
CITY OF MIDDLETOWN CONSOLIDATED PLAN

For Housing &
Community Development

September 1, 2000 to August 31, 2005

Department of Planning, Conservation and Development
City of Middletown
245 deKoven Drive
Middletown, CT 06457

EXECUTIVE SUMMARY

The Consolidated Plan is the comprehensive guide for the next five years of community development. The Plan represents a collaborative approach to the identification of needs and the establishment of strategies for effective housing and community development. This year, the Plan has been prepared in conjunction with the State-required Comprehensive Plan of Conservation and Development in an effort to ensure that all City Commissions and Agencies are following the same overall plan and are pursuing the same goals, objectives and strategies. Over the past six months, numerous meetings have been held with housing and homeless service providers, business concerns, the housing authority and citizens representative committees. Whenever possible, the most current data from primary sources were used.

In the last five-year plan, economic development and employment training were the key processes through which the City of Middletown proposed to increase the wellbeing of its homeless, at-risk, low- and moderate-income residents. This process, coupled with the resurgence of the regional economy, has worked. Unemployment was at a low of 2.9% in the City of Middletown as of February 2000. The HUD-adjusted Area Median Family Income is \$59,600. The City is in very good condition as a financial whole. Unfortunately however, the gap between the majority of Middletown's residents and its poor has widened.

In the first meeting that was held in conjunction with the Consolidated Plan process, the comment was made by a non-profit service provider that a larger and larger percentage of those who are coming for aid are more difficult to help. Individuals and families have problems that are more complex and numerous, thus the services they require are more intensive and varied. When the group was asked to prioritize the needs of the City, another provider stated that one couldn't really do that, because "everything goes together."

Comprehensive programs and access to them are vital to fulfilling the statutory goals of the consolidated plan whether one is speaking of homeless or at-risk individuals and families or neighborhood rehabilitation and community development. The foci of these comprehensive programs are as follows:

The lack of meaningful employment is still considered the greatest barrier to financial security and independence and decent housing. Middletown will not abandon its primary commitment to creating new employment opportunities and training the unskilled. The City will continue to provide and promote

community assets that will attract new businesses to the area, support entrepreneurship and provide fundamental and technical employment training.

Affordable housing is becoming a critical issue in Middletown. A side effect of Middletown's current economic vitality is that housing costs have increased exponentially. Even small homes and apartments are selling and renting for large sums. More and more residents are spending more than 50% of their income on housing costs. The Housing Authority has done a good job housing those of lesser income in public housing developments or using Section 8 vouchers. However, a significant number of property owners are opting out on their contracts in order to take advantage of the market rents so there are fewer options for assisted housing. An increasing number of new households attracted by the economic development in the area and declining housing stock are also contributing to the need for affordable housing. Currently planned neighborhood-based projects that include not only the rehabilitation of old, but the construction of new housing are key to providing decent affordable housing with the side benefit of revitalizing decaying neighborhoods and eliminating blight.

Ensuring that those who have recently acquired job skills and new employment will not be forced by circumstances to abandon their dreams of self-sufficiency is the final focus of the plan. Provide key supportive services such as extended public transportation service, childcare and case management for substance abusers and the mentally ill will enable those who are working toward financial independence to reach their goal.

Middletown, as the largest city in Middlesex County, has historically provided the majority of affordable housing and services for the county's less fortunate. The City will continue to lead and coordinate regional efforts to provide decent affordable housing and living environments as well as supportive services to the homeless, poor and unskilled.

I. COORDINATING AND MANAGING THE PROCESS

The City of Middletown's Department of Planning, Conservation and Development has been the lead agency in the coordination and development of the HUD Consolidated Plan with the aid of an outside consultant team. The Department of Planning, Conservation and Development is responsible for the general administration of CDBG funds and directly administers several programs funded by CDBG. The City of Middletown Housing Authority is responsible for the administration of funds directly allocated through their agency. The non-profits and other City Departments who receive various sources of funding are also responsible for the programs they administer.

The municipal framework of service provision is guided by the following target committees, coalitions and teams for special needs groups:

Supportive Housing Coalition
Committee Concerning People with Disabilities
Homeless Outreach Team
Senior Affairs Committee
Middlesex Coalition for Children
Senior Services
Community Advisory Committee
Connecticut Valley Hospital Advisory Committee
Middlesex Crisis Intervention Team
Middletown Housing Partnership
Middlesex Community Reinvestment Act Committee

The research and data provided for the Plan was an effort of several City departments, local businesses, non-profits, the Housing Authority and service provider agencies that have a vested interest in the future of the City. The Citizen's Advisory Committee has been the public forum group for coordination of the development process working closely with the Department of Planning, Conservation and Development to review and provide recommendations. During the process many agencies were contacted to contribute information and join in organized meetings. The leadership of several of these agencies were contacted for additional in-depth interviews with the consultant team.

The information gathering process was eased considerably by the willingness of both service providers and government agencies in the City of Middletown to share information, not only with the consultants preparing the Consolidated Plan, but also with one another. This well-established network of communication and cooperation is an incredible asset to the community, ensuring that those in need

receive services as efficiently as possible. An abundance of information from many sources was shared at the meetings creating volumes of data used in the preparation of the Consolidated Plan.

Following is a list of assessments and reports that were reviewed in the process of developing the Five-Year Consolidated Plan.

Assessments and Reports Reviewed for City of Middletown, 5-Year Consolidated Plan:

Overall Plans

Citizen Participation Plan

Fair Housing Plan 1995

1999 Homeless Count and Needs Assessment of Middlesex County - The Supportive Housing Coalition

Community Needs Assessment: 1999 Update – Middlesex United Way

Homeless Assistance 1999 Continuum of Care Narrative

Downtown Visions 2000 and Beyond

North End Action Team Yale Planning Workshop Report

North End/CBD Urban Renewal Plan

Draft Community Facility Plan – Planimetrics, 1999

Draft Current Comprehensive Plan of Conservation and Development – Buckhurst Fish Jacquemart

Socioeconomic Study, Connecticut Valley Hospital, 1997

Connecticut Valley Hospital Advisory Council Report, through December 1999

Program Plans and Comments

The Connection, Inc. Comments

Kuhn Employment Opportunities Comments

I Have a Friend Youth Center Five-Year Plan

American Red Cross Chapter Fact Sheet

Middletown Housing Authority Five-Year Goals

Main Street Middletown

Nehemiah Housing Corporation Comments

Northern Middlesex Habitat for Humanity

The Eddy Shelter, Comments

Shepherd Home Comments

Public Housing Tenants Association Minutes

The Eddy Shelter, Client Focus Group Comments

Russell Library, Plan and Comments

II. CITIZEN AND GROUP PARTICIPATION

The City of Middletown Citizen Participation Plan, originally approved in 1995, was revised and presented to the Common Council July 9, 1999 for review and adoption. The Citizen Participation Plan conforms to HUD requirements, Section 91.105 and is included under Attachment # 1.

The Proposed Consolidated Plan was published and available for review from April 24 to May 30, 2000. According to the Citizen Participation Plan, all legal notices must be run in the *Hartford Courant* and *Middletown Press*. A copy of the review notice is included as Attachment #2.

The Public Hearings in relation to the Consolidated Plan were held on:

April 19, 2000
May 17, 2000

A copy of each public notice is included in Attachment #3.

The City of Middletown, through a series of meetings and workshops encouraged residents (especially those with extremely low to moderate-incomes), businesses, non-profit organizations, city departments, the Housing Authority and supporting agencies to provide input, analysis of needs, and strategies for the future of both the community and the organizations that provide services and benefits to the citizens of the City.

Citizens and organizations were encouraged to comment on the draft plan. A notice was published in the *Middletown Press* on April 28 and the *Hartford Courant* on April 27. An additional notice of the public comment period appeared in both papers on May 12. In addition to the draft plan being available for comment, several lead agencies/organizations such as the Citizens Advisory Committee, The Connection, Connecticut Legal Services, Middletown Housing Partnership, the Senior Center, the North End Action Team, Nehemiah Housing and Middletown Housing Authority were provided a copy of the draft for review and comment. The comments were reviewed and given careful consideration in the final revisions of the Consolidated Plan. They are included as Attachment #4.

The following additional meetings and forums were held to encourage and obtain participation:

- 1) Non-Profit Service Providers
October 14, 1999: 1-3 PM
45 attendees, 39 different agencies

Providers' priorities for the next 5 years were discussed and consensus was reached. Assessments and reports prepared by the providers were solicited.

- 2) Middlesex County United Way
November 18, 1999: 1 - 2PM
Kevin Wilhelm - Executive Director

Alternative sources of service funding in the Community were discussed—the majority of the Middlesex County United Way’s programs are located in the City of Middletown. The United Way is providing allocation shift and designation trend reports for the past five years for comparison to CDBG funding to determine whether gaps in CDBG are being filled by alternative sources.

- 3) Middletown Housing Authority
November 18, 1999: 3 - 4 PM
William Vasiliou - Director

Public Housing infrastructure, priorities, innovations, problems

- 4) The Connection, Inc.
November 18, 1999: 3 -4 PM
Carl Rodenhizer

Supportive Services provided in the community receiving funding from HUD.

- 5) Citizens' Advisory Committee/Open Public Forum
November 18, 1999: 5 - 6:30PM
Quorum of Committee with Barbara Santangelo and William Warner

Report to and request for input from advisory group of citizen-representatives which allocates CDBG funds subject to Common Council approval.

- 6) Citizens’ Advisory Committee
December 15, 1999: 5:00PM

Special meeting at which Committee members gave their representative input, drafting a statement as to the City’s needs for the next five years.

- 7) Economic Development Meeting
January 11, 2000: 2:00PM
William Warner, Richard Kearny

Meeting at which the economic development strategies for Middletown were discussed. Future projects, timelines and impacts were explored.

- 8) Department Head Meeting
February 8, 2000: 10:00AM
Department Heads from the City of Middletown

Public facilities needs and plans discussed.

- 9) River Valley Services
February 8, 2000: 1:00PM
Yvette Harris, Housing Coordinator

Follow-up interview detailing mental health services for homeless, extremely low to moderate-income residents who are disabled/substance abusers/dually diagnosed. Additional time-series information was solicited.

- 10) American Red Cross Local Chapter
February 8, 2000: 2:00PM

Lucy McMillan, Family Shelter Director; Brenda Simmons, Exec Director

Follow-up interview detailing shelter services for homeless families as well as transportation and other services for extremely low to low-income residents. Additional time-series information was solicited.

- 11) The Eddy Shelter
February 29, 2000: 11AM
Shelter Staff

Follow-up interview detailing shelter services, needs and processes of evaluation. Quarterly focus group input was obtained and used for purposes of the plan.

- 12) Nehemiah Housing Corporation
February 29, 2000: 1PM
Michael Taylor, Executive Director

Follow-up interview detailing needs for current transitional housing projects as well as plans for redevelopment of the blighted Ferry/Green/Rapallo neighborhood.

- 13) St. Vincent dePaul Soup Kitchen
February 29, 2000: 2:30PM
Peter Harding, Executive Director

Follow-up interview detailing needs for area supportive housing as well as Soup Kitchen needs.

Minutes from group meetings and public hearings are included as Attachment #5.

Additional consultation was received from:

Frank Greene, David O'Sullivan—Connecticut Department of Health
Garrell Mullaney—Director, Connecticut Valley Hospital
Debra Moore—Mayor's Office, CVH Advisory Committee
Michael Santoro—Connecticut Housing Finance Authority
Nancy Brault—Middletown Department of Health

In an effort to gain input from all members of the community for the purpose of this Plan, the consultants took part in the public processes that were components of the preparation of the City of Middletown's Comprehensive Plan of Conservation and Development being performed concurrently. The consultants have taken advantage of the household survey held in conjunction with this enterprise to obtain even more information about how residents foresee the development of their community. The survey was sent to 25% of all households in the City and special effort was taken to ensure that the survey was also distributed to an equal proportion of Public Housing residents. The summary results of the household survey are included in Attachment #6.

As previously noted, Middletown has many target committees that meet regularly to focus on needs and provide forums for public input; most of these committees have a member from the lead agency. The consultant relied heavily upon reports of these committees, especially those from the monthly or quarterly Supportive Housing Coalition meetings and the Eddy Shelter's quarterly Client Focus Groups, because they provide a consistent portrait of needs over time for their target homeless and at-risk populations. The use of Board Members to conduct the focus groups at the Eddy Shelter helps to ensure that clients feel free to express their true opinions and do not perceive any pressure from staff presence.

Currently, the Department of Planning, Conservation and Development provides a great deal of technical assistance to the service providers of Middletown in developing programs and applying for CDBG funding. The Office aids in forming partnerships among agencies and locating multiple sources of funding to cover the costs of individual projects. This interaction was evidenced in the service-providers' meeting held in conjunction with the Consolidated Plan process.

III. HOUSING AND HOMELESS NEEDS

Introduction

Attaining the statutory goals of providing decent housing and a suitable living environment for all Middletown's residents, and especially for those who are homeless, at-risk, low-income or have other special needs, begins by assessing existing conditions of individuals and families, and housing stock, as well as current programs that promote greater stability for these residents. Quite often the third goal of expanding economic opportunities ties in with the first two.

The sources used for the housing assessment include the Comprehensive Housing Affordability Strategy (CHAS) estimates of demographic cohorts, the draft 2000 Comprehensive Plan, and in some cases 1990 Census data. The 1999 point-in-time count of the homeless¹, the Homeless Outreach Team, the Supportive Housing Coalition's Homeless Needs Assessment, as well as time series records and anecdotal reports from service providers were the sources of information for the homeless assessment.

The Homeless Outreach Team is also closely tied to the Shelter Plus Care Coordinating Committee, with some cross membership, since both are identifying homeless people in the area. In addition, both entities participate in the larger Supportive Housing Coalition. These three groups are the main forums for continuing the discussion and planning: how the strategy is working, what is still needed, and how the community should accomplish its goals.

Overview of Middletown

The City of Middletown, CT, the only city in Middlesex County, is the geographic area for the system of services for homeless persons involved in this Continuum of Care. The 42 square miles of Middletown include rural, suburban and urban areas (11% of Middlesex County) with a number of parks and open spaces. According to census data, the 1995 estimate, the population of Middletown was 42,990 with anticipation that by the year 2000 the population would be 43,460. The population of Middletown is 29% of the population of Middlesex County with a density of 1,051 per square mile compared to 392 for the county.

¹ It should be noted that another point-in-time count of the homeless was performed in late March, 2000. The results of the 2000 survey were not available for inclusion in the Draft Consolidated Plan in time for the public review and comment period. After careful consideration and consultation with members of the Continuum of Care committee, it was determined that while the number of enumerated homeless was slightly greater (414 as opposed to 401), their characteristics were not significantly different as to effect the proposed priorities, objectives and strategies of the Consolidated Plan.

As of the 1998 CT Town Profiles, Middletown was demographically composed as follows:

White	81%	Black	12%
Asian/Pacific	2%	Native American	.5%
Other	.5%	Hispanic Origin (may be of any race)	4%

Housing Needs

Existing Housing Conditions

In 1998, there were 17,419 households in Middletown and 18,830 housing units, a gain of nearly 600 households since 1990. Of these households, 2,580 are inadequately housed.

Lack of Adequate Housing to Alleviate Overcrowding & Structural Conditions

According to the Census of 1990, only 250 households, or 1.5%, had homes or apartments providing less than one room per occupant, the standard at which overcrowding is perceived to exist. An unduplicated 27 households lacked complete plumbing facilities in their housing units. Thus, fewer than 1.7% of all households were ill housed from a lack of adequate housing and the majority of these (nearly 200) were renter households. Improvements in housing quality generally accompany increases in economic wellbeing and decreases in average household size. In Middletown, real gains in average household income and stability in household size suggest that some inadequacies in housing stock were eliminated during the 1990 decade. However, these advances likely occurred among owner occupied stock, which accounted for only 30% of the inadequate housing.

