

# TOWN OF MANCHESTER



## COMMUNITY DEVELOPMENT BLOCK GRANT ANNUAL ACTION PLAN

**OCTOBER 1, 2022 – SEPTEMBER 30, 2023**

# Executive Summary

## AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

### 1. Introduction

As an entitlement community for the federal Community Development Block Grant (CDBG) program, the Town of Manchester is required to prepare an Annual Action Plan for the use of CDBG funds. To be eligible for CDBG funding, a project must meet one of three national objectives: (1) be of benefit to low and/or moderate-income households, (2) work towards the elimination of slum and blight or (3) meet a particular urgent community development need.

This Annual Action Plan outlines Manchester's proposed investment of CDBG grant funds in the areas of housing, infrastructure, community development and public services. The town has \$548,291 in CDBG funds (\$523,502 entitlement and \$24,789 reprogrammed) available for projects and activities in the forty-eighth (48th) program year, which will run October 1, 2022 - September 30, 2023. The Town's Planning & Economic Development Department is the agency responsible for administering the CDBG program.

This Action Plan represents Year 3 of the 2020-2024 Consolidated Plan and will discuss objectives, funding levels, and specific projects and activities planned for this program year. Projects and activities described in this report were approved for funding by the Board of Directors after providing numerous opportunities for public participation and input.

### 2. Summarize the objectives and outcomes identified in the Plan

This could be a restatement of items or a table listed elsewhere in the plan or a reference to another location. It may also contain any essential items from the housing and homeless needs assessment, the housing market analysis or the strategic plan.

The Town's primary goal for the use of CDBG funding is to preserve, improve and revitalize our older neighborhoods, where housing and other needs are greatest and broadest, so they will continue to be livable and attractive places.

The Department of Housing and Urban Development (HUD) requires a focus on three particular outcomes to guide CDBG expenditures: Affordability, Availability/Accessibility and Sustainability. In order to create vibrant, healthy neighborhoods, provide opportunities for our residents and to meet HUD's desired outcomes, we will pursue these objectives by funding the following projects during the 48th program year:

## Affordability

- Maintain availability of affordable, safe and sanitary housing through: home repair, rehabilitation of owner- and renter-occupied units, accessibility improvements, addressing lead hazards and code enforcement. *Projects: Housing Rehab Program, Rebuilding Together Roofing Program, and CO Detector Program.*

## Availability/Accessibility

- Provide services to improve the health, well-being and economic position of low/moderate-income individuals and families. *Projects: Interval House East, Career Pathways to Employment.*
- Complete public improvements including but not limited to park and trail improvements, sidewalk replacement or installation and general streetscape improvements in low/moderate-income neighborhoods. *Projects: Hilliard St. Sidewalks.*

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

This is an evaluation of past performance that helped lead the grantee to choose its goals or projects.

Housing programs funded by CDBG have had a significant impact on the condition of affordable housing units – both renter- and owner-occupied - in Manchester. Rebuilding Together’s roofing program has filled a service gap by providing replacements for roofs in poor condition and, when needed, related chimney work. The program has been an important community resource and continues to maintain a waiting list.

The Housing Rehab Program’s general rehab portion continues to fill the need for addressing lead and code issues in lower-income Manchester properties, particularly in our older neighborhoods. Continued coordination with the Health Department ensures any cases of lead poisoned children are quickly referred to the Rehab Program or Connecticut Children’s Healthy Homes Program (CCHHP) with whom we frequently partner on lead projects. Unfortunately, due to a combination of limited contractor availability and soaring material costs, this program has not been as active during the current program year. The emergency replacement component has been vital to restoring heat and hot water to many homes with non-functioning systems. This program addresses issues that threaten the health and/or safety of a property’s occupants and provides flexibility to address a variety of issues, such as failing septic systems and compromised sewer lines.

Past performance of sub-recipients is reviewed when considering whether to fund a program again. Some programs may experience adjustments to their funding based on number of people served or whether the program spent all funding received during past program years. There has been turnover in public service sub-recipients as some have been phased out and new programs have the opportunity start or expand.

CDBG's impact on Manchester's low/moderate income households and neighborhoods has been significant. The town continues to use the needs and priorities identified in the Consolidated Plan as a guide when selecting programs to fund. Citizen participation and input is also always considered. There continues to be strong support for the various housing programs funded through CDBG.

#### **4. Summary of Citizen Participation Process and consultation process**

Summary from citizen participation section of plan.

The town followed their Citizen Participation Plan (CPP) during the formation of this year's Annual Action Plan. Efforts to foster resident and stakeholder input included the following:

##### Public Hearings

Two virtual public hearings were offered at the start of the planning process to gather opinions on previously funded programs, explain CDBG funding and provide residents an opportunity to suggest future projects and discuss community concerns.

##### Stakeholder Discussions

Each year, a memo is distributed to all department heads and members of the Board of Directors outlining funding availability and describing eligibility for CDBG funds. Recipients of this memo are encouraged to consider project requests received from the public that may be eligible for this funding stream and to develop applications that reflect identified needs. Information was also gathered during service provider meetings, including with the Manchester Community Services Council (MCSC) and the town's Continuum of Care (CoC) group during the planning process for this year's Action Plan.

##### Board of Directors Public Hearings

Public hearings were included as part of the Board of Directors' meetings in June and July to allow for public feedback on the General Manager's recommendations and the Board of Directors' Proposed Action Plan before the Plan was finalized.

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

This could be a brief narrative summary or reference an attached document from the Citizen Participation section of the Con Plan.

