

# ANNUAL ACTION PLAN – 2008

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The following Action Plan outlines the yearly program of activities that the City of Manchester will undertake in the next fiscal year. These activities will address the priority needs and objectives that were initially identified in the Consolidated Plan and also those identified this year through the Community Improvement Program Budget Development and Citizen Participation Process. This document also serves as the Annual Submission and Application to the Department of Housing and Urban Development and as such provides certain required elements.

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The Action Plan was made available to the public on April 11, 2008. No comments positive, negative or otherwise were received.

## **STANDARD FORMS 424**

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See following pages:

CDBG  
HOME  
ESG

## KEY STRATEGIES

The allocation of HUD funds for the FY 2008 Program year (City FY 2009) will be based upon the City's Key Strategies identified in the Consolidated Plan. Any variances are a result of the City's desire to react to certain newly identified needs and priorities that were identified through this year's Community Improvement Program Development Process. To balance the number of owner occupied units with the number of rental units; the City will provide \$150,000 of HOME funds to Neighborworks Greater Manchester (NGM) to continue the implementation of the down payment assistance program. In addition to homeownership assistance, the City will also continue to develop affordable rental housing for Manchester's work force. To meet the challenge, the City has set aside approximately \$573,754 to increase the supply of decent, safe and affordable housing units through the rehabilitation of the existing housing stock. This includes \$483,754 of HOME, and \$90,000 of CDBG funds. To date, one project has been identified that will result in the redevelopment of several existing properties on the West side of Manchester. Due to increasing vacancy rates in the Center City, it is time to evaluate the impact of the addition of new affordable rental housing units in the City of Manchester. During the last five to six years CIP funds have been used to construct 468 units of new affordable rental housing in the Community (Piscataquog River Apartments – 150 units, Gale Home – 37 units, Old Wellington Road Apartments – 90 units, Straw Mansion - 33 units, Brown School – 34 units, Silver Mill Apartments – 58 units and Stella Arms Apartments – 66 units). As a part of its Affordable Housing Strategy, the City will continue to monitor the impact of this development to insure that it does not negatively impact the housing market conditions of Manchester's low and moderate-income neighborhoods. To maintain healthy vacancy rates in Manchester's low and moderate-income neighborhoods, the City will encourage the redevelopment of existing affordable housing opportunities in the Neighborhood Revitalization Strategy Area. Manchester has also authorized the allocation of \$50,000 of HOME funds to Neighborworks Greater Manchester to be used for the Neighborworks Homeownership Program. For the period 2007-2010 approximately \$500,000 of AHT funding has been earmarked for the City's Housing Rehabilitation Lead Paint Hazard Remediation program. In addition to housing development, the City will utilize \$60,000 of HOME and \$12,800 of CDBG funds to support other important housing initiatives including security deposit/tenant assistance and fair housing legal assistance. \$35,000 of CDBG funds will be used for Neighborhood Pride Initiatives including a youth employment program and a business loan program. According to Manchester's Continuum of Care, the prevention of chronic homelessness and the movement into permanent housing continues to be dependent upon the provision of affordable housing to households with extremely low-incomes. Until the number of affordable housing units and rental subsidies required to accommodate very low-income households are created or provided; it will be necessary to shelter the homeless. As in years past, the City will use ESG (\$81,960), CDBG (\$46,500) and HOME (\$15,000) funds to provide support to the homeless. It is the City's intent to leverage these funds for housing and homelessness initiatives with other governmental and private funds so as to provide access to the greatest number of units possible. The City will continue to work to implement the Action Strategy for Housing that was developed as a part of the 2005 Consolidated Plan.

In addition to providing housing, the City will continue to support Manchester's network of non-profit organizations and City departments that provide social, medical and other services to the

community's less fortunate citizens including immigrants and refugees. Approximately, \$740,481 of CDBG funds have been committed resulting in a benefit to a minimum of 7,000 individuals.

Consistent with previous year's Action Plans, CDBG funds will be used on projects that promote economic development in the community. Economic development activities specifically targeted to Manchester Community Resource Center employment training, Amoskeag Small Business Incubator, a peer-lending program, and support of NH Small Business Development will receive \$88,000 of the City's \$1,967,186 CDBG entitlement. In addition, the City will continue to utilize Section 108 funds to carry out economic development activities. Section 108 activities in FY 2009 will finance \$600,000 of infrastructure improvements to the Elm Street/Gaslight District. As in years past, the City will continue to comply with the American with Disabilities Act (ADA) by eliminating architectural barriers in City Buildings and public infrastructure. This year the Board of Mayor and Alderman has authorized \$50,000 of CDBG funds for projects and activities that will provide the City's disabled residents with access to municipal programs and services.

The City continues to view the Strategy relating to Infrastructure Improvements as a priority. It is the strategy for which the greatest amount of HUD funding has been directed. For this coming year a total of \$475,000 has been designated for improvements to neighborhood parks, streets, and sidewalks. This investment will improve the aesthetics and living conditions of inner City neighborhoods, provide safe school walking routes, new athletic and passive recreational facilities and efficient and safer driving and walking conditions for the residents of these neighborhoods. In addition to infrastructure improvements the City has set aside \$97,000 of CDBG funding to support growth and development in selected neighborhoods through out the City including the Neighborhood Revitalization Strategy Area. The activities will include Concentrated Code Enforcement, Dilapidated/Blighted Building Remediation Program, Neighborhood Pride Business Incentive Program and Neighborhood Pride Clean Streets Program. In addition, the City has set aside both CDBG and HOME funds for planning and administration. The Community Improvement program includes funding to complete various neighborhood plans (\$70,000 CDBG). Funding (\$275,000 CDBG & HOME) has also been committed to administer the City's Entitlement Program.

Inasmuch as the priorities and needs of the Community far outweigh the annual HUD entitlement, not all of the key strategies identified within this Action Plan will be addressed through projects funded with HUD entitlement funding. Rather, some of these strategies and activities will be realized through projects and programs that use a variety of non-HUD resources, including local property tax generated dollars, state funding and other federal funds. Not all of the strategies noted are targeted towards activities that strictly benefit low and moderate income City residents. However, the projects that have been designated to receive funding are intended to address a myriad of needs of the Community, these being social and health services, education, recreation, infrastructure, transportation, housing and public safety. While some of these activities are not specifically targeted towards low and moderate-income residents, the resulting impacts from improvements realized will also benefit this segment of Manchester's citizenry. These strategies are contained within this document as the development of the HUD Consolidated Plan and also in the ensuing Annual Action Plan. Both documents are in effect part and parcel of the City's process for the development of the Community Improvement Program Budget. The HUD funded activities represent one element of the entire Community Improvement Program.

The planning and development of the Action Plan occurred within the framework of the Planning Department's Community Improvement Program (CIP) Budget Process. The CIP budget methodology involves the establishment of a priority system of needs that are identified through extensive interaction with other City Departments, Community Agencies and Organizations and citizen input. The information received is documented, reviewed, analyzed and prioritized. The projects deemed to be the most deserving of the funds available are recommended for funding.

The CIP Process is initiated each December with funding requests solicited and received from the above noted entities. Notices regarding the initiation of the process are forwarded to past recipients of funds and public notices are posted as well as advertised in the local newspaper The Union Leader. Citywide public participation and input into this process is solicited by the City and realized through Public Hearings and presentations by various organizations seeking funds. This past year, the City conducted three Public Hearings for the development of this year's CIP and HUD Action Plan. These hearings were held on January 16, 2008, at William B. Cashin Senior Center, on January 17, 2008 at the Manchester Community Resource Center and on April 28, 2008 in the City Hall Aldermanic Chambers.

Taking a proactive approach towards public participation, the City encouraged subrecipients of HUD funds to have the beneficiaries of their programs attend the public hearings and provide comments on the proposed programs and activities as well as identify needs of their own. The Planning Department's Staff conducts review of the information gathered through this process. The requests are prioritized in accordance with the overall needs, goals and funding constraints of the CIP Program and the eligibility requirements of HUD. Project requests are matched to appropriate funding sources consistent with their scope, size and eligibility for federal funding.

Preparation of the CIP Budget is the responsibility of the Mayor's Office, which presents the recommended Program to the Aldermanic Board for review, acceptance and approval.

Since the Action Plan is essentially an element of the Community Improvement Program and therefore part of the City Budget Process, the priorities and strategies identified in the Action Plan are reviewed and endorsed by the Mayor's Office. This year the Mayor presented the CIP/Action Plan to the Community Improvement Program Committee on April 15, 2008 and to the full Board on April 28, 2008. As such, all of the projects contained within this Action Plan have been approved by the Board of Mayor and Aldermen for funding or support as part of the CIP.

On April 11, 2008, the thirty-day comment period for the proposed Action Plan as contained herein began, with the final adoption of the CIP/Action Plan approved by the Aldermen on May 20, 2008.

# STRATEGY 1

## NEIGHBORHOOD REVITALIZATION

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As a result of the City's financial commitment to neighborhood revitalization and the successful completion of the Enterprise Communities program during the past several years, the inner City has experienced a rebirth. Deteriorating and abandoned housing has been converted into affordable housing opportunities for low-income families. Parks, streets, sidewalks as well as water and sewer systems have been upgraded. Job training programs have been established by The Manchester Community Resource Center resulting in employment opportunities for the families that live in the community. Although many positive actions have taken place and reinvestment has had a beneficial impact on the inner City, there are several neighborhoods in Manchester that have not been addressed. Unfortunately due to the poor economy and the addition of several hundred units of new rental housing, vacancy rates in the Center City are increasing and it is not uncommon to see "For Rent" signs in empty apartments. Inasmuch as the Enterprise Communities Program has come to a close, the City has established a new Neighborhood Revitalization Strategy Area (NSRA) (see Map) and expanded the Neighborhood Revitalization Strategy to include all of Manchester's neighborhoods. To date, the City has initiated comprehensive neighborhood planning efforts in the areas including Rimmon Heights and Hallsville.

The Center City Neighborhood Revitalization Strategy will continue to include a comprehensive approach designed to: improve the infrastructure; increase the number of affordable, safe and sanitary housing units in the neighborhood; increase the number of available jobs; and effect physical and social improvements that will create and maintain a "livable" environment.

### Strategy Elements

- The Center City Neighborhood Revitalization Strategy will emphasize the empowerment of low and moderate-income persons and focus its activities in the designated Neighborhood Revitalization Strategy Area.
- Insure a safe environment through crime prevention and police enforcement programs.
- Rebuild decaying neighborhood infrastructure that includes the City's parks, City streets, sidewalks and utilities.
- Remove abandoned and burned out buildings that have been labeled blighted property.
- Increase homeownership opportunities and assistance to homeowners to rehabilitate their properties.
- Support job training and skills enhancement as a part of the programs offered by the Manchester Community Resource Center.
- On a selective basis, consider support of rental housing rehabilitation/lead hazard control projects that further the objectives of the reuse of underutilized residential properties.
- To promote green space in the City, CDBG funds will be utilized to plant trees along public right of ways and in parks located in low-income neighborhoods.

The following are the proposed Consolidated Plan benchmarks that will be used to measure the progress of the strategy over the next year.

- Provide employment-related services to 800 individuals from targeted neighborhood revitalization areas.
- Improve streets, sidewalks, lighting, traffic signalization, etc. in 1 neighborhood.
- Create 42 affordable rental units as a result of the redevelopment of existing residential properties.
- Rehabilitate 10 owner occupied housing units in the City's neighborhoods.
- Clean up a minimum of 2 blighted properties.
- Foster homeownership in the City's neighborhoods by assisting 10 low-income families purchase homes.
- Plant 60 trees within the City's neighborhoods.

**HUD-Assisted Program Elements:**

New Hampshire Community Loan Fund  
 MicroEnterprise Program - \$8,000,  
 Agency Leverage \$24,901  
 Planning & Community Development  
 Department Neighborhood Pride - \$35,000  
 City Leverage \$75,000  
 Highway Department Annual CDBG Street  
 Reconstruction Program - \$400,000,  
 Agency Leverage \$0  
 Manchester Community Resource Center –  
 Workforce Development Program - \$70,000,  
 Agency Leverage \$242,000  
 Parks Department Project Greenstreets -  
 \$6,945,  
 City Leverage \$22,454  
 Planning & Community Development  
 Department Lead Hazard Reduction  
 Demonstration Program - \$1,800,000,  
 City Leverage \$900,000  
 Planning & Community Development  
 Department Housing Initiative - \$573,754  
 City Leverage \$0  
 Neighborworks Greater Manchester West  
 Granite Gateway Project - \$72,623,  
 Agency Leverage \$1,050,000  
 Neighborworks Greater Manchester Down  
 payment Assistance - \$150,000,  
 Agency Leverage \$20,000  
 Building Department Concentrated Code  
 Enforcement Inspector - \$22,000  
 City Leverage - \$0

Building Department Dilapidated/Blighted  
 Building Remediation Program - \$40,000  
 City Leverage - \$25,000

Total funds leveraged by HUD assisted  
 programs - \$2,359,355

**Non-HUD Funded Program Elements:**

Parks Department Project Greenstreets -  
 \$22,454  
 Police/Health Department Weed N Seed -  
 \$210,000  
 Police Department Project Safe  
 Neighborhoods - \$40,000  
 Planning & Community Development  
 Department Neighborhood Pride - \$75,000  
 Planning & Community Development  
 Department Lead Hazard Reduction  
 Demonstration Program - \$900,000  
 Building Department Dilapidated/Blighted  
 Building Remediation Program - \$25,000  
 Planning & Community Development  
 Department Neighborhood Revitalization -  
 \$200,000

No funds leveraged by Non-HUD assisted  
 programs.

**Benchmarks:**

Improved streets, sidewalks, lighting, traffic signalization, etc. in CDBG eligible areas.

The density reduction of 6 to 12 units of housing resulting in the creation of green space.

Eliminate lead hazards in 240 units of housing occupied by income eligible families.

Improving the quality of the substandard housing stock in selected target areas through the implementation of concentrated code enforcement.

Provide down payment assistance to 8 first time homebuyers.

Create 40 units of affordable housing for low-income families.

Provide employment-related services to 930 individuals from the inner City.

Increase in number of street trees planted by 70 to 80.

Provide employment opportunities for thirty youth.

Remove two blighted structures.

Provide self-employment training to 40 low-income individuals resulting in the creation/retention of 5 full time equivalent jobs.

## **STRATEGY 2**

### **CITY WIDE ECONOMIC DEVELOPMENT**

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To achieve the goal of creating a vibrant economic climate and making Manchester a more desirable place to live while meeting the challenges associated with providing services, the City's Economic Development Strategy will continue to emphasize program elements that will:

- Increase the number of quality jobs Citywide.
- Improve the quality of life in the community.
- Revitalize the central core.
- Provide support to companies interested in starting up, relocating or expanding operations in the City.

The City of Manchester Economic Development Office has a number of bricks and mortar projects in the pipeline that will involve redevelopment of areas in the Central Business District or close proximity that will have a tremendous positive impact on the City. These projects include:

The former JacPac meat processing facility on 17 acres at the Southern gateway to downtown has been renamed River's Edge. Now in the final months of due diligence, the principal economic engine in the development program will be a 226,000 square foot Urgent Care Center affiliated with Elliot Hospital. There will also be a physician's office building of at least 100,000 SF with expansion potential. It is anticipated that an estimated 200-250 new jobs will be created as a result of the project. Ancillary retail and a workforce housing component are also planned as part of the development.

Redevelopment of the Pandora Mill. As part of an effort to expand parking for employers in the Millyard District, MEDO released an RFP for two surface parking lots that was tied to redevelopment of space in close proximity to the two lots up for consideration. The Pandora Mill, closed since the early 1990's, will be redeveloped into luxury housing in a landmark mill building. The Pandora is highly visible from the Granite Street Gateway, a soon to be completed bridge reconstruction with full interstate interchange that is located in the City center.

Additionally, two feasibility studies underway are looking at the potential for additional or reconfigured Convention Center facilities in the Central Business District, and viability for a new mid-sized performing arts center. These are recommendations from the Angelou Economics Report, completed in 2006. As a market that has done much to capture sports entertainment events, Manchester seeks to expand to attract cultural events and some of the economic investment associated with the creative economy.

A streetscape improvement project is underway that will address design issues on the South Elm Street corridor to make it a more aesthetically pleasing area and promote pedestrian activity. This effort will begin to address underutilized properties in the

Gaslight District, and area that has the potential to serve as a destination arts and entertainment district in close proximity to the Verizon Arena and Baseball Park.

With the completion of the Pedestrian Bridge across the Merrimack River, slated for April 2008, the city will continue to tie the residential community on the West Side to the Downtown. This amenity also enhances recreational opportunities in that it serves as the connector for a number of trail systems used by recreational tourists in Manchester and the entire Merrimack Valley. In addition, the City is continuing to work with the State of New Hampshire and the Boston & Maine Railroad regarding a future rail connection that allows travel to Nashua and Boston.

### **Strategy Elements**

Specifically, the following are key components of the City's economic development strategy.

- The Neighborhood Revitalization Strategy Area that was recently approved by HUD will include economic development initiatives that emphasize the empowerment of low and moderate-income persons with a continued focus on education, job training activities and comprehensive employment programs for residents of the designated target area.
- The City will continue to encourage small businesses to partner with the business incubator.
- The City will continue to assist new and emerging businesses develop in the Elm Street area and the Millyard district.
- CDBG administrative funds will be used to support the MEDO Development Coordinators position, resulting in the development of vacant properties in the City of Manchester. This activity has led to hundreds of new jobs in the past few years and will lead to the creation of additional employment opportunities for low and moderate-income residents.
- CDBG funds will be used for Downtown municipal infrastructure including right of way improvements, sidewalk reconstruction, utility upgrades, streetscape furniture, installation of illuminated street arches, etc.
- MEDO will continue to administer the City's Revolving Loan Fund that was initially capitalized with CDBG funds to stimulate the economy and create jobs for low and moderate-income individuals.
- The City will continue to utilize Section 108 loan funds to undertake economic development activities. Activities might include but are not limited to the following: acquisition of real property, rehabilitation of property, related relocation activities, related clearance, demolition and removal, infrastructure improvements, interest payments and financing costs.

The following are the proposed Consolidated Plan benchmarks that will be used to measure the progress of the strategy over the next year.

- Create 25 full time and 5 part time jobs as a result of new business development generated by the Amoskeag Small Business Incubator.
- Create a minimum of 10 jobs for low and moderate-income individuals as a result of processing 10 loans as a part of the revolving loan program.
- Create or retain a minimum of 3 jobs as a result of Section 108 loans and CDBG support of MEDO Development Coordinator.
- Improve 5 blocks in the Downtown area resulting in increased property values.

**HUD-assisted Program Elements:**

NH Community Loan Fund/MicroCredit  
Manchester Micro Enterprise Program -  
\$8,000  
Agency Leverage \$24,901  
NH Small Business Development Small  
Business Development \$10,000,  
Agency Leverage \$25,239

Total funds leveraged by HUD assisted  
Programs \$50,140

**Non-HUD Funded Program Elements:**

Open Doors Manchester Art Trolley -  
\$3,000,  
Agency Leverage \$4,390  
Palace Theatre Operations - \$75,000,  
Agency Leverage - \$75,000  
Highway Department Downtown  
Revitalization – Elm Street/Gaslight District  
-\$600,000  
Intown Manchester Summer Concerts -  
\$20,000,  
Agency Leverage \$3000

Total funds leveraged by Non-HUD assisted  
Programs - \$82,390

**Benchmarks:**

Process 3 Section 108 loans  
Provide self-employment training to 40 low-  
income individuals resulting in the  
creation/retention of 5 full time equivalent  
jobs.  
Create/retain a minimum of 152 jobs for low  
and moderate-income individuals as a result  
of providing technical assistance and  
counseling to 300 businesses.

## **STRATEGY 3**

### **HOMEOWNERSHIP & AFFORDABLE HOUSING DEVELOPMENT**

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In response to the findings of 2002 Action Strategy for Housing and current conditions, the City will continue to make every effort to produce a balanced housing market that provides opportunities for all City residents ranging from upscale market rate housing to affordable housing.

Historically, Manchester has had a relatively balanced split between its rental housing and its housing that is owned. In the last few decades, the number of rental units has increased while homeownership has decreased, especially in Manchester's inner City neighborhoods. According to 2000 Census data, fifty-four percent of Manchester's 45,892 housing units were renter occupied. Although the City has increased the number of homeowners in the past seven years by directly assisting 10 to 20 low-income families purchase homes on an annual basis, the number of renters still exceeds the number of homeowners. As such, the City will continue to encourage homeownership programs.

Due to the fact that very low-income families are still paying in excess of 30% of their income on rental housing, the City will continue to work with private developers and non profit organizations to provide additional units of quality affordable rental housing for these households. According to the 2007 New Hampshire Housing Finance Authority Survey, the average rent for a two-bedroom apartment in Manchester has increased 175% since 1995 from \$573/month to \$1,005/month. The report also stated that only four percent of the two – bedroom units surveyed in Manchester are affordable (a family expending no more than 30% of their income on housing) to three person households earning fifty percent of the median household income. \$40,200 is the annual income required to afford (30% of annual income) the average rent (\$1,005) for a two-bedroom apartment in Manchester. It is important to note that the average rent for two – bedroom apartments in Manchester have been decreasing over the past three year period and vacancy rates in the Center City have been increasing. To maintain healthy vacancy rates in Manchester's low and moderate-income neighborhoods, the City will encourage the redevelopment of existing residential properties.

The general approach for this strategy is to continue to encourage new homeownership opportunities for individuals and families that generally would not consider or pursue homeownership opportunities, to support neighborhood revitalization by providing funding to improve homeowner's properties and to encourage the redevelopment of vacant residential rental properties.

#### **Strategy Elements**

- Support homeownership-training programs that help low-income households understand the responsibilities of homeownership and assist people with financing in order to obtain a home upon graduation from the program.
- Utilize HOME funding to provide subsidies to low-income families to assist them with the down payment and closing costs associated with purchasing a home.
- Utilize HOME and/or CDBG funding to develop homeowner rehabilitation programs for

inner City neighborhoods and other areas of the City deemed in need of assistance. Areas outside of the existing urbanized core are already developing in a primarily homeownership pattern and do not require assistance.

- Continue to explore opportunities to help low-income first time homebuyers meet increased costs associated with purchasing, renovating and maintaining a home.
- Utilize HOME funding to provide incentives to both for-profit and non-profit developers to produce affordable rental housing. Affordable housing initiatives should include a mix of new construction and adaptive reuse of existing properties to maintain a vacancy rate that is consistent through out the entire City.
- Utilize CDBG funding to enforce fair housing and advocate for individuals who have been discriminated against.
- Wherever possible, the City will promote the construction of Energy Star-labeled homes and the purchase of Energy Star-labeled products in conjunction with HUD-assisted housing initiatives.

The following are the proposed Consolidated Plan benchmarks that will be used to measure the progress of the strategy over the next year.

- An increase in the number of available subsidies to assist low-income families with the acquisition of their own home.
- An increase in the number of owner-occupied properties in City neighborhoods. Assist a minimum of 10 low-income families purchase homes.
- Provide homeownership counseling to 500 individuals.
- A balance of owner-occupied and rental units that approaches a 50-50 split.
- Rehabilitate a minimum of 10 housing units occupied by low-income families.
- Develop a minimum of 42 units of affordable rental housing.
- Conduct 20 fair housing tests, distribute 800 fair housing brochures, train 10 individuals to become fair housing testers and provide fair housing counseling to 100 individuals.

**HUD-assisted Program Elements:**

Neighborworks Greater Manchester  
 Neighborworks Homeownership Center - \$50,000,  
 Agency Leverage \$388,629  
 Neighborworks Greater Manchester West  
 Granite Gateway Project - \$72,623,  
 Agency Leverage \$1,050,000  
 Neighborworks Greater Manchester Down  
 payment Assistance - \$150,000,  
 Agency Leverage \$20,000  
 Planning & Community Development  
 Department Housing Initiative - \$573,754,  
 City Leverage \$0

Planning & Community Development  
 Department Lead Hazard Reduction  
 Demonstration Program - \$1,800,000,  
 City Leverage \$900,000  
 NH Legal Assistance Fair Housing -  
 \$12,800  
 Agency Leverage \$0  
 Building Department Concentrated Code  
 Enforcement - \$22,000  
 City Leverage - \$0  
  
 Total funds leveraged by HUD assisted  
 Programs - \$2,358,629

No funds leveraged by Non-HUD assisted Programs.

**Non-HUD Funded Programs:**

Planning & Community Development  
Department Lead Hazard Reduction  
Demonstration Program - \$900,000  
Planning & Community Development  
Energy Efficiency Block Grant - \$1,000,000

**Benchmarks:**

Provide homeownership education to 800 families resulting in the purchase of 115 homes.  
Provide Fair Housing counseling to 60-80 low-income individuals.  
Provide down payment assistance to 10 first time homebuyers.  
Create 40 units of affordable housing for low-income families.  
Eliminate lead hazards in 240 units of housing occupied by income eligible families.  
The density reduction of 6 to 12 units of housing resulting in the creation of green space.

## **STRATEGY 4**

### **IMPROVE ACCESS TO CITYWIDE TRANSPORTATION**

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To achieve the goal of providing a variety of travel modes to insure that Manchester is accessible for work, shopping, play and interconnected to the surrounding region, the City will utilize all sources of local, state and federal funding to implement the strategy elements that are outlined below.