Lack of Affordable Housing for Low Income Renters

Affordable rental housing is becoming more difficult to come by in Middletown not because the number of low-income households is increasing significantly, but because rents in the City have nearly doubled in the past 10 years. Between 1990 and 1998, the number of renter households in Middletown with annual incomes of less than \$20,000 in 1989 dollars (\$26,150 in 1997 dollars) probably increased by fewer than 150 households and some of these were clearly elderly households on fixed incomes. Indeed, the HUD-recognized *low-income* threshold for a one-person household in Middlesex County in 1998 was \$31,700. This rise suggests that considerably more renter households in Middletown were caught in the affordable housing gap. Assuming renters represented the same proportion of such low-income households in 1998,

as they comprised in 1990, then approximately 2,111 families or individuals found the rental market unaffordable at 30% or less of their annual incomes allocated to housing.

Lack of Available Housing for Special Needs Population

The growth in elderly households accounted for roughly half of the household increase in Middletown between 1990 and 1998, comprising 284 households headed by persons 65 years of age and over. At the same time, the unduplicated number of homeless persons climbed to 401, consisting of 232 individuals and 48 families, according to social service agency estimates. These trends suggest that the City's special needs population numbered roughly 625 households in 1998, a gain of some two hundred over 1990, assuming the proportions of elderly disabled persons living alone remain unchanged during the decade.

In the previous 5-Year Consolidated Plan, it was noted that "as the elderly population continues to grow, there will be a need for increased attention to the special housing circumstances and needs of the elderly." Currently, there is an abundance of housing for the elderly. The Middletown Housing Authority has converted the Sbona Towers development into elderly-only public housing units and also administers the 40 unit Marino Manor and is not experiencing too great a demand for their services. Together with eleven other publicly assisted housing developments built or rehabilitated for the elderly in Middletown, as well as HUD Section 8 *vouchers*, a total of 1,409 units are available for non-institutionalized persons 65 years of age and over. Of these, 488 units are provided in congregate care facilities for assisted living. For elderly persons not living in households, 548 beds are available in the City's five nursing home institutions. Even the estimated increase in the frail elderly population is not expected to strain the elderly housing market. In the future, the true demand will be for units that can be accessed by the disabled.

Mentally Ill

Up to this point, Middletown has not had a severe problem housing the mentally ill. The City is home to a number of specialized residential services for this population including halfway houses, group homes and shelters, for which the demand outweighs the supply.

The Connecticut Valley Hospital (CVH) also provides a large number of inpatient services. It should be noted that Governor Rowland recently proposed to cut inpatient care for the mentally ill statewide—including all detoxification program and most geriatric beds at CVH—by 220 beds, an event that would stress the existing network of mental health support housing services. The last session of the Legislature

did not enact his proposal, however, should it come up again, the housing needs of the mentally ill will need to be re-addressed.

As with every low-income group, finding safe and affordable housing for those who can live independently with case management supports is becoming more and more difficult.

HIV/AIDS families

The exact number of households whose heads have HIV/AIDS is unknown, however additional housing needs for these individuals and families are supplemented by Ryan White housing grants.

Disproportionate Need

The CHAS indicates there is a disproportionate need for affordable housing among all minority small family renter-households and Hispanic large family renter-households. A disproportionate need has also been identified for black, small and elderly Hispanic owner-occupied households.

The conclusion can be drawn that many of the minority small family households experiencing some of the greatest difficulty in finding affordable housing are single-parent family households. Based upon 1990 census data, only 28.6% of single parent family households in Middletown are black, but these total 23.9% of all Middletown's black households. Only 5.9% of single parent family households in the City are categorized as Asian/Other, but these make up 22.1% of local Asian/Other households. This compares to 65.5% of all of Middletown's single parent family households being white, but these households represent only 5.4% of total white households. It is the small family households that require the most comprehensive of services.

Future Needs

According to the CHAS estimates for 2002 (the only demographic breakdown of forecasted housing needs available) the proportions of need will remain similar to the existing conditions.

The issue of affordability is most severe in the rental housing area. The greatest need is for the **extremely low-income** residents who are spending more than 50% of their income on housing. Based on CHAS; the City's renters who will continue to experience the most difficulty are:

- ◇ Elderly households – 28%
- ◇ Small Families – 36%
- ◇ Large Families 38%

While there are several programs that provide rental assistance or a form of subsidy, significant numbers of extremely low-income renters continue to pay in excess of 50% of their income on housing. The current changes in Federal legislation for those residents who receive a subsidy will intensify the affordability issue and place the extremely low-income renter at risk of homelessness. With less disposable income, the need for supportive services will rise, offsetting any Federal taxpayer savings and adding to loss of self-esteem and independence. As cities receive fewer Federal dollars to support housing and service programs, such as the proposed cuts to CDBG and Public Housing, the condition of the housing stock will deteriorate and services will diminish, if not become extinct. The proposed addition of \$5 billion in additional Section 8 vouchers will be a great relief if passed, but finding housing providers willing to accept the vouchers given the rental market will continue to be a challenge, despite the Middletown Housing Authority's new promotional program.

The numbers of **low-income** renters who will pay in excess of 50% of their income on rent according to the CHAS are:

- ◇ Elderly Households – 24%
- ◇ Small Families – 8%
- ◇ Large Families – 16%

These percentages are lower than those in the **extremely low-income** category. However, with reduction in rental subsidies, this rental group's income may become re-categorized into the **extremely low-income** group.

The deficiency of affordable owner-occupied housing is comparatively small, although the greatest ownership need will remain among those with **extremely low-income** who are experiencing the most difficulty with housing expenses. The CHAS statistics show the following households expending more than 50% of their income on housing costs:

- ◇ Elderly Households – 35%
- ◇ All Other Owners – 64%

Low-income owners, are experiencing less difficulty, but are still at the whim of the market.

- ◇ Elderly Households – 3%
- ◇ All Other Owners – 43%

When the CHAS numbers were released in FY94, unemployment in Middletown was at 6.4%. It stands to reason that many of the **extremely low** and **low-income** households were those for whom one or more members had lost a job due to the effects of the recession. Owing to the economic development efforts of

the City and the strength of the market, as of February 2000 the unemployment rate in Middletown had decreased to 2.9%. Also, the buyers market had stabilized and interest rates were extremely low. While current conditions may improve the situation for some households, elderly homeowners are still at the mercy of rising costs and fixed incomes. Rising housing costs are also creating difficulty for the unskilled labor force—those who earn minimum wages or slightly more.

Interviews with local comprehensive service providers such as the Red Cross have shown that ancillary services (such as the food bank and fuel subsidy programs) concerned with the difficulty in maintaining a decent standard of living are in higher demand than they have been in several years. Also, the feared onset of inflation and increased interest rates may soon overtake the improvements of economic development for working homeowners.

A decline in affordable housing stock is exacerbating the problem. The emphasis in housing production has favored greater home ownership, for households with annual incomes of \$40,000 or more. While these trends accommodated the needs of a growing moderate to middle income class and moved people from rental to homeownership, they had negligible effects on the City's housing deficiencies for extremely low- and low-income households who rent instead of own homes. Based upon demographic changes, programmatic estimates of social service agencies and financially assisted housing initiatives, the following table provides an estimate of existing housing needs.

The Change in Housing Deficiencies in Middletown, 1990-1998

Housing Deficiencies by Type (in occupied units or households)	<i>Estimated Deficiency</i>		<i>Change in Housing Deficit, 1990-1998</i>	
	1990	1998	#	%
Lack of Adequate Housing	277	252	-25	-9.0%
Owner	83	60	-23	-27.7%
Renter	194	192	-2	-1.0%
Lack of Affordable Housing	1,711	2,111	+400	+23.4%
Renter	1,711	2,111	+400	+23.4%
Lack of Available Housing	425	625	+200	+47.1%
Homeless	110	280	+170	+154.6%
Elderly Disabled Alone	315	345	+30	+9.5%
Cumulative Housing Need	2,413	2,988	+575	+23.8%
Unduplicated Housing Need	2,020	2,580	+560	+27.7%

Note: Unduplicated need assumes that owner inadequacies are not included and elderly disabled are housed in assisted living elderly housing.

Source: Urbanomics based on *1990 Census of Population and Housing*, Chapter 2.0 of Middletown Plan of Conservation and Development, and Middletown Consolidated Plan.

Middletown's affordable housing stock is located in two areas: either in aging or deteriorating housing stock near the central city, or in condominiums on the outer edges of town. No new housing has been developed for low-income residents in the past twenty years and the local Housing Authority has demolished its largest housing development of 170 apartments. These families have been allocated Section 8 certificates and entered the community housing stock. It is expected that Carabetta Management will opt out on 159 Section 8 apartments within the next year. The Middletown Housing Authority has plans to apply for additional vouchers to meet this need putting additional strain on existing affordable housing stock.

Private non-profits have developed a housing plan with the neighborhood group (NEAT) to provide mixed income housing units including low income in this highly concentrated low-income area. This plan will deconcentrate poverty in the area, improve the living environment and provide more suitable low-income housing, but may put further strain on the availability of affordable rents.

Households Qualified for Rental Assistance

While no estimates of current family income are available, several other factors may be analyzed to determine the percentage of households that meet the Federal preference for admission to rental assistance programs.

According to the National Low Income Housing Coalition's report, "*Out of Reach: The Gap Between Housing Costs and Income of Poor People in the United States*" 30% of Middletown renters are unable to afford even the Fair Market Rent (FMR) for a one-bedroom apartment and 58% cannot afford the FMR for a two-bedroom.

The most recent (1999) records of the Connecticut Housing Finance Authority list 3,579 households in Middletown (20.6%) that receive government housing assistance. The majority, 3,023, are rental units, of which 2,063 are family units, 1,237 are elderly units (both single and family) and 160 are handicapped-accessible (both family and elderly) units. This means a total of 1,786 rental units are subsidized for the non-elderly low-income families of Middletown.

An additional five hundred fifty-six (556) homeowners have received subsidized mortgages and/or homeownership loans.

Section 8 Waiting List

The Section 8 list was last opened in October, 1999. Formerly, requests were processed on a first-come, first-serve basis—people would stand in line outside the PHA offices before the lists were open. This process excluded those with jobs, the elderly, the disabled and others who were unable to wait outside for hours, sometimes in inclement weather. In order to be fair to everyone, the PHA now accepts requests only by phone, opening three lines for two hours. In the two hours the phone lines were open in October, the City of Middletown Housing Authority processed 200 requests. Based upon calls received the following week from those complaining that they were unable to get through—another 200 requests would have been made. It is not expected that the Section 8 waiting list will reopen in the next year. Of these requests, 75 families were accepted to the waiting list. Of these families, 64 (86%) are characterized as being extremely low-income; 10 (13%) are of very low-income and 1 family is low-income. The majority of these families (60) have dependent children; 7 are elderly and 8 of the families have one or more members who are disabled. Of all 75 families, 23 are white non-Hispanic (31%); 32 are black non-Hispanic (43%); 18 are Hispanic (24%) and 2 are characterized as other (2%).

Public Housing Waiting List

The Public Housing waiting list is open and has an annual turnover of 36 families. Currently there are 144 families on the Public Housing waiting list. Of these, 126 (88%) are characterized as being extremely low-income, 17 (12%) are of very low-income, and 1 family is low-income. Slightly more than half (74) of all families have dependent children; 27 are elderly and 43 families have one or more members who are disabled. Of all 144 families, 53 are white non-Hispanic (37%); 58 are black non-Hispanic (40%); 31 are Hispanic (22%) and 2 are characterized as other (1%). The PHA verifies eligibility for a housing unit upon application and re-verifies when the family is fifth from the top of the list.

The 144 families are waiting for five different types of units located at three different sites. Twenty-eight are waiting for studios which have an annual turnover of 8; 42 for units having one bedroom with an annual turnover of 12; 48 for two-bedroom units with an annual turnover of 8; and 24 for three-bedroom units with an annual turnover of 5. There are also 2 families waiting for four-bedroom units that have a much lower demand and an annual turnover of 3.

Shelter Plus Care Certificate Waiting List

Currently there are 25 applications pending for the 40 available Shelter Plus Care housing certificates. Each year 15 to 20 new individuals and families are placed in subsidized housing.

Moving from Rental to Homeownership

As can be seen by the number of programs the Middletown Housing Authority administers, the Authority promotes a comprehensive system of moving families from rental to homeownership. Starting with basic counseling and lifeskills training, the Authority progresses to job training and placement for development residents. The family is then provided with Section 8 certificates for independent rental living and finally may move on to individual homeownership. The Housing Authority's current proposal to the City will secure the property on which the former police station stands for the construction of three (3) or four (4) single family homes for low-income residents.

HOMELESS NEEDS

To aid in planning, an updated needs assessment and count of the area's homeless population have been conducted. The March 26, 1999² point-in-time survey was a cooperative effort between the Supportive Housing Coalition, the Sociology Department of Wesleyan University and other agencies and municipalities throughout Middlesex County. They also employed four homeless adults on the day of the count to walk the streets in the early morning to help identify individuals who were sleeping on the streets and least likely to appear on service agency count lists. These steps generated a 42% increase in counted homeless individuals over the last count in 1997. The complete report including an explanation of the process used to define the methodology of the count is included as Attachment #7.

The Survey identified four hundred one (401) homeless persons requiring housing in shelters or in transitional or permanent housing on that night. Two hundred thirty two (232) persons were reported as single individuals, and one hundred sixty-nine (169) were reported as members of a family unit—of these numbers, two hundred ninety four (294) were adults, one hundred seven (107) were children. Numbers of identified homeless have increased significantly over past reports, but this was attributed to increased vigilance in counting the population rather than to an increase in the population.

Characteristics of Adult Homeless³

Of the homeless adults surveyed in the point-in-time count, 61% were men, 39% were women. Of these, a full 77.9% did not have full-time jobs and 71.4% were completely unemployed.

² As previously noted, a more recent count was performed, but was not available in time to make the publication deadlines of this Consolidated Plan.

³ "Adult homeless" refers to both individuals and adults in families.

The next most striking statistic is that 66% of the adult homeless were self-identified substance abusers. (It should be noted that this is probably an undercount given normal reticence to admit as much.) Within the substance abuse category, 81.0% of all homeless adults with a mental illness are also substance abusers, 89.5% with part-time employment are substance abusers, and 38.2% with full-time employment. Veterans numbered 30, or 10.2% of all homeless adults, and 77 % of all veterans were substance abusers.

Twenty-seven percent are mentally ill and of these 66 individuals (22.4%) are dually-diagnosed Mentally Ill Substance Abusers (MISA). Only five reported having HIV/AIDS, but all five were also substance abusers.⁴ Eighteen were physically handicapped. Thirty-seven (12.6%) reported having other medical illnesses.

Characteristics of the Street Population

Of the adult homeless surveyed, 24 men and 2 women were interviewed on the street. These individuals did not seek social services on the day in question. These individuals were also more likely to be substance abusers (73.1%) than those in shelters. According to one shelter resident, this is because they are unwilling to enter the treatment programs required to use the shelters. In the street population count there were a significant number of unanswered questions; in many cases, none was recorded. This holds true especially for the question of mental illness for which no answer was recorded for almost 77% of the street population.⁵

Characteristics of Homeless Families

Out of forty-seven (47) identified families, fifteen (15) were two-parent families and the remaining thirty-two (32, or 68%) were headed by single mothers. Of these parents, 36 were fully employed and 21 were unemployed.

Fifty-seven (57) of the homeless children were boys, forty-eight (48) were girls and two (2) were unknown. One of the children is employed full-time. Two suffer from mental illness, one is physically handicapped, two have other medical illnesses and eight (7.5% of all children) are substance abusers.

⁴ It has been suggested that the smaller count of homeless individuals with HIV/AIDS can be attributed to the loss of the HIV/AIDS outreach worker on the project and the lack of desire of participants to answer such a personal question.

⁵ It is unknown whether the blanks are because the interviewee refused to respond or because the interviewer did not feel comfortable asking the question.

Forty-one of the adults (32 women and 9 men) in families (66.1%) and two children are reported victims of domestic violence. However, given the cycles of domestic violence as well as the stress of homelessness, it is doubtful that when two-thirds of the adults are victims of domestic violence less than 2% of the homeless children have been abused. The fact that the interviews were conducted with adults (who are most likely to be the abusers) also lends credence to the idea that this is a significant undercount of abused children.