Public hearings and opportunities to participate in the planning process were broadly publicized. Despite this, there was very minimal participation in the meetings. Residents were also provided the opportunity to speak at each Board of Directors meeting when information about the plan was presented, yet no one chose to do so.

Minutes summarizing discussions from the virtual public hearings are located in the appendix.

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

All comments and views were accepted.

**7. Summary**

Given the ongoing threat of Covid-19, the Town of Manchester has incorporated safety precautions and adapted to ever-changing guidance to enable continued public input and provision of projects to benefit the town's low- and moderate-income residents. Participation in public meetings has increased with the incorporation of a virtual option so an online option continued to be offered while preparing this Action Plan.

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

- 1. **Agency/entity re**
- 2. **sponsible for preparing/administering the Consolidated Plan**

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

<b>Agency Role</b>	<b>Name</b>	<b>Department/Agency</b>
CDBG Administrator	Town of Manchester, CT	Planning and Economic Development Department

**Table 1 – Responsible Agencies**

**Narrative (optional)**

The Planning and Economic Development Department is responsible for administration of the town’s Community Development Block Grant funds. The department will also run the CDBG-funded Housing Rehabilitation program. Other activities are implemented by Town departments and nonprofit community organizations.

**Consolidated Plan Public Contact Information**

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Community Development Program Manager  
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## **AP-10 Consultation – 91.100, 91.200(b), 91.215(I)**

### **1. Introduction**

Manchester employs a variety of methods to solicit information and feedback from the general public and other stakeholders. In preparing this Plan, this included incorporation of the following methods: public hearings, consultation with the town's Continuum of Care, Housing Authority and Housing and Fair Rent Commission, and soliciting input from local officials, town departments and area nonprofits.

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

The Planning and Economic Department seeks to improve coordination of housing and human services providers through participation in the local Continuum of Care group, housing and social service forums, and the Manchester Housing and Fair Rent Commission. The Commission aims to promote the development and continued availability of affordable housing in Manchester and has ex-officio members including the housing authority's Executive Director and the Town's Planning and Human Services Directors.

The Manchester Community Services Council (MCSC) has operated since 1972 with the primary mission of determining needs, setting priorities and enhancing health and social services within the community. Their Executive Board and membership includes representatives from mental health and substance abuse organizations, child welfare groups, town government, the housing authority, the local hospital, and a variety of other groups as well as interested town residents.

Manchester Hospital runs a working group to address underlying issues faced by frequent users of hospital services. This group is one of about a dozen statewide hospital/community collaboratives known as Community Care Teams (CCT). CCT members also act as referral sources by educating participating groups about services and programs provided by their organization or department. Local CCT meetings attract about a dozen attendees each month including mental health providers, first responders, hospital staff, town staff and local social service providers. Ideally, the hospital or another member group identifies residents (with a signed Release of Information) who frequently visit the emergency room or rely on multiple healthcare providers and access points. The team creates a service plan in an effort to reduce service utilization. Effectiveness is measured by monitoring this plan and its impact on emergency room visits.

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

Manchester is part of the “Balance of State Continuum of Care”. Many years ago, however, the Town and its homeless service providers made a commitment to establish a "sub-CoC" representing those who serve Manchester’s homeless community. This local network provides the opportunity for Town staff, the public schools, local service agencies, and housing providers to meet each month to discuss issues of relevance. Members of this group include the Town's Community Development Program Manager and Senior Adult and Family Services (SAFS) Supervisor, staff from the Manchester Housing Authority, the local food pantry/soup kitchen, and representatives from housing agencies targeting persons with mental health diagnosis, chronically homeless persons, Veterans and formerly homeless.

Continuation of this localized CoC enables coordination of service delivery to homeless and at-risk households. Members share information about the availability of housing vouchers, shelter beds, and events such as job fairs, vaccination clinics and renter rebate events that benefit these populations. Shelter staff from a neighboring town are members and help provide a more regional approach to addressing homelessness. Participating Manchester Public Schools (MPS) staff work with at-risk youth and assist families with children impacted by homelessness. Other CoC members coordinate with MPS to connect these families with affordable housing, housing vouchers, mental health services and stabilization services.

Journey Home, a regional homelessness nonprofit, continues their work with the town’s Youth Service Bureau to evaluate and address youth homelessness in Manchester. Over the past year, they have run workshops to develop a solid foundation of community support for this initiative. They plan to expand their work over the coming year.

Last winter, Human Services and MACC worked tirelessly to offer hotel rooms to homeless individuals in need of shelter during the winter warming initiative. Participants were also connected with social services during their stay. Efforts to plan for this year’s winter warming initiative are already underway. Additionally, Manchester’s Board of Directors recently passed a resolution about homelessness, confirming a desire to address the issue, commit resources and challenging others to do the same. The resolution is included in the appendix.

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

The Town of Manchester does not receive ESG funds. Through our localized CoC, area nonprofits keep us informed of applications for and receipt of any ESG funds through the Balance of State CoC.

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



**Table 2 – Agencies, groups, organizations who participated**

1	<b>Agency/Group/Organization</b>	MANCHESTER HOUSING AUTHORITY
	<b>Agency/Group/Organization Type</b>	PHA
	<b>What section of the Plan was addressed by Consultation?</b>	Public Housing Needs
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Manchester Housing Authority was asked to provide and discuss their revised capital expense plan for the upcoming program year. They were also asked to provide information for the narrative portion detailing local housing authority initiatives, resources, etc.
2	<b>Agency/Group/Organization</b>	Manchester - Planning and Economic Development
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Affordable Housing and Zoning
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Discussion of AP-75: actions to remove or ameliorate public policies that served as barriers to affordable housing. Highlighted accomplishments at the state level that should allow for more equity in housing options.