#### **Strategy Elements**

- Provide a more coherent signage package.
- Provide a suitable location for a rail station and multi-modal center.
- Complete the connection of a pedestrian/bicycle connection between the east and west sides of the City.
- Develop a strategy for a comprehensive bicycle and pedestrian access plan in a number of the City neighborhoods.
- Develop a strategy and program to better address and provide services for special needs persons and the low and moderate-income population.
- Upgrade access to the Airport.
- Upgrade the terminal and runways of the airport in addition to providing additional soundproofing for neighborhoods immediately adjacent to the flight patterns.

The following are the proposed Consolidated Plan benchmarks that will be used to measure the progress of the strategy over the next year.

- Addition of one new 20-24-passenger ADA accessible lift vans to the MTA fleet.
- Addition of three 30-35 heavy-duty low floor wheelchair accessible transit buses to the MTA fleet.
- Maintain and increase the number of flights arriving and departing from the Manchester Airport.
- Installation of a citywide signage package.
- Bicycle pedestrian access that extends from the East Side of the City to the West Side of the City.
- Selection and purchase of a site to serve as a rail station and multi-modal center.
- Produce a comprehensive bicycle and pedestrian access plan.

**Non-HUD Funded Programs:**

Transit Authority – 2 Downtown Circulator Buses - \$360,000  
Transit Authority - 1 Supervisory Auto Replacement - \$18,400  
Manchester Airport Airside Improvements - \$3,000,000  
Manchester Airport Terminal & Building Improvements - \$1,000,000  
Manchester Airport Residential Sound Insulation Program - \$6,000,000  
Manchester Airport Equipment Replacement - \$1,300,000  
Manchester Airport Property Acquisition - \$520,000  
Manchester Airport Roadway & Parking Improvements - \$3,000,000

No funds leveraged by Non-HUD assisted Programs.

**Benchmarks:**

Addition of two accessible trolley type buses to accommodate the needs of downtown passengers.  
Maintain/increase the number of flights arriving and departing from the Manchester Airport.

## **STRATEGY 5**

### **MULTI-CULTURAL HEALTH, HUMAN AND ELDERLY SERVICES**

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The City is fortunate to have active and experienced agencies working together in close cooperation offering a strong health and human services network for Manchester residents. These organizations include the Greater Manchester Association of Social Service Agencies, The Immigrants Task Force and the Healthy Manchester Coordinating Committee which represents dozens of agencies that work together to support citizens in a comprehensive manner. The City will continue to utilize entitlement funding and other sources of local, state and federal funding to support agencies such as these. This network of non-profit organizations and City departments provide social, medical and other services to Manchester's less fortunate citizens including immigrants and refugees.

Due to Manchester's designation as a refugee destination, several issues continue to be problematic with reference to this population's access to services and assimilation to a new lifestyle. Translation services, lead poisoning prevention and basic education on the skills that are required to adapt to the US way of life. Families who have decided to immigrate to Manchester from other countries are facing similar challenges.

In as much as the elderly currently represent 13% of Manchester's population and the number of retirement-age citizens is expected to increase over the next five years, the City will continue to support the agencies that service the needs of the community's aging population.

The City's continued support of agencies and organizations, its commitment to a high quality of life for all of its citizens will ultimately also have an economic benefit as it strives to compete with other communities in a competitive market and rapidly changing economy. The quality of life for the workforce and labor pool and the satisfaction of Manchester residents with the community is a factor for companies considering a move to or an expansion of their presence in the City. The strategy of support and assistance to Health and Human Services Agencies is essential to sustain economic growth and expansion in Manchester. The City's ability to provide the basic services necessary to keep people housed; educated and healthy has become an important factor in the effectiveness and success of its economic development strategy. Ultimately this impacts on City's ability to provide additional services to its citizens and new refugees not financially able to access such services.

#### **Strategy Elements**

- Provide pharmaceuticals, healthcare and dental service to low and moderate income individuals.
- Coordinate and support implementation of language interpretation service network to provide refugee and immigrant populations with access to all essential services.
- Utilize CDBG funding to provide affordable daycare for low-income families.
- Offer after school tutoring and recreational programs to youth residing in the inner City.
- Provide support and services to Manchester's frail elderly.

- Utilize available resources to assist non-profit organizations with the upkeep and maintenance of their buildings that serve as points of service.

The following are the proposed Consolidated Plan benchmarks that will be used to measure the progress of the strategy over the next year.

- Distribute prescription medications to 500 uninsured low-income individuals.
- Benefit a minimum of 4,000 individuals as a result of providing medical care to the uninsured.
- Financing provided by the City will result in the renovation of two buildings owned and operated by human service agencies.
- Affordable daycare services will benefit a minimum of 200 low-income families.
- Provide 98,000 hot meals to 900 of Manchester’s frail elderly.
- Enrich the lives of Manchester’s youth by providing after-school programming to 1000 income eligible youth.
- Assist a minimum of 20 immigrant or refugee families by providing language interpretation services.

**HUD-Assisted Programs:**

Manchester Boys & Girls Club Building  
 Better Lives Capital Campaign \$250,000,  
 Agency Leverage \$6,100,000  
 Manchester Boys & Girls Club Inner City  
 After School Program \$20,000,  
 Agency Leverage \$200,000  
 Child & Family Services Homemaker  
 Services - \$15,000,  
 Agency leverage \$369,532  
 Child Health Services Health Clinic -  
 \$70,000,  
 Agency Leverage \$2,296,450  
 City Year Young Heroes - \$10,000,  
 Agency Leverage \$212,500  
 NH Minority Health Coalition Bright Start  
 Program - \$19,000,  
 Agency Leverage \$313,262  
 Health Department Center City Disease  
 Prevention - \$15,000,  
 City Leverage \$0  
 Court Appointed Special Advocates -  
 \$13,000  
 Agency Leverage \$120,000  
 Health Department Community Oral Health  
 Collaborative - \$20,000,  
 City Leverage \$0

Health Department Children’s Health &  
 Nutrition Program - \$20,000,  
 City Leverage \$0  
 Home Health & Hospice Care Indigent Care  
 - \$5,000,  
 Agency Leverage – \$818,181  
 Manchester Community Health Center  
 Pharmaceutical Program (Pharmaceuticals) -  
 \$57,800  
 Agency Leverage \$80,000  
 Planning & Community Development  
 Department New Citizens Assimilation  
 Assistance - \$48,000,  
 City Leverage \$0  
 Salvation Army Kids Café - \$25,000,  
 Agency Leverage \$326,600  
 Visiting Nurse Association Child Care  
 Program - \$20,000  
 Agency Leverage \$1,818,179  
 MHRA Youth Recreation Program -  
 \$60,000,  
 Agency Leverage \$0  
 YMCA Y.O.U. Program - \$20,000,  
 Agency Leverage- \$263,500  
 Girls Inc. Girls Center Program - \$15,000,  
 Agency Leverage \$334,800  
 Girls Inc. Café Lauren - \$10,000,  
 Agency Leverage \$66,223

**HUD-Assisted Programs (continued):**

Granite State Federation for Families Family To Family Support - \$10,000,  
Agency Leverage \$0  
Mental Health Center of Greater Manchester Family Coach - \$12681,  
Agency Leverage - \$2,920  
Big Brothers Big Sisters One to One Mentoring - \$5,000,  
Agency Leverage \$245,000

Total funds leveraged by HUD assisted Programs - \$13,567,147

**Non-HUD Funded Program Elements:**

American Red Cross Local Emergency Services - \$11,000,  
Agency Leverage \$12,500  
Big Brothers Big Sisters One to One Mentoring - \$5,000,  
Agency Leverage Reported HUD Element Child & Family Services Homemaker Services - \$15,000,  
Agency leverage Reported HUD Element Child Health Services Health Clinic - \$50,000,  
Agency Leverage Reported HUD Element City Year Young Heroes - \$10,000,  
Agency Leverage Reported HUD Element Office of Youth Services Firesafe Project - \$10,000  
Health Department Various Programs (10) - \$1,449,391  
Majestic Theatre Summer Youth Program - \$5,000,  
Agency Leverage \$24,650  
The Acting Loft -Off The Streets On To The Stage - \$5,000  
Agency Leverage \$12,000  
Manchester Boys & Girls Club Inner City After School Program \$20,000,  
Agency Leverage Reported HUD Element

Visiting Nurse Association Child Care Program - \$20,000  
Agency Leverage Reported HUD Element St. Joseph Elderly Nutrition Program - \$30,700,  
Agency Leverage \$710,300  
Planning & Community Development Art Initiatives - \$30,000

Total funds leveraged by Non-HUD assisted Programs - \$759,450.

**Benchmarks:**

Provide childcare services to 204 unduplicated clients.  
Serve 1200 individuals in a low cost pharmaceutical program  
Provide training and after school activities to 100 youths.  
Provide daily meals to 150 youth as a part of after school programming  
Medical services will be provided to 900 individuals residing in the Inner City.  
Provide dental care to 20 individuals who cannot afford to access these services.  
Provide 100,000 meals to homebound elderly and disabled individuals.  
Provide social, educational and recreational programs for 210 public housing youth.  
Provide comprehensive healthcare to 1200 youth.  
Nutrition and obesity programming in the school system to benefit 2152 children.  
Provide assistance to 25 families who have children with emotional and/or behavioral disturbances.  
Provide guardians ad litem (child advocates) for 100 children.  
Provide home visiting health education services to 30 linguistically isolated pregnant and parenting women from minority communities.  
Provide home care services to 300 low-income seniors and/or individuals with disabilities.

## **STRATEGY 6**

### **EMERGENCY SHELTER, TRANSITIONAL HOUSING & STRATEGIES FOR THE HOMELESS**

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All homeless providers that are funded in accordance with this Action Plan are part of a local Continuum of Care designed to provide timely access to important community based services. Employment training, medical care, mental health and substance abuse counseling, housing and other services facilitate an individual's or family's ability to attain and maintain a stable living environment.

As always, local funding will focus on the most vulnerable homeless and those providers that offer a comprehensive approach to homelessness. The City's Emergency Shelter network provides safe, temporary living accommodations for homeless men, women and families. Due to the high cost of housing, the demand for emergency shelter beds continues to increase.

In addition to emergency shelter, case management is provided to facilitate the transition from homeless to permanently housed. Case management services include important linkages with mainstream programs including health, employment, mental health and substance abuse referrals, food and clothing. Shelters serving families include service linkages with other family service providers including childcare, education, immunization, wellness programs and family counseling. Without emergency shelter, the most vulnerable of the homeless would be forced to live on the streets subject to the severity of the elements and potential victimization.

Emergency shelters refer individuals to transitional housing programs when it is determined that there is a high likelihood that the individual or family is prepared to move along the continuum of care to permanent housing. Direct entry to transitional housing is available from community based referral services. Manchester's transitional housing programs are serving single women with children and single men.

#### **Strategy Elements**

- Support the organizations that provide shelter, food and the services required to meet the needs of Manchester's homeless.
- Develop housing to accommodate homeless individuals transitioning from shelters into permanent apartments.
- Continue to collaborate with non-profit organizations to operate a security deposit program.
- Participate in the Continuum of Care process to access available resources to meet the needs of Manchester's Homeless.
- Offer outreach to homeless individuals that do not access services from the traditional shelter setting.

The following are the proposed Consolidated Plan benchmarks that will be used to measure the progress of the strategy over the next year.

- Working with a number of community players, develop a “Strategy to End Chronic Homelessness”.
- Outreach, crisis intervention, emergency shelter to 125 homeless and runaway youth.
- Housing counseling and advocacy services to assist 200 individuals who are homeless or at risk of homelessness to obtain and succeed in permanent housing.
- Provide secure housing to 100 women and children who are victims of domestic violence.
- Provide emergency shelter to 200 men, women and children.
- Provide transitional housing to 230 men, women and children.
- Distribute 16,500 bags of food to needy families.
- Secure permanent housing for 60 families by providing security deposits.

**HUD-assisted Program Elements:**

Child & Family Services Runaway & Homeless Youth - \$13,400,  
 Agency Leverage \$62,150  
 Helping Hands Outreach Center Emergency Transitional Housing - \$10,600,  
 Agency Leverage \$490,000  
 Helping Hands Outreach Center Safe Haven Housing Program - \$15,000,  
 Agency Leverage - \$486,000  
 Liberty House Renovations & Structural Repairs - \$25,000,  
 Agency Leverage \$169,000  
 New Horizons Operational & Shelter Staffing - \$23,160,  
 Agency Leverage \$264,162  
 Manchester Emergency Housing Operational - \$8,000,  
 Agency Leverage \$169,000  
 Manchester Emergency Housing Capital Improvements - \$20,000,  
 Agency Leverage \$0  
 The Way Home Homeless Intervention/Tenant Assistance/Security Deposits - \$76,300,  
 Agency Leverage \$315,000  
 YWCA Emily’s Place Operations - \$12,000,  
 Agency Leverage \$137,960

Total funds leveraged by HUD assisted Programs - \$2,093,272

**Non-HUD Funded Programs:**

Families in Transition Operational (Spruce Street Facility) \$15,000,  
 Agency Leverage \$131,100  
 Health Department Primary Care For The Homeless - \$198,194

Total funds leveraged by Non-HUD assisted Programs - \$131,100

**Benchmarks:**

Provide emergency shelter, transitional housing and supportive services for 1231 men, women and children.  
 Crisis intervention services to 175 youth at risk.  
 Provide secure housing to 114 women and children who are victims of domestic violence.  
 Homeless prevention services will be provided to 400 households along with tenant assistance provided for 10 individuals.  
 Security Deposits will be provided to 60 individuals.

## **STRATEGY 7**

### **RECREATION**

The recreational and open space areas of the City play an important role in the community and contribute to the quality of life that attracts new families as well as businesses.

Throughout the City there are a number of selected areas that need new or expanded park and recreation facilities. However, funding to address park needs is limited. Funding is expended on existing facilities that are heavily used and in need of repair. The attention to such facilities in CDBG eligible areas has for many years been accomplished through the expenditure of a significant portion of the City's entitlement grant. This emphasis on recreational facilities in CDBG eligible, (i.e. mainly inner City) areas has resulted in most of the facilities having been improved. As a result, the City has utilized CDBG funding to support youth recreation activities that benefit Manchester's disadvantaged youth. The City will continue to utilize CDBG funding to upgrade the Community's recreational facilities in income eligible areas as well as support youth recreation activities. The City will utilize the Parks and Recreation Master Plan that was completed in 2006 to prioritize how funding is expended. It is important to note that the City will commit other sources of funds to improve recreational facilities in other parts of the community.

#### **Strategy Elements**

- Utilize CDBG funds to provide youth recreation programs to income eligible youth.
- Support the rehabilitation of parks and playgrounds in CDBG income eligible areas.
- Upgrade school recreational facilities located in income eligible areas.
- Provide organized after school youth recreation to children in public housing complexes.
- Provide for increased conservation areas within the City.
- Encourage trail systems that connect with City parks and large natural areas both within the City and in adjacent communities.

The following are the proposed Consolidated Plan benchmarks that will be used to measure the progress of the strategy over the next year.

- Provide youth recreation activities to 1,620 children residing in the inner City and public housing.
- Upgrade 1 school recreational facility.
- Rehabilitate 1 neighborhood playground and 1 City Park.
- Include provisions of the Parks Master Plan in the Citywide Master Plan to be developed in conjunction with the Planning Board.

#### **HUD-assisted Program Elements:**

MHRA Youth Recreation Program -  
\$60,000,  
Agency Leverage \$0  
Parks Department Youth Recreation  
Activities - \$125,460,  
Manchester Action Plan

Agency Leverage \$61,200

#### **HUD-assisted Program Elements:**

Parks Department Project Greenstreets -  
\$6,945,

#### **Non-HUD Funded Program Elements:**

Agency Leverage \$22,454  
Parks Department Blodgett Park/Playground  
& Trail Design - \$25,000,  
Agency Leverage \$0  
Manchester Boys & Girls Club Building  
Better Lives Capital Campaign \$250,000,  
Agency Leverage \$6,100,000  
Manchester Boys & Girls Club Inner City  
After School Program \$20,000,  
Agency Leverage \$200,000

Parks Department Annual Park  
Improvement Program - \$50,000  
Parks Department Youth Recreation  
Activities - \$61,200  
Parks Department Project Greenstreets -  
\$22,454  
Parks Department West Side Ice Arena -  
\$400,000  
Parks Department Rockingham Recreational  
Trail - \$420,000

Total funds leveraged by HUD assisted  
Programs - \$6,383,654

Total funds leveraged by Non-HUD assisted  
Programs - \$3,000

**Non-HUD Funded Program Elements:**

Intown Manchester Summer Concerts -  
\$20,000,  
Agency Leverage \$3000  
Manchester Boys & Girls Club Inner City  
After School Program \$20,000,  
Agency Leverage Reported HUD Element

**Benchmarks:**

Provide youth recreation activities to 1,620  
children residing in the inner City and public  
housing.  
Design services associated with renovation  
and restoration of Blodgett Park.  
Plant 70 – 80 additional trees.

## **STRATEGY 8**

### **INFRASTRUCTURE IMPROVEMENTS**

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A planned program providing for adequate maintenance, appropriate improvements and necessary expansion of the City's infrastructure is vital to the City's physical and financial integrity. Systemic identification and resolution of infrastructure defines and ensures that City residents will not be unfairly burdened by the need to address costly emergency repairs or rehabilitation of parks, bridges, roads sewers, parking facilities etc. Through the multi-year Community Improvement Plan infrastructure needs are addressed in a prioritized manner that sequences the improvements so as not to unduly burden the Manchester taxpayer. CDBG funding will be utilized over the next year to improve the infrastructure of income eligible census tracts, improve sidewalk access to neighborhood schools, rehabilitate one City park and to increase ADA curb cuts through out the City.

#### **Strategy Elements**

- Improve ADA Access to infrastructure. (Universally accessible ramps and curb cuts).
- Street and road improvement and reconstruction.
- Improvements to the water, drainage and sewer systems.
- Sidewalk construction and reconstruction.
- Parking garage improvements.
- Bridge repair and rehabilitation.
- Improvements to the City's parks and recreation facilities.
- Upgrade traffic control system.

The following are the proposed Consolidated Plan benchmarks that can be used to measure the progress of the strategy over the next year.

- Replace 1400 lineal feet of street, sidewalk, curb and drainage lines.
- Add 60 accessible curb cuts.
- Improve 1 park facility.
- Increase the number of bridges that comply with acceptable standards.
- Increase the number of public parking spaces that are available in the City.
- Increase water and sewer main capacity in the City.

#### **HUD-assisted Program Elements:**

Highway Department Infrastructure ADA  
Access Improvements - \$50,000,  
City Leverage \$0  
Highway Department Annual CDBG Street  
Reconstruction Program - \$400,000  
City Leverage \$0  
Parks Department Blodgett Park/Playground &  
Trail Design - \$25,000,  
Agency Leverage \$0

No funds leveraged by HUD assisted  
Programs

#### **Non-HUD Program Elements:**

Parks Department Rockingham Recreational  
Trail - \$420,000

**Non-HUD Program Elements: (continued)**

Parks Department Annual Park Improvement Program - \$50,000  
Parks Department Hazard Tree Removal - \$10,000  
Highway Department Downtown Revitalization – Elm Street/Gaslight District - \$600,000  
Highway Department Residential 50/50 Sidewalk/Curb Program - \$600,000  
Highway Department Sidewalk Discretionary Fund - \$100,000  
Highway Department Annual ROW Reconstruction Program - \$3,211,500  
Highway Department Annual Bridge Maintenance - \$40,000  
Highway Department Annual Bridge Rehabilitation Program/Design – Biron St. Bridge - \$150,000  
Highway Department Chronic Drain - \$40,000  
Highway Facilities Division Municipal Deferred Maintenance - \$90,000  
Highway Department Storm Drain Infrastructure - \$500,000  
Highway Department Storm Water Utility Study - \$250,000  
Highway Department Street Light Safety & Rehabilitation - \$150,000  
Highway Department EPD Sewer Projects - \$7,000,000  
Manchester Water Works Projects - \$4,191,379

Highway Facilities Division School Cash Maintenance project - \$90,000  
School Department School Projects Improvements - \$14,000,000  
School Department Facilities Division – Hillside Goff Falls School Open Classroom Elimination -\$2,750,000  
Parking Enterprise Division Infrastructure Improvements - \$807,000  
Traffic Department Infrastructure Improvements - \$250,000  
Intown Manchester Millyard Maintenance - \$5,000

No funds leveraged by Non-HUD assisted Programs

**Benchmarks:**

Infrastructure Improvements to include upgrades to inner City streets including Belmont Street (Laurel to Lowell), Hall Street (Lake to Lowell), Wilson Street (Lake to Manchester), Manchester Street (Maple to Lincoln and Wilson to Beacon), Lake Ave (Beech to Wilson), Laurel Street (Wilson to Beacon) and Merrimack Street (Maple to Wilson).  
Renovation and restoration of Blodgett Park.  
Increase in number of accessible curb cuts 60

## STRATEGY 9

### AIRPORT IMPROVEMENTS

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One of the primary tools in developing a strong economy is the development and maintenance of a first class airport. Manchester-Boston Regional Airport continues to be a major center for economic growth in the region. The growth of the airport has stabilized for the near term and the Department of Aviation will look to the future with the updating of the Airport Master Plan over the next year and a half. Ongoing maintenance projects and strategic parking lot expansion are also on the agenda. Projects will continue to utilize Airport, FAA, and State of NH funds as appropriate.

#### Strategy Elements

- Airside improvements/maintenance.
- Roadway and parking improvements/maintenance.
- Terminal and building improvements/maintenance.
- Equipment replacement.
- Property acquisitions.
- Residential sound insulation program.

The following are the proposed Consolidated Plan benchmarks that can be used to measure the progress of the strategy over the next year.

- Increase the number of flights arriving and departing from the Manchester Airport.
- Increase the number of jobs being created as a result of the airport expansion.

**No HUD funds allocated for activities addressing this strategy.**

#### **Non-HUD Program Elements for FY 2009:**

Manchester Airport Airside Improvements - \$3,000,000  
Manchester Airport Terminal & Building Improvements - \$1,000,000

Manchester Airport Residential Sound Insulation Program - \$6,000,000  
Manchester Airport Equipment Replacement - \$1,300,000  
Manchester Airport Property Acquisition - \$520,000  
Manchester Airport Roadway & Parking Improvements - \$3,000,000

## **STRATEGY 10**

### **TOOLS FOR GOVERNING**

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The focus of this strategy is to improve the quality of City services in the most cost-effective manner possible through special projects that enhance the “tools for governing”. For example, to supplement its existing services, the City has continued the implementation of the Manchester AmeriCorps\*VISTA Project. Currently, there are thirteen VISTA members assigned to a variety of programs including: housing advocacy and lead poisoning education, immigrant and refugee initiatives, pocketbook therapy for seniors, public health initiatives, Community-wide general human service delivery systems, youth based initiatives, and medical needs as well as Center City neighborhood revitalization. During the next year, the City VISTA Project intends to expand to include a total of 30 members. In addition to the VISTA project, other initiatives will include the administration of Entitlement funding and other community development initiatives. As in the past, HUD funds will be used to leverage larger commitments of funds from other sources.

#### **Strategy Elements**

- Increase the level of City services by utilizing VISTA members in City Departments and community non-profits.
- Procurement of consultants to conduct studies and analyses that cannot be accomplished by the Planning Department staff.
- Support City staff time necessary to provide ADA training and technical assistance.
- Utilize CDBG funding to support Resource Originator and Vista Coordinator.
- Master Plan Update.

The following are the proposed Consolidated Plan benchmarks, which can be used to measure the progress of the strategy over the next year.

- 30 VISTA members working in the community annually providing services valued at \$3,000,000 over the next year.
- Complete 1 to 2 neighborhood-planning studies.
- Produce a comprehensive Planning Master Plan that will identify the needs of the City for the next 10 years.
- A minimum of 4 ADA training sessions will be held to provide employees the knowledge necessary to accommodate the needs of Manchester’s disabled citizens.

#### **HUD-assisted Program Elements:**

Planning & Community Development  
 Department CIP Administration - \$275,000  
 City Leverage \$0  
 Planning & Community Development  
 Department Community Development  
 Initiatives - \$10,000,

City Leverage \$0  
 Planning & Community Development  
 Neighborhood/Community Planner -  
 \$60,000  
 City Leverage \$0

No funds leveraged by HUD assisted  
 Programs

#### **Elements:**

#### **Non-HUD Funded Program**

Manchester Action Plan

No Non-HUD funded program elements.

**Benchmarks:**

Increase provisions of professional/technical support necessary to develop and carry out citywide plans & strategies and comply with various governmental requirements.

# STRATEGY 11

## PUBLIC SAFETY

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The Public Safety component of the Action Plan primarily includes the facilities associated with safety but also to some extent special safety programs. In light of the ever-present threat of acts of terrorism, public safety cannot be ignored. Initiatives annually funded as a part of the Community Improvement Program include Fire Fighting and Prevention, Police Protection and Crime Prevention, Public healthcare, the removal of dilapidated buildings as well as Homeland Security. In addition to ongoing initiatives, the City is going to reestablish it's Concentrated Code Enforcement program.