Racial and Ethnic Information

The point-in-time count did not identify the racial and ethnic characteristics of the homeless enumerated. All information on such details comes from individual shelter records. Based on the Eddy Shelter's guest records, 80% of their single clientele are men and 20% are women. The majority of Eddy's clients (58%) were over the age of 34. The number of clients in each age cohort decreases with decrease in age: 15% are between 30 and 34, 12% are between 25 and 29, 7.5% are between 21 and 24, 7% are under the age of 21. Fifty-five percent identified themselves as white, 35% as African-American, 8% as Hispanic, 2% as other. These shares depict a disproportionate need among the African-American population since only 12.4% of Middletown's total population is African-American according to recent estimates, while 35% of the City's homeless are African-American.

By applying the racial distribution of single mothers from the 1990 Census to the numbers of homeless single mother families, it could be ascertained that 20 of the single female-headed families were White, 11 were African-American, and 1 was Asian/Other. Given the disproportionate racial representation of homeless individuals, however, it is likely that the distribution of families would shift from white to African-American as well, if accurately recorded.

Characteristics of those Most at Risk of Homelessness

Based upon the characteristics of the enumerated homeless in Middletown, those individuals most at risk are the underemployed (those who are not employed, working only part time, or working for minimum wage), the substance abusers, the mentally ill or those who are dually diagnosed. Any combination of these factors increases the risk of homelessness exponentially.

Families most at risk are also underemployed, substance abusers and mentally ill or dually diagnosed. Additional risk is compiled on single-parent families (most likely female-headed) and those fleeing domestic violence.

Current System Inventory

The community vision to combat homelessness focuses on decreasing homelessness and increasing permanent housing options through a coordinated effort of the City administration, homeless service providers, social service agencies, treatment providers, and community members. The means to this is through a collaborative process that has been used to identify needs, determine the best way to meet those needs through the use of existing resources or by providing access to new resources, and to implement services and supports as resources become available.

The current inventory is based on service providers' best estimates of services currently provided to homeless individuals and families as well as those at risk of homelessness. This information was generated by reports from agencies and compiled into an overall analysis by the Supportive Housing Coalition. The current system in the Greater Middletown area contains pieces of all the necessary components for a comprehensive continuum of care. As the local Supportive Housing Coalition continues to work together, gaps have been targeted based on needs assessments, experience in existing programs, local concerns and resource limitations. A concise inventory of all facilities is followed by more detailed descriptions of services offered by key facilities.

Emergency Shelters

- American Red Cross Housing – 7 family units with 42 beds (often doubled to 14 families)
- Community Health Center Battered Women's Shelter – 2 family units (10 beds)
- Eddy Home (adults only) – 30 beds

Transitional Housing

- Community Health Center Battered Women's Shelter – 14 beds
- Connection's Women & Children's Center – 15 beds
- Gilead Community Services (supported apartment program) – 14 beds
- Nehemiah Housing – 9 family units, 4 single units
- Rushford Center (halfway house) – 20 beds
- Shepherd Home (adults only) – 72 beds
- YMCA Youth Shelter – 11 beds

Group Homes, Long Term Care Facilities and Other Supportive HousingGroup Homes for those with developmental disabilities

- Community Residence, Inc – 5 beds
- Lutheran Service Association – 8 beds
- MARC Community Resources – 1 home and 1 condo (8 beds)
- New England Residential Services – 3 homes (9 beds)
- State of Connecticut, Department of Mental Retardation – 3 homes (18 beds)

Group Homes for the Mentally Ill

- Gilead Community Services Group Homes – (17 beds)
- River Valley Services Supported Apartment Program – (20 beds)

Supportive and/or SRO Housing

- Luther Manor (elderly) – 45 apartments
- Shelter Plus Subsidies – 40 units
- YMCA (men only) – 64 SRO units

Elderly and Convalescent Homes & Health Centers

- Harbor Hill – 180 beds
- Heritage Commons (elderly) – 90 units
- Highview Health Care (convalescent care) – 90 beds
- Lutheran Home (elderly) – 38 beds
- Middlesex Convalescence Center – 150 beds
- Old Middletown High School (elderly) – 65 units
- Pond View (elderly and handicapped) – 51 units
- South Green Association (elderly) – 125 units
- St. Luke’s (elderly and handicapped) – 26 units
- Wadsworth Glen (convalescent care) – 90 beds

Major Health Facilities

- Connecticut Valley Mental Hospital
- Middlesex Hospital
- Community Health Center

Other In-Patient Treatment Facilities (Substance Abuse)

- Rushford Center – 33 beds
- The Connection Liberty Street – 14 beds

Outreach and assessment of homeless citizens is provided through the efforts of the local Homeless Outreach Team. It meets weekly and its strategy is to continue its present efforts and to expand to include staff working with homeless families and individuals who are substance abusers, in order to have greater coordination among all of the agencies working with the homeless. This will also increase potential referral sources for individuals and families.

The homeless outreach workers are a vital component in the continuum of care, providing on-street outreach, assessment and referral, as well as coordinating activities with the shelter and soup kitchen. The workers also check the riverfront, abandoned buildings and open areas for homeless citizens not accessing traditional support services. The Homeless Outreach Team meets weekly under the coordination of the River Valley Services Housing Coordinator. In these meetings, individuals are identified, and plans are made for outreach, assessment, engagement, and referral to appropriate services. The team works with an individual until it is appropriate to refer the person elsewhere for services, housing, or both. Outreach

workers may be involved for a significant period of time with an individual who is reluctant to get involved with other services or for whom services do not exist. Ideally, they provide short-term case management, addressing a variety of needs that include: medical care, nutrition, entitlements/income, clothing, and housing. While the Homeless Outreach Team does a wonderful job focusing on homeless individuals in the community, homeless families do not currently have an outreach team.

Emergency shelter is available in the community at various centers. However, the community has determined that while there is still unmet need, rather than increase shelter beds, the strategy is to focus on other areas of the continuum, strengthening outreach/assessment and homelessness prevention capacity and increasing transitional and permanent housing options in order to reduce the need for shelter beds. Bringing the family and individual shelter and service providers together to work more collaboratively is also an important element of the strategy.

The Eddy Shelter provides a 24-hour supervised environment. The facility sits on State property and is leased by the provider from both the State of Connecticut and City of Middletown for \$1/year. The City of Middletown also provides average operating subsidies between \$30,000 and \$35,000 per year through operating funds and grants from the Community Development Block Grant Program. The Eddy Shelter served 437 different homeless adults in FY 97/98.

A case manager is assigned to each guest. Through case management opportunities, staff and guests seek to identify the cause of homelessness and begin to work together to obtain not only a housing placement, but also to identify the root cause of homelessness. Services offered to the guests vary based on individual skill level, but may include assistance with: (1) activities of daily living; (2) designation of chores; (3) effective communication; (4) monitoring of medication compliance; (5) monitoring of mental health; (6) identifying and working toward alternative housing; (7) improving behavior; (8) obtaining entitlement/employment opportunities; (9) completing twelve step groups; (10) demonstrating living skills; and (11) understanding basic financial management.

The shelter has staff, volunteers and VISTA workers for daily contact with clients throughout the day and early evening to address daily living skills and the clients' homelessness. Staff provides ongoing counseling services on an individual and group basis. This population often requires daily contact and support to reach services throughout the community. Shelter staff and volunteers assist the guests with transportation to medical visits, confirming proper hygiene, and regular intervention to help guests in

securing permanent or appropriate alternative housing. Staff maintains regular contact with guests who have left the shelter to assure that the foundation is in place for continued housing in the community and that former guests continue to reach appropriate community services.

The Eddy Shelter has an on-site medical clinic that is staffed by the Community Health Center of Middletown. A Nurse Practitioner and Medical Assistant hold “clinic” for two hours on Tuesday and Thursday for a total of four hours a week, resulting in a significant decrease in shelter guests utilizing the hospital emergency room and an improvement in the health of guests.

The Red Cross Family Shelter is available 24 hours a day, seven days a week, and is located in a small public housing area, composed of similar duplex facilities. The shelter consists of 8 two-bedroom units, one of which houses the on-site manager. This shelter serviced approximately 348 individuals (belonging to a family) in 1996. Families requesting emergency shelter at the Red Cross must complete an initial assessment. From this assessment, the case manager and a family member develop a service plan unique to the family's needs. The staff at the Red Cross shelter provides families with extensive case management which includes completing a family service plan, evaluating the family's progress on a daily basis, making referrals to other community agencies, and following up with the families after they have obtained housing. Other services offered to guests include budgeting money and food stamps, employment training, life skills, parenting, and health education. Families in the shelter are also helped with emergency food supplies and transportation when appropriate. Two AmeriCorps volunteers operate an after-school program for children living at the shelter. All of the above services help these families to identify and clarify some of the root causes of their homelessness and help to support the sheltered families in their search for permanent housing.

Transitional Housing

Shepherd Home had 165 admissions in 1996 and 171 discharges. A total of 228 people were served. Current figures reflect an 11% increase over the number of people served in 1995. In the case of Shepherd Home, the City of Middletown again took an active role in securing the site and leasing the site to the project sponsor for \$1/year. The City continues to have representatives serve on an advisory council.

Nehemiah Housing has 9 apartments for families and 4 apartments for single adults. An annual average of 75 households are on a waiting list for vacancies at Nehemiah Housing. The number of requests for housing increased by 17% in the last year.

The HUD Supportive Housing Program for Families, administered by the Red Cross, is a transitional housing provider. From the moment the individual or family moves in, they are continually working towards planning for permanent housing situations. Dealing with affordable housing and special needs has presented challenges to providers. Staff members refer clients to services that will be available to them both during their transitional housing and after they move into permanent housing. Unlike the more short-term services provided at the emergency shelters, an emphasis is placed on developing skills that will address long-term survival.

Therefore, in addition to substance abuse services, mental health and social services at Shepherd Home, linkages are in place with Middletown Adult Education (GED) program, United Labor Agency, State Job Service, and Kuhn Employment Opportunities to access vocational assessment, education or job training, and supported employment. Shepherd Home offers its residents assistance in purchasing education and work-related necessities, such as bus passes, books and work clothes through the private Melville Foundation, Middletown-based Liberty Bank and Aetna scholarship funding. For individuals who are disabled and who may not be able to work, staff and volunteers attempt to set up the resident with entitlements to assure they can afford housing. Linkages are formed with rehabilitation, recreational oriented programs, and services specific to the special need. Shepherd Home provides residents with transportation for education, employment and medical needs.

Permanent Supportive Housing

In order to move to the step beyond outreach, assessment and shelter, a variety of options need to be available to address individual preferences and needs. As the community has become more organized around needs assessment and collaboration across different interest groups, the need for expanded transitional and permanent housing options has been clearly emphasized. Development of both transitional and permanent housing opportunities (described below) have addressed some, but not all, of the need as evidenced by full occupancy at the shelters and by the program waiting lists.

Affordability is only part of the problem; there is concern that if the community does not deal with the special service and support needs presented by this population, homelessness will not be reduced. For

example, the Shelter Plus Care project required a service match, which was generously provided by local agencies for mental health, substance abuse, dual diagnoses, and HIV/AIDS. There are some areas where providers are at capacity or where the services do not exist. Thus, in order to have a comprehensive continuum of care, any long-term strategy must address both housing options and services. This agreement was reached early on in the Supportive Housing Coalition meetings and has continued to be a priority in discussing both transitional and permanent housing options.

Shelter Plus Care is administered locally by River Valley Services, a division of the CT Department of Mental Health and Addiction Services. The Connection Fund (affordable, supportive housing provider) serves as the sponsor for 10 sponsor-based rental assistance apartments and 20 project-based rental assistance efficiencies. The remaining 10 subsidies are tenant-based rentals. Shelter Plus Care has been operating for over a year and has been accessed by individuals and families through the Homeless Outreach Team, shelters, and the soup kitchen. The service component is monitored through River Valley Services and the Shelter Plus Care Service Committee.

Liberty Commons provides permanent, supportive housing in a newly renovated 40-efficiency apartment building. This program fully utilizes 20 project-based Shelter Plus Care rental assistance units. Another eight apartments are reserved for adults who are homeless or at-risk of homelessness. The remaining 12 units are reserved for the working poor who are making less than \$15,000 per year. The 20 units not supported through Shelter Plus Care, are subsidized through an operating reserve made possible by the federal low-income housing tax credit program. The Housing Coalition was the sponsor for the project. The Connection Fund serves as the property owner, through a related company. The lead social service agency is St. Vincent DePaul Place. Property management is provided by Community Housing Management.

Permanent Housing Subsidies include both the Section 8 program and an array of public housing opportunities, all of which have waiting lists. The local housing authority does organize distribution of available Section 8 vouchers with a preference toward homeless adults. The Connecticut Department of Social Services offers a bridge subsidy that provides rental assistance until an individual or family can secure a Section 8 subsidy or public housing. A similar Bridge Subsidy and Security Deposit Loan Fund is administered by River Valley Services in conjunction with Gilead Community Services. However, it is quite limited due to waiting lists.

Homeless Special Needs Populations

Families are served primarily by the Red Cross, Nehemiah Housing, Community Health Center, and the Community Renewal Team. These agencies are responding not only to housing needs, but to battered women's issues, parenting and life skills needs, social service needs, medical issues, and a multitude of other individual and family problems. This population is often involved in different treatment systems like mental health and substance abuse. Extensive coordination across systems is required and additional case management services for this population are sorely needed in order to access and coordinate services and to provide ongoing supports.

Veterans in the homeless population find access to services through the mental health and substance abuse system. Extensive inpatient and outpatient services are available through the Veteran's Affairs (VA) Connecticut Healthcare System. The VA has had recent discussions with the local Supportive Housing Coalition in order to expand outpatient services in the area.

Mentally Ill.

There has been concern in the past several years that the consolidation of all Connecticut State hospitals for the mentally ill on the Connecticut Valley Hospital site has contributed to the increased number of homeless mentally ill individuals and families in Middletown.

The Connecticut Valley Hospital (CVH) consists of 615 beds in three divisions—General Psychiatry, Addiction Services and Whiting Forensic. CVH has made a concerted effort since the consolidation to place patients back in the communities from which they came. There are cases of “unmatched discharge” to Middletown, but over the last eighteen month reporting period (January, 1997 to June, 1999) while fifty-six (56) clients not originally from Middletown were discharged to Middletown, one hundred fifty-one (151) clients originally from Middletown were discharged elsewhere. The net impact of unmatched placements is a negative ninety-five (-95) in favor of Middletown. Along with the statistics supplied by CVH, interviews with local service providers have indicated the consolidation had a negligible impact on local homeless services.

HIV/AIDS

Very few of those counted in the 1999 Homeless Survey reported that they had HIV/AIDS, or significantly fewer than in previous years. This is attributed to the lack of an HIV/AIDS outreach worker on the staff in this particular year. Services for those with HIV/AIDS are provided by the emergency

shelters insofar as they hold and distribute medications that individuals have brought with them. Additional services, be they medical or counseling are provided at the Oasis Center and the Community Health Center. Job placement services are made available by Positive Solutions.

NON-HOMELESS SPECIAL NEEDS POPULATIONS

The Elderly

According to forecasts from the Connecticut Office of Policy and Management, while the population of Middletown increased by only 1.1% between 1995 and 2000, the frail elderly population (those 75 and older) grew at a rate of 2.7% over the same time period. Furthermore, the frail elderly cohort will continue to steadily outstrip the overall population over the next five years, increasing to 2,580 persons, or 5.6% of the population by 2005. At the same time, the independent elderly population (those between the ages of 65 and 74) will decrease by 1.7% between 2000 and 2005.