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

According to FCC data, 100% of Manchester residents have access to two or more broadband providers and 99.98% have access to 3 or more providers. In addition, Governor Lamont announced a bill at the start of 2021 that would connect all Connecticut residents with high-speed Internet access by the Fall of 2022. The plan was for the permitting process to be expedited for providers so access can be provided to all. Therefore, no further consultation was needed.

See the narrative portion below for information about the town’s resiliency efforts.

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

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	Balance of State CoC	Shared goals of preventing and ending homelessness by connecting homeless residents with housing and social services.
Public Act 21-29 (HB 6107)	State Legislature	Updates to the state’s Zoning Enabling Act were pushed forward by DeSegregateCT. The Public Act legalized accessory apartments and advanced equity in zoning laws, among other successes.
Annual PHA Plan and Capital Fund Plan	Manchester Housing Authority	Both reports aim to provide and improve the quality of affordable housing for lower-income residents.
Sustainable CT Action Plan	Manchester Public Works	Required HUD reports fulfill the majority of affordable housing action plan tasks for the Sustainable CT plan, including the importance of a needs assessment and providing quality affordable housing for persons in all stages of life. Both reports emphasize affordability, sustainability and resiliency in the housing stock. The plans also both discuss impacts of zoning policy on affordable housing options.
Manchester Affordable Housing Plan	Town of Manchester	CT General Statutes 8-30j requires all municipalities to submit an affordable housing plan to the state by 2022. Manchester has written this plan to highlight ongoing efforts towards preserving affordable housing and outline new ways the town will try to ensure housing opportunities for all. This affordable housing plan will feature numerous housing efforts related to CDBG and the two plans will complement one another.

**Table 3 – Other local / regional / federal planning efforts**

**Narrative (optional)**

The Manchester Sustainability Commission consists of a diverse group of residents who "promote and encourage the development, implementation and interdepartmental integration of sustainability into all Town operations, both internally in government operations, as well as externally in community-wide efforts. The Commission works with agencies and organizations at the state, regional and local level to embed diversity, inclusion and equity into all sustainability topics and considerations for the Town." This Commission’s vision states: “A sustainable

Manchester integrates environmental and public health, community needs and economic well-being to weave sustainability into all town programs, serve as a model for other communities, and benefit all residents, **especially those most vulnerable to climate change.** Town staff for this Commission participate in Continuum of Care (CoC) and Manchester Community Services Council (MCSC) meetings to increase the Commission's awareness of lower-income and at-risk populations and how sustainability, resiliency and emergency management considerations can be incorporated into projects to serve the needs of these - and all - populations. The Town's Deputy Director of Public Works is leading the charge for the Town's sustainability measures. She is also coordinating the town's efforts to apply for and receive silver certification through Sustainable CT and hopefully achieve "Climate Leader Designation".

According to the Capital Region Council of Government's (CRCOG's) 2019 – 2024 Capitol Region Natural Hazard Mitigation Plan, hazard mitigation is addressed specifically in Manchester's Plan of Conservation and Development (POCD). The town is currently working on a POCD update and resiliency played a significant role in the discussions during the public input period. The closing session explored the idea of increasing connections between emergency management (during storms, power outages, etc) with public education and service provision. The concept of neighborhood centers that could serve as a public education location and emergency shelter site was discussed. Public Works is also pursuing the idea of a "resiliency task force" consisting of various town departments (ex: Public Works, Planning and Human Services) that touch upon resiliency issues and the residents typically most impacted by natural disasters.

## **AP-12 Participation – 91.105, 91.200(c)**

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

Due to the ongoing Covid-19 pandemic, methods of soliciting public input and comment were a hybrid format or completely virtual. The hybrid format proved to be a more inclusive option that resulted in greater participation in Board of Directors meetings than pre-Covid in-person only meetings.

Flyers were distributed to various community nonprofits and social service groups including the Continuum of Care, Manchester Community Services Council, the housing authority, Leisure, Recreation and Families Department and all current sub-recipient organizations. Information about public meetings was shared on town social media platforms, in the Manchester Matters emails and on the main page of the Town website. Ads were placed in the regional newspaper, the Journal Inquirer, in an effort to notify additional residents of opportunities to make comments and share their opinions. The two meetings were held at different times of day to accommodate various schedules.

Information and an application packet were distributed to department heads and members of the Board of Directors to encourage submission of funding applications based upon resident proposals and requests. Application information was discussed with member organizations of the CoC and the MCSC network, and all were encouraged to submit applications to support eligible endeavors. Our Citizen Participation Plan outlines agencies to be notified when application materials are available; all such agencies received information.

The Planning department ran public notices outlining the General Manager's funding recommendations and, later, the Board of Directors' Proposed Annual Action Plan. The Board of Directors also ran public notices for their June and July meetings that included public hearings on both versions of the Plan. At the June meeting, Board members and the public were presented with the General Manager's funding recommendations and offered the opportunity to ask questions and provide comments. The June and July Board meetings were held as hybrid meetings, thereby accommodating residents who wanted to attend in-person as well as those who preferred to participate online. The Town continues efforts to overcome the numerous challenges to the public participation process brought about by the pandemic. The goal is to remain flexible and provide numerous opportunities and avenues for the public to participate and we succeeded in doing that. There were no comments on the Annual Action Plan received from the public at either of the two meetings.