### Strategy Elements

- Provide a variety of healthcare services to improve the health of Center City residents and control disease.
- Support policing activities designed to reduce crime in the community.
- Utilize available resources to prepare Police, Fire and Health Departments to respond to acts of terrorism.
- Support fire prevention activities designed to reduce the number of fires in the community.
- Eliminate architectural barriers in City Buildings

The following are the proposed Consolidated Plan benchmarks, which can be used to measure the progress of the strategy over the next year.

- Benefit a minimum of 4,000 individuals as a result of providing medical care to the uninsured.
- Reduce crime rates in the community by 10% (activities not funded with Entitlement funding).
- Decrease the number of fires in Manchester by 20% (activities not funded with Entitlement funding).
- Demolition of two buildings resulting in the elimination of threats to public health and safety.
- Eliminate lead hazards in 135 units of housing.

### HUD-assisted Program Elements:

Health Department Center City Disease Prevention - \$15,000,  
Agency Leverage \$0  
Building Department Dilapidated Building Demolition - \$40,000,  
City Leverage \$25,000  
Building Department Concentrated Code Enforcement - \$22,000,  
City Leverage \$0

Planning & Community Development  
Department Lead Hazard Reduction  
Demonstration Program - \$1,800,000,  
City Leverage \$900,000

Total funds leveraged by HUD assisted programs - \$925,000

### Non-HUD Funded Program Elements:

American Red Cross Local Emergency Services - \$11,000,

Agency Leverage \$12,500

**Non-HUD Funded Program Elements:**

Building Department Dilapidated Building Demolition - \$25,000  
Health Department Public Health Preparedness - \$575,704  
Health Department HIV Services - \$55,000  
Health Department Immunization Services - \$88,400  
Health Department Lead Poisoning Prevention - \$36,900  
Health Department Tuberculosis Control - \$35,000  
Health Department STD Clinical & DIS Program - \$83,817  
Health Department Arboviral Surveillance - \$10,000  
Police Department Various Programs & Activities - \$940,000  
Fire Department Homeland Security Grant - \$500,000  
Fire Department Defibrillator Replacement - \$56,000  
Fire Department Portable Radio Replacement - \$275,000  
Fire Department SCBA Update & Replacement - \$986,125  
Highway Facilities Division Strategic Planning for Facilities (Police/Fire/Hwy) - \$1,000,000  
Highway Department Motorized & Electronic Equipment Replacement (MEER) - \$800,000

Total funds leveraged by Non-HUD assisted Programs - \$12,500

**Benchmarks:**

Medical services will be provided to 900 individuals residing in the Inner City. Improving the quality of the substandard housing stock in selected target areas through the implementation of concentrated code enforcement.  
Eliminate lead hazards in 240 units of housing occupied by income eligible families.

## **STRATEGY 12**

### **EDUCATION**

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The activities to be accomplished as part of the City's Education Strategy are 1) an increase in school capacity – particularly at the middle and high school levels; and, 2) major improvements to school facilities. These projects are primarily funded by sources other than HUD funds. To the extent that CDBG dollars will be expended on school facilities, the motivation will be to rectify ADA deficiencies identified as part of the City's Accessibility Strategy.

During the past few years, the Community Improvement Program has prioritized both the expansion of school facilities and the renovation of existing buildings.

In 2003 the City and the School District began to implement a comprehensive school improvement program that was bonded in excess of \$100 million dollars. The project includes additions and other capital improvements designed to bring all Manchester schools up to acceptable standards. For FY 2009, the elimination of Open Concept classrooms at Highland Goff Falls School is a part of the Community Improvement Program. In addition, CDBG funds will be utilized to provide health services to schoolchildren.

#### **Strategy Elements**

- Provide improved condition of all schools.
- Provide added capacity at the middle and high school levels.

The following are the proposed Consolidated Plan benchmarks, which can be used to measure the progress of the strategy over the next year.

- Perform comprehensive renovations in one school facility within the City. Improvements to Highland Goff Falls School that will address the open class concept.

#### **HUD-assisted Program Elements:**

Health Department Children's Health & Nutrition Program - \$20,000,  
Agency Leverage \$0

No Funds leveraged by HUD assisted programs.

Health Department School Based Dental Services - \$20,000  
School Department School Projects - \$14,000,000  
School Department – Facilities Division School Cash Maintenance Project - \$90,000  
Highway Facilities Division Hallsville School Roof - \$100,000

#### **Non-HUD Assisted Program Elements:**

#### **Non-HUD Assisted Program Elements:**

School Department – Facilities Division Open Classroom Elimination (Hillside Goff Falls School) - \$2,750,000

No funds leveraged by Non-HUD Assisted Programs - \$0

**Benchmarks:**

Improved sidewalk access to and from one neighborhood school

Nutrition and obesity programming in the school system to benefit 4500 children.

## ENTITLEMENT FUNDED PROJECTS WITH EXPENDITURE LIMITS

### I. Administration and Planning (CDBG)

- |    |  |                        |
|----|--|------------------------|
| 1. | CIP #810009 – Planning Administration -                    | CDBG - \$215,000       |
| 2. | CIP #810109 – Planning Community Development Initiatives – | CDBG - \$10,000        |
| 3. | CIP #611809 – Planning Neighborhood/Community Planner -    | <u>CDBG - \$60,000</u> |

Total..... CDBG - \$285,000

### II. Administration (HOME)

- |    |   |                        |
|----|---|------------------------|
| 1. | CIP #810009 – Planning Administration - | <u>HOME - \$60,000</u> |
|----|---|------------------------|

Total..... HOME - \$60,000

### III. CHDO Set-Aside (HOME)

- |    |  |                        |
|----|--|------------------------|
| 1. | CIP #611109 – NGM Neighborworks Homeownership Center - | HOME - \$50,000        |
| 2. | CIP #611709 – NGM West Granite Gateway Project -       | <u>HOME - \$72,813</u> |

Total.....HOME - \$122,813

### IV. Public Service Cap (CDBG)

- |     |   |                 |
|-----|---|-----------------|
| 1.  | CIP #210909 – Big Brothers Big Sisters -                    | CDBG - \$5,000  |
| 2.  | CIP #211209 – Child & Family Services Homemaker Services -  | CDBG - \$15,000 |
| 3.  | CIP #211409 – Child Health Services -                       | CDBG - \$35,000 |
| 4.  | CIP #211509 – City Year Young Heroes -                      | CDBG - \$10,000 |
| 5.  | CIP #211609 – Court Appointed Special Advocates -           | CDBG - \$13,000 |
| 6.  | CIP #211709 – Girls Inc. Café Lauren -                      | CDBG - \$15,000 |
| 7.  | CIP #211809 - Girls Inc. Girls Center Program -             | CDBG - \$10,000 |
| 8.  | CIP #211909 – Granite State Federation for Families -       | CDBG - \$10,000 |
| 9.  | CIP #212309 – Home Health & Hospice Indigent Care -         | CDBG - \$5,000  |
| 10. | CIP #212509 - Manchester Community Health Center Drugs -    | CDBG - \$15,000 |
| 11  | CIP #212409 - Manchester Community Health Center Coordinat. | CDBG - \$13,800 |
| 12. | CIP #212609 – Mental Health Greater Manchester Family Coach | CDBG - \$12,681 |
| 13. | CIP #212709 - NH Minority Health Bright Start -             | CDBG - \$10,000 |
| 14. | CIP #212809 - Planning New Citizen Assimilation -           | CDBG - \$24,000 |
| 15. | CIP #213009 – Visiting Nurse Association Day Care -         | CDBG - \$20,000 |
| 16  | CIP #510809 – MHRA Youth Recreation -                       | CDBG - \$30,000 |
| 17. | CIP #511009 – Parks Fun In The Sun -                        | CDBG - \$33,660 |
| 18. | CIP #611309 – NH Community Loan Fund MicoCredit             | CDBG - \$8,000  |
| 19. | CIP #611409 – NH Small Business Development Small Business  | CDBG - \$10,000 |

Total.....CDBG - \$295,141

**V. NRSA Projects Not Subject To Public Service Cap**

1.	CIP #211109 – Boys & Girls Club After School Program	CDBG - \$20,000
2.	CIP #211309 – Child & Family Services Runaway/Homeless	CDBG - \$1,500
3.	CIP #211409 – Child Health Services -	CDBG - \$35,000
4.	CIP #211809 – Girls Inc. Girls Center Program -	CDBG - \$5,000
5.	CIP #212009 – Health Department Center City Disease -	CDBG - \$15,000
6.	CIP #212109 – Health Department Child Health & Nutrition	CDBG - \$20,000
7.	CIP #212209 - Health Department Oral Health Collaborative	CDBG - \$20,000
8.	CIP #212509 – Manchester Community Health Center -	CDBG - \$29,000
9.	CIP #212709 - NH Minority Health Bright Start -	CDBG - \$9,000
10.	CIP #212809 - Planning New Citizen Assimilation -	CDBG - \$24,000
11.	CIP #212909 – Salvation Army Kid’s Café -	CDBG - \$25,000
12.	CIP #213109 – YMCA Y.O.U. -	CDBG - \$20,000
13.	CIP #310109 – MCRC Workforce Development	CDBG - \$70,000
14.	CIP #510809 – MHRA Youth Recreation	CDBG - \$30,000
15.	CIP #511109 – Parks Youth Recreation Activities -	CDBG - \$91,800
16.	CIP #610209 – Planning Neighborhood Pride – Cleanstreets	<u>CDBG - \$35,000</u>

**Total.....CDBG - \$450,300**

**Note: \$450,300 or 23% of the total CDBG allocation has been committed to complete activities in the Neighborhood Revitalization Strategy Area. Approximately, 66% of all entitlement funding is expended on activities within the Center City. The Center City consists of Census Tract Block Groups that are primarily occupied (> 51%) by low and moderate-income households.**

## **OVERALL COMMUNITY IMPROVEMENT PROGRAM**

The following tables identified as Tables 1- 6 summarize the entire Community Improvement Program for the City of Manchester as currently proposed for Fiscal Year 2009 beginning on July 1, 2008.

These Tables are for information purposes only and are intended to show how the HUD funded programs fit into the overall CIP and what other funding sources are being used to address community development needs.

Table 2 includes a listing of all activities expected to be undertaken with HUD funding next year.

## **GEOGRAPHIC DISTRIBUTION**

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All funds are proposed to be available on a citywide basis with the main focus on the Center City.

CDBG and HOME funds will be available to all agencies, however adherence to all eligibility requirements in regards to income must be documented.

ESG funding sets specific guidelines as to the allocation.

The following nine maps identify the geographic areas in which the primary focus of the activities will be undertaken.

## **PROGRAM SPECIFIC REQUIREMENTS**

The City of Manchester is an entitlement community for Community Development Block Grant (CDBG) funds. The amount of program income (an estimated amount) is included in this plan and it should be noted that there are no float funded activities included in the plan and there are no revolving loan funds. All surplus or contingency funds have also been included in the plan. There are no known "urgent needs" to be designated by the City. The locations of all projects to be completed with CDBG monies are noted on each page of the previous Listing of Proposed Projects.

The Emergency Shelter Grant (ESG) program follows the standard budget process described earlier in this document.

Once the notification of funding has been issued the City requests proposals from shelter and transitional housing operators. Some monies are used to fund supportive services and homeless prevention activities, while the balance is used for rehabilitation work at the shelters. All proposals are evaluated for compliance with program regulations in addition to which projects will give the City the best value for its dollar. These monies will complement State resources and allow those-in crisis to gain greater access to emergency shelters.

The City does not intend to invest HOME funds in any activity or form that is not described in Section 92.205(b) of the HOME regulations.

## HOMELESS NEEDS STRATEGY

According to the 2000 Census, the City of Manchester's population grew by 7.5% since the previous census in 1990, making it the largest City in New Hampshire with a population of 107,006. While many of those living in Manchester reside in one of the 17,045 single-family housing units others live in one of the 28,686 multi-family units throughout the City. The median gross rent for those living in a 2 bedroom non-owner occupied dwellings in 2000 was \$649 monthly (NH Employment Security). By 2007 the Median Gross Rent for a two-bedroom apartment in Manchester had risen to \$1005 per month (NHHFA 2007 Residential Rental Cost Survey).

“Despite a softening real estate and rental market, New Hampshire's citizens continue to face a significant housing affordability challenge. Utilities, property taxes, and other costs associated with keeping a family housed, have increased substantially in the past year. These associated expenses have had the effect of raising the overall cost of housing for both renters and home owners, thus continuing the challenge of affordability for Granite State residents. Although rents and home prices have recently stabilized or even fallen slightly, there is still a substantial affordability gap between household incomes and housing costs for most low and moderate income New Hampshire families.” (NHHFA FY06 Annual report)

During this period of increasing population and rising housing costs, the housing supply became nearly non-existent. In 1999, New Hampshire's vacancy rate was the third lowest in the nation. According to the City of Manchester's 10-Year Plan to End Homelessness (2006), today in 2008 the current vacancy rate (private market) in Manchester is ranging between 5 and 10%. Although this is an increase as compared to vacancy rates from earlier in the decade, available affordable housing supply is extremely limited. In Manchester, affordable housing units operated by Manchester Neighborhood Housing Services and Manchester Housing and Redevelopment Authority vacancy rates range from 1% (MHRA) to 7% (NGM).

Manchester's declining employment rate continues to hit those living in the inner City especially hard. With manufacturing jobs like Jac Pac closing and large numbers losing their jobs, those living in poverty are getting hit harder than ever. According to HUD, 45% of potential workers 16 years of age and older who live in Manchester's Enterprise Community (EC) are unemployed (2002 HUD Annual Report Manchester, NH Enterprise Community). That same HUD report also documents that 32% of EC residents live below poverty level. Federal Health and Human Services Poverty Guidelines for 2006 indicate that the poverty level for a family of four is \$20,000.

40% of those in the EC did not complete high school and residents of the area averaged 7 times more service calls from the police than residents outside of it.

In addition to lack of education, poor employment opportunities, high crime rates, and living in poverty, the poor are also precariously housed. "Rental costs in New Hampshire have risen sharply in the last five years. After stabilizing at around \$600 per month early in the decade, median gross rental costs for two-bedroom units in New Hampshire climbed to \$663 by 1996, and \$774 by 2000" (The NH Housing Forum/American Friends Service Committee, Feeling the Pinch: Wages and Housing in New Hampshire Report). A current picture of the rental costs as gathered by NH Housing Finance Authority shows the median monthly gross rental cost of a two-bedroom unit in the City of Manchester increased from \$794 in 1999 to \$1041 in 2006.

Based on the 2005 Fair Market Rent (FMR), determined by HUD, a wage earner must make \$20.01 per hour, or \$41,640 annually to afford a two-bedroom apartment using the 30% of income that the FMR designates for housing costs. In Manchester, the average wage for a renter is \$13.45 per hour. At this rate, it has been determined that in order to afford the FMR for a two bedroom apartment, a wage earner must work 60 hours a week, 52 weeks a year (City of Manchester's 10-Year Plan to End Homelessness, 2006).

In 2003, the National Low-income Housing Coalition reported that 35% of renters in Hillsborough County were unable to afford one-bedroom apartments at FMR and 45% were unable to afford two bedroom apartments at FMR. The Way Home, a homeless housing provider in Manchester, reported that 95% of the Manchester households seeking housing assistance in 2003 had incomes below the affordable housing wage.

It is important to note that minimum wage has not kept pace with the rising housing costs. New Hampshire's minimum wage, \$5.15 an hour, is the lowest of any New England state, and has not increased since 1997. Even with the recently passed increase in the NH minimum wage, the increase over two years will just about keep up with the rising costs of housing in New Hampshire. "A minimum-wage earner would have to work 151 hours each week, 52 weeks a year, to afford a two-bedroom apartment at 30% of his or her income, which is the federal definition of affordable housing" (National Coalition for the Homeless, Employment & Homelessness: Fact Sheet #4).

The picture of homelessness in Manchester has been reflective of conditions throughout New Hampshire. In 2005, there were 6,444 homeless persons in New Hampshire who received shelter, with an additional 9,900 turned away by shelters due to full capacity. The City of Manchester's Continuum of Care participates in an annual point-in-time statewide count of New Hampshire's homeless. The results of the 2007 statewide point-in-time count reported that during a 24-hour period in January, 25, 1,300 people were reported as experiencing homelessness. By comparison, in Manchester there were 608 people reported as experiencing homelessness during the same count. Point-in-time counts held in Manchester on Jan. 26th in 2004 and 2005 resulted in totals of 1206 and 1277 respectively. The difference between this year and in the past is that the count has developed a data collection system that assures that there is not any duplication in the count. This is the result of the HMIS staff working with the Data Collection Committee. The MCOC does acknowledge that this count only refers to those who meet the HUD required definition of being homeless. These numbers do not consider people who are living with friends while trying to find housing or people who have been discharged from any institution within a six month period who are without a residence.

For Manchester, as a part of a statewide continuum and as an individual citywide continuum, the above stated homeless issues are challenging. The City's, and homeless providers, response is clearly outlined in Manchester's Consolidated Plan and through the seamless continuum of care that continues to grow and develop according to the needs of homeless women, children and men.

## MANCHESTER'S PROCESS FOR DEVELOPING A CONTINUUM OF CARE STRATEGY

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### *Origins of Manchester's Continuum of Care*

In 1994, a group of homeless service providers convened the first Manchester Continuum of Care (MCoC) previously named the Manchester Area Continuum of Care Coordinating Council.

The City of Manchester Community Improvement Program encouraged the homeless providers in the City to develop Manchester's continuum of care strategy to give better representation to the homeless participants in the planning of appropriate services. Manchester's Planning Department brought technical expertise to the process providing a focused, collaborative, and concentrated approach to the issue of homelessness. The Continuum of Care strategy was readily accepted by the City of Manchester, homeless service providers, and by the consumers of homeless services. Participants in the planning process created the Manchester Continuum of Care to ensure continued attention to the complex issues of homelessness.

A Leadership Committee, consisting of Chair, Co-chair, Secretary, and committee chairpersons elected annually by continuum participants, provides oversight and momentum in the Continuum of Care process. The Leadership Committee coordinates the work of committees, schedules general membership meetings, and officially represents the **MCoC**. The Leadership Committee insures coordination with the City of Manchester Consolidated Planning process, the Balance of State Continuum of Care (BOSCO), the Greater Nashua Continuum of Care (GNCO), and the Governor's Interagency Council to End Homelessness (NH ICH). **MCoC's** committee structure guides a planning process that designs and implements strategies to end chronic homelessness and address the full range of homeless issues faced by our community.

The 2007 committees include: Data Collection, Homeless Liaison, Housing & Services, SuperNOFA, Community Awareness, Peer Review, Discharge Policy, and Health & Transportation Committees. **MCoC** schedules monthly membership meetings. Committee Chairpersons report to monthly Leadership and monthly Membership meetings. Committee work and membership meetings offer MCoC opportunities to strengthen participation of business, charitable, civic, service agencies, housing, and homeless leaders. Special effort is made to include homeless and formerly homeless persons in the Continuum through involvement in individual member agency strategic planning processes, participation in the October Community Awareness Day, responses to homeless surveys, interviews with Technical Review of Projects under Peer Review for submission in the HUD Continuum SuperNOFA grant, and the public voice of the independent homeless Under The Bridge project.

In 2005 the Peer Review committee strengthened the **MCoC** Planning Processes with the active recruitment and training of community volunteers for the Technical Review of 2005 Projects, including staff from Heritage United Way, the Greater Manchester Chamber of Commerce, a City Alderman and a NH State Representative. Their technical review of **MCoC** projects included listening to personal anecdotes of homeless persons.

The 2007 Peer Review Committee of community volunteers and staff are from New Hampshire Catholic Charities, New Hampshire Housing Finance Authority, Manchester Community Resource Center, the Greater Manchester Chamber of Commerce and a NH State Representative.

**MCoC** extends community participation by working with the State Department of Education and the Manchester School District to track and provide appropriate services for homeless children. Each school has designated a homeless liaison. In the 2007 one-day count school liaisons identified 313 homeless students with 50% in the elementary schools. They identified a number of barriers to enrollment / success, including: immunizations or medical records, identification of homeless students; finding emergency housing (domestic violence); language barriers; money (requiring special folders, etc. for assignments); embarrassment about identifying self as homeless; need for continued staff training.

**MCoC** recognizes that the focus on ending chronic homelessness is only one part of the overall process of an effective homeless continuum of care. **MCoC** agencies use ESG funding awarded to the City of Manchester and State Grant-In-Aid funding to make homeless prevention services available. The Way Home, a HUD certified local Housing Counseling Agency, helps **MCoC** prevent homelessness of individuals who are one family crisis away from losing their housing. The Manchester Housing and Redevelopment Authority help make housing affordable for at-risk households, with Housing Choice vouchers and public housing units. They also manage a homeless rent-subsidy program, utilizing **MCoC** members to provide case management. Affordable housing developers, working closely with member agencies have helped **MCoC** agencies increase the supply of transitional and permanent housing with both new construction and renovation of old mill buildings. Working together, **MCoC** members are able to focus on access to safe, affordable housing while at the same time keeping our services and housing appropriate to meet the diversity of needs of individual homeless persons and families.

The Continuum Discharge policy has been working with local prisons, hospitals, foster care system and other institutions to create a comprehensive discharge policy to prevent homelessness of such individuals. This process has been very challenging due to HUD's definition of chronic homelessness which excludes everyone in the midst of discharge from an institution.

The Manchester Continuum of Care exists to promote coordination among Manchester's service providers and other community leaders in the on going development of a comprehensive system of care. This Continuum will help families and individuals move from homelessness to successful placement in permanent housing. The MCoC will help in the coordination and use of community resources to prevent homelessness. The complete list of participants is attached as an addendum. While most of the participants in the Continuum of Care process are from agencies who actively provide services to the homeless, several individuals who have been consumers of homeless services are participating members as well. All of the service providers gather utilization statistics, demographics, client satisfaction and outcome data about their respective service populations through a variety of means: public forums, community meetings, surveys, focus groups and street outreach interviews. The Manchester community at large has been very receptive to the Continuum of Care Strategy through a series of meetings and work sessions; participants analyzed the existing resources within the City's Continuum of Care system. The MCoC looked critically at all the steps required by individuals and families to be able to transition from homelessness to permanent housing. The MCoC identified the major service needs related to each step. All of the agencies working directly with homeless persons

were surveyed for additional information on resources, barriers, and gaps within their service areas. In addition, homeless persons were surveyed about their needs, concerns, and frustrations, in obtaining their own housing.

The Continuum of Care design process underscored the importance of transitional housing, supportive services and access to training, jobs, childcare, and affordable housing. MCoC recognized the need for a strong network of supportive services to be used as a homeless person transitions from crisis to permanent housing. The MCoC broadened its base of human services through participation in the Greater Manchester Association of Service Agencies (GMASA), which brings over 80 public and private human service providers together for monthly forums. Linkages with housing and business groups are made through participation in the Chamber of Commerce, outreach presentations to local community service groups and collaboration with Manchester's EC. This collaboration brings critical resources from training, jobs, and permanent housing into the continuum plan.

When Manchester's Continuum of Care submitted its first Supportive Housing Application in 1995 to HUD, the application was successfully funded and HUD became a strong federal partner at the local level. With Families in Transition as the lead applicant, three new projects were funded to help fill some significant gaps in Manchester's Continuum of Care.

1. *Millyard Transitional Housing Program of Families in Transition.* Renovated one of the old Amoskeag Mills buildings into a 12 unit-housing complex for women and children. This became Families in Transition's 3<sup>rd</sup> housing program and included office space for the organization.

2. *Transitional Living Program of Child and family Services.* Created a 10-12 bed transitional housing program for single youth ages 18-21. By renting 5 scattered site apartments, this program provides housing and supportive services to young adults who are vulnerable and at risk.

3. *Permanent Supportive Housing for Persons with Disabilities.* Moore Center Services was able to extend their services to homeless adults with developmental disabilities to an additional 12 people. This program also utilizes scattered site apartment rentals and provides housing and extensive supportive services.

The State of NH developed a statewide plan to provide outreach and intervention services for the unsheltered homeless. In Manchester, Southern New Hampshire Services hosted the homeless outreach and intervention project which focused on the unsheltered homeless, and literally discovered dozens of people who had become virtually invisible to the rest of the City as they squatted under bridges and in abandoned buildings.

Discussions have focused on the lack of forward motion along the continuum and the significant barriers that continue to exist, preventing families and individuals from acquiring and maintaining permanent, independent housing, even with the help of many of the homeless providers in the continuum. The need for transitional housing continues to be great. Waiting lists are so lengthy, that individuals and families remain unsheltered or otherwise homeless for months or years.

The City of Manchester and in particular the inner City has the highest incidence among the risk factors studied, compared to the Greater Manchester region as a whole.

The proportion of high risk populations is the greatest in inner City Manchester: “working poor” (53.1%), children living in poverty (35%), single female headed households with children (20.8%), elderly living alone (58.3% of all elderly), adults 25+ years of age without a high school diploma (45.3%), and elderly living below poverty (25.1%).

The continuum has addressed obvious gaps and successfully developed and expanded programs to address areas of critical need. More services are needed, but the top priorities have been addressed each year since the establishment of a continuum of care model in Manchester.

