

## City of Elmira 2015 DRAFT CAPER

### CR-05 - Goals and Outcomes

#### Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)

This could be an overview that includes major initiatives and highlights that were proposed and executed throughout the program year.

Despite limited CDBG and HOME funding available to the City of Elmira, the Department of Community Development was able to successfully carry out its 2015-2016 Annual Action Plan which represents the first year of the City's 2015-2019 Consolidated Strategic Plan. The City and its nonprofit partners continue to focus on efforts to improve the quality of life for low-moderate income residents by providing opportunities that would otherwise not be available without these federal sources. Highlights from the 2015-2016 Program Year include the following:

- The Department of Community Development was able to complete the rehabilitation of **22** owner-occupied housing units using CDBG and HOME funds.
- During the Program Year, the City of Elmira learned that Housing Visions's Chemung Crossing Neighborhood Revitalization Project for Census Tract 10 in the South Main, W. Henry St., and Harmon St. neighborhood was awarded over \$3.8 million through New York State Homes and Community Renewal's 2015 Unified Funding Round and the City will be committing HOME funding beginning in 2016 to help develop **45** units of quality, affordable rental housing.
- The City of Elmira through its partnership with Catholic Charities of Chemung/Schuyler and the First-Time Homebuyer Program, was able to assist **12** income-eligible, new homebuyers with downpayment and closing costs utilizing HOME funds and an additional homebuyer closed in July 2016. The First-Time Homebuyer Program has assisted a total of **438** families achieve homeownership since 1994 which is a significant accomplishment and highlights the need for this program.
- CDBG funding was provided to Catholic Charities of Chemung/Schuyler for public services related to low/mod housing benefit and the following were some of the outcomes: **24** homeowners received one-on-one mortgage foreclosure prevention and loss mitigation counseling; **40** households participated in group trainings about the First-Time Homebuyer Program; **8** individuals received counseling to repair credit and reset financial priorities; **386** individuals were provided overnight shelter through Second Place East; homelessness was prevented for **528** individuals.
- In the area of increasing access to quality public facilities, Quatrano Park was enhanced. Quatrano Park is located in a high concentrated low income area of the City's east side, and the park is adjacent to Arc of Chemung which has created a community garden from a

deteriorated tennis court. The City through the use of CDBG funds and local foundation grants, funded the addition of a new swing set, which includes an ADA-accessible swing set and expression swing set for parents to swing with their infants and an ADA-accessible merry-go-round that enables children with severe physical disabilities to be able to participate in the play experience by being strapped to the playground equipment.

- During the Program Year, the City of Elmira continued to provide CDBG funding to three organizations with the goal of providing enrichment opportunities and advocacy to youth (particularly at-risk youth) including the Southside Community Center, Ernie Davis Community Center, and Frontline Community Center which are located in low-moderate income neighborhoods.

The Department of Community Development continued to enhance community outreach efforts and build strategic partnerships to carry out its strategic plan as well as look forward to future plans. During the Program Year, utilizing funding through NYSERDA's Cleaner, Greener Communities Program, the City of Elmira worked on developing a new Comprehensive Master Plan which will be adopted by the end of 2016.

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

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

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Alleviate and Prevent Homelessness	Homeless	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	0		0	0	
Alleviate and Prevent Homelessness	Homeless	CDBG: \$	Homeless Person Overnight Shelter	Persons Assisted	400	386	96.50%	400	386	96.50%

Alleviate and Prevent Homelessness	Homeless	CDBG: \$	Overnight/Emergency Shelter/Transitional Housing Beds added	Beds	0	0		0	0	
Alleviate and Prevent Homelessness	Homeless	CDBG: \$	Homelessness Prevention	Persons Assisted	1000	528	52.80%	1000	528	52.80%
Business Development	Non-Housing Community Development	CDBG: \$ / Restore NY Round 2: \$	Businesses assisted	Businesses Assisted	5	1	20.00%	2	1	50.00%
Quality Affordable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	160	222	138.75%	160	222	138.75%
Quality Affordable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Rental units constructed	Household Housing Unit	20	0	0.00%			
Quality Affordable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Rental units rehabilitated	Household Housing Unit	30	0	0.00%			
Quality Affordable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Homeowner Housing Added	Household Housing Unit	2	0	0.00%	1	0	0.00%
Quality Affordable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Homeowner Housing Rehabilitated	Household Housing Unit	100	22	22.00%	21	22	104.76%

Quality Affordable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Direct Financial Assistance to Homebuyers	Households Assisted	25	12	48.00%	7	12	171.43%
Revitalization of Downtown Core	Non-Housing Community Development Mixed-Income Housing	CDBG: \$ / New York Main Street: \$ / Restore NY Round 2: \$1500000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	1000	950	95.00%	1000	950	95.00%
Revitalization of Downtown Core	Non-Housing Community Development Mixed-Income Housing	CDBG: \$ / New York Main Street: \$ / Restore NY Round 2: \$1500000	Facade treatment/business building rehabilitation	Business	5	1	20.00%	3	1	33.33%
Revitalization of Downtown Core	Non-Housing Community Development Mixed-Income Housing	CDBG: \$ / New York Main Street: \$ / Restore NY Round 2: \$1500000	Businesses assisted	Businesses Assisted	0	1		2	1	50.00%
Strengthening Elmira's Neighborhoods	Non-Housing Community Development	CDBG: \$ / Consolidated Local Street and Highway Improvement Program: \$791000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	5500	7310	132.91%	5500	7310	132.91%