According to a current (2000) study done for the City of Middletown, the need for special housing for low income frail elderly individuals is increasing. However, there is an abundance of housing opportunities for all elderly aged 65 years and over. A summary inventory by type follows:

Type:	Units/Beds
All Elderly Housing	1,957
Assisted Living:	488
Constructed since Oct. 1998:	172 (Luxury)
Independent Living:	815
Nursing:	548
Unidentified	106

The Disabled

According to the 1990 Census, 500 Middletown residents (aged 16 to 65) were disabled to the extent that they were unable to participate in the workforce. More recent estimates are not available. Many of the city's commercial and public facilities however, are in need of work to upgrade them to meet ADA standards. Middletown has been diligently working toward the goal of making the entire city accessible as funds have become available.

Services for the Elderly and Disabled

Shuttles run regularly from the larger senior care facilities throughout the City to medical, shopping and activity centers. The elderly and disabled living independently may contact the American Red Cross (ARC), which is under contract to Middletown Area Transit, for door to door transportation services between 8am and 4:30pm, Monday through Friday. Services are provided to work, school, medical appointments, shopping and social events. The increasing need for transportation access is illustrated by the ARCs' transportation figures. The number of rides provided increased by over 1,000 between fiscal years 1997 and 1998 to 62,559. They also receive requests for service on weekends on a regular basis but are currently unable to provide these based upon their contract. Although a new program is being enacted to collect demographic data on ridership, none is currently available. However, anecdotal evidence indicates that more and more riders are under 60 years of age.

Substance Abuse

Based upon estimates of Middletown's Social Services, approximately 15% of adult males and 6% of adult females are substance abusers. This population is served by The Connection, Rushford Center, CT Department of Mental Health and Addiction Services, Middletown-based Addiction Services division and the Community Health Center. Individuals and families receive intake, assessment and referral, detoxification, outpatient care, residential care, rehabilitation, day treatment, and limited case management services.

HIV/AIDS

Individuals and heads of households with HIV/AIDS are served in special programs at the Community Health Center, The Connection and The Oasis. All individuals with HIV/AIDS have access to substance abuse and mental health services as needed, and agencies coordinate their work. Medical providers such as the Community Health Center and Middlesex Hospital's Family Practice are among those who work closely with the system to serve individuals with HIV/AIDS. This funding became available in FY 96-97

and provides Middletown with a daytime drop-in center for persons living with HIV/AIDS. The Hartford Eligible Metropolitan Area for Ryan White Title I funding includes the City of Middletown. Positive Solutions provides job training for those with HIV/AIDS and their family members. The Oasis provides a full-service counseling/treatment center and The Connection's Middletown HIV Prevention and Intervention program provides testing, counseling and partner notification services.

Mentally Ill

The mental health population has a comprehensive system in place through a locally managed service network that includes River Valley Services, Gilead Community Services, Community Health Center, Kuhn Employment Opportunities, Middlesex Hospital, Gateway Counseling Services, and St. Vincent DePaul Place. These agencies provide intake, assessment and referral, outpatient clinical, case management, crisis management, respite care, homeless outreach, day treatment, residential care, vocational and psychosocial services. Individuals and heads of households who are homeless and who have a mental illness, or are dually diagnosed with a mental illness and substance abuse disorder have access to this complete array of services.

Public Housing Needs

The Middletown Housing Authority (MHA) is a highly rated Public Housing Authority that manages an array of federal, state and Section 8 funded programs, projects and vouchers. The major developments of the MHA consist of Sbona Tower, Maplewood Terrace and Traverse Square, totaling 234 units.

All three of the existing public housing developments in the City receive HUD Comprehensive Grant Program funding which cover all scheduled capital improvements. The Long River Village site will receive no funding because the development was demolished under HOPE VI and has twice been refused funds for reconstruction. Its residents were relocated using Section 8 vouchers.

While none of the developments receive Public Housing Agency Plan funds, the Middletown Housing Authority makes use of federal operating subsidies, Section 8 Administrative funding, Drug Elimination Grant funds and an Economic Development Grant.

Public Housing Inventory

An inventory of the City of Middletown Housing Authority administered units is as follows:

Federally sponsored - total 234 units

Traverse Square – 60 Units

28 3-Bedroom
26 2-Bedroom
3 1-Bedroom
3 Disabled

Maplewood Terrace – 50 Units

2 6-Bedroom
2 5-Bedroom
15 4-Bedroom
19 3-Bedroom
12 2-Bedroom

Sbona Towers (Elderly) – 124 Units

39 1-Bedroom
79 0-Bedroom
2 Disabled 1-Bedroom
4 Disabled 0-Bedroom

State sponsored - total 238 units

Marino Manor (Elderly) – 40 units

36 1-Bedroom
4 Disabled

198 Moderate Rental (Duplexes: Daddario, Santangelo, Keift Roads, etc.)

143 2-Bedroom
55 3-Bedroom

Section 8 - total 600 units

Total: 1,072 units

Condition and Revitalization Schedule

All federally sponsored units are in standard condition for 30-year-old buildings. All are on a standard maintenance schedule in order to prevent emergency repairs. Resident complaints are addressed in approximately 24 hours.

A summary of the renovation schedule for the next several years follows. The complete capital plan report for CGP funding is included as Attachment #8. The Middletown Housing Authority does not foresee needing to use CDBG monies in the next five years for renovation or revitalization of existing project units.

In 2001, the windows in Sbona Towers will be replaced, as will be the siding at Maplewood Terrace. The capital plan also includes the renovation of 15 units at Maplewood Terrace.

In 2002, the roof top exhaust fans at Sbona Towers will be replaced, as will be the siding at Traverse Square. Twenty more apartments will be renovated at Maplewood Terrace, and the parking area at Traverse Square will be resurfaced.

In 2003, Sbona Towers will have all 126 of its bathrooms renovated and a canopy seating area will be installed. The Maplewood Terrace community center will be renovated, each apartment's refrigerator will be replaced, and 3 units will be converted to H/C.

In 2004, there will be general site improvements at Traverse Square, storm doors will be replaced, as will the refrigerators and ranges in each unit. Sbona Tower's apartment entry doors, closet doors and mailboxes will be replaced. Interiors will be patched and painted and an A/V security system will be installed for resident safety.

Resident Programs and Services

The City of Middletown Housing Authority provides many services and programs to and for its residents. All homebound public housing and Section 8 residents meeting specific criteria are eligible for Meals on Wheels, Visiting Nurse Services and VNA Homemakers programs. Legal services are made available to all public housing and Section 8 residents through the Legal Service Office. Elementary school aged children meeting specific criteria are eligible for an After-school Program hosted at the City Library.

All public housing residents who meet specific criteria are eligible for the School-to-Work and Family Support/Parenting Skills programs at Traverse Square and Maplewood Terrace. Adult Basic Education and Drug Outreach and Prevention programs are available to all eligible public housing and section 8 residents at the Adult Ed Center and Rushford Center respectively. Thirty (30) Section 8 families are involved in a Family Self-Sufficiency program.

Anti Drug/Crime Strategies

In addition to the previously mentioned Drug Outreach and Prevention Program at Rushford Center, the Middletown Housing Authority has established a relationship with the Police Department in order to reduce the amount of crime in the Traverse Square and Maplewood Terrace developments.

The Middletown Police Department reports that the goal of Anti-Crime in public housing neighborhoods, as well as citywide, is to improve the quality of life by reducing crime and drug-related activity while working with the community to address the causes of crime.

The Middletown Police Department's baseline services involve patrols twenty-four (24) hours per day, seven (7) days per week. These patrols are supplemented in the housing projects of Maplewood Terrace (Census Tract 5417) and Traverse Square (Census Tract 5416) by the Crime Suppression Unit which operates primarily after 4:00 p.m. Members of the department also regularly meet with the MHA management and residents and share crime data with MHA staff for analysis and action.

The Department's drug enforcement unit also works in these neighborhoods to address drug activity and related conditions. The Community Service officer is also available to assist police officers and neighborhood residents with special projects.

Using Drug Elimination Grant funds, additional foot and mechanized patrols have supplemented regularly established patrols in the public housing neighborhoods of Maplewood Terrace and Traverse Square. This has been done in order to create a sense of safety for residents, to develop information regarding criminals and criminal activity, to reduce criminal activity, and to work with residents to identify and develop solutions to problems.

The Department's objectives are to continue community wellness through daily contact between police and residents, as well as to assist communities in solving underlying problems that contribute to crime, fear and disorder. To assist in accomplishing these goals, the Middletown Police Department has set the objective of establishing a Crime Suppression Unit to operate in the Westlake Neighborhood (a PRD in Census Tract 5413) and expand this unit within the next three (3) years.

The Department's Strategy includes the expansion of Community Policing, the establishment and promotion of community and police partnerships in "Crime Watch," and other cooperative efforts toward maintaining a safe community fostered by the Police Department's Community Service Officer and the philosophy of Community Policing.

Economic Development Projects

Economic Development Grant funding is used to provide job training, counseling, and outfitting of the learning centers in Traverse Square and Maplewood Terrace.

Tenant Councils

The Maplewood Terrace and Traverse Square developments have Tenant Councils with 3 elected officers each. They meet at least once a week to discuss any and all issues involving the development and its residents. At least one of the officers meets monthly with the Housing Authority director.

Lead-Based Paint Needs

All of Middletown's existing public housing developments were built after 1969, and therefore have a very low to non-existent risk of lead poisoning. Only Long River Village was built before the federal ban on lead-based paint, but this development has since been demolished under HOPE VI.

The CHAS table CP "Table VII" tabulated the number of renter households, approximately 2,724, and owner occupied households, approximately 1,203, with the highest risk for lead-based paint hazards. . Since the demolition of Long River Village, the number of renter-occupied households with risk of lead-based paint hazards has decreased by 152 units. An updated version of the resulting CHAS worksheet table "G" is included as Attachment #9.

Children age six and under are those most at risk of lead poisoning. It is also known that populations living below the poverty level are more likely to have other risk factors which increase their risk of lead poisoning, including poor nutrition and substandard housing, with the incidence of lead poisoning being correlated with the age and condition of the housing. Therefore, the VNA maintains a record of all reported cases of children, under the age of seven, with a blood lead level of 10 or higher. Cases reaching 20 or higher are referred to the City of Middletown, Health Department as required by City ordinance and Connecticut State law. The Health Department then directly communicates with the family of the affected child. The City is working toward establishing a database of lead testing.

Under a new Connecticut law, property owners are liable for abatement of defective interior and exterior surfaces that contain toxic levels of lead in a residential dwelling where children under the age of six reside. Children in residence are not required to have an elevated BLL for the law to be enforced.

According to the Connecticut Department of Health, 20.3% of Middletown's 3,343 children ages six and under received a valid blood lead test in calendar year 1998. Of these children, eleven (11) had blood lead levels at or above 10 mcg/dL, four (4) of whom had blood lead levels at or above 20 mcg/dL.

No units were placarded for high lead levels in the last year. This is a decrease from previous years. Abatement efforts are ongoing whenever a building is renovated. Funding was from Rehabilitation Loans and the State's Lead Abatement funding. Even with the additional State funding however, abatement costs are prohibitive to owners.

Market Conditions

Supply

The current inventory of Middletown's housing stock is 18,830 dwellings, of which roughly 8% are vacant for sale or rental, or occupied on a second-home basis.

While the bulk of Middletown's housing comprises stock more than 30 years old, a significant portion represents single-family homes – both attached and detached – built in recent decades in planned residential developments (PRDs). Another sizeable share is concentrated in large residential projects. Some 4,520 PRD units are located in lower density portions of the City, while some 2,640 project units are concentrated primarily in the center. Large housing projects include four public housing projects comprising 276 units: Sbona Tower (126), Traverse Square (60), Maplewood Terrace (50) and Marino Manor (40).

Middletown has relatively few apartment units (approximately 10%) available for working age households in market-rate multifamily housing developments. Opportunities exist for development of market-rate in-fill townhouse and/or row house type residences in and around the central business district. Efforts to attract economic development to the downtown area -- or to build lower-cost housing for a young labor force -- would benefit from attractive higher density residences.

Production Requirement

In order to meet the forecasted demand of the 642 new households created by 2005, the housing stock will need to increase to 19,420 units to maintain the 7% vacancy rate that is the measure of a healthy housing

market. Given the need to replace old and outmoded or withdrawn stock, a conservative estimate of required construction would be 1,200 units between 1998 and 2005. If replacement housing is oriented more toward market rate multifamily developments, then over the near term to 2010 roughly half of the backlog in affordable housing needs can be addressed.

Barriers to Affordable Housing

In the former Consolidated Plan, employment training and placement along with economic development was the predominant strategy for removing this barrier. To some extent it has worked—the community as a whole is in a much stronger economic condition than it was five years ago. Unemployment is down and more new companies are being attracted to Middletown. Now, however, additional barriers must be faced and brought down in order to help those not aided by the last plan, as well as to provide the necessary housing base to support growth that will result from continued economic development.

According to the National Low Income Housing Coalition’s “*Out of Reach*” report, 30% of Middletown renters are unable to afford even the Fair Market Rent for a one bedroom apartment. Very few apartments are listed at FMR. The salary required to afford FMR for a one-bedroom is \$21,640, which breaks down to an hourly wage of \$10.40. Working at the current federal minimum wage, a person would have to work 81 hours a week to afford FMR for a one-bedroom or 103 hours a week for a two-bedroom unit. So once again, one of the biggest barriers to affordable housing is the lack of *meaningful* employment.

In addition, the City has not expanded its rental stock as a whole. In the 1990s, two-thirds fewer building permits for housing were issued than in the 1980s, and although building has accelerated since 1996, predominantly single family homes have been constructed. This downturn occurred not only because of the recession, but also because maintaining the rural character of the City is very important to most residents according to the recent survey of households.

The homeownership market on the other hand has improved. The cost for purchasing a new home is relatively low as are interest rates on mortgages. However, quite often those with moderate and lower incomes do not have the credit history that would allow them to purchase a home.

Another impediment to low-income first time homeownership is the fact that only half of the City’s 42 square miles of area has water and sewer service. In order to construct a home with a well and septic system, the state requires that the lot size be no less than 45,000 square feet—one full acre. The size

requirement in outlying areas creates a supply of homes in the \$220,000-\$300,000 range with some selling for as much as \$500,000.

In areas with water and sewer, Middletown's zoning would allow for the construction of affordable housing. However, the market is too strong to allow for moderately priced homes. In the case of The Meadows at Riverbend, three hundred sixty-nine (369) 2,000 square foot homes on 5,000 square foot lots sold for over \$200,000. The planned residential development at Westlake has a broader range of housing prices—single family homes are selling for anywhere between \$50,000 and \$120,000 and condos are selling between \$20,000 and \$80,000 but this development is so removed from the city core that private transportation is a prerequisite for living there. In association with affordable housing, accessibility is also an issue.

Fair Housing

Middletown's Fair Housing Plan was adopted by the Human Relations Commission and certified by the Mayor during December 1996 (PY 22) in accordance with CFR 105.a. In accordance with the City of Middletown Code of Ordinances, one of the major roles of the Human Relations Department and the Commission is to insure equality of opportunity for all individuals. In addition, the Human Relations Department is responsible for receiving complaints of racial, religious and ethnic group tensions, prejudice, intolerance, bigotry and disorder occasioned thereby, and discriminations against any persons, group of people, organizations, or corporations, and to refer such complaints to the proper agency having jurisdiction in that particular matter.

It is anticipated that initiatives addressing fair housing opportunities and practices will be developed as problem areas are identified and brought forth by the community. The following exhibits depict the various types of complaints received. A majority of all calls received relate to Landlord and Tenant rights. Callers receive consultation on their rights and/or are referred to the appropriate agency such as the Red Cross or Social Services for assistance. They may also be referred to the statewide Legal Services of Connecticut, if legal aid is required. Local complaints are generally resolved by directly contacting the Landlord. A small number of complaints are received from surrounding towns such as East Hampton, that do not have a Human Relations Department. The areas of complaints consist of the following:

Notice to Quit and Eviction Process. Individual rights and overview of process,
Rent increase and fixed income issues,
Security deposit return issues,
Transitional living to affordable housing in a decent area,
Available fund for security deposit and fuel assistance,
Complaints regarding maintenance; leaking ceilings, non-functional appliances, etc., and
No lease agreement living arrangement issues,
Accessible parking at senior facilities, and
Reasonable accommodation for person with disabilities.