A 30-day comment period was held prior to approval of the finalized Action Plan, but no comments were received.

**Citizen Participation Outreach**

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
1	Public Meeting	Minorities  Non-English Speaking - Specify other language: Spanish  Persons with disabilities  Non-targeted/broad community  Residents of Public and Assisted Housing	One resident in attendance (virtually).	A summary of comments is attached.	Not applicable.	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
2	Public Meeting	<p>Minorities</p> <p>Non-English Speaking - Specify other language: Spanish</p> <p>Persons with disabilities</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	One resident in attendance (virtually).	A summary of comments is attached.	Not applicable.	
3	Newspaper Ad	Non-targeted/broad community	No responses received.	No comments received.	Not applicable.	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
4	Flyers (for public meetings)	<p>Minorities</p> <p>Non-English Speaking - Specify other language: Spanish</p> <p>Persons with disabilities</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	No responses received.	No comments received.	Not applicable.	
5	Manchester Matters email notification system	Non-targeted/broad community	One email comment was received from a town resident.	A summary of comments is attached.	Not applicable.	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
6	Public Hearing	Non-targeted/broad community	Public hearings were held as part of the Board of Directors' June and July meetings. The meetings were well attended. Both were hybrid format.	No comments were received from the public regarding the Annual Action Plan for Program Year 48.	No public comments were rejected.	

**Table 4 – Citizen Participation Outreach**



## Expected Resources

### **AP-15 Expected Resources – 91.220(c)(1,2)**

#### **Introduction**

As a HUD Entitlement Community, the Town of Manchester receives an annual CDBG grant from HUD but does not receive HOME, ESG or HOPWA funding. The town's CDBG entitlement grant for program year 48 is \$523,502. This represents an 8.7% decrease from the prior program year.

To maximize the impact of the CDBG entitlement funds, the Town also expends general government funds, partners with other community funders, and encourages all community-based organizations and project sponsors to strategically leverage additional funds.

**Anticipated Resources**

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	523,502	0	0	523,502	1,100,000	Expected amount available assumes relatively even funding over the remaining two years of this Con Plan. We were shocked by this year’s 8.7% funding decrease and are not sure what to expect in the remaining two years of this Con Plan.

**Table 5 - Expected Resources – Priority Table**

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

The Town of Manchester anticipates CDBG funds will leverage significant additional resources. Manchester will continue to encourage CDBG funding sub-recipients to identify and secure such resources. Resources that directly contribute to the furtherance of Consolidated Plan goals will include both public and private sources. Anticipated private sources are likely to include private foundations, faith-based organizations, and individual donors.

The following public resources are anticipated to be leveraged during this Action Plan period:

**Town General Funds:** The annual Town budget commits resources for priority activities including economic development, code enforcement, services for youth, families and seniors, and improvements to public parks, facilities and infrastructure.

**Local Capital Improvement Program (LoCIP):** Each year, a portion of these funds are allocated to benefit lower-income neighborhoods. Town departments will also pursue outside grants to assist low- and moderate-income residents.

**CARES Act Funds:** Federal funds related to the Covid-19 pandemic will be used to support housing, human services and capital improvements eligible for CDBG funding.

**Continuum of Care funds:** Federal CoC funds awarded to non-profit human service providers to assist in housing and services to homeless persons.

**Connecticut Children’s Healthy Homes Program (CCHHP):** Resources are leveraged to support the Housing Rehab Program for the rehabilitation of renter- and owner-occupied units.

**ARPA funds:** Local leaders are still deciding how to apply these funds in Manchester, though some of ideas being considered would compliment or expand programs currently run through CDBG.

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

While the Town will continue to identify opportunities for publicly owned properties to further the community development goals identified within the Consolidated Plan, opportunities are likely to be limited to vacant school buildings and any properties taken for back taxes. The Town’s Repurposed Schools Committee continues progress to identify the highest and best use for Manchester’s vacant schools. The Community Development Program Manager has been in touch with a development company that converts former schools into affordable housing to bring this option to the table.

While the redevelopment of publicly owned land is not identified in this third year Annual Action plan, the Town has prioritized improvements to public infrastructure and improvements to the existing affordable housing supply as activities within this plan.

**Discussion**

In addition to resources directly leveraged to complete Action Plan activities, additional federal and state sources will fund programs to assist low- and moderate-income residents during the upcoming program year. These resources include the following:

<b>FEDERAL</b>	<b>STATE</b>
<b>USDA</b> Child Nutrition Cluster Programs (Asstd.) Child and Adult Care Food Program	<b>DOE</b> Child Nutrition State Match Adult Education Priority School Districts School Accountability School Breakfast Program
<b>DOE</b> Title 1 Grants to Local Educational Agencies Adult Education – Basic Grants to States English Language Acquisition State Grants	<b>DCF</b> Youth Service Bureau Youth Service Bureau Enhancement CT Recovery Oriented Support for Youth
<b>DHHS</b>	<b>OEC</b>

Head Start Covid-19 Special Programs for the Aging Substance Abuse & Mental Health Services Projects of Regional & National Significance	Head Start Services Early Care & Education – School Readiness in Priority Districts Early Care & Education – MVPP Grant
	<b>OPM</b> Property Tax Relief on Property of Totally Disabled Persons
	<b>Judicial Branch</b> Youth Services Prevention
	<b>DOT</b> ADA Dial-A-Ride
	<b>DSS</b> Medicaid
<b>Approximate funding:</b> \$6,479,052	<b>Approximate funding:</b> \$3,017,542