In 1998 the Continuum of Care Leadership Committee added the sub-population of Youth to its homeless services planning. In the City’s Action Plan the City is supporting Child & Family Services Runaway and Homeless Youth program with matching funds to leverage a federal grant. Through the HUD Supportive Housing SuperNOFA in 1995 and 1998, the Continuum obtained funds for a Transitional Living Program to address some of the needs of homeless, eighteen to twenty-one year old youth. Project Renew provides vocational and educational supportive services for emotionally handicapped 16-24 year olds. They have identified a number of these young people as homeless and in need of specialized supportive housing.

The programs assisting homeless youth are also supported by the City’s Office of Youth Services, which advocates for at-risk youth. At-risk youth that become homeless often require a wide range of specialty services including but not limited to; substance abuse counseling, mental health services, and job training.

Child and Family Services assists runaway, homeless and street youth with a Street Outreach Program. The program provides basic food, clothing and essential needs to youth on the streets of Manchester. When a young person is ready to accept emergency or transitional shelter and other supportive social services, the outreach team is able to assist the individual as they access these resources.

The following chart shows the value of hard work, coordination and establishment of a common goal. As the goals are reviewed for each year, the strength of the Continuum is evident in the result column. The Continuum of Care process underscores the importance of a strong network of supportive services to assist some of our most unfortunate residents.

<p><i>2000 GOALS</i></p> <p>3 new projects were submitted: Permanent Housing for Persons with Disabilities by the Mental Health Center of Greater Manchester, the Millyard Phase II by Families in Transition and Supportive Service Project by Project Renew.</p> <p>3 renewals were submitted: The Amherst Street Transitional Housing Program by Families in Transition and the Transitional Living Program by Child and Family Services and The Supportive Housing Employment Grant also by Child and Family Services</p>	<p><i>2000 RESULTS</i></p> <p>2 new projects, The Millyard Phase II and the Permanent Housing Program received the one-year of requested funding. The 2 renewal projects received 3 years of requested funding. The new Supportive Service Program was not funded. The Supportive Housing Employment Program was not funded.</p> <p>*It should be noted that projects are prioritized by the Continuum of Care and are then submitted to HUD. HUD then decides upon whom is funded based on where the project is listed in the prioritization process. The local continuum of care, MAC-4-Housing has been voting or prioritizing programs that have a housing component versus service only projects. This is indicative of the current housing shortage and how agencies working with the homeless are reacting to this shortage.</p>
<p><i>2001 GOALS</i></p> <p>The following projects were submitted: Permanent Housing for Persons with Disabilities by Families in Transition, Millyard Transitional Housing Program Phase I by Families in Transition, Gemini House by Manchester Mental Health, Transitional Housing by The Way Home, Millyard Phase II by Families in Transition, Homeless Outreach by Southern New Hampshire Services and Liberty House, a new nonprofit for homeless veterans.</p>	<p><i>2001 RESULTS</i></p> <p>Permanent Housing for Persons with Disabilities by Families in Transition, Millyard Transitional Housing Program Phase I by Families in Transition, Gemini House by Manchester Mental Health, Transitional Housing by The Way Home were awarded funding. The Millyard Phase II by Families in Transition, Homeless Outreach by Southern New Hampshire Services and Liberty House, a new nonprofit for homeless veterans were not funded. Due to an extension being granted to the Millyard Phase II by Families in Transition and the Homeless Outreach Program by Southern New Hampshire Services, these two programs were able to apply for funding in the 2002 HUD-SHP.</p>

<p><i>2002 GOALS</i></p> <p>The following projects were submitted:          Permanent Housing for Persons with Disabilities by Families in Transition, Millyard Phase II by Families in Transition, Homeless Outreach by Southern New Hampshire Services, Transitional Housing by The Way Home and the Homeless Management Information System Program of the NH Help Line. On The Road To Recovery, Permanent Housing.</p>	<p><i>2002 RESULTS</i></p> <p>Permanent Housing for Persons with Disabilities by Families in Transition, Millyard Phase II by Families in Transition, Homeless Outreach by Southern New Hampshire Services, Transitional Housing by The Way Home and the Homeless Management Information System Program of the NH Help Line. On The Road To Recovery, Permanent Housing.</p>
<p><i>2003 GOALS</i></p> <p>The following projects were submitted:</p> <ul style="list-style-type: none"> <li>• Families in Transition Permanent Housing Program III – Manchester</li> <li>• Families in Transition – Amherst Street Transitional Housing Program</li> <li>• Child and Family Services - Transitional Living Program.</li> <li>• State of NH, Div of Behavioral Health – HMIS</li> <li>• Liberty House Shelter, Inc.</li> </ul>	<p><i>2003 RESULTS</i></p> <p>Families in Transition has completed construction and opened doors at the Permanent Housing Program III. Families in Transition continues to operate the Amherst Street Transitional Housing Program. Child and Family Services Transitional Living Program is operational and serving homeless youth. The HMIS program has been instituted above a 75% bed coverage in the Emergency and Transitional Shelters as well as Permanent Supportive Housing Programs. Liberty House is operational and serving Homeless Veterans.</p>
<p><i>2004 GOALS</i></p> <p>The following projects were submitted:</p> <ul style="list-style-type: none"> <li>• The Way Home - Your Way Home, a permanent supportive housing project</li> <li>• Helping Hands Outreach Center – Safe Haven program for Homeless, Mentally Ill.</li> <li>• Families in Transition – Millyard Transitional Housing – Phase II</li> <li>• The Way Home – Steps to Success</li> <li>• Southern New Hampshire Services – Homeless Outreach</li> <li>• State of NH, Division of Behavioral Health - HMIS</li> </ul>	<p><i>2004 RESULTS</i></p> <p>All projects were funded and programs are in the process of being implemented</p>

<p><i>2005 GOALS</i></p> <p>The following projects were submitted:</p> <ul style="list-style-type: none"> <li>• Supporting participation in the 2005 Samaritan Initiative.</li> <li>• Supporting the development of a safe haven.</li> <li>• Continue Families In Transition’s Millyard II transitional housing, The Way Home’s Steps to Success case management, and Southern NH Services homeless outreach.</li> <li>• Increase participation in a statewide HMIS program</li> </ul>	<p><i>2005 RESULTS</i></p> <ul style="list-style-type: none"> <li>• The Way Home was awarded a 2005 HUD SHP grant to house 4 chronically homeless individuals.</li> <li>• Helping Hands Outreach Center was approved for a Safe Haven.</li> <li>• Transitional housing and supportive services only projects were renewed for three years.</li> <li>• Funding was renewed for participation of Manchester projects in the homeless management information system</li> </ul>
<p><i>2006 GOALS</i></p> <p><i>The following projects were submitted:</i></p> <ul style="list-style-type: none"> <li>♦ <i>Continue funding for Families in Transition’s Amherst Street, Child and Family Services’ Teen Living Program, Liberty House and HMIS.</i></li> <li>♦ <i>Support participation in the 2006 Samaritan Initiative by submitting application.</i></li> <li>♦ <i>Support the development of a safe haven.</i></li> <li>♦ <i>The Way Home to implement SHP grant to house 4 chronically homeless individuals.</i></li> </ul>	<p><i>2006 RESULTS</i></p> <ul style="list-style-type: none"> <li>♦ <i>Funding awarded for Families in Transition’s Amherst Street, Child and Family Services’ Teen Living Program and HMIS.</i></li> <li>♦ <i>Good Samaritan funding awarded to Families in Transition to create four beds for chronically homeless persons as well as Welcome Home to create three beds for chronically homeless persons.</i></li> <li>♦ <i>Development of safe haven in process.</i></li> <li>♦ <i>The Way Home implemented 4 new beds for chronically homeless.</i></li> </ul>

Community Awareness Committee - produced the brochure: “Forget all the Stereotypes – Manchester Continuum of Care: a Virtual clearinghouse of support resources for Manchester’s homeless.” The brochure was distributed at several public information forums, including a forum on homelessness and children, Issues for Educators, held at Memorial School in October 2005. Mayor Robert Baines provided the welcome. Presenters included a formerly homeless student, a representative from the NH Department of Education and a pediatrician from the Manchester Health Department.

The Manchester Continuum of Care has built a strong working relationship with the Manchester School District. Each school assigns a staff to serve as homeless liaison – and this information is used by Continuum homeless service agencies to assist Manchester’s homeless school children. A forum, hosted by Families In Transition in association with the Community Awareness Committee, for the School Liaisons on strategies for meeting homeless youth educational needs was held in 2003, 2005 and again in October 2007 at Memorial High School to benefit educators, providers, and parents. These partnerships help Manchester with its commitment to the education of homeless children.

The Community Awareness Committee has also used the MCTV and MCAM to do public awareness announcements in regards to helping to make the public aware of services for homeless in the City of Manchester.

The situation in Manchester was reflective of conditions throughout New Hampshire. There were 6,553 homeless persons in New Hampshire who received shelter in the State FY 2003 with an additional 13,529 turned away by shelters due to full capacity. The 2004 Gaps Analysis completed by the Manchester Continuum of Care was completed as a One-Day Count number. The City of Manchester’s Continuum of Care participated in a statewide count of New Hampshire’s homeless on March 30, 2004. The result of this One-Day Count was that a total of 1206 individuals were in need of housing on March 30, 2004. One-Day Counts held on Jan. 26<sup>th</sup> 2005 and 2006 resulted in totals of 1277 and 1255 respectively. This means that the number has stayed consistent.

The ultimate goal of the Manchester Continuum of Care is to end homelessness. The Mayor’s Office has initiated a City of Manchester Interagency Council to End Homelessness to work in partnership with the New Hampshire Interagency Council and the United States Interagency Council to End Homelessness. The City Welfare Commissioner convened a May 2004 meeting with the Mayor and Continuum of Care leaders to map out the process for inviting City officials and business leaders to participate in the City’s Interagency Council.

**Actions taken this past year towards ending chronic homelessness:**

- Strengthened communication with downtown business organizations to transform their fear of visible street homelessness into active concern for the lack of adequate permanent supportive housing. Discussions resulted in support for a safe haven project, which is still in process of coming on line.
- Homeless Outreach efforts were expanded. Blessed Sacrament Parish expanded it’s active outreach to unsheltered homeless by providing over 250 sleeping bags, 600 pairs of socks, mittens/gloves as well as food, to a growing number of walk-ins. *MCoC* continued PATH funded and SHP-funded outreach. Participated in statewide meetings for outreach training and coordination.
- *MCoC* continues a strong collaboration with NH DHHS Office of Homeless, Housing, and Transportation in the area of homeless healthcare. Training on homeless health issues was provided by Manchester’ Mobile Health Team. The Mental Health Center of Greater Manchester partnered with the Mobile Health Team to develop a system of care that will further integrate mental health and primary care so that homeless individuals can more readily access treatment. HRSA funding is being sought to expand mental health and substance abuse services.

- **MCoC** members continued to work closely with the Governor’s Interagency Council to End Homelessness. A NH ICH committee researched Housing First models. **MCoC** created a Housing & Services Committee to assist members.
- **MCoC** continued to develop its systematic approach to insuring access to Mainstream Resources. First Step, a web-based tool, provided by the NH Department of Health and Human Services, was made available to all **MCoC** service providers and continues to assist in providing mainstream resources as well as jobs for homeless clients.

**MCoC** maintained its emergency beds for chronically homeless women and men, prioritized transitional housing beds for chronically homeless women in emergency shelters, continued permanent supportive housing for dual-diagnosed homeless individuals, and continues to support the development of 16 new permanent housing units for chronically homeless.

To support the Continuum of Care Strategy, the following programs have been recommended for funding as a part of the City’s 2008 CIP:

Child and Family Services - Runaway Homeless Youth - \$13,400	Health Department Center City Disease Prevention - \$15,000
Emily’s Place (YWCA) – \$12,000	Health Department – Homeless Healthcare - \$198,194
Helping Hands Outreach Center Operational - \$10,600	MCHC Pharmaceutical Program - \$57,800
Helping Hands Outreach Center Safe Haven Housing Program - \$15,000	MHRA Youth Recreation Program - \$60,000
New Horizons Operational - \$23,160	Girls Inc. Girls Center Operations - \$15,000
Manchester Emergency Housing Operational - \$8,000,	YMCA Y.O.U. Program - \$20,000
The Way Home Homeless Intervention/Tenant Assistance/Security Deposits - \$76,300,	Court Appointed Special Advocates - \$13,000
Child Health Services \$120,000	NH Legal Assistance Fair Housing - \$12,800
Child Day Care (VNA Services) - \$40,000	NGM Neighborworks Homeownership Center - \$50,000
Granite State Federation for Families - \$10,000	NGM Down Payment and Closing Cost Assistance - \$150,000

*EMERGENCY SHELTER NEEDS*

<i>Facility</i>	<i>Sub- populations served</i>	<i>capacity (beds)</i>
Child and Family Services	Runaway/ Homeless Youth	2
Manchester Emergency Housing	Families with Children	36
New Horizons for NH	Single Men/ Women	76
Angie’s Shelter for Women	Single Women	26
Serenity Place	Chronic Substance Abusers	15
Welcome Home	Homeless	60
YWCA Crisis Services	Domestic Violence Victims	18

Six facilities in Manchester offer emergency shelter. By far the largest shelter in the entire State of New Hampshire, New Horizons for NH expanded their capacity over the past two years from 56 beds to 76 beds at the main shelter. There are an additional 26 beds at Angie’s Shelter for Women, an emergency shelter for single women also operated by New Horizons for NH. The population served by them consists of single adults. The majority of those served at these two shelters are considered chronically homeless and most require services to treat addictions and/or mental illness. In addition to case management services at New Horizons and Angie’s, residents are served on site by the Mobile Community Health Team and outreach workers from The Mental Health Center of Greater Manchester, the VA Employment and the Shelter outreach team from Bedford Massachusetts. AA and NA programs are provided on site with assistance from the Mobile Health Team’s substance abuse counselor.

Manchester Emergency Housing has been providing services to homeless families since 1978 providing beds for from 24 to 36 persons, depending upon family size. YWCA’s crisis service has a 18 bed domestic violence shelter, Sobriety Maintenance offers 15 shelter beds to chronic substance abusers, and Child and Family Services has 2 emergency shelter beds in licensed host homes for homeless and/or runaway children under 18 years of age. All shelter beds are established for emergency purposes only though some chronically homeless persons remain in shelters for years. Each agency has different rules and guidelines determining length of stay and codes of conduct. The Welcome Home, a Program operated by the Prayer Hall, Inc. is a recent addition in the City, providing emergency shelter/ transitional housing to the homeless offering up to 60 rooms. Since the Continuum of Care Strategy began in 1994, the agencies involved have improved communication and assists with cross-referrals when appropriate. (For example, when a domestic violence survivor arrives at the general homeless shelter, she is assisted in obtaining housing at the domestic violence shelter).

TRANSITIONAL HOUSING NEEDS

Facility	Sub-population served	capacity (Beds)
Amherst Street Transitional Housing Program - FIT	Single Women	9
Helping Hands Outreach Center	Chronic Substance Abusers	29

HOPWA	Persons With AIDS	37
Millyard Transitional Housing Program - FIT	Women with or without Children	32
The Way Home Spruce Street Transitional Housing Program	Families with Children	17
Spruce Street Transitional Housing Program - FIT	Men with children	15
Transitional Living Program Scattered Site Apartments - CFS	Youth Ages 18 – 21	13
Millyard II Transitional Housing Program	Women with or without Children	51
Liberty House	Veterans	10

Families in Transition runs four of the largest transitional housing programs in the City. Their facilities include 103 beds for single women and women with children. Child and Family Services sponsors a Transitional Living Program for homeless youth ages 18 – 21. The Mental Health Center of Greater Manchester has 45 transitional housing beds. Helping Hands has transitional housing for total of 31 for people with chronic substance abuse. The Way Home has six apartments with 17 beds for short-term Transitional Housing for families with children at its 214 Spruce Street facility.

Most referrals to transitional housing take a minimum of 2 weeks to enter the program. Several programs, particularly those funded with Section 8 certificates, may take significantly longer. City Welfare and the emergency shelters have improved coordination of services with transitional housing providers in recent years. City welfare, for example, has maintained emergency placements for families while awaiting acceptance into transitional housing programs.

Liberty House has been in operation since 2004. The site provides bed spaces to 10 veterans at any given time.

All residents of transitional housing are working towards obtaining permanent housing. Achieving independence is the primary goal of all transitional housing programs. Assisting the individual with skill building through supportive services, each program addresses the individual's needs, preparing them for permanent housing.

*PERMANENT SUPPORTIVE HOUSING*

Facility	Sub- populations Served	capacity (Beds)
Gemini House	Dually Diagnosed	15
Moore Center Services	Developmental Disabilities	12
Robinson House	Chronic Substance Abusers	24
The Mental Health Center of Greater Manchester-Permanent Housing for Persons with Disabilities	Disabled	5
Families in Transition Permanent Housing Program- Family Mill	Women with a disability who are with or without children	37 beds
On The Road to Recovery	Individuals with a Mental Health related disability	10 beds – funding was discontinued in 2005
The Way Home	Chronic Homeless Individuals	4 beds will become available by 12/2006

A variety of agencies provide supportive housing for individuals with disabilities. These services vary in level of intensity and restrictiveness.

The Mental Health Center of Greater Manchester offers an array of supportive housing arrangements. They include intensive group homes, supportive housing arrangements like Gemini Housing for the dually diagnosed and single room occupancy units. These services all seek to assist people in gaining the greatest level of independence possible.

Robinson House provides Single Room Occupancy (SRO) units to 24 men with chronic substance abuse issues. While in residence, participants receive a variety of supportive services to assist them in early treatment of the addiction.

Referrals into the permanent supportive housing services are a difficult process. Primarily, proof of their disability is necessary and the availability of beds is extremely limited. Waiting lists in these programs can be years long, but without such services, many would return homeless.

Due to an increasing amount of Youths who were identified as being homeless, the Manchester Continuum of Care added the sub-population of Youth to its homeless services planning. As a part of the 2008 CIP, the City is supporting Child & Family Services Runaway and Homeless Youth program with matching funds to leverage a federal grant. The Continuum received HUD Supportive Housing Super NOFA funds to meet the needs of homeless eighteen to twenty-one year old youths in the community. Additionally, Project Renew provides vocational and educational supportive services to emotionally handicapped 16-24 year olds. They have identified a number of these young people as homeless and in need of specialized supportive housing.

This agency has also reported that the tightening housing market has created a need for permanent housing which is accessible for young adults who are often not able to compete in the limited rental housing market because of their age.

### **Facilitating the Transition to Permanent Housing**

The most recent analysis of homeless needs and a review of community resources identified several areas requiring additional resources. Included among these unmet needs are: lobbying the landlords to help homeless persons compete for housing, providing housing counseling services to homeless persons and funding to provide housing start up costs of rent, utilities, security deposits and furniture.

While the vacancy rate has increased slightly between 2003 and 2008, the availability of affordable permanent housing remains extremely limited. Private landlords, New Hampshire Housing Finance Authority, Neighborworks Greater Manchester, Manchester Housing and Redevelopment Authority, The Way Home and other agencies all assist people in obtaining permanent housing. The Way Home's Housing Resource Center specializes in housing counseling, landlord/tenant negotiations, and tenant assistance to secure housing.

In addition to using security deposit guarantees and homeless prevention grants to help homeless persons secure permanent housing, The Way Home participates in the NH Rental Guarantee Program, an innovative homeless program using Federal TANF funds to provide property owners an incentive to rent to homeless families with children by offering during the first eighteen months of tenancy a limited liability protection against loss valued at three months worth of fair market rent. The Way Home has a lead poisoning prevention program that has been used to prevent families from becoming homeless because of lead paint hazards.

This past year, The Way Home was able to assist the City of Manchester relocate refugee families with children that tested positive for lead paint. Not only did these families face a health crisis but they also faced homelessness due to the emergency need to relocate into lead free apartments. This crisis showed the community the dangers of lead paint in the current housing stock that is on the market for renters.

From outreach to emergency shelter, from transitional housing to permanent housing, the local continuum offers a range of services that promote self-sufficiency and independence. In various meetings, homeless participants regularly problem-solve around barriers to services and ways to access permanent affordable housing. By addressing the needs of the consumers, the City through the Continuum has been able to accommodate the participants and improve our service delivery system. Direct contact between agencies has been created so case workers can call the right individual to help advocate for a client when difficulty accessing services is reported.

For example, when a homeless consumer from a neighboring town or City arrives in Manchester seeking housing or employment, Manchester City Welfare must contact the town or City of origin for that individual to investigate some cost sharing. In years past, this cost-burden dilemma resulted in homeless individuals being denied services or delayed assistance while municipalities postured and fretted about the costs to local taxpayers. The NH Local Welfare Administrators Association has sponsored a number of open forums for welfare directors to gain a clear understanding of homeless issues and now have a greater spirit of cooperation. All

municipal welfare offices, including Manchester City Welfare, respond to every individual who arrives at their office. First appropriate services are determined and referrals are made. Secondly, the homeless individual's last known address is obtained and other municipalities are notified (and billed) appropriately. The result is each person being treated respectfully, regardless of which community he or she came from.

The Manchester Welfare Department has also put together a protocol for how to access services for a homeless family after their offices close in the evening or on the weekend. This protocol has been made know to all agencies as well as the Manchester Police Department which is the lead responder during this time of family crisis.

Healthcare for the Homeless - As a group the homeless are poor, isolated, and in crisis. They present with common health problems, exacerbated by years of medical neglect, unhealthy environments and high-risk behavior. They are uninsured and therefore medically undeserved lacking the resources required to access medical, dental, and psychiatric care.

In 1987, through the Stewart B. McKinney Homeless Assistance Act, the City of Manchester was chosen as one of the sites of the National Healthcare for the Homeless Program. The nursing case management team is found within the Catholic Medical Center Division of Community Services. Team members include two physicians, a physician's assistant, a nurse practitioner and a registered nurse as well as a substance abuse counselor. The team provides health services on a regular basis at New Horizons Emergency Shelter, Manchester Emergency Family Shelter, the YWCA Crisis Center and Families in Transition.

Services are provided to sub-populations of Manchester's homeless in the following manner:

Homeless Veterans - Manchester is home to a Veteran's Administration Hospital. Although services are convenient and accessible locally, changes in hospital practices have led to many veterans being moved from in-patient care to outpatient services. This has contributed to a rise in the homeless situation in Manchester. Discontinuing the operation of the inpatient Substance abuse unit that cared for over 300 veterans is an example of a program change the has left many of these individuals homeless. Additional cuts in funding have severely limited local outreach activities aimed at veterans and further diminished beds available specifically for homeless veterans. Veterans outreach organizations in southern New England have began outreach to veterans at New Horizons and other Manchester shelters and will be conferring with state agencies responsible for programs for the homeless in order to reach more veterans in need of services.

Currently, veterans make up as much as 10% of the population at New Horizon's shelter. While at New Horizons they receive case management and supportive services and are connected with veteran's organizations out of state. Many veterans are accepted in the specialized transitional housing units for chronic substance abusers. The local VA hospital also cares for homeless veterans with serious mental illness and those who have HIV/AIDS. Manchester's Continuum of Care welcomed Liberty House Inc. into the continuum process. Liberty House is a private non-profit organization that is seeking to organize more appropriate housing services for homeless veterans. Liberty House has opened their doors and is providing shelter to 10 homeless veterans.

Persons with a mental illness or dual diagnosis - The Mental Health Center of Greater Manchester provide services to a significant number of homeless individuals and even greater

number of individuals at risk for homelessness. A Homeless Outreach Program indicated services to 570 individuals, with 88 in various housing programs. The other 482 receive supportive services vital to their ability to maintain independent living. Individuals with mental illness and/or a dual-diagnosis may access any of the Continuum's supportive services. Most of the transitional housing units have an average of 15% of the occupants with a history of mental illness. With the new street outreach program for the homeless at the Mental Health Center of Greater Manchester and Southern NH Services and 24 hour emergency services by the Mental Health Center, most individuals with mental illness have been able to access shelter and services with great efficiency. The homeless outreach/intervention projects bring services to the unsheltered homeless, many of who suffer from serious mental illness. Families in Transition also provide mental health services to its participants with the use of master's level clinicians. Mental health services for the chronically homeless are provided at New Horizons by the Mental Health Center of Greater Manchester.

**Chronic Substance Abusers** - The Continuum recognizes the devastating effects of chronic substance abuse and its relationship with homelessness - Hospitals, treatment centers, churches, and crisis services all regularly refer individuals to shelter programs within the Continuum because the individual has become, or is, homeless. Single adults who are in a pre-contemplative stage of their addiction are often referred to New Horizons or Angie's Shelter for Women where many remain until they are at least in the action stage and take their first steps toward recovery. Whether they begin abusing substances after they become homeless, or became homeless due to their addictions, the issue of homelessness must be addressed first. Transitional Housing Programs for the chronic substance abuser are always in high demand. Unable to serve everybody, waiting lists are established. All too often people on the waiting list for such a specialty service return to drinking or drugging again or somehow "disappear" into unsheltered and unsupported street living. Agencies providing housing/shelter and substance abuse services to people in recovery include Families in Transition, Serenity Place, Helping Hands, Farnum Center, the Veterans Administration, New Horizons, and Angie's Shelter for Women.

**People with HIV/AIDS** - The Greater Manchester AIDS Project has an HIV/AIDS outreach program, which sends teams throughout the City to speak to high-risk populations about HIV/AIDS. Many of the homeless staying at the shelter or living on the streets has come across the outreach team, which has become a vital link in reaching the homeless population. People with HIV/AIDS are able to access services through the outreach team's referrals. The Greater Manchester AIDS Project is working diligently to provide the homeless in Manchester with HIV/AIDS supportive services. GMAP currently also provides assistance and advocacy to individuals with HIV/AIDS. They continue to help individuals and families obtain both transitional and permanent housing with their continued supportive services. Nearly all HIV/AIDS referrals to the continuum utilize GMAP's services.