Finding affordable housing in decent areas of the City continues to be an issue for individuals going through transitional living programs. Many of these clients are galvanized or directed to areas that continue to hinder rather than enhance their quality of life. Having sufficient funds for moving and security deposits is also an issue. Some of the previous services available within the City are no longer in place, further compounding housing issues for individuals in transition and/or without financial savings.

In response, the City will continue to promote programs and workshops that are designed to create awareness and assist either in the purchase of homes for first time home buyers, as promoted by People's Bank and others, or in the rehabilitation of residential structures owned or occupied primarily by low and moderate-income families. Middletown is also taking advantage of opportunities to expand on the Down Payment/Closing Cost assistance program administered by CRT.

The Connecticut Supreme Court ruling in October 1999 that Landlords might not refuse to rent to tenants because they receive government subsidies for rent payments helps protect against resident discrimination regardless of income level.

IV. HOUSING AND COMMUNITY DEVELOPMENT STRATEGIC PLAN

INTRODUCTION

The City of Middletown's Strategic 5-Year Plan is the outline for a coordinated approach to assure that that all of its residents—but especially those with extremely low-, low- and moderate-incomes—have decent housing, a suitable living environment and expanded economic opportunities.

A comprehensive approach is needed to ensure that Middletown continues to progress economically. Without coordinated comprehensive development, without working on and developing partnerships among all three statutory areas, little overall progress can be made.

To this end, other than supportive services that are city-wide and industrial economic development activities which are relegated to specific zones, neighborhood-based comprehensive preservation strategies will be established to focus development on those low-income areas of the City that have already begun deteriorating or are at risk of doing so.

Targeted neighborhoods for redevelopment or neighborhood preservation have been mapped (Attachment 10) and include:

- 1) Miller and Bridge Streets
- 2) Ferry, Green and Rapallo Streets
- 3) Grand and Liberty Streets
- 4) Silver, Maple, Chestnut and Walnut Streets
- 5) Baer and Dunham Streets
- 6) Hillside Avenue and East Main Street
- 7) Highlands, Peppermill Village and Beacon Hill in Westlake

A. Priority Needs and Allocation Priorities

PRIORITY HOUSING NEEDS

An adequate supply of available affordable housing is essential to achieving balanced growth and economic development in Middletown. In the past, it was thought that the best way to improve housing conditions of individual households was to increase the incomes of residents, but given the need for new housing units over the next five years the steps taken to expand economic opportunities must include the construction of new housing stock. This is not to say that job training, placement and creation programs should be abandoned—they are still the best way to expand the economic opportunities of low-income residents. However, additional housing stock is now a necessity to ensure that residents have decent living conditions and is also an asset to the City in its attempts to attract new industry to Middletown.

New and rehabilitated housing stock in targeted areas is a means to a comprehensive end. For example, to attract more high-tech industry to Middletown in order to create more higher-paying jobs, there will need to be additional rental housing for all new workers, especially those who are young and prefer apartment living. The logical place for these units would be downtown where redevelopment is already underway and the laying of a new high speed cable has been recommended. This new housing would not only expand the stock and create more housing opportunities, but would also improve the physical appearance of the “urban village,” reducing and eliminating blight, increasing street traffic and thereby lowering crime and improving commercial sales. Incentives could also be offered to private developers to keep a certain percentage of this housing for lower income renters.

Rental Housing Priorities

The worst case need is for the extremely low- and low-income residents who are spending more than 50% of income on housing, with 85% of households in that category. For low-income owners, 42% are spending more than 50% on housing. As noted before, the National Low Income Housing Coalition’s “*Out of Reach*” report states that 30% of Middletown renters were unable to afford even the Fair Market Rent for a one bedroom apartment in 1999. Moreover, very few apartments are listed at FMR.

Affordable housing is also desperately needed for the increasing numbers of those individuals who will not be helped by creating new job opportunities, such as the fixed low-income frail elderly and the physically or mentally disabled.

Homeownership Priorities

Middletown has gradually increased its share of home ownership, a trend that should be encouraged in meeting its future housing requirement. Multifamily housing developments need not be restricted to rental occupancy. Rather, moderate-income condominium forms of ownership should be considered. Townhouse developments should be encouraged to provide some moderate-income units within market rate rental or ownership structures. These efforts should be supported by expanded use of Community Development Block Grant funds for down payment and closing cost assistance for low and moderate-income persons seeking to become homeowners.

The City's current Plan of Conservation and Development has addressed the issue of declining housing stock by recommending that more, denser housing be built around the downtown area where there are plans for high-tech development. This expanded housing stock can be mixed-income, is less costly to build than single family detached homes, and will attract young single professionals working in technical trades who will want to be near the dining and entertainment areas of the downtown. It has also recommended that incentives be provided for private developers willing to reserve a percentage of their new multi-unit housing for low-income persons.

The rehabilitation of older industrial and institutional buildings to residential usage has represented a visually effective and cost efficient reuse of idle structures. Opportunities for further adaptive reuse lie north and southwest of the downtown, and if redeveloped for residential purposes would further extend the historic character of Middletown into close-in residential and mixed-use areas.

Starter homes on small lots should be encouraged for in-fill sites in other targeted neighborhoods adjacent to the downtown with existing infrastructure capacity. "Sweat equity" programs focused on expanding affordable home ownership by low-to-moderate income persons willing and able to fix up pre-1950 housing should be encouraged in inner neighborhoods, and on small lots where housing is available for under \$80,000.

Neighborhood Revitalization Targets

The North End has a distinct identity and history, is economically distressed (with a population of more than 51% low and moderate-income), has fallen into disrepair, and most importantly, has an independent community group, the North End Action Team (NEAT), actively involved in improving the environs. A

committee consisting of residents and neighborhood business owners was put together to investigate the advantages of an Neighborhood Revitalization Zone (NRZ) designation. They had NRZ Committees from other towns as well as state officials come and speak to them. The committee determined that NEAT was accomplishing the same objectives. However, as recommended by HUD, the City intends to investigate further the benefits of these state and federal designations. Current plans for revitalization efforts are as follows.

Ferry/Green/Rapallo

A follow-up on recommendations is evident in the current plan to redevelop the Ferry/Green/Rapallo neighborhood which calls for 100 to 150 units of new housing construction for an income mix including households from below 25% up to 80% of medium income and higher, provided a market study demonstrates the demand. The developers will strive to keep the commitment made by the City in its Housing Development Zone report, stating that the residents of the area are not to be displaced. Increasing the number of owner-occupied units, diversifying the income mix and providing quality property management to tenants will help stabilize and revitalize the neighborhood.

The development will benefit residents of the new housing, the neighbors and businesses on Main Street. This area may also provide an opportunity to attract private market investment and to cross-subsidize techniques that generate affordable housing in a higher density residential development of the inner-city. Included in the area designated as a Housing Development Zone by the State of Connecticut, this development would be eligible for tax abatements on improvements occupied by low and moderate-income persons.

North End Artists Community

Another current proposal calls for converting a City-owned vacant building into 10 studio/apartments for artists with annual incomes of \$20,850 to \$38,150. Rents would range from \$445 to \$700 a month. The ground floor would serve as an art gallery. The City would be asked to donate the building. Combination local, state and federal funds would be required to finance the \$1.2 million project. If the funding structure can be raised, the current timetable would put completion around August 2001.

This project would help fulfill several of the objectives of the Consolidated Plan. It would provide housing for very low to low-income residents, foster long-term community development by combining

residential and commercial space, prevent crime and blight by increasing neighborhood foot traffic, and renovate and occupy a building that has been vacant for five years.

Miller and Bridge Street

A redevelopment plan prepared in conjunction with NEAT and residents and approved by the Common Council is underway for the Miller and Bridge Street neighborhood. This area has been deemed unsuitable for residential use due to its location in the flood plain, pre-existing and continuing pollution and its dangerous accesses from the rest of the city, including active rail lines and a highway. The plan is to relocate residents, purchase and demolish the buildings using a portion for rail dependent economic development and the remainder, for which new construction is prohibited due to its flood plain status, as open space. While not unopposed, this plan was determined to be environmental justice for low-income people: no one should have to reside in the existing conditions.

PRIORITY HOMELESS NEEDS

The gap analysis is based principally on the point-in-time count, conducted March 26, 1999, to determine an unduplicated count of the homeless.

The relative priority in the gaps analysis is based on a process that evolved over Supportive Housing Coalition meetings since October 1998. The process identified critical, unmet service needs as: leased, supportive housing units; job training; substance abuse case management services; childcare and transportation. The overall strategy is to try to fill gaps in the continuum while assuring that the highest priority populations and services are addressed and that essential services currently in place remain viable.

Methodology

For the individual count, 232 individuals met the HUD definition for homeless. That population was distributed by estimated need for type of housing and based upon the premise that there consistently has been an ongoing need for no less than thirty (30) individuals in the City's emergency shelter. The balance was arbitrarily distributed equally between transitional and permanent supported housing, as there was no full assessment of the 232 individuals. The same distribution premise for living units/beds was used for the 169 persons in families with children who were identified.

The need for job training for both populations was reflected in the characteristic that 77% of adults were either employed part-time or unemployed, which warranted job training to increase their employability or assistance in securing employment.

Substance abuse treatment was a reflection of the fact that two in every three reported substance abuse problems, indicating a significant need for treatment. Case management was considered a dual need for anyone considered appropriate for substance abuse treatment. Mental health care was identified as a need for all reporting a mental illness. Housing placement was identified for all homeless adults and life skills training was assumed needed for all adults. All sub-population counts were based on reports generated from the count.

Continuum of Care: Gaps Analysis						
		Estimated Need	Current Inventory	Unmet Need/ Gap	Relative Priority	
Individuals						
Beds/Units	Emergency Shelter	58	30	28	L	
	Transitional Housing	87	70	17	M	
	Permanent Supportive Housing	87	50	37	H	
	Total	232	150	82		
Supportive Services Slots	Job Training	179	25	154	H	
	Case Management	153	25	128	H	
	Substance Abuse Treatment	153	101	52	M	
	Mental Health Care	63	63	0	L	
	Housing Placement	232	45	187	M	
	Life Skills Training	116	25	91	M	
	Other			0		
Sub-Populations	Chronic Substance Abusers	153	100	53	H	
	Seriously Mentally Ill	63	50	13	M	
	Dually Diagnosed	56	25	31	M	
	Veterans	30	5	25	M	
	Persons with HIV/AIDS	3	3	0	M	
	Victims of Domestic Violence			0		
	Youth			0		
	Other			0		
	Persons in Families with Children					
	Beds/Units	Emergency Shelter	60	48	12	L
Transitional Housing		55	40	15	M	
Permanent Supportive Housing		54	10	44	H	
Total		169	98	71		
Supportive Services Slots	Job Training	53	15	38	H	
	Case Management	42	10	32	H	
	Substance Abuse Treatment	42	15	27	M	
	Mental Health Care	17	17	0	L	
	Housing Placement	169	50	119	M	
	Life Skills Training	169	50	119	L	
	Childcare	107	15	92	H	
Sub-Populations	Chronic Substance Abusers	42	25	17	H	
	Seriously Mentally Ill	17	15	2	M	
	Dually Diagnosed	15	10	5	M	
	Veterans			0		
	Persons with HIV/AIDS	2	2	0	M	
	Victims of Domestic Violence	41	15	26	H	
	Youth	107	25	82	H	
	Other			0		

Priority Homeless Needs

The top ranked priority for the Homeless is **permanent supportive housing**. As evidenced by the multiple needs of the existing homeless population, comprehensive supportive services are required to help those with long-term complex problems. Emphasizing this need, a disturbing trend was noted by one homeless services provider in the non-profit group meeting: the percentage of homeless individuals who are more difficult to help (hard core substance abusers, the seriously mentally ill) is growing in comparison to those who go through substance abuse counseling and/or job training programs and become self-sufficient comparatively easily. Every service provider interviewed in the process corroborated this observation.

To help meet these needs, a vision has been developed to establish a PILOTS program providing permanent housing for 20 families and 20 chemically dependent and/or mentally ill individuals including support services for at least one year that would continue as long as necessary until each household is stable and self-sufficient. The project would phase in over several years with 6 leased households the first program year, eventually growing to an additional twenty to thirty households.

Employment training and job identification was targeted to address the 77% of the homeless population that was unemployed or underemployed. According to recent focus group sessions with guests at the Eddy Shelter, the lack of meaningful employment and job training are major barriers to housing for homeless persons. The community does not have enough gainful employment for the homeless and at risk populations, although many find seasonal employment in the construction trades and others work year round in part-time low paying service jobs. Individuals with poor education and lacking specific skills fair badly in a job market that see highly trained and skilled people. These people also seek jobs and do not find enough adult education and vocational training. With meaningful employment opportunities still scarce, the creation of industrial and high-tech jobs is vital.

Related to one's ability to obtain employment and establish long-term economic stability is access to **childcare** and **transportation**. Existing childcare subsidies have evaded the homeless families. The inability to make payments on a vehicle precludes entry level, after-hour work opportunities because public transportation closes system-wide after 11 PM.

Other key supportive service needs of the existing homeless population are **substance abuse** and **mental illness** treatment and **case management**. Sixty-seven percent of the homeless population were identified

as chronic substance abusers. Another 26% were identified as being mentally ill. While treatment opportunities exist, there is an inadequate level of case management services that can be targeted for the substance abusing population. More intensive outreach through case management, coupled with treatment, is viewed as a realistic strategy to facilitate a profound change in behavior among the homeless substance abusers.

PRIORITY OTHER SPECIAL NEEDS

In order to identify the residents' priorities for spending federal funds, the aforementioned survey of households conducted for the Comprehensive Plan of Conservation and Development included the following question. The percentage of positive and negative responses is shown.

In the allocation of its Federal dollars, should the city address a greater need for:

	Yes	No
Increasing Employment Opportunities	68%	18%
Training the Unskilled or Displaced Workers	67%	20%
Providing Affordable Housing for the Lower Income Groups	38%	46%
Assuring Supportive Social Services for the Needy	62%	23%
Public Facilities Improvements	66%	17%
Acquisition / Demolition of Blighted Structures	77%	10%
Services for Elderly / Persons with Disabilities	82%	8%

This question was also asked at the group meetings for the Non-Profit Service Providers, the Citizen's Advisory Committee, and the City Department Heads. With "HSLDS" representing the household survey respondents; "NP", the non-profits; "CAC", the Citizen's Advisory Committee; and "DH", the City Department Heads; the responses were ranked as follows:

	HSLDS	NP	CAC	DH
Services for the elderly/disabled?	1	7	1	4
Acquisition/demolition of blighted buildings?	2	6	2	6
Increasing employment opportunities?	3	5	3	2
Training the unskilled?	4	4	3	2
Public facilities improvements?	5	3	7	1
Assuring supportive services?	6	2	5	5
Providing affordable housing?	7	1	6	7

Services for the Frail Elderly/Disabled

As the frail elderly population grows, so will the need for specialized services. The community at large and the Citizen's Advisory Committee identified services for the elderly and disabled as their primary priority for the City. While the Department Heads ranked that need as third, several of their requests for

public works improvements involved compliance with Americans with Disabilities Act (ADA) regulations. Non-housing needs that have been identified over the course of the Consolidated Plan process include: extended public transportation services (paratransit) to include weekends and evening hours; ADA compliance in commercial buildings; ADA compliance for sidewalks and parking spaces on Main Street; and, a larger Senior/Community Center.

PRIORITY NON-HOUSING COMMUNITY DEVELOPMENT NEEDS

Elimination of Blight

With the use of CDBG funds, much has been done to eliminate blight in Middletown. The CDBG-funded Neighborhood Rebuilders Fund has provided the monies to implement an anti-blight ordinance. The NRF places a lien on the property where a building was demolished so as to ensure that future use will be restricted to low and moderate-income housing. It remains an issue of high priority to many residents as indicated by the household survey as well as the open public meeting with the Citizens Advisory Council. It is essential that CDBG funding continues to be provided for this purpose. The City of Middletown has learned from the experience of other cities—if blight is not eliminated early, it spreads and degrades whole neighborhoods.