## **Annual Goals and Objectives**

### **AP-20 Annual Goals and Objectives**

## Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Housing: Improving Quality of Affordable Stock	2020	2024	Affordable Housing	HOUSING REHABILITATION ELIGIBLE AREA	Housing	CDBG: \$323,000	Rental units rehabilitated: 11 Household Housing Unit Homeowner Housing Rehabilitated: 46 Household Housing Unit
2	Public Services: Provision of Services to Low/Moderate Income Persons	2020	2024	Homeless Non-Homeless Special Needs		Public Services	CDBG: \$37,514	Public service activities other than Low/Moderate Income Housing Benefit: 656
3	Public Improvements	2020	2024	Non-Housing Community Development		Public Improvements/ Infrastructure	CDBG: \$83,677	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 1,105 Persons Assisted
4	Planning & Administration	2020	2024	Administration		Housing Public Services Public Facilities and Parks Public Improvements/Infrastructure	CDBG: \$104,100	Other: 1

Table 6 – Goals Summary

## Goal Descriptions

1	<b>Goal Name</b>	Housing: Improve Quality of Affordable Stock
	<b>Goal Description</b>	
2	<b>Goal Name</b>	Public Services: Provide to Low/Mod Residents
	<b>Goal Description</b>	
3	<b>Goal Name</b>	Public Improvements
	<b>Goal Description</b>	
4	<b>Goal Name</b>	Planning and Administration
	<b>Goal Description</b>	

**Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.215(b)**

Over the 5 years spanning the 2020-2024 Consolidated Plan, the Town estimates providing rehabilitation assistance to approximately 115 low-moderate income families.



## Projects

### AP-35 Projects – 91.220(d)

#### Introduction

All projects funded during Program Year 48 support the goals and objectives of the 2020-2024 Consolidated Plan.

#### Projects

#	Project Name
1	Housing Rehab Program
2	Rebuilding Together Roof Replacements
3	Career Pathways to Employment
4	Interval House East
5	CO Detector Program
6	Hilliard St. Sidewalks

Table 7 - Project Information

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

The two core housing rehabilitation activities are top priorities due to their impact on the well-being of families assisted and the overall positive impact on older, core neighborhoods. These programs consistently receive support from town residents.

Journey Home’s employment training program will provide participant with a career path, not just a job. A manufacturing career will provide more economic stability, particularly during a time when additional Covid-related benefits are drying up. This program will also help local manufacturing companies who are desperate to hire trained talent for their businesses.

Communities face the unfortunate reality that domestic violence is an ever-present threat to the safety and welfare of residents, particularly women and children. Manchester’s CDBG funding for Interval House East will enable the organization to continue providing vital services to residents of our community.

The CO Detector program will expand upon the Fire Marshals Office’s successful CDBG-funded program. During the upcoming program year, that department will purchase both CO and smoke detectors to install, to code, and help keep lower-income homeowners and renters safe in their homes.

**AP-38 Project Summary**  
**Project Summary Information**

## AP-50 Geographic Distribution – 91.220(f)

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

In general, CDBG spending is not limited to specific geographic areas as long as it is an eligible census tract or the household receiving assistance is income-eligible. Public infrastructure and capital improvement projects funded through CDBG are typically located around the center of town since eligible census tracts tend to be more concentrated in this area.

Neighborhoods targeted for Rehab Program assistance are those with the highest percentages of low- and moderate-income households and aged housing stock and infrastructure. They are concentrated in the central area of Manchester and were originally built between the 1880s and 1930s. They are, for the most part, traditional neighborhoods in terms of urban design: grid streets, sidewalks, and large homes on generally smaller lots. Housing is typically one unit detached and duplex, with some four-unit buildings and some larger apartment projects dispersed throughout these neighborhoods.

### Geographic Distribution

Target Area	Percentage of Funds
MANCHESTER HOUSING REHABILITATION AREA	36

Table 8 - Geographic Distribution

### Rationale for the priorities for allocating investments geographically

Based upon relevant data and the desire to invest funds in an impactful way, the Town’s Board of Directors approved the “Housing Rehab Eligible Area” in 2010 to concentrate housing investment where it seemed most needed and to create a greater impact on our core neighborhoods. The eligible area has a total of 7,319 housing units and of those, 85%, or 6,251, were built prior to 1978.

Despite this targeted investment, the program allows flexibility in spending rehab funds outside of these boundaries when partnering with CCHHP or when performing emergency replacements. Rebuilding Together’s roof replacements and the CO Detector program are available town-wide to income-eligible households.

### Discussion

The percentage listed above only represents the town’s investment through expenditure of Housing Rehab funds. Manchester’s core neighborhoods, which make up this area, are also where numerous other CDBG investments are made each year.

## Affordable Housing

### AP-55 Affordable Housing – 91.220(g)

#### Introduction

The charts below summarize work to be done by the Town and sub-recipients through the use of CDBG funds.

One Year Goals for the Number of Households to be Supported	
Homeless	0
Non-Homeless	57
Special-Needs	0
Total	57

**Table 9 - One Year Goals for Affordable Housing by Support Requirement**

One Year Goals for the Number of Households Supported Through	
Rental Assistance	0
The Production of New Units	0
Rehab of Existing Units	57
Acquisition of Existing Units	0
Total	57

**Table 10 - One Year Goals for Affordable Housing by Support Type**

#### Discussion

The CDBG-funded Rebuilding Together roofing program aims to assist at least 9 households through roof replacements. The Housing Rehab Program plans to assist at least 13 households with CDBG funds this program year. Though not a specific program goal, it is likely some households assisted by Rebuilding Together and the Rehab Program will also serve special needs populations. The Fire Marshals Office plans to supply and install CO and/or smoke detectors for approximately 35 households.