Strengthening Elmira's Neighborhoods	Non-Housing Community Development	CDBG: \$ / Consolidated Local Street and Highway Improvement Program: \$791000	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	850	587	69.06%	850	587	69.06%
Strengthening Elmira's Neighborhoods	Non-Housing Community Development	CDBG: \$ / Consolidated Local Street and Highway Improvement Program: \$791000	Buildings Demolished	Buildings	5	1	20.00%	2	1	50.00%

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

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

Table 1 and Table 2 displays the City of Elmira's accomplishments during the Program Year and Strategic Plan to date. The City has completed the first year of its 2015-2019 Consolidated/Strategic Plan. The City's use of CDBG and HOME funds has proven effective in improving Elmira's existing housing stock with 22 owner-occupied properties improved during the program year, representing 22% of the Strategic Plan Goal. Significant progress was made in providing direct financial assistance to first-time homebuyers by enabling 12 new homebuyers to purchase homes within the city. While the improvement of rental housing was not accomplished during the program year, the City of Elmira issued a Request for Proposals to leverage HOME funding with New York State Low Income Housing Tax Credit Program and supported committing \$200,000 in HOME funds over a two-year period beginning in 2016 to Housing Visions for the Chemung Crossing project. The Chemung Crossing Project was awarded \$3.8 million under NYS Homes and Community Renewal's 2015 Unified Funding Round.

The City of Elmira continued to utilize CDBG funds to support public service activities in the area of housing counseling, providing enrichment opportunities to youth through supporting three community centers, and homeless shelter and prevention services.

While limited CDBG funding was expended for economic development activities, this continues to be a high priority need and the City of Elmira was notified that it was awarded \$10 million as part of the New York State Downtown Revitalization Initiative (DRI) and several economic development projects are in the planning phases. One economic development loan was approved during the reporting period which was for the New York Beauty and Barber Academy and Salon which re-purposed 200 Baldwin Street which had been vacant since 2007 when the New York State Department of Labor Workforce Development Career Center relocated. Additionally, one property on South Main Street received facade improvements which leveraged New York Main Street funding. Southern Tier Economic Growth (STEG) has identified a Developer for a 1.5 acre infill development site on the 100 block of West Water Street which will have approximately 15,000 square feet of commercial space leaving potential for new business growth and is adjacent to Clemens Square which was awarded Appalachian Regional Commission funding but the project has been stalled pending redevelopment of the site. A significant amount of CDBG funds continues to be applied towards the City's Section 108 Loan obligation for the First Arena and this commitment will end in August 2019. Unfortunately, as stated in previous reports, the City's ability to address priorities and specific objectives identified in the Annual Action Plan and the Consolidated Plan will be hampered until this obligation is satisfied.

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

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

91.520(a)

	CDBG	HOME
White	290	41
Black or African American	105	12
Asian	0	0
American Indian or American Native	2	0
Native Hawaiian or Other Pacific Islander	0	0
<b>Total</b>	<b>397</b>	<b>53</b>
Hispanic	10	0
Not Hispanic	387	53

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

### Narrative

The Department of Community Development continues to expand outreach to all low income families through the City of Elmira and included in those efforts are efforts to specifically expand outreach to minorities. Based on the above chart, the City of Elmira continued to make improvements since the 2014 CAPER through Community Development's programs with an increase in the number of minority families served through the City's HOME funded programs where 7% of families assisted in 2014 were minorities versus 23% in 2015. During 2015, 26% of the families assisted represented minorities. An identified need of minorities continues to be safe, quality affordable housing, which the City has been able to address through the Department's Owner-Occupied Housing Rehabilitation Program and began taking steps to address through future HOME funding assistance through Housing Visions Chemung Crossing Project on the rental housing side. A significant number of minority families were also assisted through providing CDBG funding to public service agencies including the Ernie Davis Community Center and Southside Community Center.

In response to comments on the City's 2014 CAPER Report, the City of Elmira has conducted a demographic study to determine the extent of the non-English-speaking population within the City. Based on data from the Elmira City School District on the most recently published academic year (2014-2015), out of a total enrollment of 6,229 student, there were 13 English Language Learners for a total of less than 1%. In addition, Migration Policy Institute tabulations from the U.S. Census Bureau's pooled 2009-2013 American Community Survey, showed a non-English-speaking populations of 1,000 or fewer for Chemung County as a whole. Since the Limited English Proficient (LEP) population does not exceed 1,000 people or 5% of the City's population, the City is not required to develop a Language Assistance Plan, however the Department of Community Development will continue to monitor data annually from the U.S Census Bureau and the Elmira City School District should there be a demographic shift.

The Department of Community Development continues to outreach to minority contractors for participation on the Department's Active Contractor list and promote the New York State M/WBE certification process since there are very few minority contractors within the Southern Tier Region.

