watertown, NY	Citizens provided insight to the current condition of their neighborhood/community, anticipated needs, and what they would like to their community to be in the future. Citizens also included thoughts on how to accomplish and sustain their vision.	None.	



Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
10	Public Meeting – Comp Plan	Neighborhood targeted/broad community	On January 30, 2019 – Watertown City Mayor, City Council and City Staff held a public meeting at Community Action Planning Council located at 518 Davidson Street in Watertown.	Citizens provided insight to the current condition of their neighborhood/community, anticipated needs, and what they would like to their community to be in the future. Citizens also included thoughts on how to accomplish and sustain their vision.	None.	
11	Public Meeting – Comp Plan	Neighborhood targeted/broad community	On February 26, 2019 City Staff held a public meeting at Ohio Street School located at 1537 Ohio Street in Watertown.	Citizens provided insight to the current condition of their neighborhood/community, anticipated needs, and what they would like to their community to be in the future. Citizens also included thoughts on how to accomplish and sustain their vision.	None.	
12	Public Meeting – Comp Plan	Neighborhood targeted/broad community	On February 28, 2019 - City Staff held a public meeting at Watertown Urban Mission located at 247 Factory Street in Watertown.	Citizens provided insight to the current condition of their neighborhood/community, anticipated needs, and what they would like to their community to be in the future. Citizens also included thoughts on how to accomplish and sustain their vision.	None.	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
13	Public Meeting – Comp Plan	Neighborhood targeted/broad community	On February 28, 2019 - Watertown City Mayor, City Council and City Staff held a public meeting at Watertown High School located at 1335 Washington Street in Watertown.	Citizens provided insight to the current condition of their neighborhood/community, anticipated needs, and what they would like to their community to be in the future. Citizens also included thoughts on how to accomplish and sustain their vision.	None.	
14	Public Meeting – Comp Plan	Broad community	On September 24, 2019 - City Staff held a public meeting at Northern New York Community Foundation located at 131 Washington Street in Watertown.	Citizens provided reactions and comments on the draft plan.	None.	
15	Public Meeting – Comp Plan	Broad community	On September 25, 2019 - City Staff held a public meeting at the Italian American Club located at 192 Bellevue Avenue in Watertown.	Citizens provided reactions and comments on the draft plan.	None.	
16	Public Hearing – Comp Plan	Broad community	On December 2, 2019 - City Staff held a public hearing at the Watertown City Hall located at 245 Washington Street in Watertown.	One member of the public questioned if the plan would be used to expand Citibus service and/or allow digital billboards in the downtown district.	None.	

**Table 4– Citizen Participation Outreach**

# **Needs Assessment**

## **NA-05 Overview**

### **Needs Assessment Overview**

#### **Housing**

Cost burden is a prevalent housing problem. The City's housing stock is split between affordable (means tested) and too expensive. The presence of Fort Drum, the nearby military base, has driven up property values and made much of the housing options too expensive for many residents in the area. The majority of new housing stock within the City that has been created or rehabilitated within the last 20 years has been for the low to median income population, leaving many of those above median income with a high housing cost burden.

A rising number of owners have abandoned their properties because they cannot afford the high costs of the mortgage and maintenance. To combat this issue, the City has been working on a program to identify these at-risk properties and connect the owners with housing counseling and pre-foreclosure programs.

Additionally, a majority of the City's housing stock was built prior to 1939 and is in need of maintenance, which many owners cannot afford. It is known from the many years of experience with rehabilitation programs that quality improvement of the housing stock is a great need.

#### **Homeless**

When it conducted the most recent Point In Time count, the Points North Housing Coalition estimated that the City's homeless population was about 60 persons. The City works in conjunction with the Coalition to combat the homeless problem and create programs to help those in need. While the City's homeless are not traditional on-the-street homeless, there are a rising number of people that do not have permanent housing, attributable in large part to the high cost of housing options within the City.

#### **Non-housing Community Development**

The primary need for public facilities is the lack of neighborhood parks and connectivity between parks. Additionally, improved accessibility for those with disabilities was identified as a need during the City's recent Comprehensive Plan public meetings. Other public improvement needs discussed were safe bike and pedestrian routes throughout the City, particularly within Public Square, and improved sidewalk and ADA ramps.

The City has been working on creating a coordinated strategy for infrastructure improvements. Staff from the Planning, Engineering, Department of Public Works and Water departments meet monthly to

discuss upcoming capital projects and needs in order to coordinate and better serve the City's residents by replacing aging infrastructure.

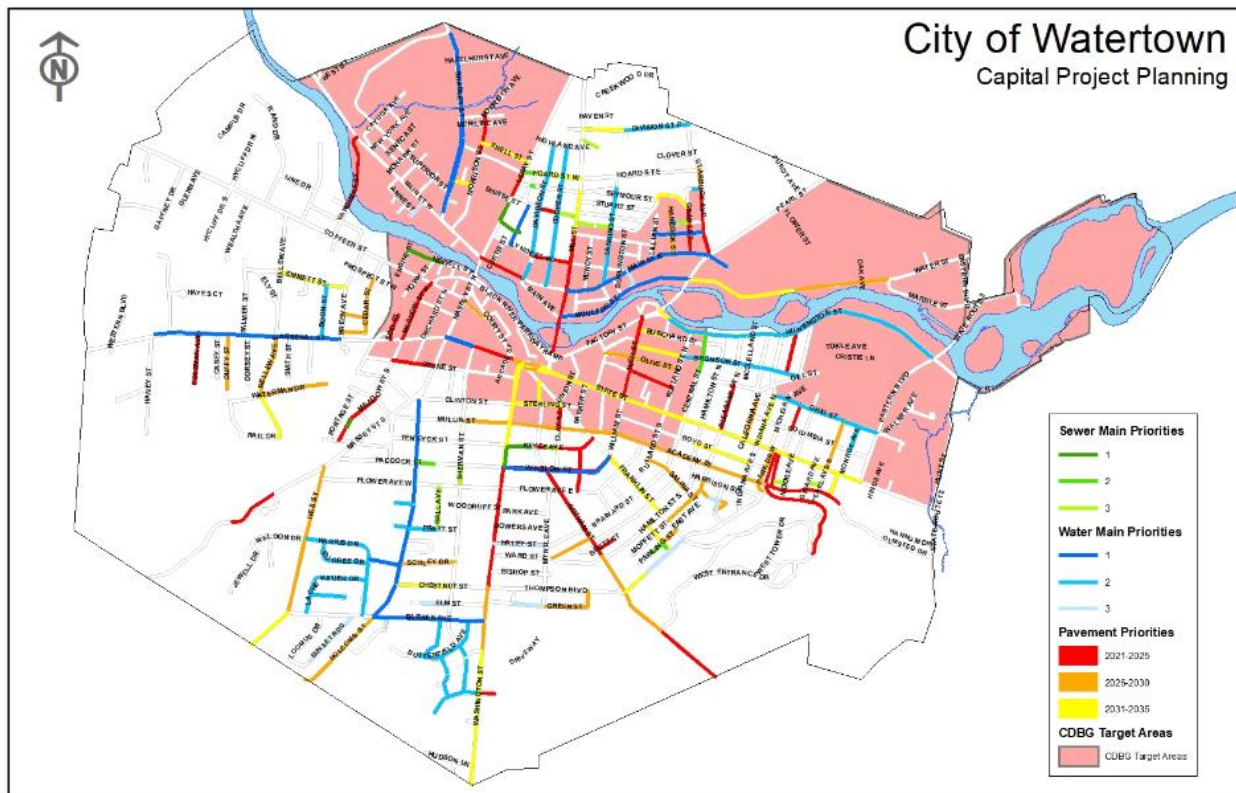
### **Public Services**

One of the biggest public service needs identified during the recent Comprehensive Planning process was the need for an enhanced public transportation through expanding the Citibus system's hours and routes. Many City residents lack transportation to get to work, medical appointments and basic life needs, so an expansion of the current bus system could greatly increase the quality of life for them. The planning process also identified food insecurity as a needed public service, given the high poverty level throughout the City. The City's food pantries report high levels of usage, especially over the last year.

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

### Describe the jurisdiction's need for Public Facilities:

The primary objective of the City's non-housing community development activities related to public facilities is to ensure that adequate facilities are available for residents in all low to moderate income neighborhoods. This includes streets, sidewalks, ADA ramps, adequate sewer and water service, as well as park improvements and elimination of slums and blight. The City's Water, DPW, Engineering and Planning Departments have implemented a capital projects monthly planning session to work together to create complete infrastructure improvement projects that will enhance neighborhoods most in need. The intention of these capital project meetings is to share capital project plans between departments and create a plan moving forward to pair projects together in each area, to maximize available funding sources and complete projects that involve all department's infrastructure in each area. The map below shows the City's infrastructure priorities overlaid on the CDBG Target Areas. The City used data from the recent ADA Transition Plan surveys, as well as a pavement condition index study done in 2010 to set priorities in the areas most in need of repair. The map will be used to create a long-range capital projects plan.



Capital Project Planning Map

LMI block groups in the City have only 7.2% of the total parkland area, or approximately 36.3 acres out of the total of 506 acres of parkland in the City. To address this current unmet need, one of our primary public facility priorities will include developing and supporting park, playground, and recreational facility projects in LMI areas. Additional efforts will be made to connect LMI areas that are isolated from public facilities via the addition of recreational trails and sidewalks, with specific emphasis placed on projects that support the Local Waterfront Revitalization Program for the Black River. Creating new or improving existing park and recreational areas, as well as providing connections to these recreational areas through both pedestrian and public transportation, will provide relief from the urban setting for residents, will improve the aesthetic quality of neighborhoods and will provide much needed recreational opportunities in LMI areas. Many of the City's LMI areas are underserved or completely lacking in park and recreation amenities and this funding will give the City the opportunity to address this issue.

### **How were these needs determined?**

The priorities identified above were developed with input from the public and municipal officials as well as extensive public participation during the development of the City's Comprehensive Plan and Strategic Goals and Objectives Plan. While the Coronavirus did not allow for the City to hold public meetings during the development of this plan, staff was able to use input collected during the two recent planning processes, both of which included numerous public meetings. An in-person and virtual public hearing was also held in addition to outreach to numerous partner agencies identified in our Citizen Participation Plan and as well as a City Council work session dedicated to the development of this plan.

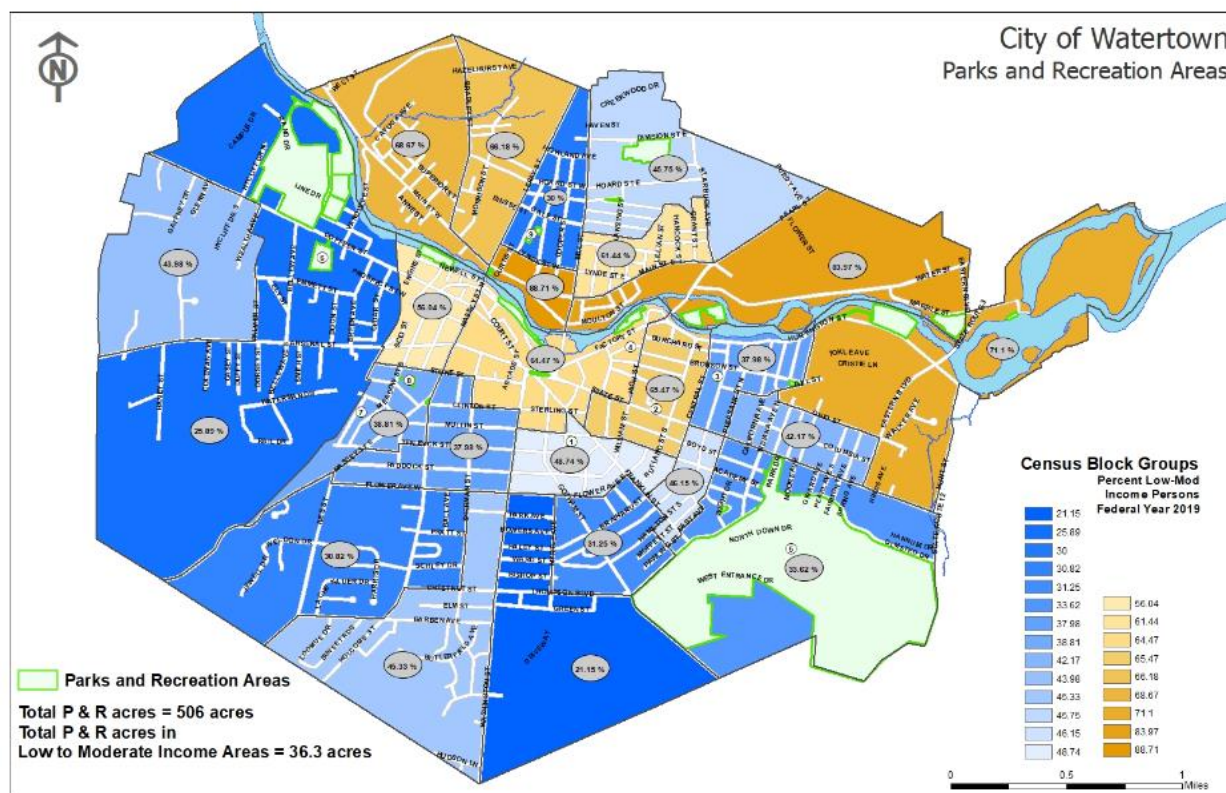
Staff participated in meetings and conference calls to continue to seek input and discuss the needs of the community related to housing, homelessness, public facilities, infrastructure improvements, public services, economic development, and planning.

Additionally, Planning Staff also used input from the City's draft LWRP and Sewall's Island and Factory Square Revitalization and Redevelopment Plan, which both focus primarily on the Black River corridor in the City. Both plans aim at revitalizing and redeveloping the Black River for recreational uses as well as a tool for economic revitalization. The riverfront corridor lies almost entirely within LMI areas, based on block group data, and therefore most riverfront improvements will benefit LMI residents. Major goals of the plans include creating a diverse and continuous waterfront experience composed of a mix of uses including recreation options and appropriate commercial opportunities. As the Black River transitions from its roots as a source of industrial power to a recreational resource, a major component will include increasing public access and recreational use of the riverfront by transforming the corridor into a connection of riverfront parks, trails and recreational opportunity areas.

These priorities were also confirmed through the recommendations identified in the City's public meetings that were held as a part of the planning process for the Comprehensive Plan. Since the City funded the Plan in part with CDBG funds, Citizens received an overview of the CDBG program during the public meetings, discussing what activities were eligible and ineligible for CDBG funding. City Staff facilitated discussion and encouraged members of the public to share their own ideas and help identify

priorities. The City's public meetings showed that the one of the largest challenges impeding community development within the City of Watertown, in relation to public facilities and amenities, are trail systems. Park trails were also a popular project idea.

The need for additional parkland and recreational space in the City's LMI areas is further demonstrated by comparing the location of our existing parks to the City's LMI neighborhoods. As shown on the attached map, a majority of the City's parkland is located outside of the LMI block group areas. The map and data show that of the 506 acres of parkland located in the City, only 36.3 acres, or 7.2%, are located within LMI neighborhoods. Creating new (or improving existing) park and recreational areas, as well as connecting those which already exist, will greatly enhance the City by improving the aesthetic quality of neighborhoods and providing much needed recreational opportunities.



**Park and Recreation Areas Map**

## Project Ideas

### Describe the jurisdiction's need for Public Improvements:

As an established community with over 200 years of history, the City has a vast need for infrastructure improvements, which are important for public safety and for improving the quality of life in the City. Infrastructure improvements are needed to replace aging water mains, to eliminate leaks, to separate storm water from sewer flows, to improve accessibility, ensure pedestrian safety and improve the

overall aesthetic quality of the community. The primary objectives of the City's non-housing community development activities related to public improvements include the following:

- Ensure that adequate infrastructure is in place throughout all of our LMI neighborhoods and finance enhancements to proposed capital program infrastructure projects that will improve the visual character or add to the value or desirability of LMI neighborhoods.
- Ensure pedestrian safety by assisting with the reconstruction of sidewalks and the construction of sidewalks where there are gaps in the system, provide for the safe movement of the elderly and disabled by installing ADA accessible curb ramps and fund projects that improve accessibility or remove architectural barriers in public spaces.
- Reduce the cost of mandatory improvements to the homes or properties of LMI persons which are triggered by local legislation or regulation such as the City sidewalk program or proposed capital program infrastructure improvements.
- Support programs that facilitate access to the public transportation system.

Enhancing the City's infrastructure through public improvements will enhance the aesthetic quality and visual character of neighborhoods, will increase public health and safety and will improve access and provide for the safe movement of the elderly and disabled. Many of the City's LMI areas are among the oldest in the City, and therefore have the most pressing needs to replace broken, deteriorated or damaged infrastructure. By implementing this plan, the City will be able to provide a suitable living environment throughout its LMI areas and improve the overall aesthetic quality of the community.

### **How were these needs determined?**

The priorities identified above were developed with input from the public, feedback obtained during meetings with local advisory boards and discussion with municipal officials and public meetings held during the Comprehensive Plan and Strategic Plan processes. The City also reviewed and analyzed the existing conditions of various public infrastructure assets.

One of the data sets analyzed was a pavement condition survey, which the City completed in 2010 by analyzing thousands of digital images of City streets and assigning a pavement condition index to each of the streets throughout the City. The survey analyzed existing conditions such as pavement cracking, patching and potholes. Using the condition assessment, each street received a numeric value describing its condition. The pavement condition survey revealed that many of the streets in the City's LMI areas are in extremely poor condition and in need of repair.