**People with other disabilities** - Moore Center services works with people who have developmental disabilities or traumatic brain injuries. These disabilities place them at unique risks for homelessness. They cannot be safely or adequately housed in emergency shelters due to the behavior problems often associated with these disabilities. Moore Center Services is proposing to develop a short-term transitional housing program to better assist homeless individuals with disabilities. Currently, when a permanent supportive housing placement falls apart, the individual is left without any shelter or services. The Moore Center staff all too often

shelter these individuals in their own homes until a new permanent housing arrangement can be made.

Communication is the key to our continuum's success. Ultimately, the City's social services have improved greatly as each member of the continuum begins to understand the various agencies and programs.

### *Supportive Services*

All members of the local continuum provide various supportive services. Specific to each program, supportive services are designed to meet the needs of the various sub-populations served by each program. The group has recognized the importance of supportive services in addition to housing needs for an individual's well being, and thus has opted supportive services to be at the top priority list. Recognizing an ever-growing demand on shelters and transitional housing, the continuum decided a comprehensive employment program open to all participants in the homeless continuum of services would help people move further along the continuum to permanent housing.

Supportive service only program are available in the form of homeless outreach, provided by Southern NH services, and peer support with case management, provided by The Way Home's Steps to Success program. The continuum offers clinical case management for residents in permanent supportive housing and transitional housing programs.

Transitional housing continues to be a top priority. For an individual to successfully move through the continuum and into independent living, supportive services are vital in this process. Many times individuals need not only housing assistance but are also in need of additional crucial services; this is where supportive services fall in. In the City of Manchester, supportive services range from receiving basic food and clothing to finance management, educational services, case management, substance abuse treatment, parenting skills, and in some cases, legal.

New permanent housing programs, being developed by Families In Transition, Helping Hands, and The Way Home, include rent subsidies and supportive services.

### Homeless Management Information Services (HMIS)

For the past few years the Continuum has been expanding agency participation with the HUD mandated central process to conduct intakes that manages an unduplicated count of clients. The Continuum has been working closely with the state Homeless Management Information Services (HMIS) committee. This past year, HMIS staff has joined the Continuum's Data Collection Committee and have worked on pulling together the Point in Time Count as well as allowing the Leadership Committee to have quarterly reports of the number of unduplicated clients that are using resources or have walked in or have been spoken to by the Outreach workers.

HMIS has also allowed the Continuum to conduct surveys of clients who make use of the various agencies of the Continuum. These surveys have allowed the Continuum to get feedback and input from Homeless clients that will be used in our efforts to End Homelessness in Manchester.

## AFFORDABLE HOUSING STRATEGY

To achieve the Consolidated Plan Housing goal of maintaining the stability of existing residential neighborhoods and expanding the range of housing opportunities for all groups and income levels, the City has continued to prioritize the implementation of the 2002 Action Strategy for Housing. The strategy is organized into five major categories: City Policy, Planning & Coordination, Regulatory Improvements, Education & Advocacy and Incentives & Financing. Consistent with the Consolidated Plan, each strategy emphasizes the importance of maintaining a balanced and adequate housing supply. To promote the development of new housing and assist citizens with the purchase of housing, the Community Improvement Program will continue to utilize Entitlement funding to implement projects and programs that will increase the number of affordable rental units and Homeownership opportunities for low-income families.

Due to increasing vacancy rates in the Center City, it is time to evaluate the impact of the addition of new affordable rental housing units in the City of Manchester. During the last five to six years CIP funds have been used to construct 467 units of new affordable rental housing in the Community (Piscataquog River Apartments – 150 units, Gale Home – 34 units, Old Wellington Road Apartments – 90 units, Straw Mansion - 32 units, Brown School – 37 units, Silver Mill Apartments – 58 units and Stella Arms Apartments – 66 units). As a part of its Affordable Housing Strategy, the City will continue to monitor the impact of this development to insure that it does not negatively impact the housing market conditions of Manchester's low and moderate-income neighborhoods. To maintain healthy vacancy rates in Manchester's low and moderate-income neighborhoods, the City will encourage the redevelopment of existing affordable housing opportunities in the Neighborhood Revitalization Strategy Area. According to the 2007 New Hampshire Housing Finance Authority Survey, the average rent for a two-bedroom apartment in Manchester has increased 175% since 1995 from \$573/month to \$1,005/month. The report also stated that only four percent of the two – bedroom units surveyed in Manchester are affordable (a family expending no more than 30% of their income on housing) to three person households earning fifty percent of the median household income. \$40,200 is the annual income required to afford (30% of annual income) the average rent (\$1,005) for a two-bedroom apartment in Manchester. Households with incomes at 50% of the median are earning \$32,085/year. An affordable rent for a family of three earning 50% of the median income would be \$802/month. It becomes even more problematic for very low-income families (households earning 30% of the median income). An affordable rent for a family of three earning 30% of the median income (\$19,251) would be \$481/month. Remember the average rent for a two-bedroom apartment in Manchester is \$1,005/month. According to the 2000 census data, 34% of the households occupying rental units are still paying in excess of 30% of their income on rental housing. 26% of those households are paying in excess of 35% of their income on gross rent. Affordable housing continues to be a challenge for those families in Manchester that are earning less than 80% of the median income.

Although rents have stabilized in the City, the availability of work force housing continues to be a problem for very low and low -income families in Manchester. Neighborworks Greater Manchester and the Manchester Housing and Redevelopment Authority both maintain extensive waiting lists (NGM – 150 families, MHRA – 19,444 families) for available affordable housing units. The waiting period for affordable apartments may be as long as three years. The vacancy

rates for these two organizations range from 1% (MHRA) to 5% (NGM). The extensive waiting lists of these two agencies indicate a significant demand for housing that is affordable in accordance with HUD standards. As has been reported in previous Action Plans and CAPERs, the City continues to produce affordable housing on an annual basis in an effort to meet the needs of low-income families. In addition to the production of units, the City continues to work on the implementation of Affordable Housing Task Force policies and strategies that will increase the number of affordable housing units in Manchester. With reference to the development of additional units, vacant land has not been readily available to construct new housing units (with the exception of Piscataquog River Apartments, Old Wellington Road & Stella Arms Apartments). As such, the City has focused on the rehabilitation of existing properties and the revitalization of distressed real estate (Renaissance 8 – Silver Mill Apartments, the Brown School, FIT Mothers & Children Recovery Center - former site of Our Lady of the Cedars Catholic Church, Renaissance7 – The Straw Mansion and the 2<sup>nd</sup> Street Family Mill). In an effort to maximize the supply of affordable housing in Manchester and maintain healthy vacancy rates in low-income neighborhoods, the City will emphasize the development of housing in the Neighborhood Revitalization Strategy Area. Additionally, the City will encourage the development of homeownership programs for low-income families in the Community. For purposes of the Action Plan the City will continue to focus its efforts in these three areas.

### **Assignments of Priorities**

***Housing problems - Overcrowding and physical defects.*** Portions of this data were obtained from HUD's special tabulations that was part of the 2000 Census, other pieces of information were obtained from housing providers in the City. The information obtained indicates that the greatest incidence of housing problems are experienced by the extremely low and low-income citizens. Large, extremely low and low-income families that rent housing in the City experience the greatest amount of difficulty securing affordable housing followed by extremely low-income owner households. The problems of very low-income renters, especially large families was documented in information obtained from the network of housing and service providers. The City has assigned a high level of need in its Priority Needs Summary Table regarding physical defects for both extremely low-income owners and renter households. In terms of overcrowding, it has been noted by housing providers that a persistent problem in the City continues to be both large and small families that are doubled-up because of the high cost of housing. Although rents have stabilized and vacancy rates have increased (vacancy rates of non profit affordable housing providers range from 3% to 7% while for profit landlords are reporting vacancy rates between 5% to 10%), the average rents in Manchester (3-BR \$1,145, NHHFA 2007 Rental Survey) exceed the affordable rent limits which have been designated by HUD for very low-income families (3-BR \$1000 HUD Rent Limits 4/2008). Rents for 3-BR apartments ranging from \$750 to \$2,052 are well beyond the means of Manchester families with little or no income. The City views the problem of overcrowding as a high priority need. Regarding physical defects of the middle income households between 51% and 80% of the median. For this income category, the incidence of physical defects experienced by renter households is viewed therefore as a medium priority need. US Census 2000 Data indicates 69% of the City's rental housing stock and 89% of the entire housing stock was constructed prior to 1978.

### **Cost Burdens**

As was previously noted, the City's analysis of housing cost burdens indicates that the extremely low-income households regardless of size or the length of time they have resided in the City continue to expend the greatest proportion of their income for housing costs. Extremely low-income large rental households and small rental households have the greatest cost burdens and have been designated as high priorities in the Needs Table. Moderate income renter and owner households experience cost burdens that are similar and the City views their needs as low due to the availability of housing at affordable rates. For example the average rent for a 3-BR apartment in Manchester is \$1,145/month which is below the rent limit of \$1,245/month designated by HUD for Moderate income families.

### **Specific Objectives.**

Manchester has begun to recover from the effects of a significant decline in real estate market values that it experienced in the late 80's and early 90's. vacancy rates at that time which were as high as 20% declined to the point where they were less than 1%. It is important to note that vacancy rates have increased slightly due to a soft high-end rental market. However, this has not increased the supply of affordable housing that is available for low-income families. Although the current economy has softened the housing market, access to affordable housing for the City's poorer residents has not improved. The City continues to respond to these conditions through the implementation of a comprehensive neighborhood revitalization strategy. This strategy involves the elimination of negative influences that cause deterioration, both physical and social, with an important element being an increase in the number of owner occupied properties in these neighborhoods. Down Payment Assistance Programs, low mortgage interest rates, the Neighborworks Homeownership Program, Housing Rehabilitation loans and the commitment of area banks to making loans in these neighborhoods has provided an opportunity for many low-income families to purchase homes. Through the increase in the number of homeowners in these distressed neighborhoods, the City believes that their stake in the area has resulted in the improved maintenance of properties and a greater awareness and reaction to the crime and various illicit activities that have been both the cause and result of the deterioration of the neighborhoods.

The City has used both CDBG and HOME funds to assist Neighborworks Greater Manchester establish the Neighborworks Homeownership Center. It offers training and provides financing including down payments and closing cost assistance, which traditionally have served as a barrier for most lower-income families attempting to become homeowners. The Homeownership Program provides renters desiring to be homeowners with an understanding of the requirements that homeownership brings as well as budgeting and management skills necessary to maintain their home. In 2008 –2009 the City will utilize the HOME program to provide assistance to first time homebuyers. In most cases, the families who are assisted will have benefited from counseling or training provided at the Neighborworks Homeownership Center. In the next fiscal year, the City is going to prioritize reinvestment in the owner occupied housing stock by continuing the operation of the Citywide Housing Rehabilitation/Lead Hazard Control Program. It is important to note that the City recently received a \$1.8 million dollar Lead Hazard Reduction Demonstration grant in 2006. The three year HUD grant will be used to eliminate lead hazards in a minimum of 240 housing units. In addition, the City will evaluate foreclosure activity in Manchester and determine if an assistance program is warranted.

The City working with local agencies has aggressively marketed homeownership opportunities in an effort to develop pride in the community. The City has encouraged the cooperation of minority advocacy organizations in an effort to increase the number of minorities owning homes. Hispanics and African-American have been identified as disproportionately underrepresented in terms of the number of homeowners relative to the total population. Accordingly, major efforts will continue to be taken to increase homeownership by Manchester's minorities.

Relative to the City's strategy to provide additional affordable rental housing, efforts will continue to be made for such housing by providing HOME, CDBG and AHT funding for rehabilitation and construction of rental properties where appropriate. In the past an increase in the number of decent and affordable larger two and three bedroom units was prioritized as a major strategy, as the needs of large families had been identified by area housing providers as a serious problem. However, recently a large rental property owner indicated that there is a large number of three and Four bedroom apartments available for rent. The property owner stated that 30% of the units for rent being advertised in the newspaper were three and four bedroom apartments. Conversely, 65% of the individuals on NGM's waiting list are looking for three bedroom apartments. City staff will continue to monitor the demand for specific sized apartment and where possible the affordable housing rental projects slated for 2008-2009 will include the development of those apartments. All of these apartments will be marketed to low-income families. The City will continue to encourage first time homebuyers by allowing applicants access to available funding on a year round basis as a part of downpayment assistance programs. In the past, the City allocated a considerable portion of its HOME funding to the rehabilitation and construction of large multi-unit structures, efforts will be made to ensure that funding is readily available for affordable housing for smaller properties that make up the majority of the City's neighborhoods. Marketing of the City's housing program has been revised and expanded to facilitate the participation of a greater number of families.

The City will continue to support the efforts of the Neighborworks Greater Manchester, Manchester Housing and Redevelopment Authority, The Way Home, Families in Transition and other entities that are developing affordable housing in Manchester. The City recognizes the vital role each entity plays in the provision of affordable housing and the revitalization of the Community. In an effort to encourage the development of affordable housing, the 2009 Community Improvement Program includes \$573,754 of HOME and CDBG funds to support various affordable housing projects resulting in the development of rental and homeownership units. Considering the significant decline in the tax base, the high demand for housing and the resulting burden upon the existing property owners, the decision to support projects that result in the elimination of taxable properties will not be recommended. Concern over the tax base erosion prompted the City to adopt a policy that has been incorporated into the City's Affordable Housing Strategy calling for all projects requesting assistance from the City to pay real estate taxes. This policy has been made known to the area housing service providers and real estate tax payments will be factored into their operating expense calculations.

In addition to the development of rental housing it is anticipated that approximately 115 low-income families will realize the dream of homeownership through the use of HOME funds.

Tenant based rental assistance in the form of security deposits will continue to be part of the City's strategy to provide affordable housing. The City will be making available a portion of its HOME allocation to fund this activity. The Way Home continues to administer the Security

Deposit Loan Fund Program for the City by providing security deposit assistance and associated tenant counseling to over 400 extremely low and low-income families. Assistance in this form has played an important role in preventing families from becoming homeless .

Another element of the City's affordable housing strategy is the elimination of lead based paint hazards that are frequently identified through inspections made by the Health Department Staff or through property owners requesting information and/or assistance. Lead hazard control measures in the City are administered by the City's Planning & Health Departments, The Way Home and the Partners Against Lead Poisoning Coalition. Since lead based paint hazards are generally found in older housing built before 1950, it is expected that the assistance will be given primarily to residents of Manchester's inner City where that housing stock exists. Funding allocated in the 2009 CIP includes \$36,900 of State funding for the Health Department's Lead Poisoning Prevention Program and \$1,800,000 of HUD Lead Hazard Reduction Demonstration funds for the Lead Hazard Control program.

The development of an affordable housing strategy required not just an analysis of the housing needs of the Manchester citizenry but also an overall assessment of the current market trends and conditions and other Community needs that ultimately will impact upon the success of the City's efforts to provide long term decent and affordable housing. Past experiences with housing rehabilitation programs demonstrate that simply expending funding to rehab properties in deteriorating neighborhoods without addressing other negative influences in the neighborhoods have proven to be ineffective over time. Accordingly, the City has sought to take a holistic approach in the expenditure of HUD and City funds in its efforts to provide affordable housing and allow all City residents increased opportunities and choice in the selection of housing throughout the City.

Additionally, the City compliments its expenditure of CDBG and HOME funds on housing through the allocation of funds for infrastructure improvements, recreational facilities, neighborhood centers, crime patrols and other improvements designed to significantly improve the surrounding neighborhoods. Public service activities such as daycare for low-income working parents, budget counseling, health assistance, youth recreation, new citizen assimilation initiatives and various other activities are also funded to support the needs of Manchester's poorest citizens beyond housing are also met. Through this approach the City hopes to ensure that once affordable housing is provided, its quality and that of the surrounding neighborhood will not deteriorate so that benefits from such efforts will remain for the long term.

**HUD-assisted Program Elements:**

Neighborworks Greater Manchester  
Neighborworks Homeownership Center -  
\$50,000,  
Agency Leverage \$388,629  
Neighborworks Greater Manchester West  
Granite Gateway Project - \$72,623,  
Agency Leverage \$1,050,000

Neighborworks Greater Manchester Down  
payment Assistance - \$150,000,  
Agency Leverage \$20,000  
Planning & Community Development  
Department Housing Initiative - \$573,754,  
City Leverage \$0  
Planning & Community Development  
Department Lead Hazard Reduction  
Demonstration Program - \$1,800,000,  
Agency Leverage \$900,000

NH Legal Assistance Fair Housing - \$12,800  
Agency Leverage \$0

Building Department Concentrated Code Enforcement - \$22,000  
City Leverage - \$0

Total funds leveraged by HUD assisted Programs - \$2,627,700

**Non-HUD Funded Programs:**

Planning & Community Development Department Lead Hazard Reduction Demonstration Program - \$900,000

Planning & Community Development Department Housing Initiative - \$100,000

Planning & Community Development Energy Efficiency Block Grant - \$1,000,000

No funds leveraged by Non-HUD assisted Programs

No funds leveraged by Non-HUD assisted Programs

**Benchmarks:**

Provide homeownership education to 800 families resulting in the purchase of 115 homes.

Provide Fair Housing counseling to 60-80 low-income individuals.

Provide down payment assistance to 10 first time homebuyers.

Create 40 units of affordable housing for low-income families.

Eliminate lead hazards in 240 units of housing occupied by income eligible families.

The density reduction of 6 to 12 units of housing resulting in the creation of green space.

## **Foreclosures:**

Developing a strategy in the Action Plan for dealing with foreclosures has not been an area of focus in the past for the City of Manchester as the area economy and the housing market have been quite strong and comparatively one of the stronger markets in the Country. Given the slowdown of the economy and the fact that foreclosures have become a significant issue in neighboring Massachusetts and other New England States has resulted in the City taking a look at the Community in an effort to determine if it is in fact an area of concern.

In April of this year a Task Force on Housing convened by the Mayor began assessing the Manchester housing market and identifying issues that the City will need to develop strategies to address. One of the areas of focus has been on foreclosures and initial data indicates that similar to trends across the Country, foreclosures in Manchester are increasing. In comparison to other communities in the State of New Hampshire the data indicates that Manchester has the highest level of foreclosures in the State. However, New Hampshire relative to the rest of the nation is still fortunate in that the foreclosure activity is not as significant a problem as it is nationally and in adjacent States such as Massachusetts.

Given the rising trend and anecdotal input received from some of the City's housing advocacy organizations such as the Way Home it nevertheless is an issue of concern that merits close monitoring. Towards the end of being proactive in developing a strategy, a process and program to deal with foreclosures in the unfortunate event that they become enough of an issue in the City, Planning Staff are working closely with members of the Task Force which includes in addition to Staff from the Planning and other City Departments; a banking community liaison, a real estate professional, a representative from the Chamber of Commerce, the Executive Director of the nonprofit housing organization Neighborworks and the owner of Red Oak Properties, one of the larger residential rental businesses in the City.

As would be expected a proactive approach toward this problem is being taken by The Way Home which already has in place a housing counselor providing assistance for mortgage default clients. Inasmuch as the City contracts with the Way Home for other programs another partnership aimed at assisting city residents that have had their properties foreclosed on as well as developing a strategy to prevent foreclosures would be likely. The Housing Task Force will not be presenting their findings until this July and as such the Action Plan submitted for FFY 2008 does not include a specific strategy(ies) for dealing with the foreclosure issue. The City is however cognizant of the potential problem and should the Task Force conclude it is in fact a significant issue will take the appropriate actions to deal with it given the resources available

## Strategy for Improving Management and Operation of Public Housing Units

Public Housing is administered by Manchester Housing and Redevelopment Authority (MHRA). MHRA operates 1,271 units of Public Housing and administers approximately 1,800 units of Section 8 Housing Choice Vouchers. Included in its inventory of public housing, that is available to eligible households at or below 80% of the median income for the City, MHRA lists:

864 zero & one bedroom units (68%)  
183 two bedroom units (14%);  
201 three bedroom units (16%); and  
23 four and five bedroom units (2%).

The Leased Housing Department of Manchester Housing and Redevelopment Authority administers the Section 8 Housing Choice Voucher (HCV) Program which provides assistance to households with incomes below 50% of the area median income. The current HCV unit distribution in Manchester by number of bedrooms is 642 (38%) zero and one bedroom; 606 (36%) two bedroom; 361 (22%) three bedroom; and 67 (4%) four and five bedroom apartments.

All HCV units must meet minimum housing quality standards to be accepted into the Housing Choice Voucher program. Staff inspects each unit prior to occupancy and annually thereafter to ensure units are maintained in good physical condition.

MHRA owns and operates two different types of public housing developments; units for the elderly and persons with disabilities are located in its five high rises and at scattered site housing throughout the City. MHRA also provides family housing at two major developments and at smaller locations throughout the City. All MHRA housing sites are located in areas convenient to stores, schools, churches and local public transportation. The larger MHRA developments have community centers and on-site maintenance staff. MHRA provides 24-hour emergency maintenance service for all public housing residents. All public housing in the City is maintained in good physical condition and is inspected annually by MHRA Housing Quality Standards inspectors and randomly selected units are inspected regularly by inspectors sanctioned by the U.S. Department of Housing and Urban Development (HUD).

MHRA gets formula-based assistance from HUD each year under the Public Housing Capital Fund Program. During FY 2007 MHRA's budget under this grant was approximately \$1,593,960. Two levels of activity are covered by the plan: (1) management improvements and (2) physical improvements.

Management improvements include items relating to improving the efficiency and responsiveness of the management of public housing and includes funding for various resident initiatives and training.

The balance of the Capital Fund Program funds is for administration and physical improvements which include modernization of public housing, including improving handicapped accessibility to the buildings, energy improvements and other activities that extend the useful life of the buildings.

During FY 2007, planning for modernization at various elderly sites was initiated. Funding from FY 2006 and FY 2007 will be used to begin modernization of three sites.

## **PUBLIC HOUSING RESIDENT INITIATIVES**

Manchester Housing and Redevelopment Authority (MHRA) has undertaken a number of innovative resident initiatives. In almost all these activities, residents have been involved in both the planning and implementation phases.

Police Athletic League (PAL) - Manchester Housing and Redevelopment Authority has been involved in the activities of the Police Athletic League since PAL began its activities last year. MHRA has been funding the participation of public housing youth in PAL activities.

Resident Council - The Manchester Housing and Redevelopment Authority Resident Council remains active. Resident Council members and MHRA management meets monthly to discuss issues and resolve problems within the public housing community.

Family Self-Sufficiency - The Family Self-Sufficiency (FSS) program continues to be offered to Housing Choice Voucher residents with 33 participants.

Employment – MHRA actively recruits residents of assisted housing for direct employment opportunities with nine employed during FY 2007. Manchester Housing and Redevelopment Authority together with the U.S. Department of Housing and Urban Development have authorized a program to educate, train and employ residents on government financed projects. MHRA also works with area providers to offer educational / vocational and supportive services programs to public housing residents.

Activities for Youth - Each year, public housing youth have the opportunity to participate in an array of programs. Included is the Youth Opportunities Program that offers an array of diversionary pursuits to young people aged 14 - 21. The Youth Opportunities Program includes a variety of educational, recreational and adventure based and sports activities designed to provide structured alternatives to unsupervised idle time during the after school hours. The Youth Opportunities program operates out of the Bishop Leo E. O'Neil Youth Center on South Elm Street.

The South end Latchkey Program - MHRA offers after school programs and summer camp, targeting public housing children aged 5 through 12. The South end Latchkey Program offers a wide variety of recreational and academic activities for youth including music lessons, sports, cooking, computer training, field trips and academic assistance programs.

## **REMOVING BARRIERS TO AFFORDABLE HOUSING**

This section describes the strategies and practices that Manchester can revise or initiate in order to improve the system. Also, suggestions for revisions to Federal and state rules and policies are noted.

The updated Action Strategy for Housing has recommended that the City adopt specific policies and implement specific actions to facilitate the creation of a balanced housing market. The specific policies and actions include the following:

### **City Policy**

#### **Monitoring of Housing Stock**

- The City should closely monitor the housing market to determine when there is inadequate housing – a tight market, and when there is excess housing available – Overproduction.
- Establish what will be considered a healthy vacancy rate.
- Establish what will be considered an appropriate annual production rate.

#### **Policy on Use of Housing Funds.**

- Provide flexibility in funding various housing programs depending on the current housing market issues. During periods of overproduction, housing funds should be more focused on improving existing housing conditions such as rehab loan program while during tight markets, funding should be geared towards new production.
- Provide support to non-profit housing providers to insure continuity through various housing cycles.
- Utilize HOME funds for homeownership opportunities and include provisions that will insure long term affordability of these units.
- Insure adequate staff to administer housing programs and projects.

#### **Policy on City Development Projects.**

- The City should replace or have replaced any dwelling units it has removed for a public project. [Except in times of “Overproduction”].

#### **Policy on City Planning and Regulation.**

- Encourage mixed-use projects that combine commercial with residential components.
- Identify housing opportunities in areas where the City is developing major planning and redevelopment programs.
- Support the development of housing in the Amoskeag Millyard and the Central Business District.
- Consider increasing allowed housing densities (under zoning) along the river.