DRAFT

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

### Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG			1,465,635
HOME			321,883
Other	Consolidated Local Street and Highway Improvement Program	3,164,000	977,382
Other	New York Main Street		977,382
Other	NYSERDA Cleaner Greener Communities		977,382
Other	Restore NY Round 2	800,000	977,382

**Table 3 – Resources Made Available**

### Narrative

The above chart outlines anticipated sources of funds and the actual amount expended during the 2015 Program Year. The actual amount expended includes Program Income generated from housing rehabilitation and economic development loans as well as grant and loan payoffs received by the Department of Community Development. Community Development paid a total of \$1,205,642.33 in CDBG entitlement funds along with \$259,992.80 in CDBG program income during program year 2016. A total of \$106,999.00 was paid for Public Services activities, \$178,306.31 was paid to the City for Street & ADA Sidewalk Improvements, and \$204,872.80 was paid for CDBG funded Owner-occupied home rehabilitation activities. Community Development also paid a total of \$340,442.50 toward the outstanding Section 108 loan for the First Arena. In addition to the CDBG funds, Community Development also paid \$320,392.15 in HOME entitlement funds, administration funds, and CHDO Reserved funds, along with program income of \$1,490.81 during the program year. A total of \$130,000.00 was paid for the First Time Homebuyers program, \$101,134.20 was paid for HOME Owner-occupied rehabilitation activities, and \$70,016.76 was paid for the CHDO project completion.

### Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
BUSINESS IMPROVEMENT DISTRICT	25	8	Based on CDBG allocation
NEW YORK MAIN STREET TARGET AREA	10	1	Based on CDBG allocation

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

## **Narrative**

During the Program Year, investments were made in locally designated target areas. A total of 8% of CDBG funding was expended within the Business Improvement District (downtown) due to investments made for public improvements (streets), Elmira Downtown Development's Operation Green Streets and Facade and Signage Improvement programs, and an economic development loan provided to a new business through the Commercial Loan Program. Although, this area is within the City's downtown district, there is a significant amount of affordable housing units contained within the neighborhood with Providence Housing's Clemens Manor, the Elmira Housing Authority's Bragg and Flannery Towers, Conifer's St. Joseph's and St. Patrick's Apartments, and Carpenter Apartments all within the 52-blocks of the Business Improvement District. A small percentage of this investment (\$15,000) overlapped with a New York Main Street Target Area on South Main Street with facade improvements to a commercial property although additional investment is planned in future years with the Chemung Crossing Neighborhood Revitalization Project.

DRAFT

## Leveraging

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

CDBG and HOME funds are leveraged annually by the City of Elmira and non-profit subrecipients seeking state and private foundation grants in order to accomplish community development objectives. The City received CHIPS funding of \$795,744.84, along with \$181,636.68 from PAVE NY from New York State to leverage CDBG funding for street improvement projects. A total of \$905,856.68 was leveraged from other sources during the year by CDBG-funded public service subrecipients. Catholic Charities of Chemung/Schuyler has a successful track record of leveraging additional funding. In addition to the total \$39,000 (CDBG and HOME funding) that Catholic Charities' Housing Counseling Services received during the program year from the City of Elmira, they received a total of \$154,891 in additional leveraged funds from other funding sources including Catholic Charities USA and the New York State Homeowner Protection Program (HOPP) through the New York State Attorney General's Office. During the Program Year, \$25,000 allocated and expended for the Second Place East Homeless Shelter and Prevention Program leveraged a total of \$340,195 from sources such as the United Way of the Southern Tier, Chemung County, and New York State Department of Corrections.

The City anticipates leveraging additional funding in 2016 and 2017 with the start of Housing Visions Chemung Crossing Project, the \$10 million awarded to Elmira through the Downtown Revitalization Initiative, and \$1 million through the Empire State Poverty Reduction Initiative. Additionally, there are significant federal-state funded infrastructure projects planned.

<b>Fiscal Year Summary – HOME Match</b>	
1. Excess match from prior Federal fiscal year	0
2. Match contributed during current Federal fiscal year	0
3. Total match available for current Federal fiscal year (Line 1 plus Line 2)	0
4. Match liability for current Federal fiscal year	0
5. Excess match carried over to next Federal fiscal year (Line 3 minus Line 4)	0

**Table 5 – Fiscal Year Summary - HOME Match Report**

Match Contribution for the Federal Fiscal Year								
Project No. or Other ID	Date of Contribution	Cash (non-Federal sources)	Foregone Taxes, Fees, Charges	Appraised Land/Real Property	Required Infrastructure	Site Preparation, Construction Materials, Donated labor	Bond Financing	Total Match

Table 6 – Match Contribution for the Federal Fiscal Year

**HOME MBE/WBE report**

Program Income – Enter the program amounts for the reporting period				
Balance on hand at beginning of reporting period \$	Amount received during reporting period \$	Total amount expended during reporting period \$	Amount expended for TBRA \$	Balance on hand at end of reporting period \$
68,847	15,466	1,491	0	82,822

Table 7 – Program Income

<b>Minority Business Enterprises and Women Business Enterprises – Indicate the number and dollar value of contracts for HOME projects completed during the reporting period</b>						
	Total	Minority Business Enterprises				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
<b>Contracts</b>						
Dollar Amount	0	0	0	0	0	0
Number	0	0	0	0	0	0
<b>Sub-Contracts</b>						
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0
	Total	Women Business Enterprises	Male			
<b>Contracts</b>						
Dollar Amount	77,652	0	77,652			
Number	8	0	8			
<b>Sub-Contracts</b>						
Number	0	0	0			
Dollar Amount	0	0	0			

**Table 8– Minority Business and Women Business Enterprises**

<b>Minority Owners of Rental Property – Indicate the number of HOME assisted rental property owners and the total amount of HOME funds in these rental properties assisted</b>						
	Total	Minority Property Owners				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0