During public meetings held as part of the Comprehensive Planning process, an increase in City sidewalks was heavily mentioned as a needed public improvement.

City Staff constantly analyzes the City's 5-Year Capital Improvement Plan to determine the feasibility of financing enhancements to proposed capital program infrastructure improvements. The plan identifies some of the most pressing infrastructure needs within the City. Efforts to improve and



enhance the visual character of the streetscapes and add to the value or desirability of LMI neighborhoods will be a key strategy in our public improvement plan.

**Describe the jurisdiction's need for Public Services:**

Enhanced public transportation, food insecurity, crime prevention, and fair housing education were identified as a needed public services.

**How were these needs determined?**

Improved bus routes were one of the most popular and recurring project ideas identified during public meetings held for the Comprehensive Plan and the Strategic Goals and Objectives. It has also been consistently identified as part of the planning process for past Consolidated Plans and Annual Action Plans. Food insecurity, crime prevention and fair housing education needs were determined through outreach and subsequent feedback from our partners as well as through feedback from the City Council.

**Based on the needs analysis above, describe the State's needs in Colonias**

Not applicable.

# Housing Market Analysis

## MA-05 Overview

### Housing Market Analysis Overview:

Watertown, like many other Rust Belt communities, has experienced a decades-long trend of population loss mirroring the decline of the manufacturing sector. The City's estimated population is 25,622 according to 2019 American Community Survey (ACS) five-year estimates. This represents a 25.4 percent decline since 1950, when the City's population was 34,350.

In 1984, the U.S. Army garrisoned the new 10th Mountain Division at nearby Fort Drum, which caused a slight population rebound in the mid-to-late 1980s before the decline resumed in the 1990s. Another modest population rebound in the late 2000s coincided with recent U.S. Military campaigns in Afghanistan and Iraq, with the City's population reaching 27,023 at the time of the 2010 Decennial Census. During the peak of these campaigns, the military population increased to levels that stressed the local housing stock.

However, since then, troop reductions have had the opposite effect. In August of 2014, the 10th Mountain Division's 3rd Brigade Combat Team was inactivated as a part of the Base Relocation and Closure (BRAC) process, which resulted in the net reduction of 1,500 uniformed positions at Fort Drum.

In total, troop levels at Fort Drum have fallen 22.1 percent from their peak a decade ago, when 19,447 soldiers were stationed on post. The last official count at Fort Drum was 15,154 soldiers, as identified in Fort Drum's Fiscal Year 2019 Economic Impact Statement, which also stated that 3,994 civilians worked on or near the post. Future troop levels are difficult to forecast, as it is uncertain whether the Base Relocation and Closure (BRAC) process will further affect Fort Drum over the five years covered by this Consolidated Plan.

In 2005, the Fort Drum Regional Liaison Organization (now named Advocate Drum) and the Development Authority of the North Country created the Community Rental Housing Program, which pooled \$9 million in subsidies to create about 594 new units in the Fort Drum market.

In addition, private developers have also constructed six major apartment complexes in the Greater Watertown-Fort Drum area during the period from 2005 to 2015 in response to the troop surge and subsequent need for housing stock at the time, all of them either at the edge of the City or outside the City boundaries.

This led to a surplus of available housing units in the late 2010s once the troop levels began dropping and a housing market in which supply exceeded demand. The 2019 five-year ACS estimates that there are 2,319 vacant housing units out of an estimated total of 13,186 housing units in the City of Watertown, a vacancy rate of 17.6 percent. While this vacancy rate may be partially attributed to a reduction of troop levels, it is also likely due to the age and condition of the City's housing stock.

Breaking down the above data into more detail, the ACS estimates that the 2,319 vacant units break down as follows:

• For rent:	835
• Rented, not occupied:	244
• For sale only:	233
• Sold, not occupied:	202
• For seasonal, recreational, or occasional use:	108
• For migrant workers:	0
• Other vacant:	697

While the ACS by its nature has a high margin of error, these are still high numbers, particularly the rental vacancy number, which pushes up the mean vacancy rate significantly given that Watertown is a majority-renter community. Of the estimated 10,867 occupied housing units in the City of Watertown, the ASC 2019 five-year ACS estimates that 6,163 of them, or 56.7 percent, are renter-occupied. This type of tenure ratio is not uncommon among military communities across the nation.

Varying troop levels that cause fluctuations in the demand for housing are one way that Fort Drum influences the Watertown housing market. Another is the U.S. Army's Basic Allowance for Housing (BAH), a stipend that military personnel receive in addition to their regular paycheck.

The BAH is a lurking variable that influences the market price of real estate even if supply exceeds demand at any given moment. Given that there are more renter-occupied households in the City of Watertown than owner-occupied households, the BAH will always hold some sway over the area's housing market.

Another challenge that Watertown has faced in recent years is the proliferation of houses that are both foreclosed and abandoned, colloquially called "zombie" houses, which can become financial burdens on a municipality.

Finally, the 2020 Analysis of Impediments to Fair Housing Choice (AI) also discussed a dichotomy in Watertown's housing market between houses that are move-in ready and those that need significant work. The AI observed that houses that are move-in ready may sell quickly and for a high price, while houses that need work may sit on the market longer, creating the perception of a slow housing market.

While the above has generally been true over the last five years, the market in Watertown has gotten significantly hotter over the last 6-to-12 months. Houses are now selling quickly in all segments of the market, with only a few exceptions where a house might need too much work to be a worthwhile investment opportunity. A hot market likely creates its own barrier to homeownership, as not all prospective homebuyers are able react with the necessary speed when inventory moves so quickly or have the means to participate in bidding wars.

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

### Introduction

Although military employment is not recorded in the tables below, the jobs that Fort Drum generates in the area are evident in local employment data. The full relationship between Fort Drum and the local economy is examined in detail in the Major Employment Sectors and Discussion sections below. While Watertown's economy is not entirely dependent on the military, increasing the diversity of the economic base should be a goal moving forward.

### Economic Development Market Analysis

#### Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	44	2	1	0	-1
Arts, Entertainment, Accommodations	1,146	1,825	15	14	-1
Construction	217	219	3	2	-1
Education and Health Care Services	1,954	4,662	26	36	10
Finance, Insurance, and Real Estate	320	584	4	5	0
Information	172	457	2	4	1
Manufacturing	633	1,118	8	9	0
Other Services	373	714	5	6	1
Professional, Scientific, Management Services	381	610	5	5	0
Public Administration	0	0	0	0	0
Retail Trade	1,350	1,422	18	11	-7
Transportation and Warehousing	205	145	3	1	-2
Wholesale Trade	268	361	4	3	-1
Total	7,063	12,119	--	--	--

**Table 5 - Business Activity**

**Data** 2011-2015 ACS (Workers), 2015 Longitudinal Employer-Household Dynamics (Jobs)

**Source:**

#### Labor Force

Total Population in the Civilian Labor Force	12,485
Civilian Employed Population 16 years and over	11,175
Unemployment Rate	10.59
Unemployment Rate for Ages 16-24	36.62
Unemployment Rate for Ages 25-65	6.60

**Table 6 - Labor Force**

**Data Source:** 2011-2015 ACS

<b>Occupations by Sector</b>	<b>Number of People</b>
Management, business and financial	2,070
Farming, fisheries and forestry occupations	480
Service	1,595
Sales and office	2,830
Construction, extraction, maintenance and repair	850
Production, transportation and material moving	705

**Table 7 – Occupations by Sector**

Data Source: 2011-2015 ACS

## Travel Time

<b>Travel Time</b>	<b>Number</b>	<b>Percentage</b>
< 30 Minutes	10,715	90%
30-59 Minutes	955	8%
60 or More Minutes	295	2%
<b>Total</b>	<b>11,965</b>	<b>100%</b>

**Table 8 - Travel Time**

Data Source: 2011-2015 ACS

## Education:

### Educational Attainment by Employment Status (Population 16 and Older)

<b>Educational Attainment</b>	<b>In Labor Force</b>		<b>Not in Labor Force</b>
	<b>Civilian Employed</b>	<b>Unemployed</b>	
Less than high school graduate	410	200	745
High school graduate (includes equivalency)	2,090	315	1,330
Some college or Associate's degree	3,610	315	980
Bachelor's degree or higher	2,330	70	365

**Table 9 - Educational Attainment by Employment Status**

Data Source: 2011-2015 ACS

## Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	12	100	20	180	230
9th to 12th grade, no diploma	405	300	215	540	345
High school graduate, GED, or alternative	1,375	1,245	905	1,770	1,430
Some college, no degree	1,335	1,605	730	1,200	615
Associate's degree	315	500	495	865	200
Bachelor's degree	225	835	400	560	335
Graduate or professional degree	35	420	260	530	235

**Table 10 - Educational Attainment by Age**

Data Source: 2011-2015 ACS

## Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	13,045
High school graduate (includes equivalency)	22,424
Some college or Associate's degree	30,391
Bachelor's degree	45,511
Graduate or professional degree	52,554

**Table 11 – Median Earnings in the Past 12 Months**

Data Source: 2011-2015 ACS

## Basic Industries – Two Digit Level

Rank	NAICS Code - Industry	Location Quotient
1	44-45 - Retail Trade	1.85
2	22 - Utilities	1.46
3	62 - Health Care and Social Assistance	1.37
4	72 – Accommodation and Food Services	1.23
5	53 – Real Estate and Rental and Leasing	1.18
Source: County Business Patterns Data (2018)		

**Table 12 - Watertown-Fort Drum MSA - Top Five Basic Industries (NAICS Code Two-digit level data)**

### Largest Industries – Two Digit Level

Rank	NAICS Code - Industry	Employees
1	44-45 - Retail Trade	6,522
2	62 - Health Care and Social Assistance	6,322
3	72 - Accommodation and Food Services	3,989
4	31-33 - Manufacturing	2,290
5	23 - Construction	1,686
Source: County Business Patterns Data (2018)		

**Table 13 - Watertown-Fort Drum MSA - Top Five Largest Industries (NAICS Code Two-digit level data)**

### Basic Industries – Three Digit Level

NAICS Code – Industry	Location Quotient
447 - Gasoline Stations	3.00
322 – Paper Manufacturing	2.98
444 - Building Material and Garden Equipment and Supplies Dealers	2.70
488 – Support Activities for Transportation	2.52
485 – Transit and Ground Passenger Transportation	2.38
452 – General Merchandise Stores	2.15
Source: County Business Patterns Data (2018)	

**Table 14 – Noteworthy Basic Industries (NAICS Code Three-digit level data)**

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

In terms of number of jobs, Health Care is the largest employment sector in the City, and Samaritan Medical Center is the City's largest employer. This is not surprising due to Samaritan's unique relationship with Fort Drum.

Fort Drum is the only military installation of its size and type in the nation that does not have its own inpatient hospital on post. Samaritan fills this role for all soldiers and their families stationed at Fort Drum. This provides a major boost to the local health care sector, but also reveals one of the local economy's several underlying dependencies on the military.

Education (which the table lumps in with Health Care) as well as Retail Trade, Manufacturing and Arts, Entertainment, Accommodations are also all large sectors in the City in terms of numbers of jobs. Some of the latter can be attributed to tourism in the summer. Fort Drum-related visits also drive the hotel industry in the area. Additionally, Watertown acts as a retail center serving an expansive surrounding rural area that conservatively encompasses a 30-mile radius and likely extends farther than that to the east.

Some limitations to the Business Activity table, however, are that it considers only employment with the City Boundaries, aggregates some sectors together, such as health care and education, and only measures raw employment without looking at Location Quotient. A more detailed analysis with additional data helps to create a more complete picture of the Watertown economy and provide a clearer understanding of the area's economic base.

**Location Quotient Analysis at the MSA Level**

Measuring employment at the City level is imperfect because many people commute across municipal boundaries from home to work, creating an inconsistency between the number of workers and the number of jobs in the study area, making it appear as if jobs are unfilled, when in reality they are filled by non-City residents. The City's Comprehensive Plan, completed in 2019, used 2015 Census data to capture commuter patterns across the municipal boundary. According to this data, there are more than twice as many people that live outside the City and commute to work in the City as there are reverse commuters (City residents that work at jobs outside the City).

A more accurate way to obtain a snapshot of a community's economy is to measure employment data at the Metropolitan Statistical Area (MSA) level. Employment data at this level is available from the division of the U.S. Census Bureau known as County Business Patterns. This Census data also classifies this employment data by North American Industrial Classification System (NAICS) Code industry definitions. NAICS Codes are organized at five levels, from the two-digit (broadest) level that considers an entire industry, to the six-digit (most specific) level that considers very particular and specialized subsectors. This analysis will only go as specific as the three-digit level.



Finally, in addition to raw employment numbers, the analysis below considers Location Quotient (LQ) to identify what industries the Watertown area is specialized in. Location Quotient is calculated by dividing the percent of jobs within each industry by the percent of jobs in the same industry nationally. The higher the location quotient for an industry, the more specialized the MSA is in that industry.

For example, the second highest LQ in the Watertown-Fort Drum MSA at the three-digit level is Gasoline Stations, which accounts for 2.22% of local employment compared to 0.74% nationally. Thus, Gasoline Stations in the Watertown MSA have an LQ of 3.00 ( $0.02232 \div 0.00744 = 3.00$ ).

There are limitations to this, as some industries are so small that even a small number of employees can yield an outlier Location Quotient. For example, the highest LQ in the Watertown-Fort Drum MSA at the three-digit level is Fishing, Hunting and Trapping, which only employs 7,221 people nationwide, meaning that six local employees in this sector still yields an LQ of 3.69.

However, measuring Location Quotient at the MSA level is still an effective way to identify what products and services an area is exporting. The higher an industry's local LQ, the more specialized in that industry the area is, and the more likely this industry is bringing wealth into the local economy from outside. The industries with the highest LQs generally make up an area's economic base and are thus called "Basic Industries." These are the industries that contribute to an area's "Employment Multiplier."

Many, though notably not all, of the industries with high local LQs are inexorably linked to the presence of Fort Drum. A detailed analysis of local basic industries is below in the "Discussion" section of this chapter and is essential to understanding the Watertown economy.

### **Describe the workforce and infrastructure needs of the business community:**

The most obvious missing link for local workforce development is the lack of a nearby four-year higher educational institution. SUNY Jefferson is an excellent two-year institution, which also offers some Bachelor's and Master's Degrees at the Jefferson Higher Education Center, located on the SUNY Jefferson campus, via cooperative agreements with other schools.

However, the nearest four-year colleges are at least 50 miles away. A disadvantage of this for local employers is the absence of a source of interns and more importantly, a lack of Bachelor's or Master's level educated professionals ready to enter the workforce in higher level positions. Any business in Watertown seeking to hire an intern or graduates for positions requiring advanced degrees may have to compete with businesses from other communities that have local four-year universities.

Interstate 81 has three exits that provide immediate access to the City of Watertown, providing strong highway connectivity north to Canada and south to Syracuse where I-81 connects to the New York State Thruway. The CitiBus system, operated by the City's Department of Public Works provides transit service within the City and some destinations just outside the City limits. However, CitiBus has limited operating hours that in many cases will require a potential rider to leave work prior to 5:00 p.m. if they use the bus as a means of commuting.

A freight rail line that connects Syracuse to Montreal, Québec passes through the City and contains three spurs within the City. One of these spurs is in active use, with another planned to become active within this planning cycle after having recently undergone a realignment. A freight rail company known as Canadian National purchased this line from CSX since the City's last Consolidated Plan. The City of Watertown has no passenger rail, and the nearest Amtrak station is in Syracuse, where there are two daily departures in each direction along a line providing service between New York City and Buffalo.

Watertown International Airport (ART) serves the City and surrounding areas. Prior to the Coronavirus pandemic, airfares were typically high in comparison to nearby alternatives (Syracuse, Toronto, Montreal), and in many cases, the Canadian airports offered direct flights to longer-range destinations for a lower airfare. By comparison, Watertown is served by a single airline, so not only is there no price competition locally, but only one hub airport (Philadelphia) is accessible from Watertown. Airfares from ART have been lower within the last 12 months. However, once air-travel returns to pre-pandemic passenger levels, it is reasonable to anticipate that airfares will again become more expensive than other regional alternatives.

Internet access is widely available within the City. Businesses typically have multiple options for enterprise-scale cable, DSL or fiber. Most residential areas are limited to cable.

**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.**

In 2017, the City was the North Country region winner for Round Two of New York State's Downtown Revitalization Initiative (DRI) award. As a DRI recipient, the City received \$10 million in grant funding to invest into its downtown. Following a five-month planning process, a local planning committee approved a slate of projects that the award would fund.

The DRI project with the most potential for economic impact is the Masonic Temple Performing Arts Center Development because of its potential multiplier effect. This project, which would convert an upper floor auditorium in Watertown's Masonic Temple building into a theatre space, carries the potential to create demand for pre-event dining in the downtown area.

Other notable DRI projects with economic impact potential are a Streetscape project to improve walkability downtown, a Commercial Rent Assistance and Façade Program fund, as well as the recently completed Historic Lincoln Building Co-Working Innovation Center, which created a collaborative co-working space downtown for entrepreneurs and artists.

The City's Downtown Business Association (DBA) is also exploring the potential to establish a Business Improvement District (BID) in downtown Watertown. The DBA envisions the BID playing a primary role in marketing and branding downtown Watertown, as well as serving as a liaison between constituent business owners and City Hall. The BID would also undertake beautification efforts and maintenance tasks such as snow and garbage removal.

There is also an omnipresent threat looming over Watertown's economy: the uncertainty regarding sequestration and future garrison levels at Fort Drum. If BRAC ever were to produce deep cuts at Fort Drum, then employment in many of the industries identified below as basic would also decline as a result. Impacts of a dramatic troop reduction at Fort Drum would likely include, but not be limited to, the following.