As previously stated, Rebuilding Together's roof replacement program has set a goal of replacing at least 9 roofs. The Housing Rehab Program plans to rehabilitate at least 13 units with CDBG funds. The Fire Marshals Office plans to rehab approximately 35 properties through the proper installation of life safety equipment.

## **AP-60 Public Housing – 91.220(h)**

### **Introduction**

The Manchester Housing Authority manages a rental portfolio that includes both federally and state-funded public housing units. In addition, the agency administers federal and state housing vouchers under contract with John D’Amelia & Associates.

The MHA is recognized as a high-performing Public Housing Authority that has been a leader in public housing modernization and restructuring. The MHA was the first New England housing authority to install a solar field array, which has resulted in reduced utility costs. MHA continues to explore creative ways to reduce expenditures both for the housing authority and its residents.

### **Actions planned during the next year to address the needs to public housing**

As a “High Performer PHA”, the MHA was allowed to submit a Streamlined Annual PHA Plan for 2022. The MHA has been working with consultants to manage planned renovations at various sites, including fulfilling reasonable accommodation requests as well as larger rehab projects.

The housing authority worked with the same consultant to submit applications to HUD to recapitalize their housing portfolio through the use of the Section 18 Demolition/Disposition streamlined conversion, the Rental Assistance Demonstration (RAD) program and Streamlined Voluntary Conversion (SVC). The intent of this conversion process is to position their housing stock to be eligible for additional funding. The process will also open the opportunity to rehabilitate the impacted units. The applications have been submitted and MHA’s plans were outlined in their PHA plan for 2022.

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

The housing authority maintains a Resident Advisory Board, consisting of one representative from each property (including scattered site).

MHA’s Board of Commissioners includes a tenant commissioner who is engaged in the proceedings and decision-making processes of the commission. The current tenant commissioner is serving a 5-year term.

### **If the PHA is designated as troubled, describe the manner in which financial assistance will be**

**provided or other assistance**

The MHA is not a troubled housing authority.

**Discussion**

The MHA is a critical partner in the provision of affordable housing and efforts to provide housing to elderly and disabled persons. The Town and the MHA will continue to have open conversations and identify opportunities to improve the quality of life for these subpopulations.

## **AP-65 Homeless and Other Special Needs Activities – 91.220(i)**

### **Introduction**

Manchester has not had an in-town shelter since 2015. Until Covid's financial impact hit households, there had been a noticeable decrease in the number of homeless individuals visiting the MACC facility where the shelter was formerly located. Despite the shelter closing, MACC continues to offer a soup kitchen, food pantry and a thrift store - as well as counseling and other programs at their complex - to provide support and assistance to Manchester's homeless.

The town's homeless population remains a noticeable presence in the downtown area, especially near bus stops, by the park and the library. MACC and CHR have recognized this and coordinate outreach efforts to both minimize the negative impact on downtown businesses and passersby and connect these individuals with needed services. The two organizations also meet frequently with SAFS to coordinate efforts with the town.

This past winter the Town, in collaboration with MACC and other area nonprofit partners, operated a Winter Warming Initiative using hotel rooms with social service supports to house the homeless. The operation was considered an overall success but for the upcoming winter, the state is shifting away from the use of hotel rooms. Efforts are underway to explore alternative methods to provide shelter to homeless persons, particularly during the winter months.

Interval House provides services to survivors of domestic violence through an office and shelter in Hartford. In Manchester, they operate a satellite office called Interval House East and staff a Law Enforcement Advocate position in the Police Department. Their Safe House has been operating at capacity for an extended period of time.

### **Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including**

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

MACC receives funding through the Human Services Department, supplemented by additional Covid-related Town funds, to cover the cost of their homeless outreach. Their outreach case worker continues to investigate issues reported by the police, engage business owners along Main St. (an area where homeless tend to congregate) and meet with visitors to MACC's Community Kitchen.

MACC staff works tirelessly to provide services to homeless and low-income residents and connect these individuals with programs provided by area organizations or develop new programs to meet identified needs. MACC, CHR and SAFS continue to meet at least monthly to coordinate efforts and connect

homeless with housing and support services.

Interval House continues to provide housing, whether temporary or permanent (through vouchers) to individuals and families made homeless as a result of domestic violence.

The state also funds homeless outreach at the regional level. CHR holds the contract for this region and a member of its staff provides mental health, substance abuse and housing counseling to the area's unsheltered homeless population through this grant.

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

In Connecticut, shelter bed referrals are handled through the state's 211 system. SAFS and local agencies serving the homeless have provided direct assistance to those needing help navigating the system.

Conversations are already underway to plan for the upcoming winter warming season. Last year, emergency shelter was provided in a local hotel. This year, the state's model has shifted so the town is starting to plan early to address the needs of our homeless population.

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

Veterans Inc. maintains a strong presence in Manchester. Their work with homeless Vets is even more important now that Dinda House – which formerly provided transitional units to Vets – has closed. Local and regional organizations serving Veterans continue efforts to identify property owners in Manchester who will accept HUD-VASH vouchers. Efforts will continue during the upcoming program year to assist Veterans to transition into permanent housing with the necessary support structures.