**Table 9 – Minority Owners of Rental Property**

<b>Relocation and Real Property Acquisition</b> – Indicate the number of persons displaced, the cost of relocation payments, the number of parcels acquired, and the cost of acquisition						
Parcels Acquired		0		0		
Businesses Displaced		0		0		
Nonprofit Organizations Displaced		0		0		
Households Temporarily Relocated, not Displaced		0		0		
Households Displaced	Total	Minority Property Enterprises				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
Number	0	0	0	0	0	0
Cost	0	0	0	0	0	0

**Table 10 – Relocation and Real Property Acquisition**

DRAFT

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

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

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	29	34
Number of Special-Needs households to be provided affordable housing units	0	0
<b>Total</b>	<b>29</b>	<b>34</b>

Table 11 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	21	22
Number of households supported through Acquisition of Existing Units	8	12
<b>Total</b>	<b>29</b>	<b>34</b>

Table 12 – Number of Households Supported

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

During the 2015 program year, the City of Elmira was able to exceed its goal of the number of existing housing units were rehabilitated by one housing unit and an additional four new first-time homebuyers were assisted with downpayment and closing cost assistance. The First-Time Homebuyer Program, which is a partnership between the City of Elmira and Catholic Charities, has seen an increase in usage the last couple of years. Individuals who are homeless and are assisted through Catholic Charities Second Place East Homeless Shelter are not included in the above numbers since this activity is considered a public service, however it is important to note that CDBG funds do support homeless services. No problems were encountered during the program year in meeting these goals.

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

Future annual action plans are impacted by outcomes, available financial resources (CDBG and HOME funding), and local capacity for administration. The outcomes achieved continue to demonstrate a need for the rehabilitation of existing owner-occupied units as the goals continue to be surpassed and the age and condition of Elmira's housing stock warrants improvement. The production of new units is currently limited based on the fact that the only program that the City has to produce new units is the through CHDO projects and HOME funds have been reduced. However, a new affordable housing project known as the Chemung Crossing Project sponsored by Housing Visions will be breaking ground in spring 2017 where \$200,000 in HOME funds have been committed between Program Year 2016 and Program Year 2017. The project will leverage funding through New York State Homes and Community Renewal's 2015 Unified Funding Round in which over \$3.8 million was awarded to the project for an over \$14 million project. The Chemung Crossing Project will involve 45 units of affordable housing which will include the rehabilitation of existing rental units and the production of new units and is expected to serve the homeless, non-homeless, and special needs populations and will be reported on in additional CAPERS but was included in the 2016 Annual Action Plan.

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

<b>Number of Persons Served</b>	<b>CDBG Actual</b>	<b>HOME Actual</b>
Extremely Low-income	42	1
Low-income	53	10
Moderate-income	111	6
<b>Total</b>	<b>206</b>	<b>17</b>

**Table 13 – Number of Persons Served**

**Narrative Information**

The City of Elmira continued to provide grants to homeowners within the City whose income fell between 0-50% of HUD's Median Family Income (MFI) and a 3% repayable loan for those households whose incomes fell between 51-80% of MFI. This strategy has been effective in assisting extremely low-income, low-income, and moderate-income households make necessary home repairs and not place an additional financial burden on those making under 50% of the MFI. The First-Time Homebuyer Program continue to assist income eligible families with downpayment and closing cost assistance of up to \$8,000 in deferred grants based on need and 6 households were low-income and 6 households were moderate income. Additionally, individuals served with CDBG funding including through housing counseling services provided by Catholic Charities of Chemung/Schuyler.

During the last couple of CAPER Reports, the Department of Community Development has started to share success stories regarding individuals assisted through the department's Owner-Occupied Rehabilitation Program. This year's success story included a single mother of two children (age 8 and 13)

and foster mother of a teenager. Her youngest child (age 8) is severely disabled with a shortened life expectancy. Because of the youngest child's extensive medical needs, Mom is unable to work outside of the home. Mom moved to this area with her children a few years ago and is extremely low income (30% AMI). The home that Mom purchased was in need of a new roof and windows in addition to some electrical repairs and updating the bathroom to make it more accessible for her child. The exterior sidewalks were in such poor condition that mobility with her disabled child was very limited. Community Development leveraged funds with partner agency, Near Westside Neighborhood Association in order to correct these issues which resulted in a better quality of life for this family.

DRAFT

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

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

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

Catholic Charities of Chemung and Schuyler provides programming and shelter to individuals and families in the community who are either at risk of becoming homeless or who have been identified as in need of immediate shelter. CDBG funds support the personnel necessary to complete assessments of needs, make referrals to programs and services within Catholic Charities and throughout the community, and completion of applications for mainstream benefits, addressing the need for long-term stability.

For Catholic Charities and the NY-501 Continuum of Care, the Point In Time count is the core of continually identifying the needs of struggling families and individuals to recognize trends and emerging needs in homelessness services. There was a Point In Time study conducted on January 27, 2016 from 7 pm until 7 am with the help of community organizations to identify individuals who were unsheltered in places not meant for human habitation and the Department of Community Development participated this year as an agency volunteer. As a result of the study, 18 individuals were identified as sleeping outside. In the same night, Second Place East Homeless Shelter had its highest numbers in 9 years, 34 individuals, including 10 children.