The health care industry would lose jobs locally due to decreased demand for patient care. Demand for new construction on post would likely cease and would be severely curtailed off post. There would be a decreased demand for retail goods in the area, putting local retailers at risk. There would be a decreased demand for commercial air travel to and from the region. Hotels would still see healthy business during the summer tourism season, but the year-round demand would likely drop. Enrollment in local school districts would plummet, necessitating the consolidation of some schools and the elimination of teacher positions. The Watertown City School District would feel this impact less than Indian River and Carthage, but it would not be insignificant.

Finally, the employment losses across all these basic sectors and the subsequent population loss that would result would only further decrease discretionary spending in the area.

The Greater Watertown metro area should continue its efforts to diversify the local economy and reduce dependence on national defense spending. The highest priority should be retention of major basic employers in non-military dependent industries. Any workforce development, business support or infrastructure needs that the City can fulfill to keep these major employers should receive precedence.

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

According to the Educational Attainment by Employment Status table, only 25.7 percent of the labor force in the City of Watertown has a Bachelor's degree or higher. In addition, 32.3 percent of the labor force in the City of Watertown has a High School degree or less. The remaining approximately 42 percent hold some college or an Associate's degree.

Retail trade positions typically do not require a Bachelor's degree and on-the-job training is the best qualifier. Jobs in the Accommodation and Food Services sector, with the exception of management also do not typically require a Bachelor's degree.

Where the dearth in qualified workers is felt most acutely is in the Health Care and Social Assistance sector. Licensed Practical Nurses and Registered Nurses may be trained locally, but for the most part health care providers must attract employees from elsewhere, particularly for Medical Doctors and Physician Assistants.

Local health care providers report difficulty in attracting qualified professionals to Watertown. Particular challenges that were cited included difficulty in finding a job for the candidate's spouse and a desire to live in a bigger city with more amenities than Watertown. In recent years, the Health Care and Social

Service sectors have been attempting to overcome this challenge with the help of the Jefferson Higher Education Center (JHEC) at SUNY Jefferson.

Competition with larger cities is not limited to the health care field. Local media outlets experience frequent turnover as their employees leave for positions in bigger markets. Local business leaders across several professional fields report that it is difficult to attract young professionals to Watertown unless they already have a personal connection to the area.

It is still uncertain if the increase in virtual and remote work during the Coronavirus pandemic that has caused a temporary exodus from larger metros might become a permanent shift that would potentially make smaller metros more competitive.

**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.**

As mentioned above, SUNY Jefferson now offers a limited number of Bachelor's and Master's Degrees at its Jefferson Higher Education Center, which opened in 2010 on the SUNY Jefferson Campus. JHEC currently offers six program-specific Bachelor's Degrees, eight program-specific Master's Degrees and two program-specific advanced certificates via its cooperative agreements with other schools.

The degrees offered at JHEC include both Nursing and Social work degrees at the B.S. and M.S. levels, as well as a Family Nurse Practitioner (M.S.) program and a Family Psychiatric Mental Health Nurse Practitioner (M.S.) program. This has helped the Health Care and Social Work sectors to create a local talent pipeline rather than having to recruit from outside and has made a significant difference in the last 11 years.

Local health care providers must still typically recruit Medical Doctors from outside the area. To aid in this endeavor, if a medical student does a clinical rotation in Watertown, the Fort Drum Regional Health Planning Organization will pay for their housing and travel during their rotation.

In addition, BOCES collaborates with local High Schools to provide occupational training for juniors and seniors. Classrooms are set up to resemble typical workplaces in their respective industries and students spend much of their time performing the same work that they would be expected to perform on the job. BOCES reports that many local employers in blue-collar industries will approach them directly when they are seeking to hire entry-level positions.

Finally, the Workforce Investment board for Jefferson and Lewis Counties oversees a career center called the WorkPlace, with an office in the City of Watertown and an online presence. The WorkPlace offers a variety of employment counseling services, including:

- Career counseling and job search assistance
- Career fairs
- Open Interviews

- Resume assistance and interviewing skills workshops
- A dedicated veterans services office
- Classroom and on-the-job training
- Youth and young adult programs, workshops and activities

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

Yes

**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.**

Jefferson County is in the process of updating its CEDS and expects to publish a new update before the end of 2021. A major goal of the 2014 CEDS for Jefferson County was to improve quality of life to support the local community and attract a skilled workforce. This included developing a housing strategy for the County that responds to new unit demand and rehabilitation needs, a goal that the City supported with its CDBG program through its ongoing housing rehabilitation efforts.

Early work performed towards the 2021 CEDS update indicates a recommended focus on opportunities within industry clusters, which is best defined as a regional concentration of related industries in a particular location. Identifying upcoming trends in sectors where the Watertown region has existing clusters and readiness to capitalize on those trends will be a point of emphasis.

The City of Watertown is also working on updating and formalizing its Local Waterfront Revitalization Program (LWRP). All six of the City's CDBG Target Areas bound the shore of the Black River and are within the defined boundaries of the LWRP. There is a distinct possibility for overlap of the recommendations in the LWRP with CDBG National Objectives, specifically the LMI Area Benefit.

**Discussion**

This analysis continues the examination of major employment sectors from above and focuses on the significance of Location Quotient.

A high LQ, such as 1.5 or above suggests that the MSA is specialized in that industry and is exporting that product or service. The higher the LQ, the more specialized the MSA is in that industry. If LQ is at or around 1.0, then the MSA and the nation are equally specialized in that industry. If LQ is below 0.8, then the MSA is likely a net importer of that good or service. Basic industries are the drivers of the employment multiplier, meaning they lead to further job creation in non-basic industries.

The tables above identify the industries with the highest Location Quotients at the two-digit NAICS Code level in the Watertown-Fort Drum MSA, as well as six significant basic industries at the three-digit level.

Total numbers of employees in each sector are also identified at the MSA using two-digit level NAICS Code classifications.

At the two-digit level, the three largest industries by number of jobs are all among the top four in Location Quotient, meaning that the Watertown MSA's largest industries are also more concentrated in the region compared to the Nation. The exception is Utilities, which has an LQ of 1.46 and employs 213 people locally, the overwhelming majority of which work for National Grid. Retail trade is significantly concentrated with an LQ of 1.85 meaning that Retail Trade is nearly twice as concentrated in the Watertown MSA compared to the United States.

Health Care is also concentrated at the two-digit level with an LQ of 1.37. Samaritan Medical Center, Carthage Area Hospital and River Hospital in Alexandria Bay are all located within the Watertown MSA, meaning that the metro area has three major hospitals contributing to employment in the health care sector. Samaritan Medical Center's unique relationship with the Fort Drum stemming from the lack of on-post inpatient services also drives this number.

Accommodation and Food Services, modestly concentrated with an LQ of 1.23, reflects both Fort Drum related travel and a robust summer tourism season during which local hotels see their highest occupancy rates and the ability to command higher prices than the rest of the year. Tourism should not be overlooked as an export industry, as much the consumer spending that drives this industry comes from outside the MSA, meaning it brings money into the region and grows the local economy.

At the three-digit level, it is sometimes possible to see the impact of major local employers that it is crucial to retain. Paper Manufacturing has an LQ of 2.98, meaning that the Watertown MSA is nearly three times as specialized in this industry as the nation. This high LQ is most likely due to the presence of Knowlton Technologies, LLC within the City of Watertown, as well as Ox Specialty Paper which is also located within the MSA.

Other times, a high LQ will be the result of an industry cluster, as described above in the CEDS section. Noteworthy LQs at the three-digit level that do not have a single large employer driving the concentration are Building Material and Garden Equipment and Supplies Dealers with an LQ of 2.70 and Support Activities for Transportation with an LQ of 2.52.

New York Air Brake, which produces brakes, control systems and other equipment for railroads, employs 355 people in the MSA, and the LQ for Transportation Equipment Manufacturing is 1.71. Over half the local employees in this sector work for New York Air Brake. This is significant, because even though it does not rank the top ten LQs locally among three-digit sectors, it is a large source of export employment that is not dependent on the military.

Finally, not accounted for in the Largest Industries table are the 15,154 uniformed positions garrisoned at Fort Drum, which is the largest single-site employer in New York State. The Census only counts civilian employees. Therefore, while the 3,994 civilians working on post are accounted for within their respective industrial sectors, the soldiers are not. The collective spending power of these soldiers and

the demand they create for certain goods that are not available on the installation is reflected in the 1.85 LQ for Retail Trade.

In summary, the Watertown area's economic base has some diversity, with local employers such as Knowlton Technologies and New York Air Brake contributing to basic industries that are not related to the military, and summer tourism boosting the Accommodation and Food Services industry. However, the Watertown area is still very reliant on Fort Drum and deep cuts at the installation would prove catastrophic to the area's economy. The Greater Watertown area should continue making every effort to diversify its economy. Revitalizing the tourism sector following the Coronavirus pandemic will also be crucial for the region.

## **MA-50 Needs and Market Analysis Discussion**

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

HUD identifies four commonly defined housing problems:

- 1) Housing unit lacks complete kitchen facilities.
- 2) Housing unit lacks complete plumbing facilities.
- 3) Household is overcrowded.
- 4) Household is cost burdened.

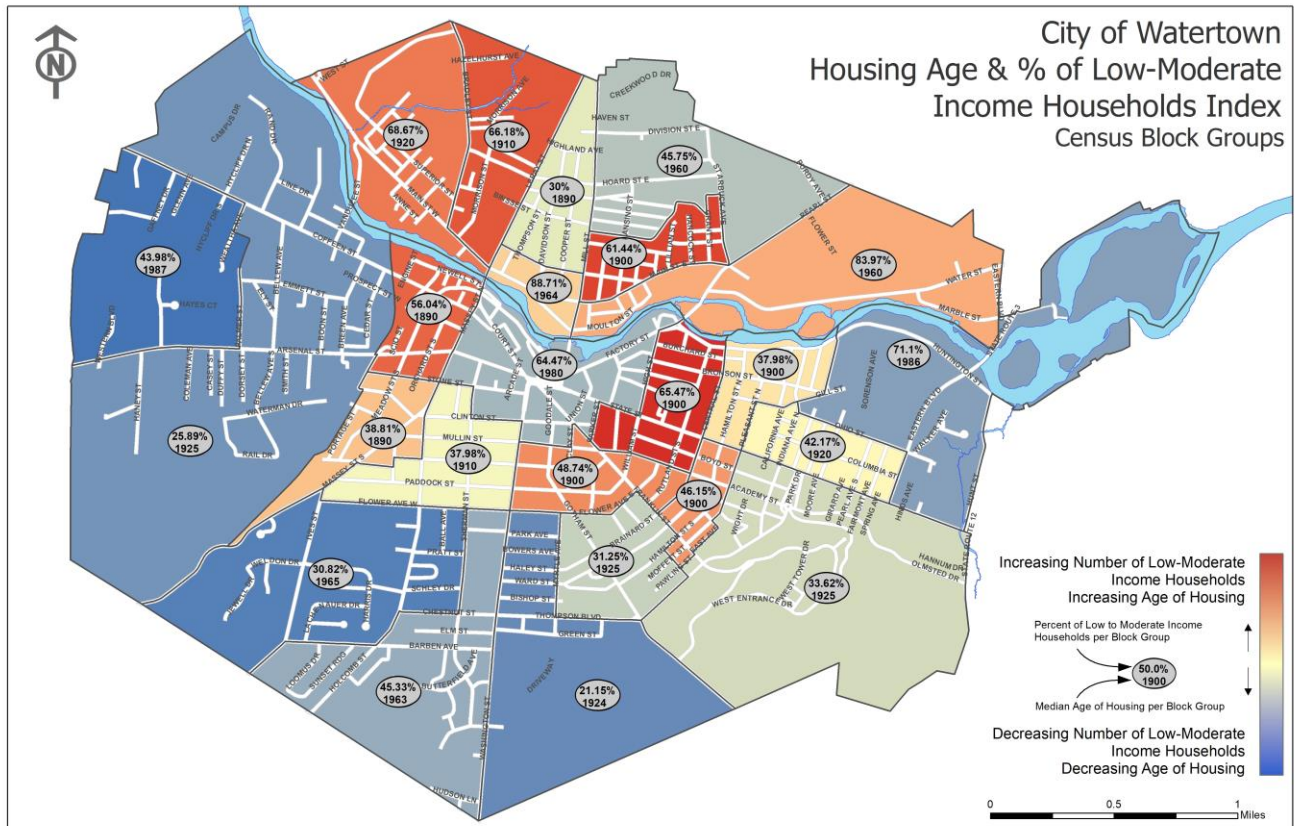
Any household with one of the four problems above has a housing problem. A household with two or more of these problems has multiple housing problems. If a geographic area has several units with multiple housing problems in proximity to one another, then that area has a concentration.

At least one of the four defined housing problems, Cost Burden, is a significant problem across the City of Watertown, partially due to the effects of the BAH. The other three problems are more difficult to identify. The City adopted a Rental Registration law in 2016 that contains a voluntary inspection requirement. According to the law, "After July 1, 2018, upon the request of any rental unit owner, managing agent, or tenant, the Code Enforcement Official shall have authority to inspect the subject rental property/rental dwelling unit(s)." However, the City Code Enforcement Bureau reports that they have yet to perform any inspections requested under this law.

While New York State law has mandated inspections in some situations, the volume of inspections is insufficient to identify areas with a concentration of households with multiple housing problems.

Prior to its last Consolidated planning cycle, the City of Watertown developed a Rehab Need Index, which considers housing age to household income. Areas with high indices have both old housing units and a high share of LMI households. A map in this section depicts all the Rehab Need Index by block group for the entire City, updated with HUD's most recent LMI data. Areas with the highest rehab need indices include the block groups to the immediate east and west of downtown Watertown, as well as several block groups on the City's north side.

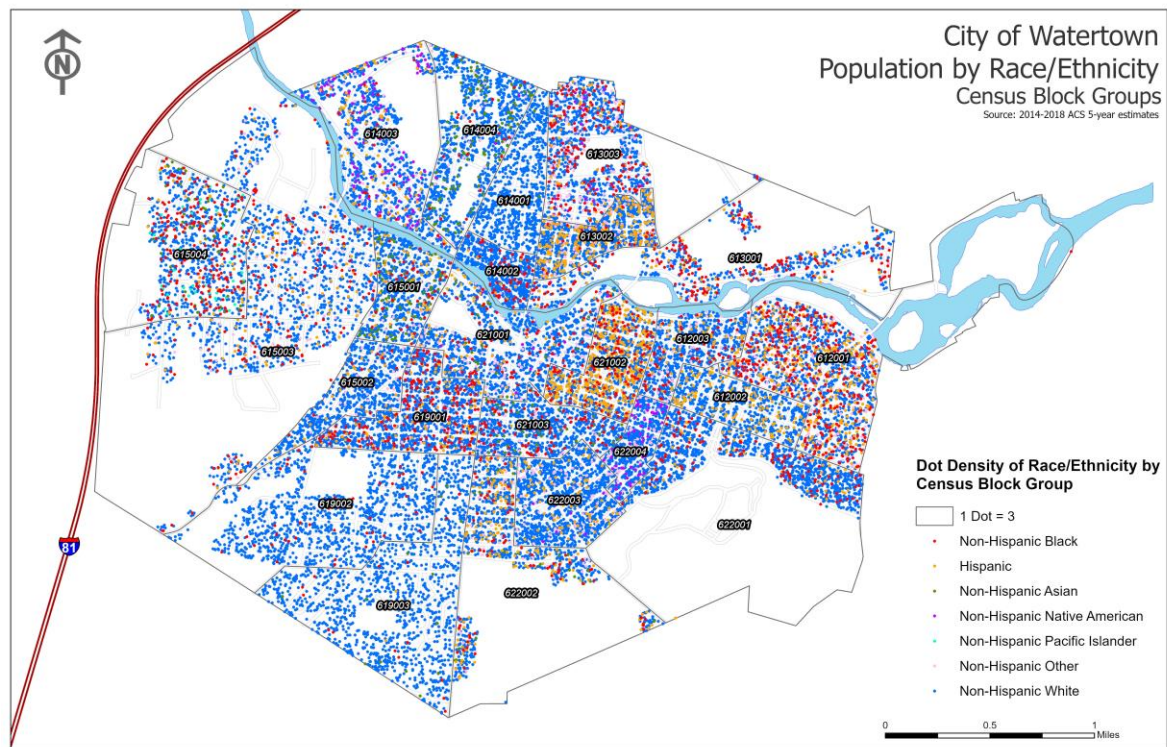




## Rehab Need Index

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

The City of Watertown's population is approximately 79 percent Non-Hispanic White, 8 percent Non-Hispanic Black and 8 percent Hispanic or Latino. However, there are block groups with significant diversity, particularly on the City's east side. This is observable on the Population by Race/Ethnicity map shown below.



**Population by Race/Ethnicity map**

Given the small minority population in Watertown, this analysis will consider any block group within the City where more than 15 percent of the population identifies as a particular racial or ethnic minority would as having a concentration. By this metric, there are six block groups within the City that meet the 15 percent threshold.

For the following geographic breakdown, this Analysis uses 2014-2018 American Community Survey (ACS) five-year estimates, the same dataset used for the City's recently completed 2020 Analysis of Impediments to Fair Housing Choice (AI).

In Census Tract 612 at the far east end of the City, Block Group 1 is 18 percent Non-Hispanic Black and 17 percent Hispanic or Latino. Block Group 2, to its immediate west, is 18 percent Hispanic or Latino.