### **Policy on Surplus City Property.**

- Utilize surplus City property to sell to developers or non-profit organizations for the purpose of developing housing.

### **Parking Policy**

- Offer significantly reduced cost monthly parking in garages and lots for downtown housing. Most residents in the downtown use parking primarily at night which could add to revenues, and encourage downtown housing without significantly adding to the peak hour parking demand which occurs during mid-day.

### **Planning and Coordination Action Step**

- The efforts of various housing agencies and providers can be enhanced with good coordination and collaborative planning.

### **Inventory of opportunities for housing**

- Develop an inventory of vacant buildings that could be used for housing.
- Inventory existing City-owned land and buildings that might be suitable for housing development and give high priority to such use through public/private partnerships.
- Determine whether non-profit organizations such as churches have surplus properties that could be converted into affordable housing.

### **Coordination of information**

- Needs of businesses for housing to meet expanding needs of their workforce and the impacts of inadequate housing on the ability of the City to expand the economic base.
- Information on homeless populations and families living in overcrowded situations.

### **Regulatory Action Step**

- Government regulation of housing is intended to promote the public health, safety and welfare. These regulations may also, however, have the unintended impact of limiting housing supply, which may in turn impact the costs of housing and the community's economic viability.

**Building and Fire Codes** - Uniform building codes, which are primarily geared to new construction, can be difficult to meet when rehabbing existing buildings into housing.

- Given Manchester's large stock of older buildings, many of which have vacant upper stories, it would be advantageous to develop a code system that is specific to existing buildings. This would likely take changes at the State level to adopt a code system similar to that in New Jersey.

- In certain cases, applying for a building permit for a portion of a building triggers need to comply with codes for the entire building making the limited upgrade infeasible. Review the standards that trigger full building compliance to determine their need.
- Insure that departments regulating development review and approve plans prior to the development phase rather than near completion when changes can be costly and affect the timing of opening of the units.

### **Zoning Ordinance**

- Consider reducing parking requirements for high-density residential areas and mixed-use areas.
- Encourage mixed-use projects with housing and commercial as well as adaptive reuse of underutilized, non-residential buildings for housing use.
- Determine whether there may be any areas of the City suitable for increases in housing density or flexibility in housing types. Consideration could be given to developing special overlay zones and/or reducing setbacks to increase the number of units.

### **Regulatory Coordination**

- Have departments involved in development regulation meet on a quarterly basis to insure that procedures are coordinated and regulations and requirements are not contradictory.
- Consider having all departments and land use boards meet on an annual basis to review the same issues.

**Education and Advocacy Action Step** - Providing information to the public and specific groups on the critical issues of housing is a prime need. A consistent commitment to housing with flexible policies and strategies are necessary to meet the cyclical demands for housing. Without a strong voice for housing, other issues such as the fear of more students in the school system due to development tend to become the primary focus of debate during review of applications.

### **Outreach education**

- Insure that the Board of Mayor and Aldermen has up-to-date and regular information on the issues of housing and the potential impact of decision-making on housing supply.
- Provide media with regular information on housing needs and the impact on individuals and families. Promote the concept of housing programs on the community access station.
- Educate the legislative delegation as to the importance of adequate and safe housing.
- Work with the faith community to explain the need for housing programs and seek their active involvement.
- Hold training and discussion sessions with City departments and boards involved in the review of housing applications.
- Seek involvement of colleges in the area to ascertain their needs as well as their willingness to research and react to the issue of affordable housing.
- Work with the school district, Parent Teacher Organizations and other educational institutions to understand the need for housing and the impact of opposition to housing projects.

### **Advocacy**

- Identify volunteer speakers to counteract NIMBY campaigns against new housing projects.
- Establish a Manchester Regional Housing Coalition to advocate for housing needs. The Coalition should annually hold a housing summit to promote the development of housing in general and the need for affordable housing. The Coalition or a subcommittee of the group should also focus on emergency housing and transitional housing issues.
- Have the City promote the need for various housing projects in the City.
- The Board of Mayor and Aldermen should support or introduce legislation at the State that will address housing issues within the City.

**Incentive/Financing Action Step-** The shortage of housing requires selective financial incentives to insure adequate affordable housing.

### **Increased Funding for Housing**

- Additional amounts of Community Development Block Grant (CDBG) funds could be used for affordable housing.
- Additional operating support to non-profit housing organizations will allow additional affordable housing and services.
- Establish a new “Housing Trust Fund”. Funds could come from not only the City and Federal government, but also area employers and financial institutions. Private funds in particular could be used for insuring an adequate information and advocacy program.
- Consider the development of an “Acquisition Fund” for quick turnaround acquisition of properties for housing production.
- During times of very tight housing markets, shift funding to insure adequate emergency shelter and transitional housing opportunities.
- Advocate for additional State support for housing initiatives and funding.

### **Incentives for Housing**

- Utilize HOME funds for homeownership opportunities and include provisions that will insure long term affordability of these units.
- Explore whether City policy or capital construction could be utilized to encourage portions of private housing projects to be “affordable”.
- Consider alternative options and methods of providing housing opportunities such as allowing senior citizens to remain in their homes.

The City has already undertaken or investigated a number of the action steps that have been previously noted. Those Action steps include: a newly revised and accepted Zoning ordinance; flexible parking arrangements; density provisions; housing development in the Millyard and upper story Downtown commercial space as well as the adoption of new building codes. Despite the City’s efforts, the barriers that prohibit many of Manchester’s citizens from obtaining safe and sanitary affordable housing still exist. It is important to note, that while the barriers still exist, a significant number of affordable housing units continue to be added to the housing stock each and every year. The City will continue to utilize entitlement funding as well as the Affordable Housing Trust to implement strategies that are consistent with the Consolidated Plan and the 2002 Action Strategy for Housing to achieve the goal of providing quality affordable housing for all of Manchester’s residents

## **LEAD BASED PAINT AND HEALTH HAZARDS**

The following provides a description of the strategies in place for the remediation and management of lead based paint and related health problems in the City.

### **Program Elements**

- Planning Department Housing Rehabilitation/Lead Hazard Control Program - \$732,865 (FY 2007 and FY 2008)
- City of Manchester Lead Hazard Reduction Demonstration Program (in collaboration with The Way Home and Manchester Health Department) - \$1,800,000 over a three year period – 240 units to be completed between 3/1/07 and 2/28/10
- Health Department Center City Disease Prevention – \$15,000 (FY 2008)
- Health Department Childhood Lead Poisoning Prevention – \$36,900(FY 2008)

### **Benchmarks**

- Disease prevention and education activities to benefit 50 children, averting 250 lost school days.
- Lead-based paint risk assessments in 275 housing units.
- Increase supply of certified lead safe housing by 240 housing units, including 130 with interim control measures and 110 with abatement measures.
- Lead poisoning prevention and in-home health hazard information provided by peer educators to 100 households.
- Between calendar years 2006 and 2007, there was a 16% increase in the number of children under age 6 screened for lead, and a 13.8% decrease (65 cases to 56 cases) in the number of newly confirmed cases of lead poisoning. (LIMITATION: Numbers are small and inferences can be influenced by modest fluctuations.)

### **Other Program Elements**

The City of Manchester has been actively involved in childhood lead poisoning prevention since the 1970's when the Manchester Health Department (MHD) began studying the extent and nature of lead-paint poisoning in Manchester, NH. From the start, Manchester had a strong focus on screening children for exposure to lead paint hazards, community-wide education on the public health hazard caused by deteriorating lead paint and promoting action to prevent lead poisoning. Since 1997 when Manchester was identified as a high risk community for lead poisoning by the NH Department of Health and Human Services, the City has implemented a comprehensive approach designed to eliminate the hazards of lead based paint through a community process of planning, education and action to protect children.

In 2002, a community coalition – the Greater Manchester Partners against Lead Poisoning (GMPALP) released a 2002-2010 strategic planning document entitled *Preventing Childhood Lead Poisoning in Manchester, New Hampshire, Recommendations for the Community*. This strategic plan formed the basis of the City's comprehensive lead hazard control plan, a critical component of the competitive grant application for HUD Lead Hazard Control Funds to assist property owners in mitigating lead hazards in housing available to low-income families. The City was awarded a 2002 HUD Lead Hazard Control Program grant of \$895,725. This three-year HUD Lead Hazard Control Program was

completed in January 2006. By the end of the Program, \$594,902 in additional funds was leveraged from the community to complete lead hazard control work in 144 housing units, conduct 243 paint inspections/risk assessments, supply educational outreach to 44,496 individuals, and provide skills training to 163 individuals.

The City's HUD Lead Hazard Control Grant Program expired in January 2006, and did not receive additional HUD funding until March 2007. To continue the momentum and progress of the HUD Lead Hazard Control Grant Program, the City funded two programs to assist creating safe and affordable housing for low-income residents: the Lead Hazard Control Program and the Housing Rehabilitation Program. These Programs subcontract with The Way Home for project management. In FY06, the City funded the Programs with \$300,000 of HOME funds and Affordable Housing Trust Funds to assist a minimum of twelve units – 26 units were completed. In FY07, the City funded the Programs with \$250,000 of HOME, CDBG and Affordable Housing Trust Funds to assist a minimum of fifteen units – 36 units were completed.

The City of Manchester's Planning Department worked with the Health Department and The Way Home to apply for funding from the HUD Lead Hazard Reduction Demonstration Grant Program. The City of Manchester requested and received \$1,800,000 in HUD funds and has committed to leverage an additional \$901,904 from other sources. The City has contributed \$400,000 in FY07 and \$82,865 in FY08 to the Lead Hazard Reduction/Housing Rehabilitation Program – satisfying a large part of this leveraging requirement. The HUD Program will focus on completing lead hazard reduction work in 240 housing units, completing risk assessments in 275 units, providing outreach and education to 3,500 community members, and providing lead related skills training for 125 individuals. The grant was awarded in March 2007 and will be completed in February 2010. To date, the HUD Program lead hazard reduction work has been completed in 79 units, risk assessments have been completed in 125 units, outreach and education has been provided to 259,455 community members, and skills training has been provided to 139 individuals. The completed units include units that used both Lead Hazard Reduction and Housing Rehabilitation funds. An additional 2 units have been completed using only Housing Rehabilitation Program funds.

The City's Lead Hazard Reduction Programs subcontract with The Way Home to increase the supply of lead-safe and affordable housing. To maximize impact, the City designated a target area, eleven contiguous census tracts that contain the City's highest concentration of pre-1940 housing, housing with deteriorating lead paint, low-income families with young children, lead poisoned children & children with elevated blood lead levels and at-risk minority and refugee families. The City's Community Improvement Program manages the funds, monitors compliance with regulations, and insures consistency with the City's Consolidated Plan, Annual Action Plans and Impediments to Fair Housing Plan.

The Manchester Health Department's mission is to improve the health of Manchester's individuals, families, and the community through disease prevention, health promotion, and protection from environmental threats. The Department employs three levels of prevention to address childhood lead poisoning in Manchester.

**PRIMARY PREVENTION: *Prevent lead poisoning before it happens.***

1. Engage the Manchester community in addressing preventing lead poisoning

In 1999 the Manchester Health Department convened a community coalition, which became the Greater Manchester Partners against Lead Poisoning (GMPALP) to better coordinate its lead poisoning prevention activities. This group of stakeholders is comprised of pediatric providers, the public health community, tenants, property owners, other City officials, community-based organizations and others

concerned with the issue of childhood lead poisoning. The coalition seeks to educate the residents of Manchester regarding lead poisoning prevention, increase collaboration between agencies as well as affected parties (i.e. families with lead-burdened children and property owners), support universal screening and promote affordable, lead-safe housing. Actions supported by the coalition in addition to those noted above under the Health Department are included in the 2007 Annual Action Plan.

2. Increase lead-safe housing units in Manchester.

In addition to the Lead Hazard Control Programs summarized above, the Manchester Health Department was funded by the US Conference of Mayors in 2003 for the *Lead Safe for Kid's Sake Program*. \$65,000 was awarded to purchase and replace 528 windows in 75 housing units with known lead based paint hazards. The focus of the window replacement was on prevention, i.e., cleaning up the major cause of lead contaminated dust and paint chips before a child is poisoned.

3. In-home visual inspection and teaching to prevent lead exposure

Through a contract with the Manchester Health Department, peer educators at The Way Home collaborate with the Health Department's lead case manager to provide in-home education to help parents take steps to protect their children from lead poisoning.

4. Educate the Manchester community about avoiding lead exposure

Health Education Classes for New Refugees

Manchester Health Department Community Health Nurses present classes to all new arrivals through collaborative efforts with interpreters. In addition to information on the sources of lead, and avoiding lead exposure, topics include: tuberculosis, hepatitis B, health care in America, tobacco use, alcohol, the services provided by the Manchester Health Department, personal hygiene, and some cultural adjustment issues.

Community Seminars

Manchester Health Department and The Way Home staff is available to provide educational and informational seminars on lead poisoning prevention to community based organizations, medical providers, parenting classes, hardware stores, homeowners and others.

**SECONDARY PREVENTION: *Identify and control lead child lead poisoning in early phases, before signs and symptoms become apparent.***

1. Increase Child Lead Screening in Medical Practices

Manchester Health Department and staff from the Dartmouth Center for Environmental Studies initiated a Manchester-Dartmouth Community Partnership to Reduce Lead Poisoning. In 2006, through this collaboration, four (4) Manchester pediatric/family medicine practices were provided background information on lead poisoning in Manchester, practice-specific lead screening rates, and technical assistance in increasing practice-level rates. The collaboration is expected to result in the 2008 release of a web-accessed tool. Manchester pediatric practices will be able to access recommendations on lead screening and medical management of children with elevated blood lead levels, as well as implement a chart audit tool to determine adherence to best practices.

2. Targeted Screening of At-Risk Children

The Manchester Health Department implements four (4) strategies for identifying children who may already have been exposed to lead.

- **Neighborhood Screening** - The HITS Program is a High-Intensity Targeted Screening Program. This Centers for Disease Prevention and Control model program has been implemented in Manchester in City Center neighborhoods in 2004, 2005, 2006, and 2007. The principal objective of the HITS initiative in 2007 was to increase awareness of childhood lead poisoning among families of children living in high lead risk neighborhoods; provide education on strategies to reduce/prevent lead exposure, and to identify and test children not recently/ previously screened for lead. The 2007 HITS program was conducted in collaboration with City Year volunteers as well as staff from Health Department and The Way Home. Approximately 2000 households in Center City neighborhoods received childhood lead-related information in eight (8) languages. Fourteen (14) children aged 6 years and under were screened for lead poisoning, and their families completed environmental risk questionnaires. Four (4) or 29% of the children screened had initial elevated blood lead levels of 10 µg/dL or higher, a level of concern.
- **Child Nutrition Clinic Screening**. The WIC program is a supplemental nutrition program for low-income pregnant women, children and nursing mothers. Manchester Health Department staff offers lead screening at WIC clinics twice a week for 1 and 2 year old children, and for those children who have not been previously screened. In calendar year 2007, 355 children received capillary blood lead screening tests. Of these, 21 or 5.9% had capillary blood lead levels of  $\geq 10$  µg/dL, and were referred for confirmatory venous tests.
- **Children of Refugees Screening**. Consistent with national protocols, within two weeks of arrival all refugees resettled in Manchester come to the Manchester Health Department's Community Health Division to receive a preliminary health screening including tuberculosis screening and immunizations. Those refugees under 16 years of age are also screened for lead, and are re-screened within 90 days. Additionally, children are screened for anemia. Children who are anemic are at increased risk of lead absorption. If found to be anemic, children are placed on iron supplementation.
- **Access to lead screening**. Manchester Health Department offers free, on-site lead screening for all Manchester children. Additionally, lead screening is offered at health fairs and other venues.

### 3. Landlord Notification of Lead Poisoning Among Child Tenants.

Manchester children found to have confirmed elevated blood lead levels of 10 µg/dl or higher are considered lead poisoned. Through December 2007, Manchester Health Department's Environmental Division notified landlords in writing if a child tenant had been poisoned at levels between 10 and 19µG/dl. As of January 1<sup>st</sup>, 2008, landlords of child tenants who have lead levels  $\geq 7-9$  µg/mL receive letters directly from the state's NH Childhood Lead Poisoning and Prevention Program (NH CLPPP). This letter contains information on potential sources of lead, encourages inspection by a licensed lead-abatement inspector or contractor, describes temporary control measures, and offers Health Department consultation and other resources. Landlords of child tenants who have lead levels  $\geq 10$ µg/mL receive an environmental inspection and a possible Lead Hazard Reduction order and as outlined in the revised NH statute RSA 130-A.

**TERTIARY PREVENTION: *Restore children to optimal level of functioning after lead poisoning has occurred.***

1. Intervention for Children Poisoned by Lead

The Manchester Health Department has had a program addressing childhood lead poisoning since the late 1970's. In FY 2007, the Manchester Health Department provided case management services to families of 35 children newly diagnosed with lead poisoning, and to families of an average of 81 other children who were already receiving lead exposure reduction education and surveillance. Case management involves coordinating, providing and overseeing the services required to reduce children's elevated blood lead levels to below the level of concern i.e. below 10 µg/dL. This is done through timely, ongoing communication and problem solving with the child's caregivers and health care providers, and other community services. Between January 2007 and March 2008, 362 home visits were made to families of children poisoned by lead.

2. Outreach and Education

Manchester Health Department contracts with The Way Home to provide peer education to families at risk for lead poisoning. In FY 2008, 29 families were provided with timely in-home education, visual hazard inspection, and supplies for lead dust clean-up. Through the HUD Lead Hazard Reduction Demonstration Program, an additional 3,500 community members will be educated about lead hazards through seminars, community events, health fairs and targeted mailings.

The City's Community Improvement Program manages the Lead Hazard Control Programs, monitors compliance with regulations, and insures consistency with the City's 2005 Consolidated Plan, Annual Action Plans and Impediments to Fair Housing Plan.—The City of Manchester is committed to supporting and expanding its Lead Programs.

With additional HUD funding and on-going funding commitments through the City budget, measures resulting in increased lead poisoning prevention and the elimination of lead based paint hazards will continue. Children in the City of Manchester are still at high-risk of lead poisoning. In calendar year 2007, 2.0% of Manchester children under age 6 screened for lead poisoning were found to have newly confirmed blood lead levels  $\geq 10\mu\text{g/dL}$ , compared to the state average of 1.1%<sup>1</sup>. Manchester has the second highest rate among eight (8) high-risk New Hampshire cities. Our community will bear the impact of these poisonings in the form of increased educational costs, and decreased productivity and lifetime earning potential, for many years to come.

Increasing primary prevention and elimination of the lead hazards is Manchester's solution, and will generate cost-savings for our community.

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<sup>1</sup> NH Department of Health and Human Services, NH Childhood Lead Poisoning Prevention Program. New Hampshire Blood Lead Surveillance Data, 2007. March 2008.

## ANTI-POVERTY STRATEGY

This section consists of actions and strategies to be implemented by the City that will result in the reduction of households with incomes below the poverty line, to the extent local efforts can effectuate a change.

While no single agency or office in the City of Manchester has overall charge of an “anti-poverty strategy”, many programs operate under the premise of mitigating the cause of poverty, and making significant, permanent improvements in the lives of low and very low-income residents. It is also clear that the effort to increase the supply of affordable housing, services and jobs is an important part of an anti-poverty strategy. The lack of sufficient affordable housing in any community contributes to the economic difficulties of individuals or families who can barely afford – or who cannot afford – shelter. Conversely, when low or very low-income individuals are expending no more than thirty percent of their income on housing, they presumably have the ability to pay for other essential needs, such as food, utilities and healthcare. Thus, the City’s and agencies’ programs and policies address the spectrum of issues often facing the poor or near poor in our society.

Other efforts to reduce poverty, administered by various local human service agencies include:

### **Emergency and Crisis Oriented Services:**

Health Services  
Nutrition  
Energy Assistance  
Domestic Violence Prevention  
Drug and Substance Abuse Treatment  
Crime Prevention  
Immigrant & Refugee Services

Counseling  
Affordable Housing  
Child Development Programs/Day Care Services  
Elderly Services  
Mental Health and Mental Retardation Services  
Veterans Services  
Rehabilitation Services  
Recreation Programs  
Youth Services

### **Comprehensive Program Services:**

Employment and Skills Training  
Vocational and Remedial Education  
Budgeting and Personal Finance  
New Citizen Assimilation Initiatives

Illustrative Examples of the City’s efforts to reduce poverty appear below:

**Housing: Affordable Homeownership programs**

The efforts of the Community Improvement Program and its subrecipient agencies to develop additional affordable housing, promote homeownership and to provide transitional housing also contributes to the anti – poverty strategy. Subsidies and low-interest loans for rental housing, homeownership and rehabilitation programs allow low-income families to obtain quality housing without expending the majority of their income.

The New Hampshire Community Loan Fund, the New Hampshire Housing Finance Authority, Neighborworks Greater Manchester and others make thousands of dollars in interest subsidy and mortgage financing available each year to low-income renters who are seeking to purchase their first homes. Homeownership is commonly perceived as a possible route toward financial stability. In addition to the programs offered by these agencies, private lenders throughout New Hampshire are making special efforts to approve mortgage loans to lower income households.

**Public Housing:** The availability of public housing allows many individuals and families to live in safe, adequate housing for a reasonable rent. Manchester Housing and Redevelopment Authority operates 1,271 units of Public Housing and manages 1,813 units of Housing Choice Voucher (formerly Section 8) assisted housing.

**Homeless Prevention Program:** Several human service agencies provide services intended to keep individuals or families from becoming homeless. With the support it receives from the Community Improvement Program, The Way Home assists vulnerable families at risk of homelessness by providing services such as tenant/landlord mediation, housing counseling, security deposits and transitional housing. The prevention of homelessness is a central piece of the City’s anti-poverty efforts.

**Shelters and Services:** Manchester’s comprehensive shelter system provides a variety of services designed to transition individuals back to permanent housing. Services commonly include but are not limited to the following: adult literacy programs, job training, GED courses, parenting education and the treatment of substance abuse. In addition, many shelters have secured additional funding through federal and foundation grants to provide transitional living skills in the shelters programs.

Manchester Housing and Redevelopment Authority (MHRA) continues to operate a Housing Choice Voucher Family Self-Sufficiency (FSS) Program. In partnership with Families in Transition, MHRA’s FSS strategy links affordable housing to job training and higher education. It also recognizes that it is important to provide focused, coordinated services to low-income clients, rather than simply providing a “poverty cushion”. Participants in the Family Self-Sufficiency Program enroll for a period of five years. They agree to become free of public assistance and achieve economic independence.

**Economic Development:** Programs supported by Community Development Block Grant Funds, including the Section 108 loan program and the Revolving Loan Fund Program, have prioritized

the expansion of economic opportunities emphasizing the retention or creation of permanent jobs with a wage adequate to allow greater individual self-sufficiency.

Also, the City's Neighborhood Revitalization Strategy Area and Neighborhood Pride Initiatives emphasize the need for business location and investment in targeted areas. In the coming year, the Manchester Community Resource Center will provide employment-related services to 930 individuals residing in the inner City. The designation of the Neighborhood Revitalization Strategy Area supports the premise that selected neighborhoods in the City's urban area can become centers of renewed economic activity and job creation for area residents.

**Healthcare:** As medical costs can often be an extraordinary expense for those least able to find consistent affordable healthcare, the City supports projects like the Pharmaceutical program operated by the Manchester Community Health Center and the Clinic Services provided by Child Health Services. The Manchester Health Department also provides comprehensive healthcare service to those individuals who cannot access traditional services.

**New Citizen Assimilation Initiatives:** Due to Manchester's designation as a refugee destination, several new issues have surfaced with reference to this population's access to services and assimilation to a new lifestyle. Funding has been committed as a part of the 2008 Community Improvement Program for both the Planning and Health departments to provide essential services to immigrants and refugees that are coming to Manchester.

## **LOCAL GOALS, PROGRAMS AND POLICIES FOR THE REDUCTION OF POVERTY**

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Efforts to reduce or eradicate poverty must be designed to impact the underlying causes of poverty. These programs should ultimately make significant and permanent improvements in the lives of the extremely low and very low-income residents to be considered effective. Strategies aimed at increasing their ability to earn income are essential. Job training and education, healthcare, provision of daycare for single parents and transportation to work all need to be a part of this effort to be effective. Providing affordable housing also plays a role.

### **Program Elements**

The City's strategies in 2008-2009 to assist in the effort to eliminate conditions that foster poverty include the following (both City Cash, AHT, HOME and CDBG):

VNA Daycare Program: provides child daycare services to qualified families, thus allowing parents to work or receive employment training - \$40,000  
Planning & Health Departments – New Citizen Assimilation Initiatives – funding to facilitate assimilation of Manchester's newest immigrants and refugees into the community - \$48,000  
Support for the Pharmaceutical Program and Part-Time Pharmacy Program Coordinator (Community Health Center) - \$57,800  
Center City Disease Prevention – Community health advisors to work with school nurses and community health staff to improve health of Center City residents - \$15,000  
Child Health Services Health Clinic - \$120,000  
Manchester Community Resource Center Workforce Development - \$70,000  
Neighborworks Greater Manchester, Inc. Housing Initiatives - \$272,623  
Planning Department Neighborhood Pride Initiatives - \$110,000  
Planning Department Housing Initiatives - \$573,754

The City addressing issues of homelessness and homeownership through its homeless and housing strategies respectively will complement supportive Services. The City is also coordinating these efforts as part of an overall strategy, including economic development projects for the retention and creation of jobs.