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

The City of Elmira provides funding each year to Catholic Charities for their Second Place East program which provides shelter for the homeless. The agency received \$25,000 CDBG funds to offset cost of salaries for staff running the program. It was reported that 386 people were using the homeless shelter in this program year, which is 25 more individuals than last year's count. Every client that seeks shelter services is screened for Gateways Residential Services eligibility and through this screening staff are able to identify accurately a client's individual needs. Clients placed in Gateways residential services are placed in either transitional supportive housing or permanent supportive housing depending on their needs. The Salvation Army is a primary referral source for victims of domestic violence.

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

Catholic Charities of Chemung/Schuylers as the lead agency for homeless services within the City of Elmira and Chemung County, has been doing a great job leveraging funds from multiple sources to help homeless persons with their housing needs. Catholic Charities provides the following programs to fight against homelessness:

- Emergency Shelter services will be provided to those in need of emergency shelter at Second Place East, Salvation Army Safe House, or a local motel depending on need and resources available. Program components involve one-on-one case management and connection to mainstream expedited benefits through LDDS onsite liaison, which includes housing and employment.
- Rapid Re-Housing case managers will assist homeless individuals and families move into stable housing. Program components involve identifying a housing location, provision of rental and other forms of financial assistance, and support services with a focus on stable employment and permanent housing.
- Prevention funds assist individuals and/or families that have a demonstrated housing crisis and face imminent risk of losing their permanent housing. Program components include targeting eligible households, thorough assessment of the needs of the household, assistance to households in expanding housing options and resources, provision of support services needed for permanent housing and employment.
- Catholic Charities of Chemung and Schuylers also partners with Arnot Ogden Medical Center via the Finger Lakes Performing Provider System project known as Transitional Housing Project. This project identifies AOMC patients whom are homeless or at risk of becoming homeless and refers them to Catholic Charities.
- Individuals identified as homeless or at risk of becoming homeless in the community utilize the Continuum of Care's Coordinated Entry process for the individual to be screened at Catholic Charities for immediate services based on needs assessment. An outreach worker will be an additional resource to seek out and assist those individuals on the streets and will refer them to seek assistance through the Solutions to End Homelessness Program, which assists through Rapid Rehousing and/ or Prevention funds.

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

Catholic Charities Emergency Services Center provides services to many individuals and families who are faced with evictions and court proceedings as well as those facing homelessness. Case managers have developed positive relationships with landlords in order to prevent court eviction proceedings. Examples of programs/projects that Catholic Charities has to assist those likely to become homeless after

being discharged from publicly funded institutions and systems of care include the following:

- Community Residence (NYS Office of Mental Health): 14 bed transitional congregate-level housing program licensed by NYS Office of Mental Health (OMH) and home to individuals with serious and persistent mental illness. These individuals require 24-hour supervision and intensive person-centered case management.
- Supportive Treatment Apartments (OMH): An OMH licensed 36-bed transitional congregate apartment housing program in an apartment facility for individuals with a serious and persistent mental illness.
- Project SHARE (Supportive Housing and Residential Empowerment) is a transitional housing HUD funded project providing 12-units of transitional housing in a scatter-site apartment project that provides up to two years of rental assistance and supportive services to young adults (18-25) who are homeless and have resided in the foster care system.
- Lasting Success (County/NYS OTDA): A transitional housing 24-bed Supervised Independent Living Program (SILP) in a provider-owned apartment facility for youth 16-21 who are aging out of the foster care system.
- Catholic Charities Chemung-Schuylers operates a "Bridger" project with NYS Office of Mental Health (OMH) funding. The funding provides funding for a dedicated staff person who attends the weekly discharge meetings at Elmira Psychiatric Center and the acute care behavioral health unit at St. Joseph's Hospital. CCCS also is an active member other Chemung County SPOE (Single Point of Entry) bi-weekly meetings to coordinate and monitor referrals of persons with mental health disabilities for housing and case management services to area service providers.
- Catholic Charities of Chemung and Schuylers provides housing for up to 90 days with case management in a Residential Stabilization Program (RSP), assisting parolee's with independent living skill development, employment/education, and permanent housing opportunities. The agency also assists individuals leaving inpatient substance abuse treatment facilities with referrals to the Gateway Housing Program and young adults leaving foster care with referrals to Gateways Housing Program and /or Public Housing.

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

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

Although the City of Elmira Department of Community Development is not directly involved in managing public housing and the Elmira Housing Authority (EHA) does not request CDBG funding, the City consults with the EHA when developing its Annual Action Plan, Consolidated Plan, and at the completion of the CAPER. As has been reported by the EHA for previous CAPERS, due to the fact that congressional appropriations to the Housing Authority Capital Fund Program have been greatly reduced, there have been minimal improvements made to public housing properties.

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

The Elmira Housing Authority Board is made up of seven members, five of whom are appointed by the City Manager of the City of Elmira. The other two members are elected by the residents of the Housing Authority and their input is used for the Agency Plan. The Housing Authority also puts out a 45 day notice that the Agency Plan is available for review and holds a Public Hearing.

The City of Elmira- Catholic Charities First-Time Homebuyer Program is marketed and promoted to public housing residents within Hoffman Plaza which is a family development.

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

There have been no actions taken to assist the Elmira Housing Authority as it is not a troubled PHA.