In Census Tract 613, on the eastern half of the City's north side, Block Group 1 is 23 percent Non-Hispanic Black and Block Group 2 is 17 percent Hispanic or Latino.

In Census Tract 615, Block Group 4 at the far west end of the City is 21 percent Non-Hispanic Black.

Finally, to the immediate east of downtown and prominent on the map, Census Tract 621, Block Group 2 is 35 percent Hispanic or Latino. Given that this percentage is significantly higher than any other minority concentration in the City, it is important to consider the high margin of error in ACS data.

The downtown area and the far eastern end of the City are the lowest income areas. “Low-income concentration” means a block group with over 70 percent LMI households as calculated by HUD. By this metric, Census Tract 613, Block Group 1 and Census Tract 614, Block Group 2, the two Block Groups on the north shore of the Black River, from downtown to the eastern City boundary, contain the highest concentration of low-income families. They also have the two lowest median incomes of any Block Groups in the City.

Census Tract 613, Block Group 1 is made up of 83.97 percent LMI households and its median household income is \$17,234 per year. Census Tract 614, Block Group 2 is made up of 88.71 LMI households and its median income is \$17,308 per year. As noted above, the former is also 23 percent Non-Hispanic Black. Combined, these metrics suggest a potential area of racial concentration of poverty.

Census Tract 621, Block Group 1, which contains almost all of downtown Watertown, is made up of 64.47 percent LMI households. However, it is important to discuss the median household income in this Block Group, as it is another example of the margin of error in ACS data. Below is the estimated annual median income household in this downtown Block Group over the last five iterations of the ACS.

2015: \$14,839

2016: \$14,772

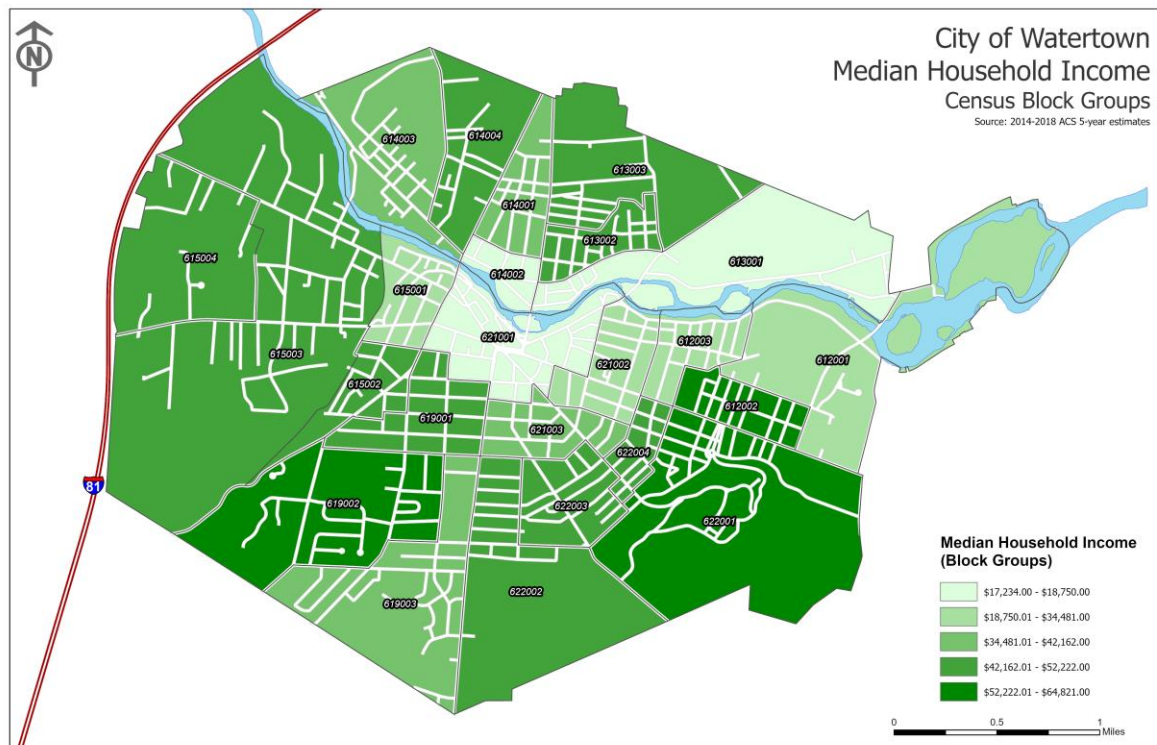
2017: \$14,661

2018: \$18,750

2019: \$11,236

In every year but 2018, this downtown Block Group had the lowest estimated median household income in the City according to the ACS. In 2018, it was third lowest behind the two north side Block Groups. Moreover, HUD data in 2016 indicated an LMI percentage of 87.8 for this downtown Block Group. It is unlikely that the median income downtown truly leapt so significantly in 2018. What is more likely is that a sampling error produced the increase.

The 2020 Analysis of Impediments identified a potential cause of this concentration of poverty downtown noting that it may be “an unintended consequence of apartment income limits, as downtown has many older buildings that have been rehabilitated using federal and state grant funding and must remain affordable for a certain number of years.” The lack of market rate apartments downtown precludes it from achieving a healthier mix of incomes that characterizes more resilient neighborhoods.



### Median Annual Household Income

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

Most of these areas stand out for having lower homeownership rates than the rest of the City. There are more renter-occupied households (56.7 percent) than owner-occupied households (43.3 percent) in the City of Watertown, which is typical of a military community, so there are significant amounts of renters across the City.

Still, of the seven block groups discussed in Section MA-50 as having a racial or ethnic concentration, low-income concentration, or in both, five have a level of homeownership at 16 percent or below.

### Are there any community assets in these areas/neighborhoods?

There are several religious institutions within close proximity to the downtown area that provide childcare and community services. Several social service organizations, such as the Watertown Urban Mission and the Department of Social Services, also have offices in the downtown area. Downtown also contains two parks: Veterans Memorial Riverwalk Park and Factory Square Park, both of which are along the south shore of the Black River. The most noteworthy asset missing from downtown is a grocery store.

The westernmost quadrant of Census Tract 613, Block Group 1, which is directly across the Black River from downtown contains two large multifamily public housing properties (one high-rise and one garden-style). This is a dense area where the majority of the Block Group's population resides. Moving east, most of the remaining land is either occupied by industrial uses or is undeveloped. A second high-rise is directly across Mill Street from the one mentioned above, although it is located within Census Tract 614, Block Group 2.

The area immediately across the Black River from downtown, despite containing a cluster of three multifamily public housing properties (the two mentioned above in Census Tract 613, Block Group 1 as well as one directly across Mill Street in Census Tract 614, Block Group 2) contains few community assets. While the area contains several churches of various sizes and faiths, it also lacks a grocery store. Additionally, despite high residential density, it also contains a fair amount of vacant industrial land. The only recreational asset in this area is a small playground in the garden-style public housing complex.

Moving farther east in Census Tract 613, Block Group 1, much of the remaining land is industrial or undeveloped, with a small amount of low density residential. A riverfront park, Marble Street Park, is located at the far east end of the Block Group near the City boundary, approximately 1.5 miles from the three public housing properties, and connected only by Water Street, which despite being a City street functions more like a rural collector, with sporadic development along a straightaway that encourages high speeds.

The area east of downtown and directly south of the Black River, a neighborhood identified in the City's Comprehensive Plan as "Ohio" as it largely makes up the footprint of the service area of Ohio Elementary School, contains three block groups identified above for diversity (612-01, 612-02 and 621-02). Census Tract 621, Block Group 2, which the ACS estimated was one-third Hispanic or Latino, is immediately east of downtown. The Salvation Army is located in this Block Group. However, its only grocery store closed in 2019. One block east of the Block Group boundary, but still within the "Ohio," neighborhood is North Hamilton Street Playground as well as the offices for Cornell Cooperative Extension of Jefferson County.

Census Tract 612, Block Group 1, located at the far east end of the City, contains four large garden-style apartment complexes, two of which are public housing. This Block Group also contains a large shopping plaza with a Save-A-Lot grocery store, Kinney Drugs and several takeout style restaurants. A Walgreen's is immediately across the street from this plaza. All but one of the apartment complexes also offer immediate access to the Black River Trail, a 5.4-mile recreational trail that connects Watertown to the Village of Black River. The trail's current western terminus is at Waterworks Park, a riverfront park that is also in this block group.

Census Tract, 612, Block Group 2, which sits between the above two Block Groups is almost entirely residential.

Finally, Census Tract 615, Block Group 4, at the western end of the City, is almost entirely characterized by commercial development with garden-style apartment complexes.

### **Are there other strategic opportunities in any of these areas?**

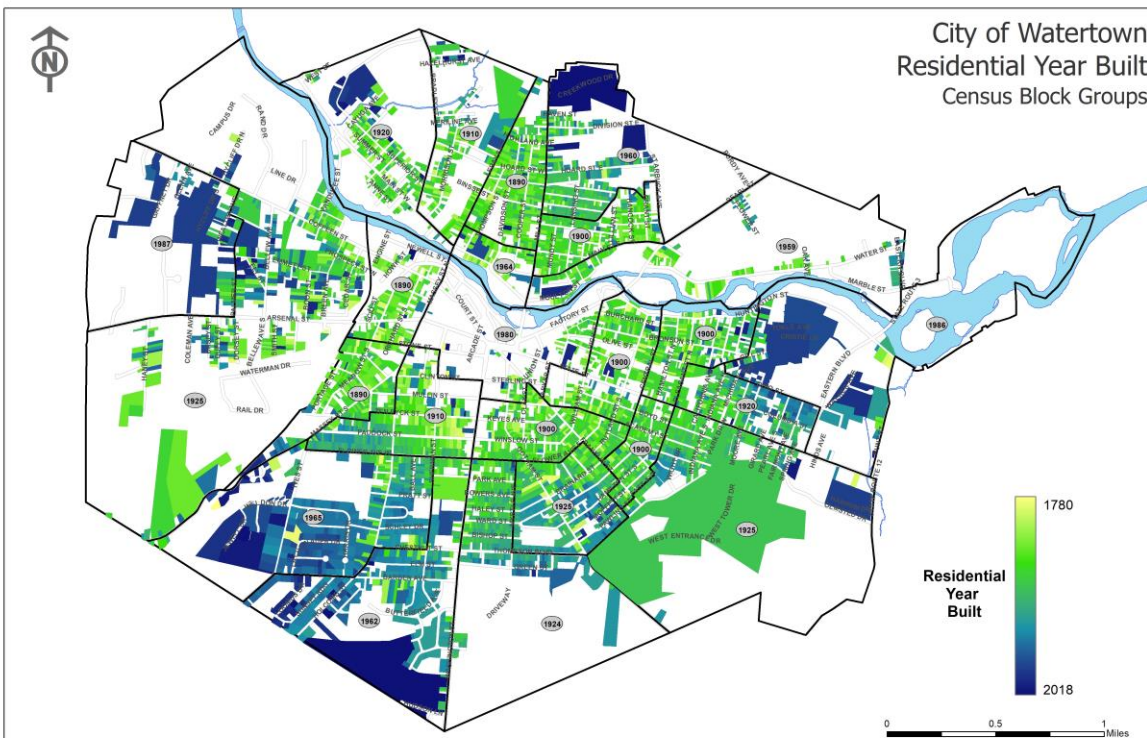
Ongoing downtown revitalization is a priority as a more vibrant downtown would significantly improve the quality of life for downtown residents. A grocery store is the most notable missing asset. The DRI award booklet originally included funding for a downtown grocery store, but the project did not materialize. Riverfront amenities would benefit residents in both the downtown and eastern neighborhoods, both of which have underutilized riverfront park spaces.



The greatest strategic opportunity exists within Census Tract 613, Block Group 1, which spans the north shore of the Black River all the way from the area directly across from downtown to the eastern edge of the City. This Block Group is discussed at length above for having a dense cluster of public housing at its western end and its only significant recreational resource 1.5 miles away at its eastern end. The City owns an abandoned railbed that spans almost the entirety of this Block Group before it crosses the river and terminates at the western edge of downtown.

A rails-to-trails project in this location would greatly expand recreational opportunities for many LMI residents. Beyond providing a recreational resource in Census Tract 613, Block Group 1, its western terminus would be within walking distance of downtown (621-01) and eastern “Ohio” (621-02). Such a trail would also link Factory Square Park with Marble Street Park, both riverfront parks in majority LMI neighborhoods.

Finally, as Watertown’s housing stock is substantially older than the national average, with over half of the City’s housing units predating World War II, continued housing rehabilitation will always be a significant strategic opportunity.



**Housing Year Built**

## **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.**

Internet availability within the City of Watertown is almost universal. According to Broadband Now, a website that tracks network reach, cable lines and DSL have 97.79 and 88.61 percent network reach within the city limits.

Spectrum is the dominant cable and internet provider in New York State, and as part of Spectrum's agreement with the state to obtain approval of its merger with Time Warner, Spectrum had promised to expand service into underserved rural areas, and news reports over the last two years have indicated that such expansion is still incomplete. However, this has not been an issue within the City.

The larger local issue with broadband is affordability, as Spectrum has an effective monopoly, and the market price for internet access is beyond the means of many LMI families.

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

As in much of New York State, Spectrum is the leading internet provider in Watertown, and likely possesses a dominant market share locally. Broadband Now identifies four potential competitors to Spectrum: King Street Wireless, Frontier Communications, Viasat Internet and HughesNet. However, none of these providers offer residential service. Nor do any of them offer speeds that are even remotely competitive with Spectrum, which has the added competitive advantage of bundling their service with cable television if a customer chooses.

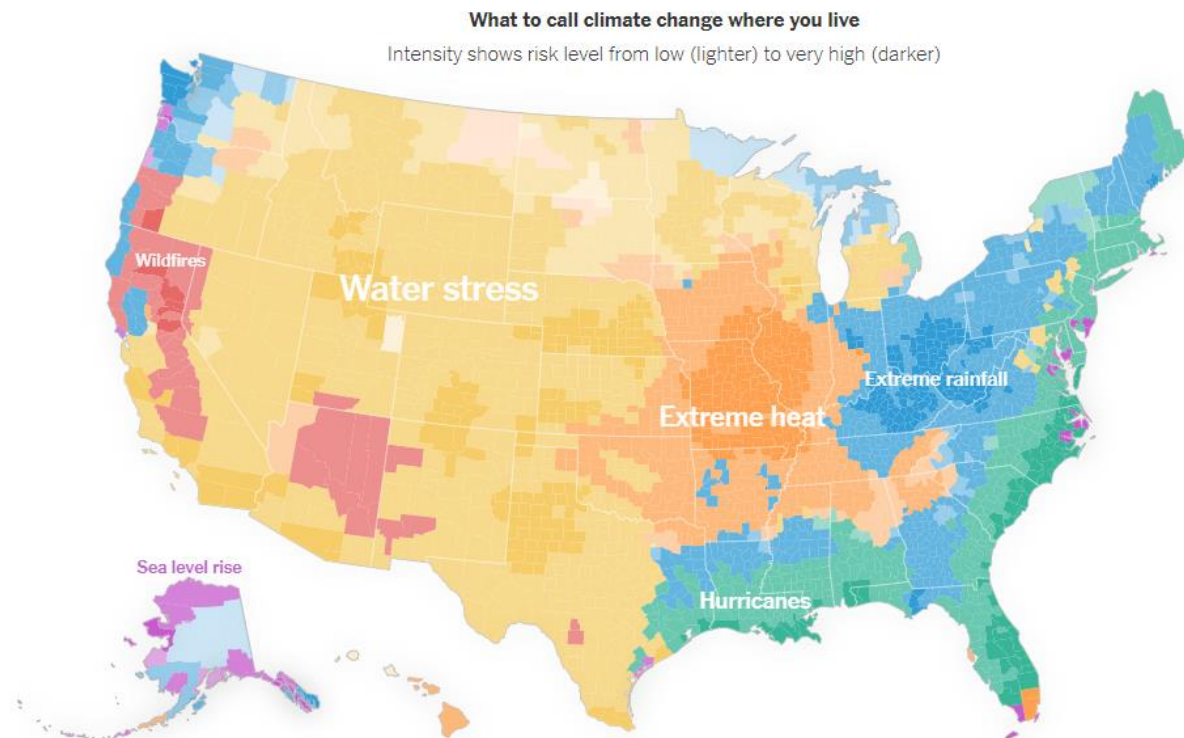
A local company known as Westelcom offers competitive business internet access via fiber. However, Westelcom's fiber network only covers 25 percent of the City.

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

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

The map below, which was originally published in the *New York Times*, identifies the greatest climate threat in every county in the United States, drawing from a list of six categories: hurricanes, extreme rainfall, water stress, heat stress, wildfire and sea level rise. For Jefferson County, NY, the map identifies hurricanes as the most significant risk associated with climate change, as it does for all four counties in

New York State that share a border with Canada. However, for much of the rest of Upstate New York, extreme rainfall is a greater risk.



### **Greatest Climate Threat by County (Source: New York Times)**

Although it seems paradoxical, another natural hazard that may increase in the Watertown metro area as a result of climate change is a rise in unmanageable lake effect snow events. The National Oceanic and Atmospheric Administration has noted that warming temperatures will reduce the ice cover on the Great Lakes during winter, which will in turn provide more available moisture to produce lake snows when cold air moves over warmer waters. When the lake surface freezes, there is no moisture reaching the air to generate lake effect snow. However, with climate change, the surface of Lake Ontario will freeze less often, if at all, meaning that cold Arctic air will more often move over warm waters, creating the potential for more frequent intense snow events for Northern New York.