In addition to housing and economic development programs, other activities such as infrastructure repairs, park improvements and maintenance and crime patrols will be included as part of the City's strategy to assist those in economically distressed neighborhoods. The key strategies of the Community Improvement Program include efforts to improve the lives of the City's poorest residents. The strategies will focus on sustained economic development, job creation, job training and education, improved social and other support.

### **Institutional Structure**

The institutional structure for housing in Manchester, other than those of the CIP staff and two local nonprofit housing providers, primarily involves Manchester Housing and Redevelopment Authority (MHRA).

MHRA was established by state statute as the local housing authority and the redevelopment agency for the City. Five commissioners who are appointed for staggered five-year terms by the Mayor govern the Authority. MHRA owns and manages 1,271 units of family and elderly housing in various sites throughout the City. It also administers 1,813 units of rental assistance under its Housing Choice Voucher (HCV) Program.

MHRA's South end Latchkey/Youth Opportunities Program provides organized educational and recreational activities for low-income youth primarily in public housing. The program serves approximately 200 youth ages 3-21 annually, and includes the South end Latchkey Program and a summer day camp as well as after school and evening programs offering educational, recreational and athletic opportunities.

MHRA also provides Congregate Housing Services (CSP) using State and Federal funds. Five CSP sites provide 117 elderly and disabled persons with meals, housekeeping, health information, personal care assistance and case management to maintain independence. Additionally, 71 units of low income housing tax credit/site based HCV housing with supportive services for the elderly and persons with disabilities have been developed within the past five years.

In its Family Self-Sufficiency Program, MHRA works with HCV households to achieve economic independence and to facilitate access to supportive services that include childcare, transportation, self-employment training and personal career development.

MHRA's Homeownership program allows eligible Housing Choice Voucher residents to use their assistance toward the purchase of a home in MHRA's jurisdiction. Families who participate in this program must be first-time homebuyers and must attend and complete a homeownership and housing counseling program. Successful residents may use their HCV toward payment of the mortgage for up to 15 years, depending on the term of the original mortgage. Since the beginning of the program 18 families have participated.

### **Addressing Obstacles to Meeting Under Served Needs**

Once again, this is an area where the continued efforts of the Community Improvement Program and the human service agencies are coordinating resources to respond to the housing and service needs of disabled populations. The obstacles in this area are similar to those identified in the other priorities, i.e. avoiding the concentration of housing for this population in any one area, but instead, assessing housing needs and resources on a citywide basis; assuring that housing location and access to services are considered and addressed in any undertaking; working with non-profit agencies dealing with persons with disabilities to build awareness of needs and encouraging the community to accept what some may view as nontraditional housing.

Additional discussion for addressing obstacles to meet under served needs is provided in the following sections "Removing Barriers to Services", "Removing Barriers to Affordable Housing" and the "Anti-Poverty Strategy".

## **Coordination Between Agencies**

The coordination of efforts between MHRA which administers local housing resources, local non-profits such as NGM, The Way Home, Families In Transition, Helping Hands and New Horizons along with other service providers in the community is emphasized. Representatives of the organizations mentioned above are also active in the Greater Manchester Association of Social Service Agencies, the Continuum of Care and other coalitions.

MHRA is active in coordinating with a number of partner agencies to provide programs to assist low-income families to become economically self-sufficient. Programs mobilize a wide array of area resources to remove barriers to economic self-sufficiency for public housing residents. In concert with its partner agencies, MHRA promotes school to work and welfare to work training and transition.

The Manchester Area Continuum of Care Coordinating Council (MAC4) exists to promote coordination between Manchester's homeless service providers and other community leaders in the ongoing development of a comprehensive system of care. MAC4 will help in the coordination and use of community resources to prevent homelessness by helping families and individuals move from homelessness to successful placement in permanent housing.

## **Objectives**

The following is a list of the objectives of the Continuum of Care Council:

- Housing and service needs of the homeless and those at risk of being homeless are identified with information from homeless and at risk individuals and the people working with them. Information and needs identified through this process are included in a community – wide needs assessments and planning process.
- Issues concerning the effective development and achievement of the Manchester Area Continuum of Care are brought before the Low-Income Housing Network, Greater Manchester Association of Social Agencies, Recommendation Committee for Elderly Services and other community groups.
- Housing and service providers will work together to reduce service barriers, maximize effectiveness of existing services and identify any gaps in the service continuum that could be addressed by existing programs or through the creation of new programs.
- An up-to-date, comprehensive housing and service resource information and referral clearinghouse is developed and maintained.

The Community Improvement Program Staff of the City interacts with these agencies and other providers such as the New Hampshire Housing Finance Authority and Mental Health Center of Greater Manchester. In addition to these efforts, the implementation of the Manchester Community Resource Center where residents can receive information and referral to

employment, education and social service programs is another example of the coordination between agencies. This coordination among agencies to carry out family support programs, such as parenting skills and family counseling, domestic violence and substance abuse prevention/intervention, daycare, teen pregnancy prevention and food and nutrition will work to strengthen the efficiency and delivery of services.

The City, through the Community Improvement Program, will continue to consult with housing and service providers regarding programmatic and funding needs and how to improve programs supported by City resources in addition to other sources.

## **PUBLIC COMMENTS ON THE ACTION PLAN**

Several written comments on the Action Plan were received and they have been included as a part of this document. In addition, attendees at the public meetings held on January 16, 2008, January 17, 2008 and May, 2008 made considerable verbal comments. At each Public Hearing a handout detailing the sources and the distribution of Federal funding received from the U.S. Department of Housing and Urban Development was provided to the citizens in attendance. A copy of the document has been provided as a part of the record.

### **January 16, 2008 – Public Hearing**

**Todd Fleming – CIP Senior Planner** – Todd Fleming opened the hearing by presenting a brief overview of the Community Improvement Program and the Federal funding which is distributed to the City by the U.S. Department of Housing and Urban Development. The presentation included a description of eligible activities and a breakdown of how Federal funding has been distributed in the past. As a part of the Consolidated Planning process, the City utilizes public input to determine how entitlement funding is distributed. Funding sources that were discussed included, CDBG, HOME, ESG, Section 108 and City cash. Mr. Fleming also let the public know that there would be another opportunity to comment on the Action Plan at the Public Hearing that will take place upon submission of the Mayor's presentation of the 2009 Community Improvement Program to the Board of Aldermen. At the conclusion of the presentation, the hearing was opened up for public comment. A synopsis of comments is as follows:

**Anne Phillips – Child Health Services** – Anne Phillips, executive Director of Child Health Services spoke in support of her agency's request for CIP funding. She stated that her agency's mission is to provide primary health care to children living in poverty. Child Health Services provided health care to 1200 children in 2007 and expects that number to increase by 200 to 300 children during the next two years.

**Rob Wagner – Home Health and Hospice Care** – Rob Wagner spoke in support of Home Health and Hospice Care's request for CIP funding. Mr. Wagner indicated that NH is one of only three states that does not provide a Medicaid hospice benefit. Home Health and Hospice Care provides hospice services to individuals who cannot afford it.

**Diane Mercier – Boys and Girls Club** – Diane Mercier a parent with children participating in the Boys and Girls Club spoke in support of the organization's request for CIP funding. The Boys and Girls Club is seeking CIP support to increase the size of their facilities in an effort to serve additional children.

**Arturo Vasquez – City Year NH** - Arturo Vasquez, a City Year volunteer spoke in support of non profit organization funding. Mr. Vasquez described City Year's activities including the Hillside Mentoring Program as well as the Young Heroes Program. Arturo urged the City to continue supporting his organization's activities.

**Sherri Goulet -YMCA** – Sherri Goulet, Director for Community Outreach for the Greater Manchester Family YMCA discussed the Youth Opportunities Unlimited Program. Ms. Goulet stated that the program currently operates at the Beech Street and Wilson Street schools and provides services to low and very low income children. The program has been offered for the last sixteen years and is currently serving 130 at risk youth. Ms. Goulet stated that CIP support is necessary to continue the operation of the program.

**Kathy Vachon – Court Appointed Special Advocates** – Kathy Vachon, a representative of the Court Appointed Special Advocate (CASA) program spoke in support of her organization’s request for CIP funding. Ms. Vachon stated that CASA recruits and trains citizen volunteers that work in the Court system to advocate for children who are involved in abusive neglect cases. CIP funding is used to recruit additional volunteers in order to assign a CASA representative to every child that is involved in the court system. Ms. Vachon thanked the City for the CIP funding that the organization has received in the past and requested continued consideration of the funding that is being requested for the next cycle.

**Gary Frost – Boys and Girls Club** – Gary Frost, Executive Director of the Boys and Girls Club in Manchester spoke in support of his organization’s request for CIP funding. Mr. Frost stated that CIP funding would be used to expand the club’s facilities in an effort to serve additional youth. Expansion of the Union Street facility will increase the daily number of children served from 300 to 450. Mr. Frost also indicated that the cultural diversity of club’s membership has changed significantly. Ten years ago, ninety seven percent of the membership was white, today fifty seven percent of the membership is white. This has had a positive impact on the club. Mr. Frost also discussed the positive impacts that the Boys and Girls Club has had on teenage pregnancy rates as well as teenage crime rates. Statistics have shown that Boys and Girls Club members are not involved in teenage pregnancy or crime. Boys and Girls Club activities keep at risk youth off the streets during the key hours between 3:00 P.M. and 6:00 P.M.

**Steve McMann – Boys and Girls Club** – Steve McMann, Board President of the Boys and Girls Club also spoke in support of the organization’s CIP request.

**Marif Metoybr – Manchester Multicultural Festival** – Maria Metoybr spoke in support of the Manchester Multicultural Festival. The organization is seeking CIP funds to finance a portion of the costs associated with holding the festival. The purpose of the festival is to provide an opportunity for the old residents of the City (French Canadian, Irish, Italian, Lebanese, etc.) to meet some of the newer residents (Vietnamese, Bosnian, Somali, Sudanese, etc.) to help promote the knowledge of other cultures.

**Meghan Brady – St. Joseph Community Services** – Meghan Brady, Executive Director of St. Joseph Community Services requested CIP funding to support the operation of the Manchester Meals on Wheels Program. Ms. Brady stated that the Meals on Wheels program provides over 1400 meals a day. In addition, Ms. Bradey stated that ninety two percent of the individuals that are served in Manchester live alone. According to another survey, forty percent of the elderly living in Manchester stated that they did not have enough money to pay for food.

**Dottie Gove – Child and Family Services** – Dottie Gove, representing Child and Family Services discussed her agency's CIP request for funding to support the Homemaker program. She described her involvement with one of her agencies clients and the services that are required to meet this individuals needs. In addition to the services that Child and Family Services provides, her client also requires services from a number of Manchester's social service agencies that are represented at tonight's meeting. Services to clients include home cleaning, laundry, grocery shopping, meal planning, cooking, etc. Services are going to be expanded to include nursing care. Ms. Gove also indicated that there are 25 qualified individuals who are currently on the waiting list. CIP funding allows Child and Family Services to serve individuals who would otherwise not receive such services.

**Michallene Hooper – City Year** – Michallene Hooper spoke in support of her organization's request for CIP funding to operate the Young Heroes program. She described the Young Heroes AmeriCorps program as a service learning initiative where five to ten youth work in teams on projects for ten-month periods. The organization also works with the immigrant youth population in an effort to assist them with the transition into our culture.

**Gale Starr – Child and Family Services** – Gale Starr of Child and Family Services commented that the City has a good continuum of services that work well together. Ms. Starr also spoke in support of her organization's request for CIP funding for Runaway and Homeless Youth program. She stated that CIP funding is very important because it leverages additional federal grant dollars. Ms. Starr stated that the Runaway and Homeless Youth program provides services to 2000 youth annually. The intent of the program is to provide this youth with the necessary skills that will allow them to live independently and become productive citizens. Ms. Starr also discussed the Point In Time Count taking place on 1/30/08 to count homeless individuals. Vickie Lora a colleague of Gale Starr, described the services provided at the agency's drop in center and stated that 130 to 170 youth benefit on a daily basis.

**Hollis McGuire – NH Small Business Development Center** – Hollis McGuire requested CIP support for the operation of the Small Business Development Center. The Center works to stabilize and fix businesses to retain jobs and to create jobs. It is a twenty five year program audited by the Small Business Administration. CIP funding leverages additional funding from other financing sources and is used to provide counseling to Manchester businesses that are struggling.

**Bill Zacakotas – Liberty House** – Bill Zacakotas, Program Director of the Liberty House spoke in support of his agencies request for CIP funding. Mr. Zacakotas described the Liberty House as a transitional housing facility for homeless veterans. He stated that the facility would receive operational support from the Veterans Administration as soon as the building is in compliance with minimum standards. The City's CIP funding would be used to complete the improvements necessary to bring the building up to minimum standards. Mr. Zacakotas described the growing demand for his organization's services as well as some of the disorders that veterans are afflicted with.

**Richard Trombley – Manchester Citizen** – Richard Trombley, a citizen of Manchester and a veteran suffering the effects of Post Traumatic Stress Disorder spoke in support of Liberty House’s request for CIP funding.

**Robert Dionne – Majestic Theater** – Robert Dionne, Executive Director of the Majestic Theater spoke in support of his organization’s request for CIP funding. Mr. Dionne stated that the Majestic Theater operates a community arts center on the west side. The center provides services to youth that are interested in theater arts. He also stated that 80% of the kids participating in programs receive scholarships. Mr. Dionne also spoke in support of the Art Trolley.

**Nicole DeBernedetto – Big Brothers Big Sisters** – Nicole DeBernedetto, a representative of Big Brother Big Sisters of Manchester spoke in support of her organization’s request for CIP funding. The program is a one-to-one long-term mentoring relationship program that is managed by trained professionals. She also stated that the program is saving the City money as a result of keeping at risk youth out of trouble.

**Todd Fleming – CIP Senior Planner** – There being no further comments, Todd Fleming described the City of Manchester’s Community Improvement Program process and the increasing demand for both Federal and City funding. Mr. Fleming also urged the public to submit their written comments to the City of Manchester’s Planning Department. At that point, the public hearing was concluded.

### **January 17, 2008 – Public Hearing**

**Meena Gyawali – CIP Senior Planner** – Meena Gyawali opened the hearing by presenting a brief overview of the Community Improvement Program and the Federal funding which is distributed to the City by the U.S. Department of Housing and Urban Development. The presentation included a description of eligible activities and a breakdown of how Federal funding has been distributed in the past. As a part of the Consolidated Planning process, the City utilizes public input to determine how entitlement funding is distributed. Funding sources that were discussed included, CDBG, HOME, ESG, Section 108 and City cash. Ms. Gyawali also let the public know that there would be another opportunity to comment on the Action Plan at the Public Hearing that will take place upon submission of the Mayor’s presentation of the 2009 Community Improvement Program to the Board of Aldermen. At the conclusion of the presentation, the hearing was opened up for public comment. A synopsis of comments is as follows:

**Nick Vailas – Boys and Girls Club** – Nick Vailas, the Boys and Girls Club Capital Campaign Chairman spoke in support of the organization’s request for CIP funding. Mr. Vailas stated that the goal of the capital campaign is to expand the reach of the Boys and Girls club to additional youth in the community. The proposed expansion would include renovating existing buildings and constructing new facilities. Finally, Nick discussed the history of the Boys and Girls club and the socio-economic make up of the youth that attend the Club’s programming. Mr. Vailas stated that the Boys and Girls Club is a great place to assimilate and keep youth off the streets.

**Ken Snow – Mental Health Center of Greater Manchester** – Ken Snow and Mary Ann Dotx of the Mental Health Center of Greater Manchester discussed their organization’s CIP request to support the Coach program. The Coach program advocates for children that have mental health issues. Ms. Dotx serves as the advocate for these children. Mr. Snow stated that the funding sources for this program are no longer available and with out CIP funding the Coach program would be discontinued.

**Eric Hopkins – City Year NH** – Eric Hopkins, Program Manager for City Year NH spoke in support of youth programs operating in Hillside Middle schools. City Year is seeking CIP funding to expand services into additional schools as well as the Young Heroes program. Currently City Year NH is serving 100 youth in the Manchester school system.

**Ed George – Manchester Community Health Center** – Ed George, Chief Executive Officer of Manchester Community Health Center spoke in support of his agency’s funding request. Mr. George stated that most of MCHC’s clients do not have health insurance and therefore cannot afford to purchase prescription medications. In addition to the medications that MCHC purchases, over \$1,000,000 of pharmaceutical samples are also distributed to clients. MCHC has a contract with Rite Aid Pharmacy to provide medications to it’s clients. Mr. George also noted that MCHC is moving to the Dunn Furniture Building and as a result of the relocation, the center will increase the number of individuals served from 6,500 to 8,000.

**David Deziel – Micro Credit - NH** – David Deziel, Director of Micro Credit – NH described the programming supported with CIP funding. Mr. Deziel stated that Micro Credit - NH works with the NH Community Loan program to provide business education, business training, peer group networking, marketing support and access to capital. The focus of the organization is to provide services to low and moderate income households. The organization has been operating in Manchester for the past several years and would appreciate the continued support of the City. CIP funding would be used to provide services to 40 individuals resulting in the creation of five full time jobs.

**Heather Weste – Families In Transition** – Heather Weste, a representative of Families In Transition spoke in support of the non profit organization’s activities. Ms. Weste stated that Families In Transition currently operates 140 units of housing and that as a result, 250 individuals were served in 2007. Families In Transition provides transitional and permanent housing to individuals who are at risk of becoming homeless. Ms. Weste stated that her agency received 3700 referrals during the last fiscal year. 2200 of the referrals involved children.

**Christina Tarness –VNA Child Care** – Kristina Tarness stressed the importance of the availability of good quality childcare facilities in Manchester. Childcare facilities allow parents to work and generate income positively impacting Manchester’s economy. Basic services benefit 200 children per day and include medical and dental care as well as meals and diapers. Ms. Tarness also urged the City to continue to support the operation of the VNA Child Care Center.

**Michael Pearson – Boys and Girls Club** – Michael Pearson, a board member spoke in support of the organization’s request for CIP funding. The Boys and Girls Club is seeking CIP support to increase the size of their facilities in an effort to serve additional children.

**Renie Denton – Manchester Community Resource Center** – Renie Denton, Executive Director of MCRC spoke in support of her agency’s request for CIP funding. Ms. Denton discussed various employment training opportunities provided at MCRC including; job readiness program for refugees, job retention services, GED preparation and the Rapid Refund Tax Preparation Program.

**Ally McNair – Manchester Multicultural Festival** – Ally McNair spoke in support of the Manchester Multicultural Festival. The organization is seeking CIP funds to finance a portion of the costs associated with holding the festival.

**Christine Lavallo – NH Legal Assistance** – Christine Lavallo, an attorney with NH Legal Assistance spoke in support of her organization’s CIP funding request. The organization is a state wide non profit civil legal law firm. NH Legal Assistance provides free legal services for low income and elderly persons around housing and benefits issues. She stated that CIP funds would be used to conduct six to eight educational forums. The forums would provide information on housing discrimination and tenant rights.

**Meena Gyawali – CIP Senior Planner** – Meena asked for input on upcoming needs in the community. Comments from the public included the following subjects: Meeting the demands associated with providing services to children with special needs (learning disabilities, mental health etc.), homelessness resulting from foreclosures and Transitional youth aged 16 to 24 are not receiving needed services. There being no further comments, Meena Gyawali described the City of Manchester’s Community Improvement Program process and the increasing demand for both Federal and City funding. Ms. Gyawali also urged the public to submit their written comments to the City of Manchester’s Planning Department. At that point, the public hearing was concluded.

**April 28, 2008– Public Hearing** – Minutes have not been transcribed by the City Clerks Office at this time.

**City of Manchester  
2008 Annual Action Plan  
HUD Citizen Participation  
Program Overview**

The City of Manchester is conducting public informational meetings to solicit citizen comments on the planned expenditure of approximately \$2,801,730 of grant funds to be received in 2008 from the United States Department of Housing and Urban Development (HUD). These meetings are being held in order to provide City residents an opportunity to comment on the planned expenditure of the FY 2008 HUD monies to be allocated in the City's 2009 Community Improvement Program (CIP). These funds will be programmed for expenditure as a part of the City's fiscal year 2009 Community Improvement Program Budget effective July 1, 2008.

**It is anticipated that the City will receive funding from HUD for three specific Programs, the Community Development Block Grant Program (CDBG), the Home Investment Partnerships Program (HOME) and the Emergency Shelter Grants Program (ESG). For HUD FY 2008 it is estimated that Manchester will receive the following approximate appropriations:**

1.	CDBG -	\$1,902,214
2.	HOME -	\$817,488
3.	ESG -	\$82,028

In addition to the annual HUD appropriation, the City will also access funding from the sources detailed below:

1.	Section 108 -	\$4,128,000*
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\* (Section 108 allocation based upon available balance from 2002 HUD Entitlement)

Programs and projects to be funded with HUD monies as a part of the 2009 CIP will be consistent with the goals and objectives of the 2005 – 2010 Consolidated Plan and also identified in the City's 2008 Annual Action Plan.

A description of each program and eligible activities follows:

CDBG – CDBG funds may be used to carry out a wide range of community development activities directed toward revitalizing neighborhoods, economic development and providing improved community facilities and public services. All CDBG activities must primarily benefit low and moderate-income persons or aid in the prevention of slums and blight. CDBG funds may be used for activities, which include, but are not limited to the following:

- Acquisition of real property.
- Relocation or demolition.

- Construction of public facilities and improvements such as water and sewer facilities, streets, parks, neighborhood centers and the conversion of schools for eligible purposes.
- Public services, within certain limits.
- Rehabilitation of housing.
- Provision of assistance to profit motivated businesses to carry out economic development and job creation/retention activities.
- Job training and skill development for low and moderate-income individuals.
- Removal of architectural barriers to the disabled.
- General Neighborhood Revitalization

HOME – The HOME program helps to expand the supply of decent affordable housing for low and very low-income families. HOME funds may be used for activities that include, but are not limited to the following:

- Provision of incentives to develop and support affordable rental housing and homeownership affordability through the acquisition, new construction, reconstruction, or rehabilitation of non-luxury housing with suitable amenities.
- Provision of tenant-based rental assistance, including security deposits.
- Provision of reasonable administrative and planning costs.
- Provision of the operating expenses of community housing development organizations.

ESG – The ESG program provides funding for the rehabilitation or conversion of buildings into homeless shelters. It also funds certain related social services, operating expenses, homeless prevention activities, and administrative costs. ESG funds may be used for activities that include, but are not limited to the following:

- The conversion, major rehabilitation, or renovations to buildings as emergency shelters.
- Shelter operating expenses, essential services, or homelessness prevention activities.

Section 108 – This program is the loan guarantee provision of the CDBG program. Section 108 provides financing for economic development, public facilities and large-scale development projects. Section 108 funds may be used for activities, which include, but are not limited to the following:

- Economic development activities eligible under CDBG.
- Acquisition of real property.
- Rehabilitation of publicly owned real property.
- Construction, reconstruction, or installation of public facilities.
- Related relocation, clearance and site improvements.
- Payment of interest on the guaranteed loan and issuance costs of public offerings.
- Debt service reserves.

HUD funds may be used to finance a wide range of programs and projects not normally provided for through the City's property tax revenue derived City Budget. Past activities have included

affordable housing development, home ownership assistance, major infrastructure and public facility improvements such as reconstruction of streets, sidewalks and parks as well as the renovation of commercial properties. In addition, HUD funds have been used to provide needed public services including but not limited to; health care, day care, homelessness prevention, youth recreation and job training. The attached pie charts on the following pages describe how the HUD funds were distributed in the last fiscal year.

As a part of the City's development of the 2009 CIP budget, requests from City Departments and various community agencies and organizations have been recently received and are in the process of being reviewed for funding. This public informational meeting serves as an opportunity for the receipt of public input on the manner in which these funds will be allocated. Questions and comments on the status of the City's past and ongoing HUD programs may also be received and discussed. Therefore, Manchester Citizens are encouraged to present their comments or concerns at tonight's meeting or may submit written comments to the City Planning Department located at One City Hall Plaza.

**LEGAL NOTICE**  
(HUD FY 2008 Annual Action Plan)

The City of Manchester Community Improvement Program (CIP) Staff has prepared and will submit to the US Department of Housing and Urban Development (HUD) the City's Annual Action Plan for HUD FY2008. The Action Plan is an annual element of the five-year Consolidated Plan, which is a prerequisite for the receipt of Community Development Block Grant (CDBG), Emergency Shelter Grant (ESG), and HOME funding. The Action Plan for (HUD) FY 2008 includes the following: a basic CDBG Entitlement in the amount of \$1,845,692; an additional \$121,494 of projected program income/unprogrammed funds; HOME funds in the amount of \$798,754; an additional \$20,000 of projected program income/unprogrammed funds; and Emergency Shelter Grant funds in the amount of \$81,960; for a total of \$2,867,900. Submittal of the Action Plan will take place on or after May 13, 2008.

The Action Plan includes a number of activities that will primarily benefit low and moderate income City residents, either directly or indirectly. In accordance with HUD requirements a minimum of 70% of the beneficiaries of the programs and activities will be low and moderate income individuals.