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

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

During the 2015 Program year, steps were taken to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing. The City of Elmira's Zoning Board approved a special use permit to Housing Visions for the Chemung Crossing Project which allow for higher density along South Main Street. The Chemung Crossing project was also supported by the Chemung County Industrial Development Agency for a Payment In Lieu of Taxes to support this approximately \$15 neighborhood revitalization, affordable housing project. The City of Elmira along with a team of planning consultants and a local Steering Committee, developed a new Comprehensive Master Plan which supports the implementation of a form-based code which would be less of a barrier to affordable housing projects while still preserving the character of the community.

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

An underserved need within the City continues to be to improve the quality (more than the quantity) of affordable rental housing and reduce the high cost burden for low income residents. During the program year, the City issued a Request for Proposals to private and non-profit housing developers for HOME funding to leverage New York State's Low Income Housing Tax Credit Program and additional sources through New York State Homes and Community Renewal's 2015 Unified Funding Round. This action led to the City of Elmira supporting Housing Vision's Chemung Crossing project. Additionally, the City worked with Chemung County to submit an application to create a Land Bank to address tax delinquent properties as a way of having more control over the condition of residential neighborhoods.

Economic Development, business growth, and workforce development continues to be an obstacle, however the City of Elmira and it's economic development partners both locally through Southern Tier Economic Growth and at the State, have been working to create opportunities within the Southern Tier Region. The City of Elmira participated in the development of the Southern Tier Regional Economic Development Council's Upstate Revitalization Initiative Plan which was selected as a winner of \$500 million in December 2015 for the next five years. The City of Elmira also collaborated with local and county officials to develop a Downtown Revitalization Initiative proposal that was selected to receive \$10 million.

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

The Department of Community Development continues to take actions to reduce lead-based paint hazards by being diligent in inspecting homes where there are young children present. The City of Elmira does not receive funding to specifically address lead-based paint hazards although incorporates

lead-hazard remediation through its Housing Rehabilitation Program. Contractors that perform work funded with CDBG or HOME funds must have proof that they have participated in a Lead Safe Work Practices and Lead Renovators training and that proof is kept on file. The Department of Community Development utilizes a Lead Safe Housing Requirements Screening Worksheet while inspecting properties. Community Development has maintained its partnership with the Chemung County Health Department to conduct risk assessments and lead clearance inspections on an as needed basis for a set fee. During the program year, three properties that were assisted through the CDBG/HOME funded Housing Rehabilitation Program required lead risk assessments and lead clearance inspections.

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

The Department of Community Development continues to assist low-income families make improvements to their properties to reduce the housing cost burden on them. The City continues to promote NYSERDA's EMPOWER New York Program for no-cost energy services to households that fall within HEAP's income guidelines. Catholic Charities of Chemung/Schuyler is a CDBG and HOME sub-recipient and a key partner whose mission is aimed at reducing the number of persons below poverty by providing intensive case management, help for individuals and families accessing mainstream benefits, connecting people with job assistance, and offering housing counseling services.

A total of \$1,000,000 in funding was allocated to the City of Elmira in the 2016 New York State Budget under the Empire State Poverty Reduction Initiative. The City of Elmira will be working with a locally appointed task force and the New York State Office of Temporary and Disability Assistance and the New York State Department of State to develop a Poverty Reduction Plan.

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

The Department of Community Development continues to participate in HUD Buffalo's monthly TA Thursday and Rehab Rap Technical Assistance calls to connect with other entitlement communities, subject-matter experts at HUD, and with New York State. This continues to be a helpful tool in learning about best practices and receiving clarification on federal regulations and reporting requirements. Sub-ipients are invited to participate in relevant sessions as well. Additionally, staff participated in several HUD-sponsored webinars through the program year. During the Program Year, the City of Elmira enlisted assistance of planning consultants to develop a new Comprehensive Master Plan for the City in order to develop a new strategic roadmap for the community. Another action taken to develop institutional structure included working with Chemung County to submit an application to New York State to create a Chemung County Land Bank Corporation that would initially focus on tax delinquent properties within the City of Elmira. The application was developed and submitted in July. This will provide another tool to address vacant, tax delinquent properties and revitalize neighborhoods. Lastly, steps were taken to work more collaboratively with the City's Code Enforcement Department which now has a new Director and Community Development will be transitioning to have Code Enforcement take over housing inspections for the Housing Rehabilitation and First-Time Homebuyer Programs.

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

During the Program Year, the Department of Community Development took efforts to enhance coordination between public and private housing and social service agencies. Community Development staff participate in the Chemung County Housing Coalition, the Housing and Homeless Task Force, and Poverty Reduction Committee that provides opportunities to enhance coordination between community organizations. The City of Elmira connected ARC of Chemung to Housing Visions in the development of the Chemung Crossing Project to help address the need of serving individuals who will be leaving a congregate care setting. The Chemung Crossing Project and the partnership with Arc of Chemung to create a minimum of four single-bedroom units with people with a primary diagnosis of an intellectual and developmental disability and a secondary diagnosis of mental illness is consistent with the City’s 2015-2019 Consolidated Plan. The Department of Community Development supported an Empire State Supportive Housing Initiative grant for supportive services. Catholic Charities of Chemung/Schuyler also provided a letter of support to Housing Visions and agreed to refer clients to the Chemung Crossing project once it is developed. During the Program Year, a multi-agency work group was formed by Southern Tier Economic Growth (STEG) that included STEG, the Department of Community Development, Elmira Downtown Development, Elmira-Chemung Transportation Council, Chemung County Planning, YWCA of Elmira, Economic Opportunity Program (as a community action agency), and a strategic plan consultant to improve coordination and developed a strategy. The strategy developed around Vibrant Communities and Neighborhoods and Reversing the Trends of Poverty and Blight is shown by the below diagram and partnership and coordination are essential for success. These efforts will be enhanced in 2016 with the development of an Poverty Reduction Task Force as part of the Empire State Poverty Reduction Initiative in which Elmira was awarded \$1 million.