In the past, the City has used CDBG funds to support the Connections' cooperative effort with Home Ownership Providing Empowerment (HOPE) and Habitat for Humanity replacing blighted structures in the City with affordable, first-time home ownership opportunities. Last year the effort was successful in demolishing a blighted, City-owned structure and converting it into a two-family owner-occupied residence. This effort was made possible through the provision of a Section-8 certificate for the rental tenant and supplemental funding from private sources. Continued conversion requires funding of between \$35,000-\$40,000 per unit to fill the gap between financing limits and capital costs. This should be done in conjunction with Neighborhood Redevelopment and the construction of new housing.

Training the Unskilled and Increasing Employment Opportunities

As previously mentioned, according to focus group sessions held with the homeless guests at Eddy Shelter, increasing employment opportunities is one of the best ways to prevent homelessness and stabilize "at-risk" households. The need for training and increased employment opportunities was also given a consistently high priority by all residents in the household survey and in each of the group meetings.

The City's Economic Development Division has long been working to attract new businesses to Middletown in order to provide job opportunities, with some success—unemployment has dropped to 2.9%. However, many of the remaining unemployed residents need to acquire the skills demanded by the new industries in order to get jobs. The 2000 City of Middletown Comprehensive Plan of Conservation and Development recommended that “resources of Connecticut’s *Industry Cluster Competitiveness Strategy* need to be applied more vigorously, including marketing and technical training for workforce development.” A highly trained resident labor force can be used to attract emerging industries to the area, thus creating more employment.

Fundamental Skills Training

Other than direct job training, print and computer literacy are imperative to obtaining a well-paying job. Training for these, the most basic of job skills, is needed in Middletown where 16% of adults read at only the 4th grade level in 1998 according to the National Institute for Literacy. According to the same source, 45% of the illiterate live in poverty and work an average of 19% of the year. The need for literacy training was recognized in a 1999 study done by the Middlesex County United Way, in which 60.5% of residents felt that illiteracy was a “serious” or “very serious” problem.

Since 1997, the Russell Library has participated in Connecticut Works, a CTDOL collaboration of local, regional and state organizations for workforce development needs. The project provides a computer for career exploration (which is heavily used), access to Internet resources, books and videos. The Literacy Volunteers of Greater Middletown (LVGM), are provided free administrative office space in the Library and books for adult new readers. Tutors use the building to assist their students and Library staff direct adults to LVGM for literacy help. Tutor training classes and Board meetings are held in the Library. The student profile is 18% Black, 15% Hispanic and 29% female heads of households. Last year, 107 tutors assisted 121 students, contributing 4,200 volunteer hours.

Along with print literacy, computer literacy is gaining in importance. St. Francis of Assisi Church in the South End, working closely with the Spanish-speaking community, has stressed that computer skills are vital for people seeking to climb out of working-poor jobs or other economically dead-end situations.

The Public Housing Authority currently provides basic computer training programs at the Traverse Square and Maplewood Terrace developments for public housing residents. The Middlesex County

Chamber of Commerce, in cooperation with the Middlesex Community Technical College provides community-wide free training courses in “modern office skills” including keyboard refresher and computer literacy courses, but requires that participants already have typing skills. Although there are limitations to the groups each will train, either those in public housing or those who already have some basic typing skills, support for these programs should be continued. There is a gap however in training programs for those who do not fit these categories—i.e. those low-income residents of non-public housing without the basic skills required for the MCCC training are without options. The lack of computer ownership in the North End and South End neighborhoods mirrors the national technology gap in poor and minority communities.

The Russell Library, located in Tract 5416 and serving primarily the disadvantaged North End and South End neighborhoods, is in the process of becoming an “Information Gateway”. However, much remains to be accomplished in computer access. While the print literacy collaboration with LVGM has been positive, the current need is to develop a computer literacy partnership. Until now, LVGM students have not engaged in much computer usage. As noted by another NTIA report, computer literacy and Internet-searching skills are a must if adults are to be marketable now and in the future workplace.

Other Employment Training

Other employment training opportunities already exist. The Chamber of Commerce provides many training programs in partnership with the Technical College. A bill is currently before the State Legislature recommending that the budget surplus be used as gap funding for low-income individuals attending technical colleges. Kuhn Employment Opportunities trains the developmentally disabled to participate in the workforce. But there are areas of Employment training and development that are lacking. Along with the basic computer literacy skills already mentioned, technical training in computer rendering for manufacturing and engineering purposes (CAD/CAM) is increasingly necessary for residents if they wish to compete for jobs in high-tech manufacturing firms relocating to Middletown. Recommendations from the Chamber of Commerce also include Retail Restaurant programs that entail internship and placement—the drawback of this being most of the available jobs in restaurants are minimum wage and without benefits.

A conversation with Garrell Mullaney, CEO of Connecticut Valley Hospital brought to light the need for registered nurse training in Middletown now that the Middlesex Hospital’s School of Nursing has closed due to the financial constraints of managed care. Mr. Mullaney stated that in the past year, CVH has hired

300 new employees as older employees are opting to take early retirement as opposed to commuting to the new consolidated location. The majority of these new workers have come from Middletown and the immediate vicinity. However, they are having a difficult time attracting RNs to the area as they generally stay where they received their training—large hospital complexes that offer many options. At the time this report was written there were openings for 20 new RNs. A partnership should be created with the area technical college, CVH and Middlesex Hospital begin an aggressive program to recruit Regional nursing students for internships and job placement upon graduation. The partnership sponsoring subsidized housing near the hospital campuses for new nurses could be a recruiting asset.

Increasing Employment Opportunities through Economic Development

The fundamental economic development recommendation of the Comprehensive Plan is to focus on three primary areas of opportunity: light industry, office activities and Downtown development. All of these areas emphasize the need for a more highly technologically-trained, and ultimately better paid, labor force. Light industry consists of environmentally-sensitive, computer-intensive production of both durable and non-durable goods, including the research and development phases of high-technology manufacturing.

While the primary industrial development zones are located on the outskirts of Middletown, several small yet key opportunities are located in populated areas—Census Tracts 5411 and 5412.

Industrial Development

An important part of the Industrial Development objective includes brownfields redevelopment. The City has been successful in securing Environmental Protection Agency funding as a Brownfields Pilot Site in New England to address environmentally contaminated properties. These former industrial properties are located in older neighborhoods and were once major job generators.

Middletown intends to redevelop these brownfields. The largest area is an 85-acre area south of downtown. CDBG funding along with EPA funding may be necessary to spur private sector investment.

North End Industrial Zone (Remington Rand Building)

The City of Middletown is in the process of revitalizing the North End industrial zone. The 184,000 ft² of industrial space will receive environmental remediation and blighted outbuildings will be demolished. The property is located in a low to moderate-income census tract (5411) and is ideal for a business incubator for multiple (34) micro-enterprises. Funding from the yearly entitlement and from Section 108 Loan Guarantees and EDI and BEDI grants will be essential to create this incubator. This project is a commitment to both improving the appearance of the North End's industrial area as well as to aiding entrepreneurs in starting small businesses and creating new jobs.

Brickyard Industrial Park

The City has secured 50% state funding to construct the Brickyard Industrial Park off of CT Rt. 3/Newfield Street in the northern section of census tract 5412. Development of this industrial park on a bus line and in close proximity to low and moderate-income areas will no doubt create jobs for such residents. The City's share is approximately \$350,000.

Miller and Bridge Redevelopment Plan

It is estimated that implementation of the Miller and Bridge Redevelopment Plan will cost \$1.7 million. The plan is divided into four (4) phases. CDBG funding for demolition of the severely blighted neighborhood and for relocation payments will be required.

As the plan highlights, the elimination of this neighborhood is a matter of environmental justice. No household should be required to live in these conditions and its redevelopment will be a significant benefit to low and moderate-income residents. Additionally, elimination of this blighted neighborhood will provide additional land for rail-dependent economic development opportunities.

Additional Economic Development

Downtown Development

Main Street has suffered the fate of many downtown streets—it is slowly losing its commercial vitality to large malls located on the outskirts of town. The strategy for preserving the viability of Middletown's Main Street is to make it a place for residents to spend their evening hours. Zoning regulations consistent with responses to the city-wide survey conducted in August favor greater aesthetic controls over projects,

that have been enacted in order to preserve the character of the five historic districts in the downtown area. Already there is a newly opened movie theater as well as restaurants featuring different types of cuisine. More development of this sort will be encouraged, including food and entertainment-related specialty shops and a large browser-friendly bookstore. A study has also been done recommending the construction of a 100-room hotel in the downtown area, which is being reviewed by several hotel developers. The success of this project will create a new atmosphere for Main Street, helping to reduce or deter crime. Also of note, the Main Street Program funding will run out at the end of this, its third year. The proposed creation of a Business Improvement District (BID) was recently voted down by the Common Council, however the Main Street group is dedicated to the idea and is actively exploring alternatives. Recent recommendations for the downtown area include creating a “smart” office building with connections to high speed Internet access to attract high-tech companies to Middletown. Accompanying this should be improved residential apartments for the younger workforce.

Riverfront Properties

A mayoral Select Committee has been established to examine ideas for redevelopment of a 85-acre area in Census Tract 5417. The current plan involves the acquisition of Peterson Oil Company and the Wastewater Treatment Plant and conversion of the site into a mixed-use commercial and recreational area, including a linear waterfront park and a marina. This project will tie in with the State’s promotion of tourism opportunities on the Connecticut River. The two existing residential areas within the site will be maintained and in-fill housing will be created to build up the neighborhoods. It will take approximately two years for the City to gain control of the entire area, eliminate any environmental contamination and start development.

Business Incentives

In order for all of the targeted neighborhood economic development to succeed, the City must continue to support business incentive programs. Existing programs include the State Tax and Business Ordinance, the JOBS Loan Program, the Reinvest Loan Program, the Urban Jobs program and the State Enterprise Zone.

Supportive Services

Supportive services were the second most important programs to be funded according to the non-profit service providers, but were ranked poorly in the opinion of most responding citizenry. However, it should

be noted that even for those groups that did not see collective services as a pressing community need, the following individual services were mentioned again and again as important programs for funding. These services—closely tied to expanding economic opportunities for those who are homeless and ill-housed, unemployed or extremely low-income—are vital ancillary needs of these populations.

Childcare and Youth Services

Although it was not listed on the aforementioned survey, the residents and service providers of Middletown have identified Youth Programs as one of their special non-housing community development needs. In each meeting that has been held in the process of preparing the Consolidated Plan, youth services, including childcare, have been mentioned as a definite need of the community. The provision of youth services can be considered both an anti-poverty and anti-crime strategy.

The lack of affordable childcare and/or after-school youth services is often a barrier preventing meaningful employment, especially for extremely low and low-income single parent families. Many of those who have received job training are unable to take jobs because they are unable to find affordable childcare, thus continuing the cycle of poverty. This is especially applicable to those who would work night shifts, but even those who work regular business hours are having difficulty finding daycare.

The lack of early childcare is also detrimental to the child's economic potential. It is often the case that children in lower-income families do not have the early childhood development advantages going in to school as those from more financially secure environments. The need to catch up with other children from the first day of school can lead to feelings of isolation, discouragement and lack of self-worth that often prevent the student from achieving all of which he or she is capable, both as a student and as an adult.

A recently funded Early Head Start program for pregnant women and children up to age three is underway as a result of the partnership formed between the Child & Family Agency of Southeastern Connecticut and the Middlesex United Way. This program, federally funded with a 20% local match will service 36 low-income and/or disabled children (24 at home and 12 already in daycare) over the course of the next year, with opportunities for expansion over the next several years.

The City's popular School Readiness program for 3 and 4-year-olds received state funding in July for 33 additional slots—increasing the number of children they can serve to 201. This is good news considering

the earlier freeze on funding. However, before the freeze was effected, Middletown planned on increasing the number of children in the program to 306—leaving 105 children without a place to go and their parents with the choice of working or leaving their children unsupervised.

After-school services have obvious anti-crime aspects. These programs keep adolescents in a safe, supervised environment and constructively occupied. Such programs for older children are gaining in popularity in the City. A new community-wide cooperative venture between Rushford Center and The Connection, Inc. has opened. This new Youth Center provides after-school and weekend programs for an estimated 400 teenagers. The smaller “I Have a Friend” Youth Center—a grassroots program in Census tract 5421—serves approximately 36 severely disadvantaged children, aged 5 to 15 years, after-school three days a week. These programs provide tutoring, counseling, activities and field trips, helping to provide children from low-income backgrounds with the skills they will need to succeed.

Other opportunities include the Oddfellows Playhouse Theatre Project and Middletown Youth Football. Oddfellows involves youth from low-income families in theatre activities ranging from acting and directing to set design and construction. The theatre project provides transportation to and from its activities, allowing youth to participate without worrying about traveling home after dark. The football league provides more traditional activities for underprivileged youth.

It has been suggested that the caretaker’s house at Higby Reservoir be renovated for use as a Park Ranger/Police Department headquarters for use most of the year, but during the summer it could be used as an Ecology Camp for 14 and 15-year olds, i.e. Student Conservation Corps. This age group has no City-supervised activities and such a program would take 30 youths at a time. The surrounding area also needs trail improvements that could be done by campers.

Transportation

Another barrier to financial self-sufficiency is the lack of public transportation. If a person works the night shift and does not have the means to purchase a car, he or she is left walking long distances at odd hours of the night or early hours of the morning. Those who must leave for work before 6 AM have no transit options at all—they must have private transportation. The Middletown Transit Authority (MAT), with funding from the Access to Jobs effort and the Federal Transit Authority, has attempted to alleviate this situation by extending its flag-stop service hours to 11 PM. However, in order to do so it has had to consolidate its routes during the later hours. This was done at the request of merchants and businesses to

accommodate employees, but is open to the public at large. Middletown Area Transit's initial projection of after-hours ridership was 600-800 rides per month. The average of actual rides since the extended hours were implemented in the fall of 1999 is 1,500 per month, almost double the outside estimate. MAT has also recently reduced daily long-range route fares for low-income employees of the Westbrook Shopping Mall; providing two drop offs and pickups each weekday that correspond with retail shifts

Public Facilities Improvements

Public facilities improvements are of relatively low priority for Middletown residents except, of course, for the Heads of City agencies. A great deal has been done in the past five years to improve the resources and equipment of local public facilities. There remains a need for several new pieces of equipment including: Cross Street fire station expansion, river access and boat docks; air quality meters for the fire department; an auxiliary power generator for the Berlin Street Power Plant which is used as an emergency shelter when the power is out; a salt shed for public works; and, installation of wiring for high speed Internet access.

B. Specific Objectives and Strategies

HOUSING AND COMMUNITY DEVELOPMENT STRATEGIC PLAN

The City of Middletown's goal is to produce a five (5) year strategic plan that will serve as a guide for government, business, non-profits and residents in promoting economic development, employment opportunities, affordable housing and supportive services, especially for our low income residents as a means to obliterate poverty.

Housing goals and objectives center on constructing new rental and owner housing as well as rehabilitating existing housing with a strong emphasis on lead-based paint abatement and a commitment to avoid displacing current residents. These objectives and strategies focus on declining neighborhoods—especially those located in the predominantly impoverished Census Tracts 5411, 5416 and 5417—in order to reinforce existing communities, improve environmental conditions and create affordable housing.

Homeless objectives focus on supportive services, with the creation of permanent supportive housing being the primary objective. The individual supportive services most in need are case management for substance abusers, mentally-ill and dually diagnosed homeless individuals and outreach services for homeless families.

The many Community Development objectives and strategies focus on both industrial and commercial economic development in order to create jobs, as well as neighborhood redevelopment, transportation and provision of services for special needs populations.

Almost all of the objectives listed in the consolidated plan can be in one way or another considered anti-poverty. However, for the purpose of this section, educational opportunities and employment training are considered the primary anti-poverty strategies.

