



**Community Development Block Grant  
Program (CDBG)**

*Fiscal Year 2013 – 2017*

*Five-Year Strategic Plan*

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# 3-5 Year Strategic Plan

This document includes Narrative Responses to specific questions that grantees of the Community Development Block Grant, HOME Investment Partnership, Housing Opportunities for People with AIDS and Emergency Shelter Grants Programs must respond to in order to be compliant with the Consolidated Planning Regulations.

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## **Executive Summary**

The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.

3-5 Year Strategic Plan Executive Summary:

The City of Dunkirk, New York, is a direct entitlement recipient of Community Development Block Grant funding only. The future plan is covering fiscal year 2013 through 2017. The priority needs identified in this plan are:

- 1: Economic Development – including small business development and enhancement.
- 2: Infrastructure Improvements: Including roadways, streetscapes, sidewalks, water and sewage improvements or rebuilds.
- 3: Housing Rehabilitation – Including large family housing, accessible units, new construction of affordable units, rehabilitation of existing units (including façade improvements and electric improvements), historic preservation, weatherization, accessibility, and emergency repairs.

This priority needs address the three established objectives for the CDBG program – Sustainable living environment, decent housing, or economic opportunity – and will be measured through the positive impact of the outcomes of availability / accessibility, affordability, or sustainability.

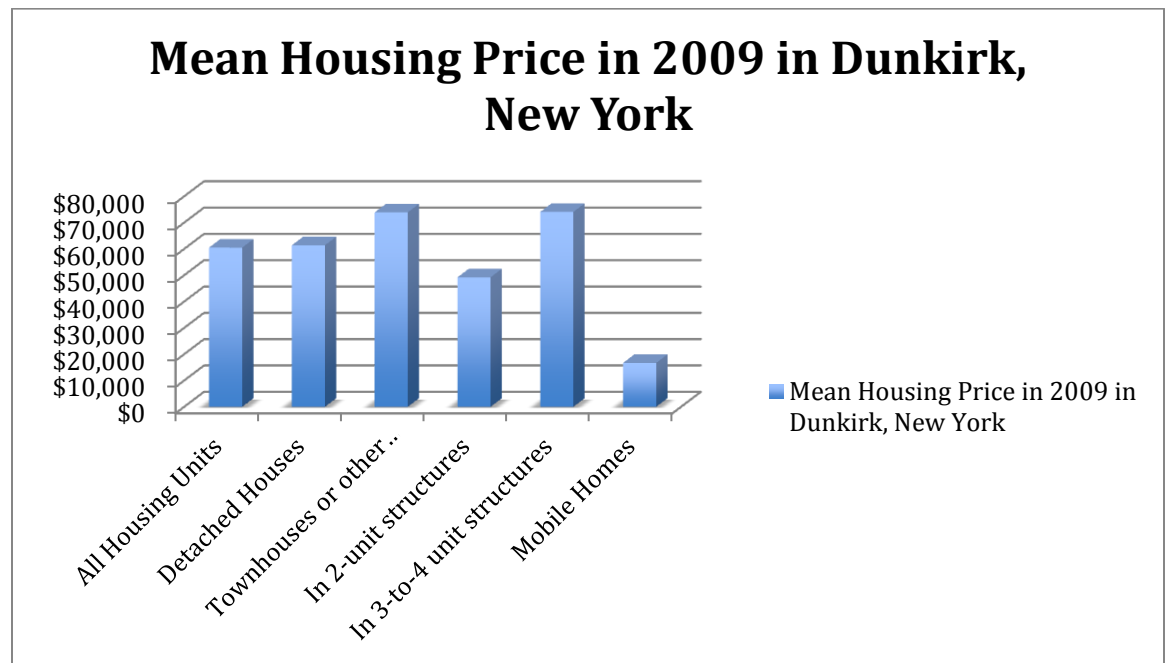
## **How the Plan was developed**

The City of Dunkirk's Consolidation plan was developed through consultation with partners and stakeholders, including local non-governmental organizations and leaders. The City of Dunkirk has hired an independent consultant to author the Consolidation plan; Travis Gordon, who is a graduate student in the field of Urban Planning at the University at Buffalo. A complete list of individuals and organizations that participated in the development of this plan can be found in Year #1 – Additional Files.

## **Housing and Community Needs Assessment**

A housing and Community Development Needs Assessment was created to present statistical and analytical information from the American Community Survey performed by the U.S. Census Bureau regarding the needs as follows:

- The City of Dunkirk consists of a land area of 4.53 square miles. The population of the City of Dunkirk has decreased from 13,103 in 2000 to 12,563 according to the 2010 census. This represents a 4.3% decrease in population since the 2000 census. A total of 49% of the population are males, and 51% are females with a median age of 38.7. The population density is 2774 people per square mile.
- Population by race reported in the 2010 Census estimates indicate that whites were the largest racial bloc consisting of 8,255 persons representing 65.7% of the total population. Hispanics were the second largest race consisting of 3,322 representing 26.4% of the total population.
- According to the 2010 Census, 23.3% of the population of Dunkirk is under the age of 18, while 15.4% of the population is over the age of 65. 61.3% is between the ages of 18 and 65.
- The 2009 Census estimates show that the median household income for Dunkirk is \$29,837(in 2009 inflation adjusted dollars). This represents a 9.5% increase over the 2000 income numbers.
- While the average household earnings and income have risen slightly, Dunkirk still has a substantial number of low-income residents. More than 50% of the city's census tracts, block groups have a concentration of low-income persons. A total of 26.9% of the population of Dunkirk is considered to be living in poverty according to 2009 census estimates, and more than 50% of the population is considered low to moderate income.
- For the population of men 16 years old or older, the leading industry in the time between 2005 and 2009 was manufacturing, representing 27% of the male population. 32% of Females ages 16 and older worked in the Health care and social assistance field.
- According to the U.S. Department of Labor Bureau of Statistics, unemployment in August 2012 averaged 8.3% in Dunkirk.