**Vibrant Communities Strategy**

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

An action taken to overcome the effects of impediments identified in the jurisdictions analysis of impediments to fair housing choice was support of Housing Vision's Chemung Crossing project which include 45 units of quality, rental housing and received funding through New York State Homes and Community Renewal's 2015 Unified Funding Round. This neighborhood revitalization project will include 7 units that will be specifically geared towards individuals with disabilities including traumatic brain injury and two units that will be adapted for hearing and vision impairment. Additionally, the Chemung Crossing Project contains 8- 3-bedroom and 2- 4-bedroom units which will be suitable for larger households and expand fair housing choice. Fair Housing continues to be promoted by displaying posters received by the National Fair Housing Alliance at its offices as well as within community organizations, specifically Catholic Charities, Habitat for Humanity, and local community centers. Community Development staff participated in HUD CPD Conference Calls on fair housing as well as reviews training and information disseminated by HUD.

DRAFT

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

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

Sub-grantees are monitored every three years, unless through the evaluation of their quarterly or annual reports a complaint or a concern arises. There is also continuous communication with our sub-grantees throughout the program year as well to ensure program compliance.

Near Westside Neighborhood Association, Inc., which is the City's Community Housing Development Organization, has finished their latest rental housing project at the beginning of 2016 and has been looking for additional projects to get involved with. Through meetings, pay requests and reports being submitted by the agency, the City is able to monitor their activities in regards to HUD funded projects.

The Department of Community Development has been making efforts to reach out to and work with minority and women owned businesses, and ensure equal employment opportunities within its projects. There is a lack of MWBE general contractors in the Southern Tier Region who are also registered with New York State. The City has been trying to encourage contractors on its contractor list to learn about getting certified as MBEs or WBEs. Only one contractor showed interest in following through with the application process to get on the state approved list of general contractors as a WBE but the application with New York State is still pending.

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

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

The Elmira City Council scheduled a public hearing for September 6, 2016 at their meeting held on August 22, 2016. A public notice for the public hearing appeared in the Star Gazette Legal Section on August 26, 2016 announcing the public hearing and a 15-day public comment period on the City of Elmira's Consolidated Annual Performance and Evaluation Report (CAPER). A 15-day public comment period will be observed from September 1, 2016- September 15, 2016. A draft of the CAPER as well as a one-page summary sheet is made available on the City of Elmira's website, to members of City Council, the Steele Memorial Library, and members of the Community Development Citizen Advisory Committee.

The City has recruited new community members to serve on its Citizen Advisory Committee. Meetings are planned quarterly to provide update on projects the Department of Community Development will be seeking input from the members of this committee.

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

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

The City of Elmira continues to focus CDBG and HOME funds towards improving the owner-occupied housing within the City and encouraging homeownership through the use of HOME funds for downpayment and closing cost with the City of Elmira- Catholic Charities First-Time Homebuyer Program. These important programs should be continued as they serve an important need within the community, however a larger housing strategy is needed with additional funding sources to augment CDBG and HOME investment to address vacant and abandoned properties and the rental housing stock that composes 51.9% of the housing units within the City. During the Program Year, the Director of Community Development worked with Chemung County to develop and submit an application to New York State to create a Chemung County Land Bank Corporation. Once approved and officially created, the Chemung County Land Bank Corporation will be initially focusing on the City of Elmira. This will be a tool that can be used to address vacant and abandoned residential properties and develop neighborhood revitalization strategies to further have an impact on improving the housing stock. The City of Elmira also issued a Request of Proposals (RFP) to utilize 2016 and 2017 HOME funding with New York State Low Income Housing Tax Credit Programs as well as other resources from New York State Homes and Community Renewal (HCR). As a result of this RFP and state's review process, \$200,000 in HOME funding was committed to the Chemung Crossing Neighborhood Revitalization Project by Housing Visions and over \$3.8 million was awarded to the project through HCR's 2015 Unified Funding Round.

Housing Counseling services and homelessness prevention continues to be consistent with the City of Elmira's program objectives and performance information indicates that these services are widely used within the community and should be continued.

During the program year, the City of Elmira worked collaboratively with local and regional partners to prioritize expanding economic opportunities (jobs) for low to moderate income residents. Although this effort did not result in the expenditure of CDBG funds, it did yield momentum and additional state-wide resources, namely funding through the \$500 million Upstate Revitalization Initiative (URI) awarded to the Southern Tier Region and the City of Elmira selected for \$10 million under the Downtown Revitalization Initiative (DRI).

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

No

**[BEDI grantees] Describe accomplishments and program outcomes during the last year.**

## **CR-50 - HOME 91.520(d)**

### **Include the results of on-site inspections of affordable rental housing assisted under the program to determine compliance with housing codes and other applicable regulations**

Please list those projects that should have been inspected on-site this program year based upon the schedule in §92.504(d). Indicate which of these were inspected and a summary of issues that were detected during the inspection. For those that were not inspected, please indicate the reason and how you will remedy the situation.