CHR's "Promise House" is open and fully occupied. This property provides housing and on-site social services for homeless youth that have aged out of the DCF system. The nonprofit recognized the need for this type of housing to keep youth from becoming homeless. Additionally, Journey Home and the town's Youth Service Bureau have ramped up efforts to determine the extent of youth homelessness in Manchester and then identify ways to assist these youth to secure housing and support services.

The town's Human Services Department maintains an online list of local rooming houses including location, contact information and prices. These units frequently serve as a bridge between homelessness and permanent housing options for individuals with very low incomes. Organizations such



as CHR and MACC and the town's SAFS department will continue to be the strongest presence in efforts to prevent individuals and families from extended periods of homelessness. Staff works with residents to prevent evictions and help connect homeless families with temporary as well as long-term housing solutions.

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

SAFS Human Services Directory provides information on resources available to persons being released from - or trying to prevent - incarceration. The guide lists resources for CHR's Jail Diversion Program, Manchester Alternative in the Community through Community Partners in Action, the Inmate Trust Fund and resources for dealing with substance abuse issues.

As the Local Mental Health Authority for Manchester, CHR is the primary contact for persons being discharged from institutions and systems of care. Their liaison works to connect such clients with resources to meet basic needs and connect them with services. The continued provision of such services will assist families in avoiding homelessness or, in other cases, get their feet back on the ground so they can pursue stable housing and employment.

CHR Center St. Apartments I includes 4 units with DCF referrals and Center St. Apts II includes 5 units set aside for unaccompanied youth. Three units are for Veterans ineligible for HUD VASH vouchers, so this fills a housing and service gap for these individuals. All of these units, including two more for chronically homeless with mental health and substance abuse issues, are supported.

Rapid Rehousing funding is available for a number of different groups in Connecticut, including survivors of domestic violence (DV). Each DV shelter has a housing advocate to assist with locating appropriate housing options. This responsibility has become increasingly challenging as the rental market is tight and rental costs are so high.

Rapid Resolution is the VA's diversion money to help prevent couch surfers from becoming completely homeless. This program provides financial assistance directly to people providing shelter to couch surfers.

SAFS has received funding through MISAC, the town's General Fund and CDBG-CV to fund a housing stability program in an effort to curb additional families from becoming homeless. Depending on the funding source, SAFS can assist with back rent, future rent payments due, mortgage payments and utility assistance. The Water and Sewer Department received other funding to help assist residents with

past due payments on water and sewer bills.

## **Discussion**

Local nonprofits and town departments employ numerous methods to assist the above-named groups. There is additional funding available to address homeless (and other) needs in an effort to curb the negative impacts of Covid-19. This funding continues to be available as the pandemic drags on. As of June 30, 2022, the CDBG-CV funded Housing Stability program had assisted 204 households. Assistance was provided in such as way as to maximize the impact and benefit on participating households.

## **AP-75 Barriers to affordable housing – 91.220(j)**

### **Introduction:**

Manchester offers a wide variety of housing to persons of all income levels. Although there are limited public policies that create barriers to affordable housing, every community faces barriers that make securing affordable housing challenging for certain populations.

The current housing market has made it nearly impossible for lower-income families to find affordable rental or ownership options. SAFS staff has a list of landlords of smaller properties they can contact when assisting residents in need of affordable rentals who may not have a very positive rental history. The market is so tight, however, that even moderate-income households are challenged to pay for housing. Town departments and local agencies continue to discuss these challenges. SAFS has used ARPA, town funds and a CDBG-CV grant to assist households in stabilizing their housing situation if impacted by Covid. The demand for assistance has been so high that SAFS is returning to these sources for additional funding.

### **Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment**

There is limited developable land remaining in Manchester. Despite this, CHR recently opened Promise House, a new construction development for homeless youth aging out of the DCF system. Looking ahead, developers will likely have to focus primarily on opportunities for adaptive reuse or demolition and new construction for future affordable housing developments.

Previously, the Board of Directors approved using a Town ordinance to calculate a lower tax assessment (and related tax) for affordable housing projects in Manchester.

In 2021, regulations were adopted by the Manchester Planning and Zoning Commission (PZC) that allow accessory dwelling units (ADUs) “as of right” in all single-family zones. Also in 2021, the PZC adopted a zoning regulation that allows for the conversion of hotels/motels to multi-family housing in certain zones.

### **Discussion:**

Even prior to the Covid-related housing market constriction, the supply of quality affordable housing in Manchester did not meet the demand. The Town must continue efforts to identify housing opportunities for those in need as well as maintain and improve the existing affordable housing stock to increase opportunities for low and moderate-income households.

## **AP-85 Other Actions – 91.220(k)**

### **Introduction:**

The Town of Manchester will continue to pursue a variety of methods to meet the needs outlined below. Along with CDBG funds, town departments and local organizations will also use other available resources to meet residents' needs and provide an improved quality of life.

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

Typically, the primary challenge to meeting underserved needs is the lack of available financial resources. With federal funding to fight the impacts of Covid-19 pouring into communities, funding is currently not the primary issue. Concern has shifted to the lack of staff to manage the funding, create and execute programs and get the resources to those within the community who need it most. This scenario continues as the pandemic drags on.

Families will likely face additional challenges this coming year as the cost of goods continues to soar while additional Covid-related assistance dries up. Identifying any affordable housing options – whether to own or rent - is now more challenging than ever. Food security will become an increasing concern as the availability and cost of food and household items skyrockets. The town and local nonprofits will continue to monitor impacts on residents and discuss ways to help individuals and families as needed.