The Middletown Housing Authority has presented its strategic goals and objectives to attaining its mission of being the area's affordable housing of choice and to assist low and moderate-income families with safe, decent and affordable housing opportunities as they strive to achieve self-sufficiency and improve the quality of their lives in its PHA 5-Year Plan. (See Attachment #11)

Through cooperative state and local efforts to create a testing database and remediation programs for both residential and commercial buildings, the City will continue to work to fulfill the primary Lead-Based Paint objective of reducing the incidences of lead poisoning in Middletown

All of the Housing goals, objectives and strategies that promote the construction of new owner and rental housing were created with the secondary purpose of reducing barriers to affordable housing. In order to prevent confusion, they are not listed a second time as Reduction of Barrier Strategies.

The following goals and strategies have been established to reduce the number of poverty level families, facilitating programs and policies of producing and preserving affordable housing, providing employment opportunities and supportive services to meet the needs of the residents of the City of Middletown in partnership with area non-profits, business, Housing Authority and the City Administration over the five year period of this Consolidated Plan.

Note: In an effort to make the extensive outline/narrative easier to follow, the goals and strategies have been summarized as a table on the following page.

I. HOUSING OBJECTIVES

HOUSING GOAL A: AFFORDABLE RENTAL HOUSING

The goal is to create livable rental housing to suit the needs of low-income Middletown residents.

HOUSING OBJECTIVE A.1:

The objective is to expand the availability of affordable rental housing stock by 15 units a year for extremely low- and low-income families.

HOUSING STRATEGY A.1.A:

Support the redevelopment of downtown areas and the construction of and/or conversion of alternative space into new rental housing units.

Resources

Private Development
Tax Incentives
Community Development Block Grant
Housing Development Zone Grants

Obstacles

Political Opposition
Lack of willing developers

Timeline

Average: 15 units/year for 5 years

Geographic Distribution

Census Tracts 5417, 5416 and 5411—the Waterfront, Downtown and Ferry/Green/Rapallo areas.

HOUSING GOAL B: FAIR HOUSING

The goal is to ensure that all of Middletown's residents have fair access to the housing of their choice.

HOUSING OBJECTIVE B.1:

Continue to develop and improve upon the existing Fair Housing Plan and procedures.

HOUSING STRATEGY B.1.A:

Continue to actively support the involvement of housing activists with the Human Relations staff to unilaterally and expeditiously deal with inquiries and complaints.

Resources

City Human Relations Staff

Obstacles

Lack of available staff time.

Timeline

Ongoing.

Geographic Distribution

City-wide.

HOUSING GOAL C: HOMEOWNERSHIP OPPORTUNITIES

The goal is to create homeownership opportunities for low and moderate-income persons and families to support upward mobility and investment in “real” equity.

HOUSING OBJECTIVE C.1:

The objective is to assist at least fifty (50) low- and moderate-income resident families buy homes in Middletown with at least 50% of these coming from publicly subsidized units.

HOUSING STRATEGY C.1.A:

Continue to support the Community Renewal Team’s Down Payment and Second Mortgage Assistance Loan Program that educates qualified low-income residents to become homeowners and offers low interest loans and grants through Community Development Block Grant funds.

Resources

Community Development Block Grant
CDBG Revolving Loan Fund
CRT-Middletown

Obstacles

Meeting mortgage qualification standards for eligible applicants.
Cost of real estate.

Timeline

Average: 8 units/year for 5 years

Geographic Distribution

City-wide.

HOUSING STRATEGY C.1.B:

Continue to support the newly developed Habitat for Humanity local affiliate.

Resources

Volunteers

In-kind City contributions including waiver of fees, for building permits and Planning & Zoning applications

Donated land

Obstacles

Difficulty in locating and acquiring sites

Timeline

Average: 2 units/year for 5 years

Geographic Distribution

City-Wide

HOUSING GOAL D: REHABILITATION OF OWNER-OCCUPIED AND RENTAL PROPERTIES

The goal is to preserve existing housing stock for the City's low and moderate-income owners and renters.

HOUSING OBJECTIVE D.1:

Facilitate the rehabilitation of at least twenty (20) units per year for the next two (2) years and thirty (30) units per year for the three (3) years thereafter for extremely low-, low- and moderate-income households.

HOUSING STRATEGY D.1.A

Continue to use the City's Housing Rehabilitation Loan Program which is targeted for owner and rental properties in order to eliminate code violations, abate the hazards of lead and increase energy conservation measures. The Program funds are generated from a revolving loan fund. The City promotes the program directly to owner occupants, investor owners and through non-profits who are providing affordable ownership opportunities.

Resources

Administration – Community Development Block Grant - \$120,000/year – Housing Rehabilitation Program – Revolving Loan Fund

Recipients: low interest loans up to 5% for five years depending on income and ability to pay; matching funds from CRA lender or other resources

Obstacles

Lack of owner matching funds

Income limits

Unpaid outstanding loan payments

Units removed from housing market due to lead based paint contamination

Timeline

Average: 15 units/year for 5 years

Geographic Distribution

City-Wide

HOUSING STRATEGY D.1.B

Continue to support the Christmas in April project with the objective of rehabilitating five (5) units per year with private funds, volunteers and donated materials for owner-occupied residents who are low-income, elderly or handicapped; and or needy non-profit facilities serving homeless and low income people.

Resources

Contributions

Volunteers

Materials

Obstacles

Insufficient Volunteers

Insufficient Materials

Lack of Financial contributions

Timeline

Five (5) units for the elderly and/or disabled each April.

Geographic Distribution

City-Wide

HOUSING STRATEGY D.1.C

Support through the Middletown Housing Partnership owner/renter rehabilitation projects such as the currently proposed rehabilitation of properties in the Ferry/Green/Rapallo neighborhood and any resulting new acquisitions or construction by Nehemiah Housing Corporation and The Connection Fund, Inc. for the purpose of rehabilitation and limited equity opportunities such as the proposed artists' co-op in the Ferry and Green neighborhood.

Resources

Middletown Housing Partnership

Alderhouse Arts Residence

Nehemiah Housing Corporation

The Connection, Inc.

Supportive effort by City/Commission staff and North End Action Team

Tax abatement of rehabilitation investment in Housing Development Zone for eleven (11) years

Obstacles

Insufficient funds available to non-profits
Conflicting community goals
Lack of feasibility study/action plan

Timeline

20-30 units in the first year of construction beginning in 2003 and an average of 10 units each year thereafter.

Geographic Distribution

Concentrated in the Ferry/Green/Rapallo, Waterfront and Downtown neighborhoods:
Census Tracts 5411, 5417 and 5416.

II. HOMELESS OBJECTIVES

HOMELESS GOAL A: SUPPORTIVE HOUSING

Improve the life skills of homeless individuals and families and increase their financial viability so they are no longer homeless.

HOMELESS OBJECTIVE A.1:

Provide housing with support services designed to assist with employment training, transportation, childcare and substance abuse case management.

HOMELESS STRATEGY A.1.A:

Support the inclusion and development of PILOTS and other scattered site supportive housing throughout Middletown as well as the existing supportive facilities run by Shepherd Home and Liberty Commons.

Resources

Supportive Housing Coalition
Nehemiah Housing Corporation
The Connection, Inc.
United Way of Middlesex County
Shepherd Home
Liberty Commons
Mercy Housing Corps
Middletown Region Community Reinvestment Committee
HUD Continuum of Care Homeless Assistance Grant
Department of Mental Health and Addiction Services
Department of Social Services Section 8
Middletown Housing Authority Section 8

Obstacles

Real estate costs
Lack of available real estate

Timeline

10 units/year for the next five years for families, 10 units/year for the next five years for single mentally ill and/or substance abusing adults

Geographic Distribution

Scattered sites throughout Middletown in order to reduce concentration of poverty.

HOMELESS STRATEGY A.1.B:

Continue supporting case management services for the homeless at the Eddy Shelter, the Red Cross Shelter, Shepherd Home and St Vincent dePaul soup kitchen.

Resources

The Connection Inc. – The Eddy Shelter
American Red Cross
Community Development Block Grant

Obstacles

Lack of staff

Timeline

Ongoing

Geographic Distribution

Census tracts 5419 and 5416

III. COMMUNITY DEVELOPMENT OBJECTIVES

COMMUNITY DEVELOPMENT GOAL A: ECONOMIC DEVELOPMENT

Create new employment opportunities for Middletown residents by attracting businesses to the City in existing commercial and industrial areas.

COMMUNITY DEVELOPMENT OBJECTIVE A.1:

Promote economic development in older, blighted neighborhoods as part of community revitalization efforts.

COMMUNITY DEVELOPMENT STRATEGY A.1.A:

Follow through on plans to rehabilitate historic industrial sites such as the North End Industrial Zone, Brickyard Industrial Park and the Miller and Bridge Redevelopment area as well as remediate and rehabilitate the Remington Rand building as a business incubator to provide hundreds of new jobs in the North End.

Resources

CDBG funds
Environmental Protection Agency Brownfields remediation Pilot funds
Section 108 loan guarantees
EDI and BEDI grants
Connecticut Department of Economic and Community Development
Municipal funds
Middlesex Chamber of Commerce

Obstacles

Avoiding displacement
Brownfields issues
Modernization of existing buildings

Timeline

Ongoing to 2005

Geographic Distribution

Targeted areas of Census tracts 5411 and 5412.

COMMUNITY DEVELOPMENT STRATEGY A.1.B:

Create a high-tech center in the downtown area by pursuing a state IT zone designation, promoting the existing high-speed DSL Internet access and available space in upper stories of Main Street buildings and developing a loan program to modernize upper floor office space and encourage the private sector to develop a Class A “smart” office building in the CBD.

Resources

Municipal funds
Connecticut Department of Economic and Community Development
CDBG funds
Middlesex Chamber of Commerce
Wesleyan University

Obstacles

Modernization of existing buildings
Logistics of installing the cable

Timeline

Ongoing to 2005

Geographic Distribution

Census tract 5416

COMMUNITY DEVELOPMENT STRATEGY A.1.C:

Take advantage of the existing cinema and many ethnic restaurants and plans for a 100 room hotel to rehabilitate the historic downtown commercial center both as an employment center and an evening entertainment district including a browser-friendly bookstore and related retail establishments.

Resources

Municipal funds
Historical Society
Connecticut Department of Economic and Community Development
CDBG funds
Middlesex Chamber of Commerce

Obstacles

Modernization of existing buildings
Maintaining architectural integrity of buildings

Timeline

Ongoing to 2005

Geographic Distribution

Census tract 5416

COMMUNITY DEVELOPMENT STRATEGY A.1.D:

Reclaim former industrial sites on the riverfront as a mixed-use commercial/recreational area to include a marina while reinvigorating the residential neighborhoods on the 85-acre site and connecting all new developments to the downtown.

Resources

Municipal funds
Connecticut Department of Economic and Community Development
CDBG funds
Middlesex Chamber of Commerce
Private investment
Sec. 108 loans
EDI and BEDI
EPA funds

Obstacles

Brownfields issues
Only in initial planning stages

Timeline

Ongoing to 2005

Geographic Distribution

Census tract 5417

COMMUNITY DEVELOPMENT STRATEGY A.1.E:

Continue efforts to attract businesses through the Enterprise Zone and Target Investment Community Incentives, and the local Tax and Business Incentive Ordinance.

Resources

Connecticut Department of Economic and Community Development
City Tax abatement and administrative support
Middlesex County Revitalization Commission Loan Fund
Connecticut Small Business Development Center
Small Business Administration
Industry for Middletown
Marketing materials
Middlesex Chamber of Commerce

Obstacles

Environmental constraints especially in the North End Industrial area
Enterprise Zone eligibility based on census tract and poverty level rather than available industrial property in need of redevelopment
Relative disadvantage of Connecticut and northeast to compete

Timeline

One (1) Enterprise Zone business per year
Two (2) to three (3) Target Investment Community businesses per year

Geographic Distribution

Enterprise Zone
Downtown – North End
City-wide in Target Investment Community

COMMUNITY DEVELOPMENT STRATEGY A.1.F:

Continue to support and fund REINVEST loans program.

Resources

Economic Development funds through City of Middletown
City Municipal Development Office administration
CDBG Revolving Loan funds

Obstacles

Potential lack of annual financial support

Timeline

Three (3) loans per year

Geographic Distribution

City-wide with emphasis on CBD

COMMUNITY DEVELOPMENT OBJECTIVE A.2:

Promote development of outlying existing industrial areas in order to increase local employment.

COMMUNITY DEVELOPMENT STRATEGY A.2.A:

Working with Northeast Utilities and Pratt & Whitney Aircraft, the City will address infrastructure needs including roads, combining water and sewer systems and river access for the Maromas parcel.

Resources

Northeast Utilities

Pratt & Whitney Aircraft

City of Middletown Public Works Department

City of Middletown Water and Sewer Department

City of Middletown Municipal Development Office

Connecticut Department of Economic and Community Development

Connecticut Economic Development Authority

Connecticut Department of Transportation

US Department of Commerce – Economic Development Administration

EDI

Section 108

Obstacles

Lack of financial resources to extend utility systems

Marketing to developer to meet specific requirements of Northeast Utilities

Funds to upgrade railroad south from Pratt & Whitney dock south for one (1) mile for industrial use

Timeline

Ongoing to 2005

Geographic Distribution

Census tract 5419

COMMUNITY DEVELOPMENT OBJECTIVE A.3:

Facilitate the creation of fifteen (15) new full-time and twenty-five (25) part time jobs per year in the private sector and to place thirty (30) unemployed or underemployed workers in meaningful jobs through City-supported incentive programs and training opportunities which may lead to improved economic status of very low, low and moderate income residents.

COMMUNITY DEVELOPMENT STRATEGY A.3.A:

Support job training programs such as Middlesex County Chamber of Commerce's Worker Preparation Program.

Resources

CDBG funds
City Budget
Private foundations
State Welfare
Chamber of Commerce staff and membership

Obstacles

Limited job opportunity for low skill workers
Potential limitations of applicants
Reliance on City budget
Transportation

Timeline

Twenty-eight placements per year

Geographic Distribution

City-wide.

COMMUNITY DEVELOPMENT STRATEGY A.3.B:

Continue funding JOBS Loan Program and marketing to industrial sectors.

Resources

Five (5) year loan paybacks
JOBS Loan Advisory Board Volunteers
CDBG Revolving Loan funds

Obstacles

Lack of demand in industrial sector
JOBS Loan Program criteria creates disincentive for business services
Loan resource and financial lenders competition from Connecticut Department of Economic and Community Development

Timeline

Ten (10) jobs per year

Geographic Distribution

City-wide

COMMUNITY DEVELOPMENT GOAL B: NEIGHBORHOOD REDEVELOPMENT

Provide decent living environments for Middletown's residents.

COMMUNITY DEVELOPMENT OBJECTIVE B.1:

Continue to provide funding for blighted building removal in very low and low-income neighborhoods in conjunction with current residential development plans in downtown areas.

COMMUNITY DEVELOPMENT STRATEGY B.1.A:

Continue supporting the successful Neighborhood Rebuilders Fund.

Resources

Neighborhood Rebuilders Fund
CDBG funds

Obstacles

Avoiding displacement

Timeline

Ongoing

Geographic Distribution

Targeted Low-Income Neighborhoods.

COMMUNITY DEVELOPMENT STRATEGY B.1.B:

Implement the Miller and Bridge Redevelopment Plan as a means of ensuring environmental justice for the existing low-income residents.

Resources

CDBG funds
Department of Transportation funds
Sec. 108

Obstacles

Relocating residents
Funding

Timeline

Four phases: 1 phase/year through 2004

Geographic Distribution

Census Tract 5417

COMMUNITY DEVELOPMENT OBJECTIVE B.2:

Provide access to information services for very low and low-income neighborhood groups and their leadership in order to increase neighborhood revitalization funding opportunities

COMMUNITY DEVELOPMENT STRATEGY B.2.A:

Make presentations before a wide range of community organizations, clergy, childcare providers and service clubs in order to give basic training in the new connectivity potential of the library.

Resources

Russell Library staff
Literacy Volunteers of Greater Middletown
Local newspapers
Local service agencies
HUD

Obstacles

Availability of equipment

Timeline

Ongoing, with the goal of recruiting and training 25 community leaders by 2005.