There were no projects scheduled to be inspected this program year.

### **Provide an assessment of the jurisdiction's affirmative marketing actions for HOME units. 92.351(b)**

Near Westside Neighborhood Association, Inc. and Catholic Charities of Chemung and Schuyler displays Fair Housing posters in their buildings that are distributed by the Department of Community Development and received annually from the National Fair Housing Alliance, and the fair housing logo is present on all their advertisements especially through Catholic Charities' First Time Homebuyer Program that provides affordable housing units using HOME funds as a downpayment assistance. Catholic Charities provides homebuyer education through the First-Time Homebuyer Program and discusses with potential homebuyers about the Fair Housing Act and protections afforded under federal law. Near Westside Neighborhood Association, Inc. uses the same logo to advertise its HOME-assisted rental units to income eligible renters.

### **Refer to IDIS reports to describe the amount and use of program income for projects, including the number of projects and owner and tenant characteristics**

In this program year \$995 HOME program income was used for assisting two homeowners with their housing rehabilitation needs. One of the homeowners was a White elderly woman living by herself with her income being under 30% of HUD's MFI. The other homeowner was an African-American person whose income was between 31-50% of HUD's MFI. Both individuals owned single family homes. During the 2016 CAPER, the City of Elmira will be reporting additional data on the amount and use of program income for projects.

### **Describe other actions taken to foster and maintain affordable housing. 91.220(k) (STATES ONLY: Including the coordination of LIHTC with the development of affordable housing). 91.320(j)**

A significant action taken to foster affordable housing during the program year was the Department of Community Development issued a Request for Proposals (RFP) to leverage 2016 and 2017 HOME funding with New York State Low Income Housing Tax Credit Program and other funding available

through New York State Homes and Community Renewal's 2015 Unified Funding Round. Housing Vision's Chemung Crossing Neighborhood Revitalization was supported by the City of Elmira with a commitment of \$200,000 in HOME funding to develop 45 units of quality, affordable housing in a distressed neighborhood within Census Tract 10. Housing Visions project was awarded over \$3.8 million through HCR's 2015 Unified Funding Round and construction is estimated to begin in spring 2017.

DRAFT

Attachment:

## **The Transformation of Quatrano Park**

### **2012 - 2016**

The transformation of Quatrano Park was true community collaboration between the City of Elmira, ARC of Chemung and residents living near the park. Quatrano Park is nestled back along Parker Circle and Parker Drive, off of Oak Street on the City's north- east side in census tract 1 with a very high low moderate income population. It is a very inspiring story about turning a public space around that was once deemed unsafe with gang members hanging out underneath the pavilion at night on the regular basis and occasionally setting the garbage can on fire, used needles scattered throughout the old playground area, the park being a location for illegal dog fights, and garbage being scattered throughout the park on a constant basis.

In 2012 ARC of Chemung adopted a park and made a pledge with the City of Elmira's Buildings and Grounds crew to turn the park around and provide a safe and inviting public space for city residents. The transformation started out with adding additional light poles to dark pockets of the park, daily clean up, and turning the dilapidated tennis court into a flourishing community garden accessible for private residents, and ARC employees and clients as well.

In 2013 a tornado ripped through the City of Elmira, destroying the old playground equipment. Using funds from the insurance settlement, the City purchased new playground equipment and had it installed within a fenced in area which is a more visible location close to the ARC building, away from the back of the park, where the old playground equipment stood. The City's Buildings and Grounds crew also refinished the old benches to give those a more polished look.

In 2015 ARC of Chemung sealed the basketball court using volunteers from the community, and also provided a letter of support for grant applications that the City submitted to purchase additional ADA compliant equipment and swing sets. The City used CDBG funding as local foundation funding from the Community Foundation and Anderson Foundation. The final playground equipment was installed in 2016.

Quatrano Park is also adjacent to the Lackawanna Rail Trail, which is a 7.5-mile urban/nature trail (a roughly 2-mile paved section runs through the City of Elmira's east side as an urban trail and the remaining 5.5-mile section runs from the City of Elmira boundary line to the trail's southern terminus at Lowman Crossover (CR 8)) as a nature trail. Originally the trail was part of a 396-mile railroad line between Buffalo, NY and Hoboken, NJ. It carried freight, passengers and politicians. It was known for its fine passenger cars and the Phoebe Snow, which was a famous deluxe passenger train. The trail passes near the former Chemung Canal, a former Native American village and Revolutionary War Battle Field and follows the Chemung River to Lowman where it ends. The other end of the trail is at Eldridge Park, which is the most popular park in Elmira.

**PLAYGROUND AREA**

Before Pictures:





**After photos** of the same area with new equipment in place without swing sets. The proposed 4-bay swing set would be placed between the community garden and the playground equipment (right side of the picture).



## FROM TENNIS COURT TO COMMUNITY GARDEN



**Before photos** of the old tennis court. The condition of the surface was beyond repair.



**After photos** of the repurposed tennis court. A dilapidated tennis court was transformed into a community garden for residents in the community and for ARC clients. This garden is a prime example of how collaboration and partnership can work between the City and community organizations.



There are ADA accessible raised beds provided for residents in wheelchairs.