Watertown is already one of the snowiest communities in the nation east of the Rocky Mountains. A significant increase in average annual snowfall will increasingly stress the City's snow removal operations and affect mobility within the region.



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

Within the City of Watertown, 19.6 percent of occupied households lack access to a personal vehicle, meaning they must rely on alternate means of transportation, such as walking, biking, public transit, taxis or rideshare (Uber, Lyft, etc.). Although lack of access to a vehicle in and of itself does not prove that a household is low-to-moderate income (LMI), it is fair to infer that there is some overlap.

More frequent and intense lake effect snow events during the winter would only make mobility even more challenging for these households. Contributing factors include inconsistency among local property owners in removing snow from the sidewalks that abut their property, snow-related bus system delays, the discomfort of waiting for a bus in a snowstorm, as well as the potential for surge pricing among rideshare apps during major snow events that would make an Uber or Lyft ride prohibitively expensive.

# Strategic Plan

## SP-05 Overview

### Strategic Plan Overview

The City of Watertown developed its 2021-2025 CDBG Strategic Plan with an extensive citizen participation and community outreach process that has enabled the City to develop a comprehensive plan to address the community development needs of our City. The 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.

Several goals address these needs, including neighborhood stabilization and revitalization, affordable housing rehabilitation, increasing homeownership opportunities, job support and creation, fair housing education, supporting public services, environment and quality of life enrichment and homeless assistance.

The neighborhood stabilization and revitalization goal will include improvements to public infrastructure and the elimination of blighting influences in target areas. Examples of public infrastructure projects include, but are not limited to, sidewalk and street reconstruction, complete streets improvements, utilities, lighting, technology, neighborhood facilities, historic preservation, facilities for persons with special needs and handicapped accessibility projects. Blight elimination includes the demolition of buildings in target areas or other areas to stop the spread of blighting influences throughout the City.

While affordable housing rehabilitation is an extremely important component of neighborhood revitalization, it warrants its own goal. There is a great need for housing rehabilitation, and it is not limited to lower income neighborhoods. In order to assist LMI persons throughout the city, housing programs and projects will generally be implemented City wide and not limited to specific neighborhoods.

Homeownership is also an important goal of neighborhood stabilization and revitalization. As a City close to a military base, Watertown has a somewhat transient population, with 51% of housing units renter occupied. While the rental market is an important piece of the housing picture in the City, especially in relation to providing adequate housing options for soldiers and their families, there is a desire to increase home ownership to help stabilize neighborhoods throughout the City.

As a means of addressing environmental justice issues in low-and-moderate income neighborhoods, one of the City's goals is environment and quality of life enrichment. The City will achieve this goal through such projects as the construction of physical improvements such as parks, playgrounds, trails, rain gardens and other green infrastructure, the elimination of combined sewer overflows, renewable energy initiatives, tree planting, and other urban forestry initiatives and invasive species control.

With relatively high unemployment rates in the region, the City recognizes the importance of economic development efforts within the community. Our Strategic Plan includes an economic development goal that includes supporting the efforts of the Watertown Local Development Corporation and Jefferson County Economic Development, our local economic development agencies. This support may include partnering with these agencies on various initiatives to attract businesses, working with developers through approval processes, providing employment training or by providing financial assistance to create jobs.

Public Service Support is another goal that was identified during the planning process for the strategic plan. This goal will include supporting agencies that are working to address social issues and concerns within the community including, but not limited to, crime prevention and public safety, health services, substance abuse, education programs, services for senior citizens and recreational services.

Fair housing education is another important goal in our strategic plan. Our recently completed Analysis of Impediments to Fair Housing identified that there is a general lack of knowledge about fair housing rights among tenants, housing providers and City Staff. The City plans to work with fair housing providers to increase knowledge about fair housing rights within the community.

To support social agencies in the community who are working to address and prevent homelessness, the City is also including a goal to provide homeless assistance. The City will continue to work with the Points North Housing Coalition, the region's Continuum of Care, through support of the annual Point-In-Time Count, services for homeless persons, and long-range planning to address homelessness in the community.

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

### Geographic Area

Table 12 - Geographic Priority Areas

1	<b>Area Name:</b>	Downtown
	<b>Area Type:</b>	Local Target area
	<b>Other Target Area Description:</b>	
	<b>HUD Approval Date:</b>	
	<b>% of Low/ Mod:</b>	
	<b>Revital Type:</b>	Comprehensive
	<b>Other Revital Description:</b>	
	<b>Identify the neighborhood boundaries for this target area.</b>	This target area consists of Block Group 1 of Census Tract 621.
	<b>Include specific housing and commercial characteristics of this target area.</b>	It is the city's downtown area, which consists of mixed commercial and residential uses. Commercial uses consist largely of offices and restaurants, with some retail. The area contains a large number of housing units, mostly in the form of multi-level apartment buildings located above street level commercial spaces.
	<b>How did your consultation and citizen participation process help you to identify this neighborhood as a target area?</b>	Downtown revitalization has been a major planning goal for the city for decades.
	<b>Identify the needs in this target area.</b>	There are several dilapidated structures in need of renovation, most of which included vacant housing units on the upper floors. As evidenced by the block group's 64.47% low/mod rate, there is a concentration of poverty in the area. Transportation options are limited, but access to public transit is better than other parts of the city, due to the location of the bus transfer station on Arcade Street, at the center of the target area.
	<b>What are the opportunities for improvement in this target area?</b>	Rehabilitation of upper floor apartments, streetscape improvements, transportation facilities improvements.
	<b>Are there barriers to improvement in this target area?</b>	Rehabilitation projects are more complicated and costly in this setting due to the compact zero-setback lots and high traffic levels.

2	<b>Area Name:</b>	East
	<b>Area Type:</b>	Local Target area
	<b>Other Target Area Description:</b>	
	<b>HUD Approval Date:</b>	
	<b>% of Low/ Mod:</b>	
	<b>Revital Type:</b>	Comprehensive
	<b>Other Revital Description:</b>	
	<b>Identify the neighborhood boundaries for this target area.</b>	This neighborhood is coterminous with Block Group 1 of Census Tract 612. It includes the areas between Huntington Street and Ohio Street, and between Eastern Boulevard and the City limit. The target area also happens to include a large swath of vacant riverfront land under the city's ownership.
	<b>Include specific housing and commercial characteristics of this target area.</b>	This area is predominantly rental housing, with some commercial development along Eastern Boulevard. The rental housing consists of relatively new low-rise rental complexes--many of which are Watertown Housing Authority properties.  Commercial development consists mostly of single level retail.
	<b>How did your consultation and citizen participation process help you to identify this neighborhood as a target area?</b>	This target area has one of the city's highest share of low/mod households at 71.1%, making it a natural choice for targeted improvements.
	<b>Identify the needs in this target area.</b>	Some of the older housing developments will need renovation in the coming years. This neighborhood also has inconsistent pedestrian access.
	<b>What are the opportunities for improvement in this target area?</b>	Rental rehabilitation, new sidewalks or multi-use paths, streetscape improvements, new or improved public transit facilities.
	<b>Are there barriers to improvement in this target area?</b>	The Eastern Boulevard right-of-way is controlled by NYSDOT, and many of the locations where pedestrian connectivity could be improved are on private property.

3	<b>Area Name:</b>	Near East
	<b>Area Type:</b>	Local Target area
	<b>Other Target Area Description:</b>	
	<b>HUD Approval Date:</b>	
	<b>% of Low/ Mod:</b>	
	<b>Revital Type:</b>	Comprehensive
	<b>Other Revital Description:</b>	
	<b>Identify the neighborhood boundaries for this target area.</b>	This neighborhood encompasses the residential areas immediately east of downtown, between High Street and Central Street and between Academy Street and the Black River. This neighborhood is coterminous with Block Group 2 of Census Tract 621.
	<b>Include specific housing and commercial characteristics of this target area.</b>	The area is almost entirely residential, with some retail and services clustered around State Street. Most housing in the area consists of detached houses divided into several rental units. There are few defunct and active industrial properties along the former railroad right-of-way near Olive Street, and the Ogilvie Foods Brownfield site is located just east this target area, between Pleasant Street N. and California Ave.  The low/mod percentage for this block group is 64.47%.
	<b>How did your consultation and citizen participation process help you to identify this neighborhood as a target area?</b>	The near east side has been the subject of revitalization efforts for some time. It contains some of the most threatened housing stock in the city and was identified as a concern by the community.
	<b>Identify the needs in this target area.</b>	Housing rehabilitation, both for rentals and owner-occupied units, is a major need. Infrastructure improvements are also needed.
	<b>What are the opportunities for improvement in this target area?</b>	The Ogilvie Brownfield, the industrial properties near Olive Street, and a few vacant commercial or mixed-use parcels along State Street offer revitalization opportunities.
	<b>Are there barriers to improvement in this target area?</b>	One of the major opportunities, the Ogilvie site, is not contained within the target area boundary.

4	<b>Area Name:</b>	Near West
	<b>Area Type:</b>	Local Target area
	<b>Other Target Area Description:</b>	
	<b>HUD Approval Date:</b>	
	<b>% of Low/ Mod:</b>	
	<b>Revital Type:</b>	Comprehensive
	<b>Other Revital Description:</b>	
	<b>Identify the neighborhood boundaries for this target area.</b>	This target area encompasses the area immediately west of downtown, between Massey Street and the railroad, and between Stone Street and the Black River. The neighborhood is comprised of Block Group 1 in Census Tract 615.
	<b>Include specific housing and commercial characteristics of this target area.</b>	The area contains mostly detached houses with several rental units. There is commercial development along Arsenal Street and Coffeen Street and some industrial activity near the intersection of Coffeen Street and the railroad. Some retail and recreational development exists near the river.  The low/mod percentage for the target area is 56.04%.
	<b>How did your consultation and citizen participation process help you to identify this neighborhood as a target area?</b>	This area has been brought up at previous public meetings as an area needing improvements.
	<b>Identify the needs in this target area.</b>	Residential rehabilitation and infrastructure.
	<b>What are the opportunities for improvement in this target area?</b>	Infrastructure improvement to the riverfront area, improve pedestrian access to the Arsenal Street commercial area, blight removal on Waltham Street.
	<b>Are there barriers to improvement in this target area?</b>	Some blighted properties are not tax delinquent. The railroad right-of-way creates a barrier for accessing amenities to the west. Arsenal Street has heavy traffic, and the right-of-way is not controlled by the City, but rather by NYSDOT.

5	<b>Area Name:</b>	Northeast
	<b>Area Type:</b>	Local Target area
	<b>Other Target Area Description:</b>	
	<b>HUD Approval Date:</b>	
	<b>% of Low/ Mod:</b>	
	<b>Revital Type:</b>	Comprehensive
	<b>Other Revital Description:</b>	
	<b>Identify the neighborhood boundaries for this target area.</b>	This area consists of neighborhoods north of the Black River between Leray Street all the way eastward to the city line, but south of Lynde Street West and south of Francis Street. This includes block groups 614-002, 613-001, and 613-002. The aggregate low/mod percentage is 76.3%.
	<b>Include specific housing and commercial characteristics of this target area.</b>	The area contains a substantial number of single-family homes intermixed with multi-family structures-- including both divided houses and major developments. The major developments include three Watertown Housing Authority properties. There is substantial commercial use along Mill Street and Leray Street. There is some industrial activity along Water Street.  The area also contains large tracts of vacant land, including the Sewall's Island brownfield and the city's closed landfill facility.
	<b>How did your consultation and citizen participation process help you to identify this neighborhood as a target area?</b>	Redevelopment of Sewall's Island, including commercial and recreational amenities has been discussed at many meetings and is part of the Sewall's Island and Factory Square Redevelopment Plan.
	<b>Identify the needs in this target area.</b>	Residential rehabilitation, development or improvement of vacant lands to eliminate blighting influence, recreational amenities and infrastructure.
	<b>What are the opportunities for improvement in this target area?</b>	The Sewall's Island brownfield redevelopment (interim remediation is already complete) is a major opportunity, and the riverfront in general is under-utilized and can be improved or developed.
	<b>Are there barriers to improvement in this target area?</b>	Brownfield sites and former landfills are difficult or impossible to develop.



6	<b>Area Name:</b>	Northwest
	<b>Area Type:</b>	Local Target area
	<b>Other Target Area Description:</b>	
	<b>HUD Approval Date:</b>	
	<b>% of Low/ Mod:</b>	
	<b>Revital Type:</b>	Comprehensive
	<b>Other Revital Description:</b>	
	<b>Identify the neighborhood boundaries for this target area.</b>	The neighborhood consists of the area west of Leray Street and north of the Black River. This is coterminous with block groups 614-003 and 614-004.
	<b>Include specific housing and commercial characteristics of this target area.</b>	A larger portion of the target area is taken up by the North Watertown Cemetery. The remainder of the area is primarily residential, with collections of commercial and industrial uses along Main Street West and along the railroad spur. The waterfront area contains many dilapidated or under-utilized commercial and industrial structures. There is one Watertown Housing Authority property on Leray Street, and a cluster of income-restricted housing on Superior Street. The aggregate low/mod percentage for this neighborhood is 67.5%.
	<b>How did your consultation and citizen participation process help you to identify this neighborhood as a target area?</b>	The need for improvements in the Main Street West area has been brought up at more than one meeting.
	<b>Identify the needs in this target area.</b>	Adaptive reuse and revitalization of the waterfront and the neighborhoods abutting industrial properties.
	<b>What are the opportunities for improvement in this target area?</b>	The vacant 424 Vanduzee Street site, and the vacant waterfront properties between the Court Street Bridge and the railroad bridge are both good candidates for redevelopment.
	<b>Are there barriers to improvement in this target area?</b>	The former industrial properties are potential brownfields due to the nature of their previous uses. The Main Street West streetscape is not attractive to potential developers. Kelsey Creek causes a flood risk in a large portion of the target area.

## **General Allocation Priorities**

The City has designated six local target areas. These areas consist of census block groups that each has low- and moderate-income persons greater than 51% of the total population. The expenditure of CDBG funds will be concentrated within these target areas.

Housing rehabilitation programs and special needs housing will be available throughout the City, but an emphasis may be placed on projects within the target areas. All public facility and infrastructure projects will take place within target areas. Blight elimination funds will be spent primarily within target areas.

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

### Priority Needs

Table 13 – Priority Needs Summary

1	<b>Priority Need Name</b>	Decent Affordable Housing
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents
	<b>Geographic Areas Affected</b>	Downtown Near East East Northeast Northwest Near West
	<b>Associated Goals</b>	Affordable Housing Rehabilitation Homeownership Assistance Planning and Administration
	<b>Description</b>	There is a great need to improve the quality of the City's housing stock, while at the same time keeping it affordable. Much of the housing is very old and in need of repair. As a result of deferred maintenance, the City has been left with many vacant substandard units. This has driven the lowest income individuals into the poorest quality housing.
	<b>Basis for Relative Priority</b>	Housing has been a major issue for years, because of the proximity of Fort Drum and the housing allowance given to soldiers that drives up local housing prices. Additionally, the quality of the older housing stock remains a problem, as many units are substandard and in need of repair and deferred maintenance.

2	<b>Priority Need Name</b>	Homeownership
	<b>Priority Level</b>	High
	<b>Population</b>	Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents
	<b>Geographic Areas Affected</b>	Downtown Near East East Northeast Northwest Near West
	<b>Associated Goals</b>	Homeownership Assistance Planning and Administration
	<b>Description</b>	There is a strong need to make homeownership opportunities available to low- and moderate-income persons within the City. A large demand for housing in the City and the influence of Fort Drum's Basic Allowance for Housing has inflated home prices in many areas of the City, making homeownership often unattainable. An increase in homeownership will serve to help stabilize and revitalize neighborhoods throughout the City.
	<b>Basis for Relative Priority</b>	As a military community, Watertown has a somewhat transient population and has a large number of renters in the city with 58.4% of the housing units being renter-occupied. A large demand for housing in the City and the influence of Fort Drum's Basic Allowance for Housing has inflated home prices in many areas, making homeownership often unattainable. While the rental market is an important piece of the housing picture in the City, especially in relation to providing adequate housing options for soldiers, there is a desire to increase home ownership to help stabilize neighborhoods.

3	<b>Priority Need Name</b>	Public Infrastructure Improvements
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents
	<b>Geographic Areas Affected</b>	Downtown Near East East Northeast Northwest Near West
	<b>Associated Goals</b>	Neighborhood Stabilization and Revitalization Planning and Administration
	<b>Description</b>	As an older community that was first settled over 200 years ago, Watertown has an overwhelming need for public infrastructure improvements. These needs are extremely evident in many of our target areas, as these areas are some of the oldest sections of the City. Needs include public facility improvements, neighborhood facilities, blight elimination, and handicapped accessibility improvements.
	<b>Basis for Relative Priority</b>	One of the main points of emphasis of this plan is on neighborhood stabilization and revitalization and public infrastructure has a major impact on the quality of a neighborhood.
4	<b>Priority Need Name</b>	Blight Elimination
	<b>Priority Level</b>	High
	<b>Population</b>	Non-housing Community Development
	<b>Geographic Areas Affected</b>	Downtown Near East East Northeast Northwest Near West

	<b>Associated Goals</b>	Neighborhood Stabilization and Revitalization Planning and Administration
	<b>Description</b>	Removal of blighting influences such as dilapidated buildings, derelict lots and brownfields.
	<b>Basis for Relative Priority</b>	Blighted properties can negatively impact entire neighborhoods and prevent their revitalization.
5	<b>Priority Need Name</b>	Economic Development
	<b>Priority Level</b>	Low
	<b>Population</b>	Extremely Low Low Moderate Middle Other
	<b>Geographic Areas Affected</b>	Downtown Near East East Northeast Northwest Near West
	<b>Associated Goals</b>	Economic Development Planning and Administration
	<b>Description</b>	With high unemployment rates in the region, the City recognizes the importance of economic development efforts within the community. There is a need to support the efforts of our local economic development agencies to attract businesses and to create jobs.
	<b>Basis for Relative Priority</b>	While economic development is an important need in the City, it has a slightly lower priority in this Consolidated Plan. Our local economic development agencies, including the Watertown Local Development Corporation, the Jefferson County Industrial Development Agency and the Jefferson County Job Development Corporation, take the lead on economic development within the City and Jefferson County. Our strategic plan includes providing support to these organizations by partnering on various initiatives to attract businesses, assisting developers through approval processes and by providing financial assistance to create jobs.