Programs are continuously evaluated to determine effectiveness and whether consolidation of resources would be beneficial. When underserved needs are discussed at a forum such as a CoC meeting, members work together to bridge gaps and provide the assistance needed or refer as necessary. Town departments also meet to cover topics of shared relevance, such as the provision of health services or affordable housing. Such collaborative efforts tend to expedite action and reduce duplicative efforts.

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

CDBG funds continue to be allocated to the Housing Rehab Program whose primary goal is to maintain and improve affordable housing. This program will continue to partner with CCHHP, where appropriate, to improve the quality and safety of affordable units. The emergency replacement portion of the program will assist owners and renters in situations (such as a failed boiler or water heater) that threaten occupants' health or safety. Additionally, CDBG continues to fund Rebuilding Together's roof replacement program to improve the safety and quality of affordable housing in Manchester. The Fire Marshals' office will also use CDBG funds to expand their ability to offer smoke and CO detectors that they install to code. This will help ensure a safer home environment for participating households.

MHA continues to pursue conversion of units to the Rental Assistance Demonstration (RAD) program. This program is intended to enable housing authorities to address the backlog of deferred maintenance

nationwide and finance capital improvements. The Executive Director is also researching application of Section 18 demolition/disposition and repositioning.

Nonprofit developers continue to pursue opportunities for new construction, rehabilitation, and acquisition of additional vouchers to increase the supply of affordable housing. Habitat for Humanity purchased two undeveloped lots and is now trying to secure funding for required infrastructure improvements to support construction of two affordable homes. Several other developers have proposed projects over the next few years that would either increase or rehab and maintain the number of affordable rental units in town.

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

The Town will continue to fund the Housing Rehabilitation Program that focuses on remediation of lead paint hazards. CCHHP will also fund lead projects in Manchester and the town's program will partner with this organization, as needed, to leverage funds and increase the capacity of both programs.

As the Planning Department becomes aware of RRP training programs in CT, this information is passed on to contractors visiting the department. It is also shared with Building Department staff to pass on to local contractors and increase the number of RRP trained contractors who can help prevent unnecessarily exposing residents to lead hazards.

The Health Department will continue to send Environmental Health Inspectors into the field for lead inspections and to investigate lead orders. There are currently 2 certified lead inspector/risk assessors within the department. The department also educates the public about the dangers of lead paint and ways to prevent exposure. The Community Nurse attends events each year to share information and education about lead-based paint.

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

MACC's Executive Chef runs a culinary and hospitality training program focused on low-income, homeless and those at-risk of homelessness. The course provides life skills while also preparing participants for a potential career in the hospitality or food services industry.

During this program year, Journey Home will be using CDBG funds to provide employment training and job placement to lower-income residents interested in working in the manufacturing field. Manufacturing jobs provide good wages and solid benefits so this career path can lead to a much-improved financial situation for program participants.

Manchester Adult & Continuing Education offers opportunities for adults who want to improve their educational attainment and/or economic situation. The group continues to work closely with the local American Job Center office to provide residents with a smooth transition between education and job

opportunities.

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

Institutional structures within Manchester have been developed and improved over time to a point where they are coordinated and efficient. We will continue efforts to improve coordination as opportunities are identified.

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

We try to maintain open lines of communication between agencies and departments serving the housing and social service needs of town residents. This coordination is improved through groups such as the Continuum of Care, Manchester Community Services Council and publication of the Human Services Directory. Referrals are frequently made between town departments, to local and regional service providers or even to 211 for general assistance.

During the last program year, the Planning Department kicked off public engagement for the town's 10-year Plan of Conservation and Development. An open session was held to discuss housing and the conversation primarily focused on quality affordable housing and how to maintain it for all residents. Participants included developers, a property management company for affordable properties, the Community Development Program Manager and concerned citizens. Comments and ideas from this event will be incorporated into the written plan where identifying goals related to affordable housing.

The Planning and Human Services Department Directors, as well as the Executive Director of the housing authority, all serve as ex-officio members of the Housing and Fair Rent Commission. They participate in meetings to share updates and information with Commission members.

The Squire Village subsidized housing complex is privately owned but the property's Resident Services Coordinator and social workers continue to develop partnerships with town departments, the Manchester Police Department, local businesses and community organizations to meet residents' needs and interests, both on-site and within the larger community.

The Executive Director and Resident Services Coordinator for the MHA maintain contact with the Planning and Human Services Department to discuss initiatives, consistency of plans and tenant needs that require referrals. The Resident Services Coordinator also participates in CoC meetings.

The Human Services Department maintains a list of local landlords that have housed special needs

populations in the past so they can be contacted when potential new tenants are identified.

**Discussion:**

Much of Manchester's success in serving low and moderate-income residents is attributable to continuous efforts to improve coordination and collaboration. Along with the local CoC, the Town Agency Collaborative continues to meet each month. Membership includes representatives from town departments including Planning, Human Services, the Senior Center, Fire, Police, Building, Customer Service and the Health Department. Staff from these departments noticed the frequency with which the same client or household would be served by multiple departments and this group was formed to create a more holistic approach to serving residents in need.

Town staff and local organizations continue to identify ways in which we can better serve the public.

## Program Specific Requirements

### AP-90 Program Specific Requirements – 91.220(I)(1,2,4)

#### Introduction:

As outlined below, no program income is anticipated during the course of this Action Plan.

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

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

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

#### Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	100.00%

The overall benefit calculation used by the Town of Manchester spans a three year period. The period of applicability for this Action Plan will include the following years: 2021, 2022, 2023.