Proposed activities encompass (1) Public Services Activities which include day care, health, youth, social services and neighborhood safety oriented programs; (2) General Municipal and Community Development Programs including neighborhood and housing revitalization, infrastructure improvements, park facility rehabilitation, lead paint hazard remediation, program and facility access for the disabled and economic development programs; and (3) Planning and Administration to include administrative costs for overall program activities and contingencies.

Copies of the draft Action Plan will be available for public inspection beginning on April 11, 2008 at the following locations during regular business hours:

Planning and Community Development Department, One City Hall Plaza, Manchester, NH;  
Manchester City Library, 405 Pine Street, Manchester, NH;  
West Side Library, 76 Main Street, Manchester, NH

Questions regarding the Action Plan may be addressed to CIP Manager Sam Maranto in the Planning and Community Development Department at 624-6530.

The public is encouraged to submit comments on the proposed Action Plan until May 12, 2008. Please submit written comments to the City of Manchester Department of Planning and Community Development, One City Hall Plaza, Manchester, NH 03101.

Signed: Robert S. MacKenzie, Planning Director  
Director of Planning and Community Development

**LEGAL NOTICE**  
(HUD Citizen Participation Meetings)

The City of Manchester Community Improvement Program Staff will be conducting two public hearings on FY2009/2010 Community Improvement Program (CIP) which includes funds allocated through the US Department of Housing and Urban Development, (US-HUD). The hearings will be held on Wednesday, January 16<sup>th</sup> at 7:00PM at the William B. Cashin Senior Center located at 151 Douglas Street Manchester and Thursday, January 17<sup>th</sup> at 7:00PM at the Manchester Community Resource Center located at 177 Lake Avenue Manchester. These meetings are being held in order to provide City residents an opportunity to comment on the expenditure of the Federal Fiscal Year 2008 HUD monies to be received by the City for expenditure beginning July 2008. These HUD funds include Community Development Block Grant, Home Investment Partnerships (HOME), and Emergency Shelter Grant Program monies.

Manchester Citizens, including public housing residents, public and private agencies, businesses and other interested parties are invited and encouraged to attend so they may voice their concerns and express their opinions on the priority needs of the Community. The topics to be discussed include housing, public infrastructure, environment, neighborhood investment & revitalization, education, public safety, recreation, economic development and the provision of social services.

The comments received at these meetings will assist CIP Staff in the development of the Annual Action Plan, an element of the five-year Consolidated Plan. The Action Plan and Public Hearings are mandated by the US Department of Housing and Urban Development as a condition of the receipt of funds from that Agency.

For further information, please contact CIP Program Manager Sam Maranto at the Manchester Planning and Community Development Department at 624-6530. Individuals requiring special accommodations for access to the hearings are requested to contact this Department at the above number at least 72 hours prior to the hearing.

Signed: Robert S. MacKenzie, Planning Director

## **CERTIFICATIONS**

In accordance with the applicable statutes and the regulations governing the Housing and Community Development Plan regulations, the jurisdiction certifies that:

**Citizen Participation --** It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

**Affirmatively Further Fair Housing --** The City continues to affirmatively further fair housing choices and will continue to update its analysis of impediments to fair housing choice within the jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis, and maintain records reflecting that analysis and actions in this regard.

**Anti-displacement and Relocation Plan --** It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24; and it has in effect and is following a residential anti-displacement and relocation assistance plan required under section 104(d) of the Housing and Community Development Act of 1974, as amended, in connection with any activity assisted with funding under the CDBG or HOME programs.

**Drug Free Workplace --** It will or will continue to provide a drug-free workplace by:

1. Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;
2. Establishing an ongoing drug-free awareness program to inform employees about -
  - (a) The dangers of drug abuse in the workplace;
  - (b) The grantee's policy of maintaining a drug-free workplace;
  - (c) Any available drug counseling, rehabilitation, and employee assistance programs; and
  - (d) The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
3. Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph 1;
4. Notifying the employee in the statement required by paragraph 1 that, as a condition of employment under the grant, the employee will -
  - a) Abide by the terms of the statement; and

- b) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;
5. Notifying the agency in writing, within ten calendar days after receiving notice under subparagraph 4(b) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the Federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;
  6. Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph 4(b), with respect to any employee who is so convicted -
    - (a) Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
    - (b) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;
  7. Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs 1, 2, 3, 4, 5 and 6.

**Anti-Lobbying --** To the best of the jurisdiction's knowledge and belief:

1. No Federal appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement;
2. If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and
3. It will require that the language of paragraph (n) of this certification be included in the award documents for all sub-awards at all tiers (including subcontracts, sub-grants, and contracts under grants, loans, and cooperative agreements) and that all Subrecipient shall certify and disclose accordingly.

**Authority of Jurisdiction** -- The consolidated plan is authorized under State and local law (as applicable) and the jurisdiction possesses the legal authority to carry out the programs for which it is seeking funding, in accordance with applicable HUD regulations.

**Consistency with plan** -- The housing activities to be undertaken with CDBG, HOME, ESG, and ADDI funds are consistent with the strategic plan.

**Acquisition and relocation** -- It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR part 24.

**Section 3** -- It will comply with section 3 of the Housing and Urban Development Act of 1968, and implementing regulations at 24 CFR Part 135.

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

Frank C. Guinta, Mayor

Title

## Specific CDBG Certifications

The Entitlement Community certifies that:

**Citizen Participation** -- It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

**Community Development Plan** - Its consolidated housing and community development plan identifies community development and housing needs and specifies both short-term and long-term community development objectives that provide decent housing, expand economic opportunities primarily for persons of low and moderate income. (See CFR 24 570.2 and CFR 24 Part 570).

**Strategy** -- It is following a current Consolidated Plan (or Comprehensive Housing Affordability Strategy) that has been approved by HUD.

**Use of Funds** -- It has complied with the following criteria:

1. Maximum Feasible Priority. With respect to activities expected to be assisted with CDBG funds, it certifies that it has developed its Action Plan so as to give maximum feasible priority to activities, which benefit low and moderate-income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include activities which the grantee certifies are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community, and other financial resources are not available);
2. Overall Benefit. The aggregate use of CDBG funds including Section 108 Guaranteed Loans during program year(s) July 1, 2008 - June 30, 2009 (a period specified by the grantee consisting of one, two, or three specific consecutive program years), shall principally benefit persons of very low, low and moderate income in a manner that ensures that at least 70% of the amount is expended for activities that benefit such persons during the designated period;
3. Special Assessments. It will not attempt to recover any capital costs of public improvements assisted with CDBG funding including Section 108 Loan Guarantee Funds by assessing any amount against properties owned and occupied by persons of low and moderate-income, including any fee charged or assessment made as a condition of obtaining access to such public improvements.

However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds.

The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108, unless CDBG funds are used to pay the proportion of fee or assessment attributable to the capital costs of public improvements financed from other

revenue sources. In this case, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds. Also, in the case of properties owned and occupied by moderate-income (not low-income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

**Excessive Force** -- It has adopted and is enforcing:

1. A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and
2. A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-violent civil rights demonstrations within its jurisdiction;

**Compliance with Anti-discrimination laws** -- The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 USE 2000d), the Fair Housing Act (42 USE 3601-3619), the Age Discrimination Act of 1975 (42 U.S.C. 6101-6107), Executive Orders 11063, 11625, 12138, 12432 and 12892, Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794), and implementing regulations.

**Lead-Based Paint** -- Its notification, inspection, testing and abatement procedures concerning lead-based paint will comply with §570.608;

**Compliance with Laws** -- It will comply with applicable laws.

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

Frank C. Guinta, Mayor

Title

## ESG Certifications

The Emergency Shelter Grantee certifies that:

**Major rehabilitation/conversion** -- It will maintain any building for which assistance is used under the ESG Program as a shelter for homeless individuals and families for at least 10 years. If the jurisdiction plans to use funds for purposes other than tenant-based rental assistance, the applicant will maintain any building for which assistance is used under the ESG Program a shelter for homeless individuals and families for at least 3 years.

**Essential Services** -- It will provide services or shelter to homeless individuals and families for the period during which the ESG assistance is provided, without regard to a particular site or structure as long as the same general population is served.

**Renovation** -- Any renovation carried out with ESG assistance shall be sufficient to ensure that the building involved is safe and sanitary.

**Supportive Services** -- It will assist homeless individuals in obtaining appropriate supportive services, including permanent housing, medical and mental health treatment, counseling, supervision, and other services essential for achieving independent living, and other Federal, State, local and private assistance.

**Matching Funds** -- It will obtain matching amounts required under 576.71 of this title.

**Confidentiality** -- It will develop and implement procedures to ensure the confidentiality of records pertaining to any individual provided family violence prevention or treatment services under any project assisted under the ESG Program including protection against the release of the address or location of any family violence shelter project except with the written authorization of the person responsible for the operation of that shelter.

**Homeless Persons Involvement** -- To the maximum extent practicable, it will involve, through employment volunteer services, or otherwise, homeless individual and families in constructing, renovating, maintaining, operating facilities, and providing services assisted through this program.

**Consolidated Plan** -- It is following a current HUD-approved Consolidated Plan.

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

Frank C. Guinta, Mayor

Title

## Specific HOME Certifications

The HOME participating jurisdiction certifies that:

**Tenant Based Rental Assistance** -- If the participating jurisdiction intends to provide tenant-based rental assistance:

The use of HOME funds for tenant-based rental assistance is an essential element of the participating jurisdiction's annual approved housing strategy for expanding the supply, affordability, and availability of decent, safe, sanitary, and affordable housing.

**Eligible Activities and Costs** -- it is using and will use HOME funds for eligible activities and costs, as described in 24 CFR 92.205 through 92.209 and that it is not using and will not use HOME funds for prohibited activities, as described in 92.214.

**Matching Funds** - It will obtain matching amounts required under 92.219 – 92.222 of this title.

**Appropriate Financial Assistance** -- before committing any funds to a project, it will evaluate the project in accordance with the guidelines that it adopts for this purpose and will not invest any more HOME funds in combination with other Federal assistance than is necessary to provide affordable housing;

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

Frank C. Guinta, Mayor  
Title

## Appendix To Certifications

### INSTRUCTIONS CONCERNING LOBBYING AND DRUG-FREE WORKPLACE REQUIREMENTS:

#### A. Lobbying Certification

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

#### B. Drug-Free Workplace Certification

1. By signing and/or submitting this application or grant agreement, the grantee is providing the certification.
2. The certification is a material representation of fact upon which reliance is placed when the agency awards the grant. If it is later determined that the grantee knowingly rendered a false certification, or otherwise violates the requirements of the Drug-Free Workplace Act, HUD, in addition to any other remedies available to the Federal Government, may take action authorized under the Drug-Free Workplace Act.
3. Workplaces under grants, for grantees other than individuals, need not be identified on the certification. If known, they may be identified in the grant application. If the grantee does not identify the workplaces at the time of application, or upon award, if there is no application, the grantee must keep the identity of the workplace(s) on file in its office and make the information available for Federal inspection. Failure to identify all known workplaces constitutes a violation of the grantee's drug-free workplace requirements.
4. Workplace identifications must include the actual address of buildings (or parts of buildings) or other sites where work under the grant takes place. Categorical descriptions may be used (e.g., all vehicles of a mass transit authority or State highway department while in operation, State employees in each local unemployment office, performers in concert halls or radio stations).
5. If the workplace identified to the agency changes during the performance of the grant, the grantee shall inform the agency of the change(s), if it previously identified the workplaces in question (see paragraph five).
6. The grantee may insert in the space provided below the site(s) for the performance of work done in connection with the specific grant:

Place of Performance (Street address, City, county, state, zip code)

Check  X  if there are workplaces on file that are not identified here; The certification with regard to the drug-free workplace required by 24 CFR part 24, subpart F.

7. Definitions of terms in the Non-procurement Suspension and Debarment common rule and Drug-Free Workplace common rule apply to this certification. Grantees' attention is called, in particular, to the following definitions from these rules:

"Controlled substance" means a controlled substance in Schedules I through V of the Controlled Substances Act (21 U.S.C. 812) and as further defined by regulation (21 CFR 1308.11 through 1308.15);

"Conviction" means a finding of guilt (including a plea of nolo contendere) or imposition of sentence, or both, by any judicial body charged with the responsibility to determine violations of the Federal or State criminal drug statutes;

"Criminal drug statute" means a Federal or non-Federal criminal statute involving the manufacture, distribution, dispensing, use, or possession of any controlled substance;

"Employee" means the employee of a grantee directly engaged in the performance of work under a grant, including: (i) All "direct charge" employees; (ii) all "indirect charge" employees unless their impact or involvement is insignificant to the performance of the grant; and (iii) temporary personnel and consultants who are directly engaged in the performance of work under the grant and who are not on the grantee's payroll. This definition does not include workers not on the payroll of the grantee (e.g., volunteers, even if used to meet a matching requirement; consultants or independent contractors not on the grantee's payroll; or employees of Subrecipient or subcontractors in covered workplaces).

## **Monitoring Standards & Procedures**

In 1975 the City of Manchester created the Community Improvement Program as a formal mechanism to deal with the receipt of various types of federal and state grants and programs.

The Community Improvement Program budget integrates the planning and policy considerations of a capital improvement budget with other community needs. Since its inception, the City, through CIP, has applied for and received several major grants both on an entitlement basis and through various competitive processes.

The City has demonstrated a capacity for administering all grants received, either directly or through a designated operating agency. In all cases of project implementation, the operating agency is provided with guidelines that must be followed and that cover all aspects of the project.

All applications for CDBG, HOME, ESG and if available ADDI monies shall be monitored for compliance with the strategy of the Consolidated Plan and all applicable federal, state and local laws and regulations. Compliance with the Consolidated Plan shall be a threshold criterion for all applications. Certificates of consistency with this plan will be only issued after a review of each proposed project has been completed.

In order to ensure compliance by the operating agency, the City Planning Department Community Improvement Program Staff uses its comprehensive project monitoring system to physically monitor construction activities. Through site visits and project progress reports, the CIP staff strives to ensure that all applicable regulations and procedures are complied with by the administering agency/department. A systematic monitoring of the projects further serves to assist the departments and administering agencies through an identification of problems and potential delays, and in the realization of the expected impact of their project within the schedules established at project inception. All HUD funded project Subrecipients shall be monitored a minimum of one time annually.

Grant funds will be requisitioned by the City in a manner designed to meet current cash needs only. It is the City's intent to continue to request a drawdown on the established Letter of Credit on a monthly basis in an amount necessary to reimburse subrecipients for work that is performed and has been verified by both our financial /monitoring staff.

All financial management systems shall be subject to rigorous accounting procedures including an annual audit in the case of CDBG, ESG, HOME and ADDI funds and periodic single program audits as currently required by Federal government regulations.

The CIP staff can audit and/or evaluate any CIP program or project if it is deemed necessary by the staff. All records, contracts, invoices and other pertinent material concerning the program or project are subject to on site review and scrutiny.

When the administrators of CIP are audited by outside entities on CIP programs or projects, the administering department or agency is required per contractual agreements to provide supportive information to satisfy these outside requests.

All CIP program and project files must record any evaluation or audit conducted by outside auditors. The evaluation and its outcome must be included in the office file.

The CIP staff's auditing team consists of two Senior Planners, a Planner II and a Planner I who divide the review of projects by certain "areas" as contained in the CIP plan. These areas are: social services; education; public safety; parks and recreation; leisure; housing and community development; transportation; environment and infrastructure; and community management. A variety of funding sources are present in each area and the staff allocate their time depending on the level of accountability required by each funding source.

Monitoring is viewed by the CIP staff as an opportunity to further develop a partnership with the subrecipient or developer. The staff use these visits to discover if there are any phases of the program design that need to be revised. Such visits also offer the chance to lend technical assistance when needed and to further build the capacity of these entities.

Subrecipients and developers are judged on established performance measures that are laid out between the City and these entities through written agreements that establish clear performance milestones. The performance standards define: (1) how progress will be measured; (2) how accomplishments will be rewarded, e.g. continued or expanded funding for the activity, etc.; and (3) how sanctions may be imposed if necessary.

Monitoring is a continuing opportunity to modify and improve the quality of the service delivery system. When warranted, CIP staff establish periodic meetings to evaluate the progress of subrecipients and developers particularly when they undertake new programs and projects on behalf of the City.

Although the CIP program does not have a formal monitoring plan adopted, the collective experience of the staff provides a wealth of knowledge in the area of monitoring. The techniques for monitoring subrecipients are gleaned from hands on experience in the field with a variety of providers. Monitoring visits will be conducted annually and this does not take into account the ongoing meetings with providers to offer technical assistance and input. Interaction of staff with these same providers on a monthly basis as members of various community groups and committees also serves to reinforce our knowledge of their activities.

The CIP staff emphasizes monitoring the new subrecipients who may be unfamiliar with the reporting requirements. These subrecipients ultimately require much more technical assistance due to their unfamiliarity with the system and the unique federal requirements.

## Long Term Compliance

In order to ensure the long term compliance of existing and future housing projects that develop within the next twelve months, the City will rely on the staffs knowledge of the requirements associated with the HOME program so that projects funded directly with City grant monies are viable. Three methods will be used to ensure compliance. They are:

- \* Use of a written Subrecipient Agreement executed between the City and other entities;
- \* Monitoring of projects by CIP staff;
- \* Detailed recordkeeping on a program and project basis.

The Subrecipient Agreement executed between the City and its participating entities will serve as the benchmark for judging all future actions of that entity. Such an agreement will remain in effect for the period of affordability as determined by the amount of funds placed in each project.

As was previously mentioned, at least annually if not semi-annually, the City will monitor the performance of each subrecipient that administers or receives HOME, ADDI, CDBG, etc., funds. In terms of rental housing projects, the City will:

- \* Recertify tenant income;
- \* Review rent and utility allowances;
- \* Conduct on site inspections for compliance with Section 8 Housing Quality Standards (HQS):
  - annually for projects of more than four units;
  - once every two years for projects with 1 to 4 units.
- \* Review of the project owner's compliance with written agreements.

Many of these same procedures are being done by the CIP staff as per the terms of the agreements for the use of Housing Development Action Grant (HODAG) funds. During the late 1980's the City through a private developer and the local housing authority was able to successfully compete for these monies, and two projects were built. The long term monitoring requirements are a inherent function of the CIP office, and such reviews of tenant documentation are conducted on an annual basis.

All subrecipients through the written agreement are required to keep their internal project records for a period of three years. The CIP office also retains project records for a period of three years. Where a period of affordability applies, subrecipients and developers are required to retain the records for three years after the affordability period ends.

Records covering displacement and acquisition are also required to be retained for three years after the date persons who are displaced or three years from when the final acquisition payment is received, whichever is later.

The City of Manchester is an entitlement City and has used a substantial amount of its CDBG grant to fund housing rehabilitation programs. With the inception of Community Improvement Program (CIP) in 1975, the City of Manchester created a formal mechanism for dealing with the various types of federal and state grants. The CIP budget integrates the planning and policy considerations of a capital improvement budget with other community needs. Since 1975, the City, through CIP, has applied for and received several major grants both on an entitlement basis and through various competitive processes.

The City has demonstrated a capacity for administering all grants received, either directly or through a designated operating agency. In all cases of project implementation, the operating agency is provided with a list of guidelines that must be followed and that cover all aspects of the project.

All applications for CDBG, HOME, ESG and if available ADDI monies are monitored for compliance with the Consolidated Plan and all applicable federal, state and local laws and regulations. Compliance with the Consolidated Plan shall be a threshold criterion for all applications. Certificates of consistency with the Consolidated Plan will only be issued after vigorous review.

In order to ensure compliance by the operating agency, the CIP office will use its comprehensive project monitoring system to physically monitor construction activity. Through site visits and project progress reports, CIP staff will ensure that the administering agency/ department complies with all applicable regulations and procedures. The systematic monitoring of the projects further serves to assist the departments, through identification of problems and potential delays, in realizing the expected impact of the project within the schedules established at project inception.

Grant funds will be requisitioned by the City in a manner designed to meet current cash needs only. It is our intent to request a drawdown on the established Letter of Credit on a monthly basis to reimburse Subrecipient for work performed and verified by both our financial and monitoring staff.

All financial management systems shall be subject to rigorous accounting procedures including an annual audit in the case of CDBG, HOME and ESG funds and periodic single program audits as currently required by federal government regulations.

The CIP staff can audit and/or evaluate any CIP program or project if it is deemed necessary by the staff. All records, contracts, invoices and other pertinent material concerning the program or project is subject to on site scrutiny. When the administrators of CIP are audited by outside entities on CIP programs or projects, the administering department or agency is required to provide supportive information to satisfy these outside requests.

All CIP program and project files must record any evaluation or audit conducted by outside auditors. The evaluation and its outcome must be included in the office file.

## **Performance Measurement In Accordance With CPD Notice 03-09**

As a part of ongoing monitoring of entitlement funded activities, the City of Manchester has always evaluated the performance of City Departments as well as its Subrecipient. The City's existing performance measurement system evaluates compliance with the 2005 – 2010 Consolidated Plan, monitors expenditure rates on a project-by-project basis, evaluates resources leveraged by entitlement funding, measures project outputs in terms of beneficiaries and/or quantity of improved public infrastructure and compares the performance of Subrecipient to the performance of other Subrecipient. In accordance with CPD Notice 03-09, beginning in FY 04-05 the City of Manchester will document the performance of City Departments and Subrecipients by utilizing the Performance Measurement System that is outlined below:

### **City of Manchester HUD Entitlement Program Performance Measurement System**

- 1. Project Name –**
- 2. CIP # -**
- 3. IDIS # -**
- 4. Goal - The project or program is consistent with the following Consolidated Plan goal –**
- 5. Inputs – Resources dedicated to the Program –**
- 6. Activities – What the program does with the inputs to fulfill its mission –**
- 7. Outputs**
  - a. Expected units of accomplishment upon completion of project –**
  - b. Actual units of accomplishment upon completion of project –**
  - c. Total per unit cost of accomplishment –**
  - d. HUD funding per unit cost of accomplishment –**
  - e. Expected time of performance (months) –**
  - f. Actual time of performance (months) –**
- 8. Outcomes – Describe the benefits that have resulted from the program  
HOME - 24 CFR 92.254 –Qualification As Affordable Housing Homeownership –  
Recapture Provision**

In accordance with 24 CFR 92.254 of the HOME program requirements, the City of Manchester shall impose one of the recapture requirements outlined in 24 CFR 92.254 (a.)(5)(ii)(A)(1-3) (referenced below) or it’s own recapture requirement approved by the DHUD, to ensure that the City recoups all or a portion of the HOME assistance to the homebuyers, if the housing does not continue to be the principal residence of the assisted low-income family for the duration of the period of affordability determined by the City of Manchester. At a minimum the affordability period shall meet the requirements referenced in 24 CFR 92.254 (a.)(4) (referenced below). The recapture requirement shall be implemented in the form of a deed restriction that runs with the land for the duration of the affordability period.

24 CFR 92.254 (a.)

4. Periods of affordability. The HOME-assisted housing must meet the affordability requirements for not less than the applicable period specified in the following table, beginning after project completion. The per unit amount of HOME funds and the affordability period that they trigger are described more fully in paragraphs (a)(5)(i) (resale) and (ii) (recapture) of this section.

Minimum period of Homeownership assistance HOME amount per-unit affordability in years

Under \$15,000	5 Years
\$15,000 to \$40,000	10 Years
Over \$40,000	15 Years

5. Resale and recapture. To ensure affordability, the participating jurisdiction must impose either resale or recapture requirements, at its option. The participating jurisdiction must establish the resale or recapture requirements that comply with the standards of this section and set forth the requirements in its consolidated plan. HUD must determine that they are appropriate.

- (ii) (i) Recapture. Recapture provisions must ensure that the participating jurisdiction recoups all or a portion of the HOME assistance to the homebuyers, if the housing does not continue to be the principal residence of the family for the duration of the period of affordability. The participating jurisdiction may structure its recapture provisions based on its program design and market conditions. The period of affordability is based upon the total amount of HOME funds subject to recapture described in paragraph (a)(5)(ii)(A)(5) of this section.

- A. The following options for recapture requirements are acceptable to HUD. The participating jurisdiction may adopt, modify or develop its own recapture requirements for HUD approval.

1. Recapture entire amount. The participating jurisdiction may recapture the entire amount of the HOME investment from the homeowner.

2. Reduction during affordability period. The participating jurisdiction may reduce the HOME investment amount to be recaptured on a pro-rata basis for the time the homeowner has owned and occupied the housing measured against the required affordability period.
3. Shared net proceeds. If the net proceeds are not sufficient to recapture the full HOME investment (or a reduced amount as provided for in paragraph (a)(5)(ii)(A)(2) of this section) plus enable the homeowner to recover the amount of the homeowner's down payment and any capital improvement investment made by the owner since purchase, the participating jurisdiction may share the net proceeds. The net proceeds are the sales price minus loan repayment (other than HOME funds) and closing costs. The net proceeds may be divided proportionally as set forth in the following mathematical formulas:

$$\frac{\text{HOME Investment}}{\text{HOME Investment} + \text{Homeowner Investment}} \times \text{Net Proceeds} = \text{HOME amount to be recaptured}$$

$$\frac{\text{Homeowner Investment}}{\text{HOME Investment} + \text{Homeowner Investment}} \times \text{Net Proceeds} = \text{Amount to Homeowner}$$