6	<b>Priority Need Name</b>	Fair Housing Education
	<b>Priority Level</b>	Low
	<b>Population</b>	Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents Other
	<b>Geographic Areas Affected</b>	Downtown Near East East Northeast Northwest Near West
	<b>Associated Goals</b>	Fair Housing Education Planning and Administration
	<b>Description</b>	Within the City there is a general lack of knowledge about Fair Housing rights among tenants, housing providers and City Staff. There is a need to provide educational opportunities throughout the community to improve the understanding of this issue.
	<b>Basis for Relative Priority</b>	While Fair Housing Education is an important need in the City, it has a slightly lower priority in this Consolidated Plan. While our strategic plan will include Fair Housing goals and will provide resources to address this need, the need overall has a slightly lower priority than some of the others.
7	<b>Priority Need Name</b>	Support of Public Services
	<b>Priority Level</b>	Low

	<b>Population</b>	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 Other
	<b>Geographic Areas Affected</b>	Downtown Near East East Northeast Northwest Near West
	<b>Associated Goals</b>	Public Services Support Planning and Administration
	<b>Description</b>	Address the social issues and concerns in the community by supporting various public services.
	<b>Basis for Relative Priority</b>	While the support of public services is an important need, there are many agencies that address social issues and concerns throughout the community. Our strategic plan will include resources to supplement and expand some of the services provided, but overall, the need has a slightly lower priority than some of the others.
8	<b>Priority Need Name</b>	Homeless Prevention
	<b>Priority Level</b>	Low
	<b>Population</b>	Extremely Low Low Moderate Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth



	<b>Geographic Areas Affected</b>	Downtown Near East East Northeast Northwest Near West
	<b>Associated Goals</b>	Homeless Assistance Planning and Administration
	<b>Description</b>	Outreach and education to help prevent homelessness and provide assistance to those experiencing homelessness, as well as long-range planning to address homelessness in the community.
	<b>Basis for Relative Priority</b>	While outreach and education to help prevent homelessness is an important need, there are many agencies that address homelessness throughout the community. The Points North Housing Coalition is a network of the agencies that are working together to address this issue. While the City will continue assist the Coalition and other agencies, the overall need has a slightly lower priority than some of the others.
9	<b>Priority Need Name</b>	Environment and Quality of Life Enrichment
	<b>Priority Level</b>	Medium
	<b>Population</b>	Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents
	<b>Geographic Areas Affected</b>	Downtown Near East East Northeast Northwest Near West
	<b>Associated Goals</b>	Environment and Quality of Life Enrichment Neighborhood Stabilization and Revitalization

	<b>Description</b>	Improve environmental conditions and address environmental justice issues in low- and moderate-income neighborhoods by constructing physical improvements such as parks, playgrounds, trails, rain gardens and other green infrastructure, eliminating combined sewer overflows, renewable energy initiatives, tree planting, other urban forestry initiatives and invasive species removal.
	<b>Basis for Relative Priority</b>	Many of the City's neighborhoods lack basic quality of life amenities. Providing these improvements while also improving the physical environments will address environmental justice issues in low-and-moderate income neighborhoods.

### **Narrative (Optional)**

The City of Watertown developed its 2021-2025 CDBG Strategic Plan with an extensive citizen participation and community outreach process that has enabled the City to develop a comprehensive plan to address the community development needs of our City. The strategic plan identifies several high priority needs including provisions for decent affordable housing, homeownership, public infrastructure improvements, blight elimination, economic development, fair housing education public services support, environment and quality of life enrichment and homeless prevention.

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

### Introduction

The City of Watertown will receive funds from the CDBG program as an Entitlement Community for the eighth year. The City's Annual Action Plan will emphasize several of our primary goals including Neighborhood Stabilization and Revitalization, Affordable Housing Rehabilitation and Homeownership. The City has also allocated funding for Public Services Support and Environment and Quality of Life Enrichment which will improve several neighborhood playgrounds and parks areas and provide funding for various public service projects including the Watertown City School District Food 4 Families program.

### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	930,085	0	0	930,085	3,740,000	This is the City's annual allocation from HUD for the CDBG program. Years 2-5 assume funding levels of \$935,000 per year.

Table 14 - Anticipated Resources

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

These funds will leverage private equity and financing when used for one of the housing rehabilitation or first-time homebuyer programs. When used for larger housing projects and infrastructure projects, State and other Federal funds will also be leveraged. No matching funds are required.

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

All of the projects proposed for the Neighborhood Stabilization goal, such as blight elimination, sidewalk improvements, ADA ramps and other infrastructure projects will occur on City owned property. Additionally, playgrounds, parks, trails and tree planting will also occur on City owned property. These improvements will be done in the City's Target Areas to benefit the low- and moderate-income residents of the area.

**Discussion**

For 2021, the City expects to receive \$930,085 in CDBG Entitlement funding from HUD. The City will use the funding to advance the goals identified in the 5-Year Consolidated Plan and to benefit low- and moderate-income City residents.

## 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.

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
City of Watertown	Government	Economic Development Ownership Planning Rental Neighborhood Improvements Public Facilities Public Services	Jurisdiction
NEIGHBORS OF WATERTOWN	Non-profit organizations	Ownership Rental	Jurisdiction
Watertown Housing Authority		Public Housing Neighborhood Improvements	Jurisdiction
Points North Housing Coalition	Continuum of care	Homelessness	Region
Watertown City School District	Public institution	Public Services	Jurisdiction
CNY Fair Housing	Non-profit organizations	Public Services	Region

**Table 15 - Institutional Delivery Structure**

### Assess of Strengths and Gaps in the Institutional Delivery System

Neighbors of Watertown - The housing rehabilitation delivery system is very strong. The City of Watertown has had a relationship with Neighbors of Watertown for over 25 years in delivering rehabilitation services. Before that, the City had Staff delivering the program directly.

As a municipality, the City has a long history of delivering infrastructure projects both using its own forces and contracting for the work.

Points North Housing Coalition is the region's Continuum of Care and collaborates with area service providers with the goal of ending homelessness. The Coalition participates in HUD's annual Point In Time Count to get a census of the number of homeless individuals within the community. As part of this Count, PNHC markets and holds a "Homeless No More" event, where it invites homeless individuals in

for food and conversation, so area agencies can connect the individuals with housing and needed services.

The Watertown Housing Authority is a New York State public housing authority that manages and maintains public housing developments in order to provide low-income individuals decent, affordable, well-maintained housing in safe and secure environments while encouraging economic self-sufficiency.

Watertown City School District carries out a backpack program, Food 4 Families. The Program provides impoverished children and their families with a backpack full of food each Friday, so they have food to eat over the weekend.

CNY Fair Housing is a private, non-profit organization based in Syracuse that works to ensure equal access to housing opportunity for all people in Central and Northern New York.

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

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

**Table 16 - Homeless Prevention Services Summary**

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

The City works with the Points North Housing Coalition annually to advertise the Point-In-Time Outreach and Education Initiative. The project involves a marketing campaign consisting of television, internet and newspaper advertising to be run through the month of January, in the weeks preceding the annual Point-In-Time Count of homeless. The advertising raises awareness of the homeless problem in the area, promote the PIT Count and encourage people to attend one of several “Homeless No More” events sponsored by the PNHC. The events are staffed by volunteers and partner agencies from the PNHC and offers those attending a chance to find out about homeless services in addition to being included in the PIT Count.

**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 most significant gap of service for special needs population and persons experiencing homelessness in the City of Watertown is that there is no homeless shelter for men in the City of Watertown.

**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**

The City has been working more closely with Points North Housing Coalition in the last 5-7 years and is expending CDBG funds on homeless assistance.

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

### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Neighborhood Stabilization and Revitalization	2021	2025	Non-Housing Community Development	Downtown East Near East Near West Northeast Northwest	Public Infrastructure Improvements Blight Elimination	CDBG: \$2,035,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 6,250 Persons Assisted  Buildings Demolished: 5 Buildings
2	Affordable Housing Rehabilitation	2021	2025	Affordable Housing	Downtown East Near East Near West Northeast Northwest	Decent Affordable Housing	CDBG: \$1,148,000	Homeowner Housing Rehabilitated: 37 Household Housing Unit  Rental units rehabilitated: 4 Household Housing Unit
3	Homeownership Assistance	2021	2025	Affordable Housing	Downtown East Near East Near West Northeast Northwest	Decent Affordable Housing Homeownership	CDBG: \$560,000	Direct Financial Assistance to Homebuyers: 25 Households Assisted



Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
4	Environment and Quality of Life Enrichment	2021	2025	Non-Housing Community Development	Downtown East Near East Near West Northeast Northwest	Public Infrastructure Improvements	CDBG: \$337,500	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 4,250 Persons Assisted
5	Fair Housing Education	2021	2025	Fair Housing	Downtown East Near East Near West Northeast Northwest	Fair Housing Education	CDBG: \$25,000	Other: 125 Other
6	Homeless Assistance	2021	2025	Homeless	Downtown East Near East Near West Northeast Northwest	Homeless Prevention	CDBG: \$40,000	Homelessness Prevention: 50 Persons Assisted
7	Public Services Support	2021	2025	Non-Homeless Special Needs	Downtown East Near East Near West Northeast Northwest	Support of Public Services	CDBG: \$144,000	Public service activities other than Low/Moderate Income Housing Benefit: 850 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
8	Economic Development	2021	2025	Economic Development	Downtown East Near East Near West Northeast Northwest	Economic Development	CDBG:  \$25,000	Jobs created/retained: 5
9	Planning and Administration	2021	2025	Planning and Administration	Downtown East Near East Near West Northeast Northwest	Decent Affordable Housing Homeownership Public Infrastructure Improvements Blight Elimination Economic Development Fair Housing Education Support of Public Services Homeless Prevention	CDBG: \$355,585	Other: 1 Other

**Table 17 – Goals Summary**

## Goal Descriptions

1	<b>Goal Name</b>	Neighborhood Stabilization and Revitalization
	<b>Goal Description</b>	Low- and moderate-income neighborhoods will be improved through the construction of public infrastructure improvements and the elimination of blighting influences in target areas. Public infrastructure projects include, but are not limited to, sidewalk and street reconstruction, complete streets improvements, utilities, lighting, technology, neighborhood facilities, historic preservation, facilities for persons with special needs and handicapped accessibility projects. Blight elimination includes the demolition of buildings in target areas or other areas in order to stop the spread of blighting influences throughout the City.
2	<b>Goal Name</b>	Affordable Housing Rehabilitation
	<b>Goal Description</b>	Rehabilitate owner-occupied and rental properties for low- and moderate-income persons, with an emphasis on those properties that will contribute to neighborhood stabilization and revitalization.
3	<b>Goal Name</b>	Homeownership Assistance
	<b>Goal Description</b>	Provide homeownership assistance to low- and moderate-income families to increase the number of owner-occupied households and to help stabilize and revitalize neighborhoods throughout the City.
4	<b>Goal Name</b>	Environment and Quality of Life Enrichment
	<b>Goal Description</b>	Improve environmental conditions by addressing environmental equity and environmental justice issues in low- and moderate-income neighborhoods by constructing physical improvements such as parks, playgrounds, trails, rain gardens and other green infrastructure, implementing renewable energy initiatives, eliminating combined sewer overflows, narrowing streets to provide increased greenspace, tree planting, tree pit expansion and enhancements, and other urban forestry initiatives such as hazardous tree removal and invasive species management.
5	<b>Goal Name</b>	Fair Housing Education
	<b>Goal Description</b>	Reduce barriers to fair housing by increasing knowledge in the community of fair housing rights through education, marketing, outreach, training and technical assistance.

6	<b>Goal Name</b>	Homeless Assistance
	<b>Goal Description</b>	Support the Points North Housing Coalition, the local Continuum of Care, and other local agencies that are working to prevent homelessness through support of the Annual Point-In-Time Count, services for homeless persons, and long-term planning to address homelessness in the community.
7	<b>Goal Name</b>	Public Services Support
	<b>Goal Description</b>	Support agencies that are working to address social issues and concerns within the community including, but not limited to, crime prevention and public safety, health services, substance abuse services, education programs, services for senior citizens and recreational services.
8	<b>Goal Name</b>	Economic Development
	<b>Goal Description</b>	Support the efforts of the Watertown Local Development Corporation, the Jefferson County Job Development Corporation, the Jefferson County Industrial Development Agency and other local economic development agencies by partnering with these organizations on various initiatives to advance the reuse and adaptive reuse of strategic development sites, including brownfields, to retain key industries, attract businesses and create jobs.
9	<b>Goal Name</b>	Planning and Administration
	<b>Goal Description</b>	Conduct planning studies as needed to develop neighborhood revitalization strategies and to inform the development of consolidated plans and annual action plans and administer the City's CDBG Program including project management and the development of annual plans and reports.

**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)**

During the 2021-2025 time period covered by this Consolidated Plan, the City intends to assist residents with homeownership with homebuyer grants. The City anticipates providing five grants per year for an aggregate total of 25 over the five-year period. Of the 25, the City anticipates that five low-income families and 20 moderate-income families will be supported by the homebuyer grant program.

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

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

Because of the age of Watertown's housing stock, most of the City's housing units were built prior to lead-based paint regulations. HUD considers any unit built prior to 1978 to be at risk for having lead-based paint; and 82 percent of housing units in Watertown were built in 1979 or earlier.

As such, the vast majority of units rehabilitated by the City's housing rehabilitation program are likely to have lead-based paint, which will subsequently be treated or abated as a part of the rehabilitation. Therefore, the greatest action the City can take to increase access to housing without lead-based paint hazards is to continue the renter and owner-occupied housing rehab programs. The homebuyer program has a rehabilitation component as well which addresses lead-based paint issues.

The City follows a Lead Based Paint Hazard Reduction Plan in all its housing rehabilitation activities. This ensures compliance with HUD Lead-Based Paint regulations on every property built prior to 1978. The regulations require that, depending on the amount of Federal funds applied to a property, paint testing, risk assessment, treatment and/or abatement may be conducted. By eliminating and mitigating lead hazards in each rehabilitated unit, the City hopes gradually to reduce the number of housing units with exposed lead-based paint hazards.

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

The City's rehabilitation coordinator collects documentation and screens contractors to ensure they are trained and certified in lead-safe work practices.

In addition, language regarding lead-based paint is included in the City of Watertown's Subrecipient Agreement with Neighbors of Watertown, which performs housing rehab on behalf of the City.

The agreement requires the Subrecipient to take steps to ensure compliance with Lead-Based Paint regulations in 24 CFR Part 35, including but not limited to testing of painted surfaces to identify lead based paint hazards, a plan for addressing any identified hazards in the work plan, assurance that work that disturbs painted surfaces where lead-based paint is identified is performed by contractors who are trained to use "safe work practices" and performance of a "clearance inspection" at the completion of the project to assure that no dust is present that is contaminated with lead based paint.

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

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

The City has a relatively high poverty rate, currently at 22.9 percent (2015-2019 ACS 5-year estimate) for the entire population for whom poverty status is determined. When that statistical universe is confined to families, the number drops to 18.0 percent (2015-2019 ACS 5-year estimate).

By definition, the only way to decrease the poverty rate is to increase incomes. The local economic development agencies are attempting to do this, but the number of jobs they can impact is statistically low. The poverty rate will not likely move much just because of those efforts.

Another way to approach the problem is to reduce the cost of living. As discussed in the housing section, Watertown has relatively high housing costs for a City of its size. Non-military households with lower incomes may be spending a much greater percentage of their income on rent than they can afford.

If there is a mismatch between wages and housing costs in an area's housing market, and wages cannot be increased, then another strategy is to reduce housing costs. The City is attempting to do this with its housing programs.

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

The City's housing programs are its main direct action against the poverty problem. By reducing housing costs for low-income families, the city is able to make an immediate positive impact on the finances of struggling families. Housing-related expenditures are not limited to monthly rent or mortgage payments. The repair and rehabilitation of substandard housing also costs money and is typically beyond the economic means of individuals and families living in poverty. To address the above, the City will continue to make rehabilitating owner-occupied housing and homebuyer assistance high priorities in upcoming Annual Action Plans.

The City's recently completed Analysis of Impediments to Fair Housing Choice (AI) identified five significant impediments facing the Watertown region:

- Lack of quality, affordable housing limits housing options for protected class members.
- Vacant housing and zombie properties undermine neighborhood stability and revitalization efforts.
- There are significant disparities in homeownership rates by race and ethnicity, limiting the ability of people of color to build household wealth.
- A large percentage of the population has disabilities, particularly ambulatory disabilities, which creates a need for accessible housing.
- Housing discrimination and lack of knowledge of fair housing rights continues to limit housing opportunities.