Geographic Distribution

Located in Census Tract 5416 serving the mainly the impoverished North End and South End neighborhoods, but services are accessible to all Middletown residents.

COMMUNITY DEVELOPMENT GOAL C: TRANSPORTATION

The goal is to provide transportation for special needs, very low and low-income residents in order to provide access to educational facilities, services and cost effective shopping opportunities and expand job opportunities.

COMMUNITY DEVELOPMENT OBJECTIVE C.1:

Improve accessibility to transportation service for disabled and elderly residents.

COMMUNITY DEVELOPMENT STRATEGY C.1.A:

Continue to improve the mechanism created through the last consolidated plan to assist seniors, disabled adults and low income residents needing transportation and physical assistance to shopping areas, doctor appointments, educational facilities and jobs.

Resources

American Red Cross
Volunteer organizations
Middletown Area Transit

Obstacles

Limitations of service hours
Lack of physical assistance volunteers

Timeline

Ongoing

Geographic Distribution

City-Wide

COMMUNITY DEVELOPMENT OBJECTIVE C.2:

Improve efficiency and accessibility to transportation service for low and moderate-income residents better enabling them to reach employment and affordable shopping opportunities.

COMMUNITY DEVELOPMENT STRATEGY C.2.A:

Continue to support the extended hours Middletown Area Transit service throughout Middletown as part of the Department of Social Services Access to Jobs program with matched funding from the Federal Transportation Authority and Department of Labor.

Resources

Middletown Area Transit
Department of Social Services Access to Jobs Program
Federal Departments of Transportation and Labor
Local Merchants and Businesses

Obstacles

Limitations of after hours service
Ineffective schedule for users during after hours service

Timeline

Ongoing

Geographic Distribution

City-Wide

COMMUNITY DEVELOPMENT STRATEGY C.2.B:

Continue to evaluate service and ridership and make minor adjustments accordingly.

Resources

Middletown Area Transit
American Red Cross
Service Provider Input
Local Merchant and Business Input

Obstacles

Lack of structured data

Timeline

Ongoing

Geographic Distribution

City-Wide

COMMUNITY DEVELOPMENT STRATEGY C.2.C:

Establish public transportation service between Middletown and neighboring Meriden.

Resources

Middletown Area Transit
Connecticut Department of Transportation

Obstacles

Lack of equipment and funds.

Timeline

Implemented by 2002

Geographic Distribution

City-Wide

COMMUNITY DEVELOPMENT STRATEGY C.2.D:

Study demographics and outline service to extend bus routes to the Pratt & Whitney plant in southern Middletown as the company relocates workers and creates more jobs at this expanding site.

Resources

Middletown Area Transit
Pratt & Whitney

Obstacles

Timeline for relocation of jobs to site only an estimation.

Timeline

2003 to 2005

Geographic Distribution

City-Wide

COMMUNITY DEVELOPMENT STRATEGY C.2.E:

Continue feasibility study of a light rail line between Hartford, Middletown and Old Saybrook.

Resources

Connecticut Department of Transportation

Federal TEA21

Middletown Area Transit

Obstacles

Doubtful that potential ridership base exists to make such service feasible.

Timeline

2001

Geographic Distribution

City-Wide

COMMUNITY DEVELOPMENT GOAL D: RAIL/FREIGHT SERVICES

The goal is to provide improved rail services in order to expand job opportunities.

COMMUNITY DEVELOPMENT OBJECTIVE D.1:

Improve rail-freight facilities to the industrial areas abutting the rail corridor.

COMMUNITY DEVELOPMENT STRATEGY D.1.A:

Improve the existing infrastructure to facilitate the rail-freight access to the industrial zones, aiding recruitment of manufacturing jobs for the low-income population of the area.

Resources

CTDOT

CDBG

Middletown Area Transit

Existing infrastructure

Sec. 108

EDI

Obstacles

Condition of existing tracks

Lack of funds

Existence of track does not guarantee businesses will come

Timeline

Unknown

Geographic Distribution

Census Tract 5412, adjoining the North End Neighborhood

COMMUNITY DEVELOPMENT GOAL E: SPECIAL NEEDS POPULATIONS

Increase the safety of community facilities, commercial establishments and residences for all citizens, but especially the frail elderly and disabled.

COMMUNITY DEVELOPMENT OBJECTIVE E.1:

Get all City community facilities and commercial establishments up to ADA code.

COMMUNITY DEVELOPMENT STRATEGY E.1.A:

Provide gap financing for property owners rehabilitating their buildings to come up to ADA code.

Resources

Local service agencies

CDBG funding

Obstacles

Lack of funds.

Timeline

Ongoing

Geographic Distribution

Primarily in the disadvantaged downtown commercial districts.

COMMUNITY DEVELOPMENT OBJECTIVE E.2:

Provide safe, supervised activities for school-age low-income children.

COMMUNITY DEVELOPMENT STRATEGY E.2.A:

Continue to provide supervised educational programs and activities after-school.

Resources

Community Health Center/Home Room After-school Program
I Have a Friend Youth Center
Middletown Youth Center
Oddfellows Playhouse
CDBG funding

Obstacles

Limited staff availability.
Limited hours of operation.
Lack of transportation to and from activities.

Timeline

Ongoing

Geographic Distribution

Targeted low-income neighborhoods.

COMMUNITY DEVELOPMENT STRATEGY E.2.B:

Convert caretaker's house at Higby Reservoir into a Park Ranger headquarters/Ecology Camp for youth ages 14 and 15.

Resources

Middletown Department of Parks and Recreation
Middletown Water Department
Student Conservation Corps
CDBG funding

Obstacles

Lack of available staff.
Limited hours of operation.
Lack of transportation to and from activities.

Timeline

Serving 30 youths each summer beginning in 2002.

Geographic Distribution

Located in Census Tract 5414, but attracting youth Citywide.

COMMUNITY DEVELOPMENT OBJECTIVE E.3:

Prevent substance use and abuse in at-risk populations.

COMMUNITY DEVELOPMENT STRATEGY E.3.A:

Continue to support anti-drug programs.

Resources

Middletown Police Department DARE program

Obstacles

Environmental and peer pressures.

Timeline

Ongoing

Geographic Distribution

City wide.

IV. ANTI-POVERTY STRATEGY OBJECTIVES

ANTI-POVERTY GOAL A: EDUCATIONAL DEVELOPMENT

Establish a universal level of educational achievement, personal empowerment and opportunity for all of Middletown's children.

ANTI-POVERTY OBJECTIVE A.1:

Provide early child development services for low- to moderate-income families.

ANTI-POVERTY STRATEGY A.1.A:

Support early education programs for the youngest of the City's disadvantaged children so they can begin school on equal footing with those from better-off families.

Resources

Community Health Center
Early Head Start Program
Middletown's School Readiness Program
Child & Family Agency of Southeastern Connecticut
Middlesex United Way
Russell Library

Obstacles

Limited staff availability.

Limited funding.

Timeline

Ongoing

Geographic Distribution

Citywide.

ANTI-POVERTY GOAL B: ADULT EDUCATION/SKILLS TRAINING

Increase employability by familiarizing educationally disenfranchised adults with computers and literacy software as well as other basic employability skills.

ANTI-POVERTY OBJECTIVE B.1:

Train adult new readers and displaced workers on new technology in hopes of getting half to express comfort using it and placing them in new jobs.

ANTI-POVERTY STRATEGY B.1.A:

Establish specialized job development and placement program by purchasing software and equipment and training 95 existing literacy tutors and 110 students in technology based upon evaluations of training needed for the illiterate and/or displaced because of lack of technological training.

Resources

Russell Library
Literacy Volunteers of Greater Middletown
North End Action Team
St. Francis of Assisi Church
Committee Concerning People with Disabilities
Middletown Senior Services
Community Development Block Grant funds
Middlesex Community Technical College
Wesleyan University
Connecticut Department of Labor

Obstacles

Lack of willingness of people to admit they need new skills
Lack of volunteers with basic technology experience
Lack of transportation to Library
Lack of affordable daycare during training periods

Timeline

95 trained tutors in first year –2004

110 resident trainees with half of these comfortable with their new skills that year and each year thereafter

Geographic Distribution

Located in Census Tract 5416 serving the mainly the impoverished North End and South End neighborhoods, but services are accessible to all Middletown residents.

ANTI-POVERTY STRATEGY B.1.B:

Continue to support traditional adult education programs.

Resources

Board of Education

New Adult Education consolidated facility

Free GED

Meriden-Middlesex Regional Workforce Development Board, Inc.

Middlesex Community Technical College

Connecticut Department of Labor

Obstacles

Insufficiency of funds for equipment at Adult Ed consolidated facility

Lack of transportation

Lack of affordable daycare during training periods

Timeline

Ongoing

Geographic Distribution

Area-wide.

V. PUBLIC HOUSING OBJECTIVES

The Middletown Housing Authority Strategic Goals and Objectives correspond to the goals and objectives as prepared for HUD under 24 CFR Part 903.5. The PHA 5-Year Plan can be found in Attachment #11.

VI. LEAD-BASED PAINT OBJECTIVES

LEAD-BASED PAINT GOAL A: REDUCE INCIDENCES OF LEAD POISONING

The primary goal is to reduce the incidences of lead poisoning in Middletown.

LEAD-BASED PAINT OBJECTIVE A.1:

Facilitate the abatement of lead-based paint in at least three (3) units of high-risk low and moderate income housing per year.

LEAD-BASED PAINT STRATEGY A.1.A:

Give priority status for rehabilitation loans for lead abatement.

Resources

Health Department
American Red Cross
Community Development Block Grant
CDBG Residential Rehabilitation Revolving Loan
State Department of Housing – Lead Abatement Program
Visiting Nurses’ Association

Obstacles

High cost of abatement
High percentage of low income housing with potential for lead poisoning
Absentee landlords without financial resources and/or reluctance to address needs

Timeline

Three (3) units each year for five (5) years

Geographic Distribution

City-wide with concentration in Census Tracts 5411 and 5416 and other older neighborhoods.

LEAD-BASED PAINT OBJECTIVE A.2:

Continue developing the database that monitors progress toward this goal.

LEAD-BASED PAINT STRATEGY A.2.A:

Continue testing at-risk children and provide families with educational materials on the hazards of lead-based paint.

Resources

Health Department
Local pediatricians
Middlesex Hospital
Visiting Nurses’ Association

Obstacles

Lack of coordination

Need for coordinated distribution of materials
Difficulty reconciling existing database with State database

Timeline

Ongoing

Geographic Distribution

City-wide.

C. COORDINATION

Through the mayor, Common Council and the Common Council Subcommittees all strategies will be reviewed and revised, as needed and appropriate, in order to carry out the goals and objectives to meet the needs of the residents. Through this process and the advisory capacity of the Citizens Advisory Committee, municipal agencies, area non-profits and other agencies have an opportunity to address unmet and/or under-met needs. Any strategy that does not meet certain needs can be amended to more specifically meet those needs.

The municipal bodies receive input from the following target committees, coalitions and teams for special needs groups:

Supportive Housing Coalition
Committee Concerning People with Disabilities
Homeless Outreach Team
Senior Affairs Committee
Middlesex Coalition for Children
Senior Services
Community Advisory Committee
Connecticut Valley Hospital Advisory Committee
Middlesex Crisis Intervention Team
Middletown Housing Partnership
Middlesex Community Reinvestment Act Committee
North End Action Team
Nehemiah Housing Corporation

Each of these groups is made up of members from local non-profit service providers, City government, municipal service agencies, local businesses and ordinary citizenry. For example, the Supportive Housing Coalition has members representing the Community Health Center, Mercy Housing and Shelter Corp, Red Cross Family Shelter, Eddy Shelter, River Valley Services, City of Middletown, United Labor Agency, Nehemiah Housing, Middlesex United Way, Habitat for Humanity, Rushford Center, Gilead Community Services, St. Vincent dePaul Place, The Connection, Inc., Mid-CT Workforce Development Board, Middlesex Hospital, CT Bureau of Rehabilitation Services, Community Health Center – HIV Department and Kuhn Employment Opportunities. The extensive overlap of different interests within the same committee or board facilitates the comprehensive analysis of the problems of the target populations.

In at least one case, the supervision is more formal. The Middletown Housing Authority (MHA) is a service-providing entity that is overseen by the City. It has a Board of Directors appointed by the Mayor. The director of MHA reports that relations between the Mayor’s Office and the Authority are very good with open lines of communication. The MHA is not considered a “troubled” public housing authority.

The overall continuum of care strategies are fulfilled by existing services in Middletown. Gaps that require filling include the need for additional caseworkers and an outreach program for homeless families, but these gaps are due to a lack of funding, not that of an overseeing body.

Financial Resources

Mainstream Resources

Middletown, the entitlement city, will receive approximately \$500,000 as its CDBG funding each year through 2005, plus \$154,000 in anticipated income. The City has supported various housing initiatives in the past, and in the FY 00 allocation has awarded \$5,000 toward a staff member at the Eddy Shelter. Previous efforts have included renovation funds at the Eddy Shelter, Red Cross Family Shelter and Shepherd Transitional Home as well as funding for the North End Arts Residence.

The City also provides \$25,000 of annual support from its general funds to support the Eddy Shelter and leases the facilities which house the Eddy Shelter and Shepherd Transitional Home to their respective sponsors (The Connection and Mercy Housing and Shelter) for \$1, plus a minimal contribution for utilities.

The City also provides \$7,500 through its Economic Development Fund to the Chamber Worker Preparation Program.

Leveraged Resources

In cooperation with the United Labor Agency, Mid-CT Workforce Development Board, Community Health Center, we anticipate the leveraged resources identified in the leverage chart.

Additional efforts will be made to access anticipated resources from a state initiated Planning and Implementing Housing Options for Long-term Success (PILOT). Approval of these funds is currently being included as part of the upcoming state budget package.

Empowerment Zones

The City of Middletown is not within a federal empowerment zone. However, it is a State-designated enterprise zone community. It is the recipient of a Connecticut State Chapter 132 development grant for the North Main Street industrial area. Also, the City is a federal EPA Brownfields Pilot community.

CDFI/CRA

Middletown is making great strides in creating homeownership opportunities. According to the Connecticut Housing Finance Authority, with 556, Middletown was ranked fourteenth in the state in 1999 by number of CHFA loans. This number is lower than anticipated due to a lull in underwriting activity that occurred when CAGMC merged with CRT and CRT took control of the process. Now that the merger is complete, CRT is going forward and underwriting an average of 10 first time homeownership loans per year.

Local banks, lending organizations and realtors also have their own first-time homeownership programs. They have provided a series of workshops and educational seminars that provide potential first time home buyers with insight into: the process of home buying, budgetary needs to maintain home ownership and the rights and responsibilities of a homeowner/landlord.

Citizens Bank reports that they are provided first time home buyers with a program designed to reduce out of pocket expenses for down payment by requiring a maximum of \$1,000 if the borrower is at or below 50% of median income. Additionally, those borrowers at or below 50% have more flexible underwriting conditions that include review of alternative credit (i.e. utility bills, rent, etc.) qualifying ratios of 35% and 45% and a review of steady employment rather than employment with one company for an extended period. A 1% grant for down payment assistance is offered through Citizens Bank to also encourage home ownership and to lighten the load of finances required for purchasing.

They also have established a Neighborhood Rebuilder Revolving Loan Program with CHIF as the administrator, which offers flexible, low interest rate loans to developers interested in housing rehabilitation.

A 1% enhancement program is also offered as down payment concession grant to CHFA borrowers purchasing homes in target low income neighborhoods. This enhancement is designed to support initiatives which redevelop inner city neighborhoods and offer a broad base of income criteria, thus building a middle class within an urban center.

Liberty Bank reports that they provide first time home buyers programs, as well as down payment and closing cost assistance. It provides monthly budget and credit educational seminars. The bank has a

check-cashing store in Census tract 5416. Liberty Bank recently created the Middletown Region Community Reinvestment Act (CRA) Committee and is working with three non-profits to develop affordable housing for the North End.

As a whole, the City of Middletown can be proud of its collaborative and comprehensive efforts to alleviate poverty, provide decent housing and suitable living environments, and expand economic opportunities for its residents.