Prominent among the above is the fourth impediment, which references a high disability rate. The interrelatedness of disability and poverty looms large over the Watertown housing market, given that a greater percentage (18.3%) of Watertown's population has at least one disability than the nationwide percentage (12.1%), and a percentage of disabled seniors (40.0%), defined as ages 65 and up, that is significantly higher than the nationwide percentage (34.5%).

To combat this impediment, the AI identifies the following policy recommendations:

- Identify and support scattered site housing options that promote integration of people with disabilities into the community.
- Develop incentives for creating accessible housing or modifying homes to be more accessible.
- Assure that all new construction or substantial rehabilitation complies with required accessibility guidelines. Monitor new construction prior to completion to identify accessibility violations while they are easier to correct.
- Explore passage of a visitability regulation that requires that all new construction of both multi and single-family homes conform with basic accessibility requirements.

## **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 City's Planning Department is responsible for monitoring all activities undertaken with CDBG funds. This includes ensuring that all such activities are eligible uses of said funds and meet a National Objective. The City of Watertown Planning Department is responsible for ensuring that no choice-limiting actions are performed prior to the completion of all required environmental reviews, whether the proposed activity being reviewed is being carried out by City staff or by a Subrecipient. City staff will prepare all official HUD environmental review forms for the activity or activities. For tiered reviews, this will include both the broad-level environmental review and all site-specific reviews that follow.

The City has a written Subrecipient Monitoring Plan which is used to ensure that all those that enter into a subrecipient agreement with the City comply with HUD CDBG regulations. The plan identifies the actions that will be taken during the monitoring process, such as an assessment of the subrecipient's performance, the type of monitoring review (e.g., desk or on-site), the programs/functions to be monitored, expected dates, identifying deficiencies and designing corrective actions to determine compliance. Monitoring is an ongoing process, which involves continuous communication and evaluation to assess the quality of the subrecipient's performance over a period.

In addition to subrecipients, Planning Staff will monitor progress of all CDBG grant recipients to ensure timely expenditures and track program performance. Staff will also require recipients to submit expense and program reports regularly to monitor program performance against goals and performance standards as defined in the Grant Agreement. Any concerns identified by Planning staff will be communicated to the grant recipient in writing.

For housing rehabilitation and first-time homebuyer loans to owner-occupants, the Subrecipient will prepare a letter and a self-addressed stamped envelope requesting that the homeowner sign the letter verifying that the property is still their principal place of residence during the affordability period required in the Loan Agreement.

The City will require landlords receiving rental rehabilitation loans to provide information on rents and tenant income to ensure that no more than fair market rent is charged to eligible low or moderate-income tenants during the term of the loan.

For business loans, the City will require businesses to provide income information on employees that have been hired to meet the job creation requirements and verify that collateral for the loan is in place.

The City will ensure that all recipients of CDBG funding will use its best efforts to afford small businesses, minority business enterprises, and women's business enterprises the maximum practicable opportunity to participate in the performance of the project.



## Expected Resources

### AP-15 Expected Resources - 91.420(b), 91.220(c) (1,2)

#### Introduction

The City of Watertown is receiving funds from the CDBG program as an Entitlement Community for the eighth year. Program Year 2021 will be the first year of funding under our 2021-2025 Consolidated Plan. The City has been notified by HUD that the annual allocation for our CDBG program will be \$930,085.

#### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	\$930,085	\$0	\$0	\$930,085	\$3,740,000	This is the City's annual allocation from HUD for the CDBG program.  Years 2-5 assume funding levels of \$935,000 per year.

**Table 2118 - Expected Resources – Priority Table**

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

These funds will leverage private equity and financing when used for one of the housing rehabilitation programs. When used for larger housing projects, state and other federal funds will also be leveraged. No matching funds are required.

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

City-owned property will undergo evaluation for potential improvement and use as neighborhood public facilities or housing for low- and moderate-income persons. Occasionally, the City obtains property through the tax foreclosure process. These properties will also be evaluated. For example, a salvageable house may be put into one of the rehabilitation programs or a dilapidated building may be demolished as part of blight elimination. In the past the City has also included funding in our annual action plans specifically for tax-foreclosed properties. The funding was allocated to help stabilize properties until a full redevelopment plan was developed and to assist with needed environmental remediation in certain locations.

**Discussion**

The City of Watertown will be starting its eighth year as an Entitlement Community under the CDBG Program. The city still has unspent funds from the previous years but expects to continue to draw down that funding and complete several projects by the end of Program Year 2021. For 2021, the City expects to receive \$930,085 in CDBG Entitlement funding from HUD.

## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives - 91.420, 91.220(c)(3) &(e)

#### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Neighborhood Stabilization and Revitalization	2021	2025	Non-Housing Community Development	Northeast	Public Infrastructure Improvements	CDBG: \$485,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 1250 Persons Assisted
2	Affordable Housing Rehabilitation	2021	2025	Affordable Housing	Downtown East Near East Near West Northeast Northwest	Decent Affordable Housing	CDBG: \$196,000	Homeowner Housing Rehabilitated: 7 Household Housing Unit
3	Homeownership Assistance	2021	2025	Affordable Housing	Downtown East Near East Near West Northeast Northwest	Homeownership	CDBG: \$140,000	Direct Financial Assistance to Homebuyers: 5 Households Assisted
4	Environment and Quality of Life Enrichment	2021	2025	Non-Housing Community Development	Near East Northeast	Public Infrastructure Improvements	CDBG: \$22,500	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 1000 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
5	Fair Housing Education	2021	2025	Fair Housing	Downtown East Near East Near West Northeast Northwest	Fair Housing Education	CDBG: \$5,000	Public service activities other than Low/Moderate Income Housing Benefit: 25 Persons Assisted
6	Homeless Assistance	2021	2025	Homeless	Downtown East Near East Near West Northeast Northwest	Homeless Prevention	CDBG: \$10,000	Homelessness Prevention: 10 Persons Assisted
7	Public Services Support	2021	2025	Non-Homeless Special Needs	Downtown East Near East Near West Northeast Northwest	Support of Public Services	CDBG: \$11,500	Public service activities other than Low/Moderate Income Housing Benefit: 90 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
8	Planning and Administration	2021	2025	Planning and Administration	Downtown East Near East Near West Northeast Northwest	Decent Affordable Housing Homeownership Public Infrastructure Improvements Blight Elimination Economic Development Fair Housing Education Support of Public Services Homeless Prevention	CDBG: \$60,085	Other: 1 Other

**Table 19 – Goals Summary**

## Goal Descriptions

1	<b>Goal Name</b>	Neighborhood Stabilization and Revitalization
	<b>Goal Description</b>	Low- and moderate-income neighborhoods will be improved through the construction of public infrastructure improvements and the elimination of blighting influences in target areas. Public infrastructure projects include, but are not limited to, sidewalk and street reconstruction, complete streets improvements, utilities, lighting, technology, neighborhood facilities, historic preservation, facilities for persons with special needs and handicapped accessibility projects. Blight elimination includes the demolition of buildings in target areas or other areas in order to stop the spread of blighting influences throughout the City.
2	<b>Goal Name</b>	Affordable Housing Rehabilitation
	<b>Goal Description</b>	Rehabilitate owner-occupied and rental properties for low- and moderate-income persons, with an emphasis on those properties that will contribute to neighborhood stabilization and revitalization.
3	<b>Goal Name</b>	Homeownership Assistance
	<b>Goal Description</b>	Provide homeownership assistance to low- and moderate-income families to increase the number of owner-occupied households and to help stabilize and revitalize neighborhoods throughout the City.
4	<b>Goal Name</b>	Environment and Quality of Life Enrichment
	<b>Goal Description</b>	Improve environmental conditions by addressing environmental equity and environmental justice issues in low- and moderate-income neighborhoods by constructing physical improvements such as parks, playgrounds, trails, rain gardens and other green infrastructure, implementing renewable energy initiatives, eliminating combined sewer overflows, narrowing streets to provide increased greenspace, tree planting, tree pit expansion and enhancements, and other urban forestry initiatives such as hazardous tree removal and invasive species management.
5	<b>Goal Name</b>	Fair Housing Education
	<b>Goal Description</b>	Reduce barriers to fair housing by increasing knowledge in the community of fair housing rights through education, marketing, outreach, training and technical assistance.

6	<b>Goal Name</b>	Homeless Assistance
	<b>Goal Description</b>	Support the Points North Housing Coalition, the local Continuum of Care, and other local agencies that are working to prevent homelessness through support of the Annual Point-In-Time Count, services for homeless persons, and long-term planning to address homelessness in the community.
7	<b>Goal Name</b>	Public Services Support
	<b>Goal Description</b>	Support agencies that are working to address social issues and concerns within the community including, but not limited to, crime prevention and public safety, health services, substance abuse services, education programs, services for senior citizens and recreational services.
8	<b>Goal Name</b>	Planning and Administration
	<b>Goal Description</b>	Conduct planning studies as needed to develop neighborhood revitalization strategies and to inform the development of consolidated plans and annual action plans and administer the City's CDBG Program including project management and the development of annual plans and reports.

## **AP-35 Projects - 91.420, 91.220(d)**

### **Introduction**

For Program Year 2021, the City plans to address the four primary goals identified in our Consolidated Plan: Neighborhood Stabilization and Revitalization, Affordable Housing Rehabilitation, Homeownership Assistance and Environment and Quality of Life Enrichment. The City's lower priority goals of Fair Housing Education, Homeless Assistance and Public Services Support will also be addressed in our plan through a variety of projects, but at a much smaller funding level than the higher priority needs.

The City has identified the following projects to fulfill the four primary goals that the City plans to address this year: a sidewalk replacement project, ADA ramp reconstruction, playground improvements, tree planting, a demolition project, an owner-occupied housing rehabilitation program and a homebuyer program. To accomplish our lower priority goals, the City plans to assist the homeless with the Point-In-Time Outreach and Education Initiative, conduct Fair Housing education, continue a target area smoke detector program, and assist the Watertown City School District's Food4Families program that helps feed families in need.

Planning and Administration will also be included in the plan and will provide funding for the overall administration of the CDBG Program.

<b>#</b>	<b>Project Name</b>
1	Grant Street Sidewalk Replacement Project
2	Thompson Park ADA Ramp Replacement Project
3	N. Hamilton Playground Basketball Court
4	Northeast Target Area Tree Planting
5	535 Olive Street Demolition
6	Owner-Occupied Housing Rehabilitation 2021
7	Homebuyer Program 2021
8	Point-In-Time Outreach and Education Initiative 2021
9	Fair Housing Education
10	WCSD Food4Families 2021
11	Target Area Smoke Detector Program
12	Seward Street Reconstruction Design
13	Program Administration

**Table 20 – Project Information**



**Describe the reasons for allocation priorities and any obstacles to addressing underserved needs.**

In developing the projects for our Annual Action Plan, the City put the most emphasis on the four highest priority needs that were identified during our citizen participation and outreach initiatives, which were decent affordable housing, homeownership, environmental enhancement and neighborhood stabilization and revitalization. Approximately 90 percent of our available funding for this program year has been allocated to address these top priorities. The City will use the remaining funding for planning and administration and addressing our lower priority needs, including Fair Housing, supporting public services and homeless assistance.

### AP-38 Project Summary Information

1	<b>Project Name</b>	Grant Street Sidewalk Replacement Project
	<b>Target Area</b>	Northeast
	<b>Goals Supported</b>	Neighborhood Stabilization and Revitalization Environment and Quality of Life Enhancement
	<b>Needs Addressed</b>	Public Infrastructure Improvements
	<b>Funding</b>	CDBG: \$350,000
	<b>Description</b>	This project involves constructing approximately 2,900 linear feet of 5' wide sidewalks on Grant St. between Main St. East and Henry St. It would replace the existing sidewalks and would install new walks on a small portion of the east side of the 600 Block of Grant St. where there is currently a gap in the sidewalk network. Due to the nature of sidewalk construction work, the necessary removal of specific trees along the project area has been identified. The City will include tree planting where appropriate.
	<b>Target Date</b>	06/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The City estimates that 159 low to moderate-income (LMI) families will benefit from the proposed project based on the number of families in the Block Group and the LMI percentage for the Block Group that the project covers.
	<b>Location Description</b>	The project is located in the City's Northeast CDBG Target Area and is a main route from the surrounding neighborhood to Starbuck Elementary School. The project includes the 600 block of Grant Street between Main Street East and Henry Street. This project is located in Census Tract 613, Block Group 2 which is characterized as having a low to moderate income population of 61.44 percent.
	<b>Planned Activities</b>	Planned activities include replacing existing sidewalk and constructing new sidewalks where none currently exist, ADA ramp replacement, tree removal and tree planting.

2	<b>Project Name</b>	Thompson Park ADA Ramp Replacement Project
	<b>Target Area</b>	None
	<b>Goals Supported</b>	Neighborhood Stabilization and Revitalization
	<b>Needs Addressed</b>	Public Infrastructure Improvements
	<b>Funding</b>	CDBG: \$75,000
	<b>Description</b>	This project involves public infrastructure improvements consisting of ADA sidewalk ramp construction. Eight to ten ADA ramps will be replaced in Thompson Park in the Tower Square area near the 10 <sup>th</sup> Mountain Division Monument and near the playground, where either none currently exist or where the existing ramps do not comply with the current ADA PROWAG requirements. The project will ensure that the paths from the parking areas to the sidewalk network and playground are interconnected and accessible. It will help to 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. This project would help to enhance the work that the Department of Public Works has been completing in Thompson Park to address accessibility complaints that were received in recent years. The proposed ramps will be in Census Tract 622, in the southeast quadrant of the City, which has an estimated Disability Rate of 12.0 percent, according to 2015-2019 American Community Survey (ACS) 5-year Estimates.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	ACS estimates indicate that 4,440 people with a disability among Watertown's total civilian noninstitutionalized population, approximately 18.3 percent of the City. Thompson Park is Watertown's signature recreational resource, and its service area extends well outside the City boundaries. As the ACS measures disability data by individual and not by family, it is difficult to estimate how many families this project will help. The City estimates that at least 1,000 families will benefit from the proposed project, at least 500 of which would be LMI families.
	<b>Location Description</b>	The project will take place in the Tower Square area of Thompson Park, in the City's southeast quadrant.

	<b>Planned Activities</b>	The City proposes to construct eight to ten ADA accessible ramps that will serve to remove barriers and enhance the mobility of, and accessibility to, severely disabled persons. The work will consist of constructing ramps, landings, curbing, sidewalk transitions, as well as installing tactile warning plates and other related work.
<b>3</b>	<b>Project Name</b>	North Hamilton Playground Basketball Court Project
	<b>Target Area</b>	Near East
	<b>Goals Supported</b>	Neighborhood Stabilization and Revitalization Environment and Quality of Life Enhancement
	<b>Needs Addressed</b>	Public Infrastructure Improvements
	<b>Funding</b>	CDBG: \$12,500
	<b>Description</b>	This project involves public infrastructure improvements consisting of a small, paved basketball court, a new walkway, and other amenities at the North Hamilton Street Playground. The improvements will complement the recently completed playground replacement project that utilized 2015 CDBG funds. The new basketball court will replace an existing dirt court in addition to upgrades of the hoop and pole. The project will also include an approximately sixty (60) feet of sidewalk on the interior of the playground property. The new sidewalk will provide an accessible connection from the existing City sidewalk network directly to the playground equipment.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The City estimates that 241 low-to-moderate income families will benefit from the proposed project based on the total number of families and LMI percentages across the two Block Groups where City will install the new court. However, the primary beneficiaries of the project will be younger members of the community and disabled persons who reside in or utilize the areas where the improvements are proposed. It is difficult to estimate accurately the number of young individuals and severely disabled persons who will ultimately utilize the improvements.

	<b>Location Description</b>	The project is located on the edge of the City's CDBG Near East Target Area; however, the service area for the playground encompasses a geographic area that has a Low to Moderate Income population greater than 51 percent, making it eligible for improvements.
	<b>Planned Activities</b>	The City proposes to construct a small basketball court and a new walkway at the North Hamilton Street Playground.
<b>4</b>	<b>Project Name</b>	Northeast Target Area Tree Planting Project
	<b>Target Area</b>	Northeast
	<b>Goals Supported</b>	Neighborhood Stabilization and Revitalization Environment and Quality of Life Enhancement
	<b>Needs Addressed</b>	Public Infrastructure Improvements
	<b>Funding</b>	CDBG: \$10,000
	<b>Description</b>	This project involves public infrastructure improvements consisting of the planting of trees in the City's Northeast Target area.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The City estimates that 354 low-to-moderate income families will benefit from the proposed project based on the total number of families and LMI percentages across the three Block Groups where the new trees will be planted. Tree planting will benefit those who reside in or utilize the areas where the improvements are proposed especially in areas with limited access to street trees, parks, or green space.
	<b>Location Description</b>	The project will take place within the City's Northeast target area.

	<b>Planned Activities</b>	The City proposes to use its recently completed tree inventory and management plan to identify potential planting spaces in the Northeast target area. Priority locations for tree planting will exhibit one or more of the following site conditions: Previously identified planting locations, recent tree removal, proximity to existing ash trees, and/or stormwater susceptibility. Based on current inventory data, the Northeast target area currently has 294 potential planting locations within City street margins, parks, and playgrounds. Planting locations are based on minimum street margin widths and recommended proximity to above ground features including (driveways aprons, utility poles, intersections, fire hydrants, street signs, etc.).
5	<b>Project Name</b>	535 Olive Street Demolition
	<b>Target Area</b>	Downtown
	<b>Goals Supported</b>	Neighborhood Stabilization and Revitalization
	<b>Needs Addressed</b>	Blight Elimination
	<b>Funding</b>	CDBG: \$35,000
	<b>Description</b>	This project will involve the demolition of a blighted structure located at 535 Olive Street in the City's Downtown Target Area. The project will remove a blighted structure and will aid in the prevention of blight spreading to adjacent properties.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Not applicable.
	<b>Location Description</b>	The project will take place at 535 Olive Street.
	<b>Planned Activities</b>	A two-unit residential building located on the parcel will be demolished.

6	<b>Project Name</b>	Owner-Occupied Housing Rehabilitation Program 2021
	<b>Target Area</b>	Downtown East Near East Near West Northeast Northwest
	<b>Goals Supported</b>	Neighborhood Stabilization and Revitalization Affordable Housing Rehabilitation
	<b>Needs Addressed</b>	Decent Affordable Housing
	<b>Funding</b>	CDBG: \$196,000
	<b>Description</b>	The owner-occupied housing rehabilitation program will provide rehabilitation assistance for substandard 1-to-4-unit owner-occupied properties within the City.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The City estimates that 2020 Owner-Occupied Rehabilitation funds will assist approximately seven low to moderate income families.
	<b>Location Description</b>	The project will take place throughout the City of Watertown.
	<b>Planned Activities</b>	The Owner-Occupied Housing Rehabilitation Program will offer loans and/or grants to low- and moderate-income homeowners to rehabilitate their 1-to-4-unit homes.

7	<b>Project Name</b>	Homebuyer Program 2021
	<b>Target Area</b>	Downtown East Near East Near West Northeast Northwest
	<b>Goals Supported</b>	Neighborhood Stabilization and Revitalization Homeownership Assistance
	<b>Needs Addressed</b>	Homeownership
	<b>Funding</b>	CDBG: \$140,000
	<b>Description</b>	This project will provide grants to assist qualified low-to-moderate income individuals with down payment assistance toward the purchase of a new home. The project is designed to increase the opportunity for homeownership throughout the City, with an emphasis on our CDBG target areas.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This program will assist approximately five low to moderate income families.
	<b>Location Description</b>	The project will take place throughout the City of Watertown.
	<b>Planned Activities</b>	The Homebuyer Program will provide grants to assist qualified low-to-moderate income individuals with down payment assistance toward the purchase of a new home.



8	<b>Project Name</b>	Point-in-Time Outreach and Education Initiative 2021
	<b>Target Area</b>	Downtown East Near East Near West Northeast Northwest
	<b>Goals Supported</b>	Homeless Assistance
	<b>Needs Addressed</b>	Homeless Prevention
	<b>Funding</b>	CDBG: \$10,000
	<b>Description</b>	The Point-In-Time Outreach and Education Initiative involves the implementation of a small marketing campaign consisting of television and newspaper advertising to be run through the month of January 2021, in the weeks preceding the annual Point-In-Time (PIT) Count of homeless. The PIT Count is conducted annually by the Points North Housing Coalition (PNHC). The advertising campaign will raise awareness of the homeless problem in the area, promote the PIT Count and encourage people to attend one of several "Homeless No More" events being sponsored by the PNHC. The events will be staffed by volunteers and partner agencies from the PNHC and will offer those attending a chance to find out about homeless services in addition to being included in the PIT Count. A similar event will also be held in July to count the homeless population during the summer months.
	<b>Target Date</b>	1/31/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The City estimates that this project will assist twenty-five homeless families.
	<b>Location Description</b>	The project will take place throughout the City of Watertown.

	<b>Planned Activities</b>	This project involves conducting a small marketing campaign consisting of television, radio, newspaper and internet advertising in advance of the annual Point-in-Time (PIT) count. The PIT is done by the Points North Homeless Housing Coalition (PNHC) to count the number of persons homeless on the HUD selected date in January. A second event will be held in July. The advertising campaign will raise awareness of the homeless problem in the area, promote the PIT count and encourage people to attend one of several "Homeless No More" events being sponsored by the PNHC. The events will be staffed by volunteers and partner agencies from the PNHC and will offer those attending a chance to find out about homeless services in addition to be included in the PIT count.
9	<b>Project Name</b>	Fair Housing Education 2021
	<b>Target Area</b>	Downtown East Near East Near West Northeast Northwest
	<b>Goals Supported</b>	Fair Housing Education
	<b>Needs Addressed</b>	Fair Housing Education
	<b>Funding</b>	CDBG: \$5,000
	<b>Description</b>	The City of Watertown proposes to undertake a Fair Housing Education Project aimed at informing citizens of their Fair Housing rights and educating staff. This informational campaign will include, but not necessarily be limited to advertising and outreach, as well as in-person and/or online teaching sessions. Lack of knowledge of Fair Housing rights on the part of both tenants and housing providers was identified as an impediment in the City's Analysis of Impediments to Fair Housing. This education and outreach program will help to increase awareness and understanding of Fair Housing rights in the community.
	<b>Target Date</b>	12/31/2021

	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The City estimates that 25 families will benefit from the proposed project.
	<b>Location Description</b>	The project will take place throughout the City of Watertown.
	<b>Planned Activities</b>	The project will consist of an informational campaign to include advertising and outreach, as well as in-person teaching sessions.
10	<b>Project Name</b>	Watertown City School District Food 4 Families Program 2021
	<b>Target Area</b>	Downtown, Near East, East, Northeast, Northwest, West
	<b>Goals Supported</b>	Public Services Support
	<b>Needs Addressed</b>	Support of Public Services
	<b>Funding</b>	CDBG: \$6,500
	<b>Description</b>	This project will provide funding for the Watertown City School District (WCSD) backpack program, Food 4 Families. The Program provides impoverished children and their families with a backpack full of food each Friday, so they have food to eat over 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 is carried out at all school buildings within the District, with the numbers of backpacks per school being divided evenly based on school population and need. For school year 16-17, the school district reported 68% of its students as economically disadvantaged. The program is currently run entirely on donations made to a backpack fund set up at the United Way, which allows for the purchase of food through the CNY Foodbank. Volunteers from the community raise funds for the purchase of food, which is packed into bags each Wednesday by students and volunteers. The program provides approximately 140 backpacks each week during the school year, but there is greater need in the District than the program can provide.
	<b>Target Date</b>	6/30/2022

	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This program will assist approximately 42 low to moderate income families, over the course of 40 weeks.
	<b>Location Description</b>	The program will service all schools in the Watertown City School.
	<b>Planned Activities</b>	The Watertown City School District Food 4 Families Program will provide food for approximately 42 students and their families throughout the Watertown City School District each week for 40 weeks during the school year.
<b>11</b>	<b>Project Name</b>	Target Area Smoke Detector Program
	<b>Target Area</b>	Downtown East Near East Near West Northeast Northwest
	<b>Goals Supported</b>	Public Services Support
	<b>Needs Addressed</b>	Support of Public Services
	<b>Funding</b>	\$5,000
	<b>Description</b>	The funds will be used to purchase smoke detectors, and then will be installed by members of the City of Watertown Fire Department, in homes that do not have working smoke detectors that are within one of the City's Target Area neighborhoods. The Fire Department personnel will educate the occupants on the importance of having working smoke detectors in their home after they have installed them.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately 50 families will be assisted.

	<b>Location Description</b>	This project will take place in the City of Watertown, in Target Area neighborhoods where LMI is 51% or greater.
	<b>Planned Activities</b>	The City will use funds to purchase smoke detectors.
12	<b>Project Name</b>	Seward Street Reconstruction - Design
	<b>Target Area</b>	Northeast
	<b>Goals Supported</b>	Neighborhood Stabilization and Revitalization Environment and Quality of Life Enhancement
	<b>Needs Addressed</b>	Public Infrastructure Improvements
	<b>Funding</b>	CDBG: \$25,000
	<b>Description</b>	This project will provide funding for the design of a street reconstruction project on Seward Street. Infrastructure improvements that will be designed include water, sanitary sewer, storm sewer, street, sidewalks, curbs, lighting, green infrastructure, and tree planting.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The City estimates that 159 low to moderate-income (LMI) families will benefit from the proposed project based on the number of families in the Block Group and the LMI percentage for the Block Group that the project covers.
	<b>Location Description</b>	The project will involve the design of future improvements on the 400 and 500 Blocks of Seward Street between Starbuck Avenue and Hancock Street in the Northeast target area.
	<b>Planned Activities</b>	The Seward Street Reconstruction Project will be designed and prepared to go out to bid.

13	<b>Project Name</b>	Program Administration 2021
	<b>Target Area</b>	Downtown East Near East Near West Northeast Northwest
	<b>Goals Supported</b>	Planning and Administration
	<b>Needs Addressed</b>	Decent Affordable Housing Homeownership Public Infrastructure Improvements Environment and Quality of Life Enrichment Blight Elimination Fair Housing Education Support of Public Services Homeless Prevention
	<b>Funding</b>	CDBG: \$60,085
	<b>Description</b>	This project is for the administration of the CDBG Program.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Not applicable
	<b>Location Description</b>	This covers wherever the CDBG funds will be spent.
	<b>Planned Activities</b>	The City will administer the CDBG Program.

## **AP-50 Geographic Distribution - 91.420, 91.220(f)**

### **Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed.**

The City does not plan to designate an official Target Area as its focus area for Program Year 2021. However, the Grant Street Sidewalk Replacement, which accounts for over one-third of the City's PY 2021 Entitlement award, is located in the Northeast Target Area. Other activities in the Northeast Target Area include the Seward Street construction Design and the Northeast Target Area Tree Planting. The City estimates that the Northeast Target Area will receive nearly 50 percent of the City's CDBG Entitlement spending in PY 2021.

Many proposed projects for 2021 will be citywide. The Owner-Occupied Housing Rehabilitation, Homebuyer Program, Point-In-Time Outreach and Education Initiative, the Fair Housing Education Project, the Food 4 Families Program will all have citywide benefits. The City anticipates that Target Area Smoke Detector Program will have benefits across all six Target Areas.

The Thompson Park ADA Ramp Replacement project takes place outside of a Target Area, but still meets an important need by removing barriers to accessibility to the mobility of elderly or disabled persons within the City's signature recreational resource. The North Hamilton Street Playground Basketball Court also takes place just outside of a Target Area but has a service area within the Near East Target Area.

For the purposes of calculating the percentage of funds spent in each Target Area, the City took different approaches to each project. For the single-location projects within Target Areas, the City assigned those funds to the appropriate Target Areas. For the Point-In-Time Outreach and Education Initiative, the Fair Housing Education Project, the Food 4 Families Program, the City divided the total amount programmed by seven (the six Target Areas plus Non-Target Area spending). For the Owner-Occupied Housing Rehabilitation and Homebuyer programs, the City divided the amount programmed by six (the five Target Areas excluding Downtown plus Non-Target Area locations). The City excluded downtown because the amount of owner-occupied units downtown is not statistically significant. Finally, for the Target Area Smoke Detector Program, the City divided the programmed amount evenly across the six Target Areas.

Since some spending will occur outside of Target Areas, the values in the "Percentage of Funds" table immediately below will only add up to 87 percent, as it only tabulates spending within Target Areas.

## Geographic Distribution

Target Area	Percentage of Funds
Downtown	5
Near East	9
East	8
Northeast	49
Northwest	8
Near West	8

**Table 21 - Geographic Distribution**

## Rationale for the priorities for allocating investments geographically

In Program Year 2017, the City decided to focus on the Near East Target Area to make its CDBG Program efforts more impactful and visible. In all subsequent Program Years, the City selected projects based upon the most urgent needs and maximum impacts; and will continue that strategy in PY 2021.

In addition, Neighbors of Watertown, the City's sub-recipient responsible for implementing the Owner-Occupied Rehabilitation and Homebuyer Programs, has a long waitlist of applicants for this assistance. Many applicants have been on this list for over a year or more, and position on the waitlist will take precedence over geographic location when selecting recipients of this assistance.

This strategy also allows greater flexibility in selecting the most appropriate locations for ADA ramps and sidewalk reconstruction.

## Discussion

Although the City will again not designate a focus area for PY 2021, the City anticipates spending the majority of funds in the Northeast Target Area, as this are where the City has identified the most impactful potential projects, particularly the Grant Street Sidewalk Reconstruction, which is along a main route to an elementary school.



## **AP-85 Other Actions - 91.420, 91.220(k)**

### **Introduction**

CDBG funded activities for this program year will address improvements to public infrastructure, owner-occupied housing rehabilitation, homebuyer assistance, fair housing education initiatives, homeless assistance and projects that support the social needs identified by the community through our public outreach process.

### **Actions planned to address obstacles to meeting underserved needs**

The City's owner-occupied housing rehabilitation program will help to improve the quality of the housing stock in the City by providing assistance to those who otherwise could not afford it. The Food4Families Program will provide food to students and families in some of the City's poorest areas.

### **Actions planned to foster and maintain affordable housing**

The owner-occupied housing program will also help to maintain affordable housing in the community. The owner-occupied program will help rehabilitate seven homes. The homebuyer program will allow families to purchase a home that otherwise would not be able to afford to own a home of their own. The homebuyer program will help five families purchase a home.

### **Actions planned to reduce lead-based paint hazards**

The housing rehabilitation program mentioned above will also serve to mitigate and remove lead-based paint hazards.

### **Actions planned to reduce the number of poverty-level families**

Housing rehabilitation will help to reduce the cost of living for poverty level families.

### **Actions planned to develop institutional structure**

The City of Watertown Planning and Community Development Department remains responsible for the administration of the CDBG Program. Effective delivery of the 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.

Planning Staff has also involved members of the City's GIS Department in spatial analyses related to planning efforts for the CDBG program. Planning Staff works closely with GIS Staff to educate them

about the CDBG program so that the GIS Department can continue to contribute to the City's administration of the CDBG program.

### **Actions planned to enhance coordination between public and private housing and social service agencies**

As part of our 2021 Annual Action Plan, the City is collaborating with the Points North Housing Coalition on the Point-In-Time Outreach and Education Initiative to bring awareness to and to help end homelessness in the community. The City will also collaborate with CNY Fair Housing to provide Fair Housing services. The City has a sub-recipient agreement with Neighbors of Watertown, a not-for profit housing agency, to administer the housing programs funded with CDBG funds.

The City will continue to strive to find ways to help improve cooperation between the public and private entities that comprise its partner organizations.

### **Discussion**

In addition to the actions listed above, the City will direct funding toward infrastructure replacement and new infrastructure construction, including new sidewalks and ADA ramps.

## Program Specific Requirements

### AP-90 Program Specific Requirements - 91.420, 91.220(l) (1,2,4)

#### Introduction

The City's rental rehabilitation program is the only source of program income for our entitlement community. The payments received to date are typically spent with our next drawdown and we do not anticipate having any program income on hand at the end of this program year that has not been reprogrammed.

#### Community Development Block Grant Program (CDBG) Reference 24 CFR 91.220(l)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	\$0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	\$0
3. The amount of surplus funds from urban renewal settlements	\$0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	\$0
5. The amount of income from float-funded activities	\$0
<b>Total Program Income:</b>	<b>\$0</b>

#### Other CDBG Requirements

1. The amount of urgent need activities	\$0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	90.00%

**Discussion:** We expect that approximately 90 percent of the available funds for the program year will benefit low- and moderate-income persons. We will use a 1-year period to determine the overall benefit for Program Year 2021.

## Appendix - Alternate/Local Data Sources

1	<b>Data Source Name</b> ACS 2014-2018
	<b>List the name of the organization or individual who originated the data set.</b> US Census
	<b>Provide a brief summary of the data set.</b> ACS data from data.census.gov
	<b>What was the purpose for developing this data set?</b> To obtain demographic data about the City of Watertown for the analyses contained in this plan. The 2014-2018 dataset was specifically used in Section MA-50 to match the dataset used in the 2020 Analysis of Impediments to Fair Housing Choice.
	<b>Provide the year (and optionally month, or month and day) for when the data was collected.</b> 2014-2018
	<b>Briefly describe the methodology for the data collection.</b> N/A
	<b>Describe the total population from which the sample was taken.</b> Sampling determined by the United States Census Bureau.
	<b>Describe the demographics of the respondents or characteristics of the unit of measure, and the number of respondents or units surveyed.</b> N/A
2	<b>Data Source Name</b> ACS 2015-2019
	<b>List the name of the organization or individual who originated the data set.</b> United States Census Bureau
	<b>Provide a brief summary of the data set.</b> ACS Data from data.census.gov
	<b>What was the purpose for developing this data set?</b> To obtain demographic data about the City of Watertown for the analyses contained in this plan.
	<b>Provide the year (and optionally month, or month and day) for when the data was collected.</b> 2015-2019

	<b>Briefly describe the methodology for the data collection.</b> N/A
	<b>Describe the total population from which the sample was taken.</b> Sampling determined by Census
	<b>Describe the demographics of the respondents or characteristics of the unit of measure, and the number of respondents or units surveyed.</b> N/A
<b>3</b>	<b>Data Source Name</b> County Business Patterns (CBP) (2018)
	<b>List the name of the organization or individual who originated the data set.</b> United States Census Bureau
	<b>Provide a brief summary of the data set.</b> CBP Employment data from the U.S. Census Bureau across different industries and sectors at the local and national levels.
	<b>What was the purpose for developing this data set?</b> To analyze the Watertown Metropolitan Statistical Area's (MSA) economic base and calculate Location Quotients for the analyses contained in this plan.
	<b>Provide the year (and optionally month, or month and day) for when the data was collected.</b> 2018
	<b>Briefly describe the methodology for the data collection.</b> N/A
	<b>Describe the total population from which the sample was taken.</b> All known employers with paid employees.
	<b>Describe the demographics of the respondents or characteristics of the unit of measure, and the number of respondents or units surveyed.</b> N/A.