- A new Impediment to Fair Housing Analysis was constructed in 2011, which identified barriers and strategies to fair housing choice. The data was developed from Census data and incorporated into the consolidated planning process.

## Strategic Plan

Due every three, four, or five years (length of period is at the grantee's discretion) no less than 45 days prior to the start of the grantee's program year start date. HUD does not accept plans between August 15 and November 15.

**Mission:** The mission of the City of Dunkirk and the Department of Planning and Economic Development is to provide opportunities for citizens to increase the supply of safe and decent affordable housing; achieve and maintain the American dream of affordable home ownership; to enhance the community through economic development and neighborhood revitalization; to address the needs of homeless and special needs populations. The City also aims to further its mission by affirmatively furthering fair housing choice in the community.

The City of Dunkirk receives funds through the Community Development Block Grant program as an entitlement community. This program is the primary source of funding for housing and community development projects and shares the three basic goals of providing decent housing, create sustainable living environments and expanding economic opportunity for low-income individuals.

To satisfy the statutory requirements of the CDBG program, the City of Dunkirk must prepare a Consolidated Plan every five years in order to receive Community

Development Block Grant Funds. In response, the City has prepared a plan for Fiscal Years 2013 – 2017, including a one year action plan for 2013 covering the period beginning July 1, 2013 and ending June 30, 2014. The Plan consists of Coordination, Management and a Citizen Participation Plan, Housing and Community Development Strategic Plan and a one year Action Plan. The final segment, the One Year Action Plan for FY 2013 describes the project activities that would be undertaken by the City utilizing the funds granted to the city from the U.S. Department of Housing and Urban Development.

In compliance with the City's adopted Citizen Participation Plan, residents, agencies and other interested parties were invited to provide their views at 5 public hearings from August 2012 through November 2012. These meetings took place at various public, handicap accessible locations throughout the City of Dunkirk, including the SUNY Fredonia Technology Incubator, a Spanish-speaking church, a public gazebo in Washington Park, a public housing unit, and a senior center. A translator was available for Spanish – speaking members of the community at the meetings. At the first meeting, at the SUNY Fredonia Technology Incubator, an overview of CDBG was provided to the community, as well as a background as to what Dunkirk, as well as other cities have used CDBG funds for. The second meeting, at the Church, continued the overview, and began discussion on using CDBG funds for public education and skills development. The third meeting, at the gazebo in Washington Park introduced the concept of neighborhood revitalization. From this meeting, it was decided that henceforth, CDBG funds used for housing rehabilitation in the City of Dunkirk would be used to rehabilitate entire neighborhoods instead of specific houses scattered throughout the city. The meeting at the public housing unit introduced the idea of distributing CDBG funds using a concentric circle model of planning. With this, concentric circles spreading from our lakefront would spread CDBG funds throughout the city in a more organized manner. Our final public participation hearing was at a senior center supported by the city, where, like all other meetings, comments were taken, and information was distributed regarding what can and cannot be done using CDBG funds. In addition to the public meetings, the City accepted public comment on the draft for a 30-day period, which included presenting draft versions of this plan to neighboring municipalities, potential stakeholders, potential sub recipients of CDBG funds, and community members. After the 30 day period for comments, the comments were summarized for the final submission to HUD.

At the end of each fiscal year, the City of Dunkirk must also prepare a Consolidated Annual Performance and Evaluation Report (CAPER) to provide information to HUD and citizens about that year's accomplishments. The information allows residents, HUD and City Administration to determine whether the activities undertaken during the fiscal year helped to meet the City's five-year goals and to address priority needs identified in the Consolidated Plan. The annual report must be submitted to HUD.

### **Consolidation Plan Priorities – “Waves of Dunkirk”**

Through the preparation of this Plan, the City had the opportunity to build a unified vision for revitalization of the community through identifying needs, priorities, objectives and strategies for housing and community development in Dunkirk over the next five years. The City of Dunkirk has decided to organize its yearly priority zones into waves flowing

inland from Lake Erie. The following represent the main priorities of the City's CDBG program for the next five years as identified in the Consolidation Planning Process.

Year One: The area of focus in this specific year is around the downtown Harbor front. We plan on revitalizing housing to make lakefront housing more fashionable for potential new residents of Dunkirk. In doing so, we anticipate a ripple effect of a more robust and proud community that flows deeper into the city. When visitors drive through our city on Rt. 5, we believe making sure they see a beautiful lakefront community is paramount.

Year Two: After targeting the lakefront area of Dunkirk's downtown, we will move further inland, anticipating the revitalizing of the Central Business District, as well as surrounding residential housing, and former industrial zones, and the new parkway leading from the industrial areas east of the city to the Interstate 90. The residential areas include the Washington Park area, and the Academy Heights areas, both containing large blocks of housing that can benefit from housing rehabilitation. We strongly believe that investing in housing in these areas will help create the thriving community that the residents of the City of Dunkirk deserve.

Year Three: The Year Three wave is home to the more densely populated areas of the City of Dunkirk; we believe these areas to be prime for redevelopment. Our focus in Year Three would be to improve sidewalks, streetscapes, and rehabilitate housing in the area.

Year Four: Similar to Year Three, Year Four is primarily residential in nature, with parks and former industrial land interspersed. We believe that strategic reinvestment in the housing stock of year four will lead to an infusion of people being interested in moving to this part of the City of Dunkirk.

Year Five: The zone consisting of Year Five is closest to the State University of New York at Fredonia, a major employer in the area. We believe that this area, with its low housing costs and newer homes, is ideal for professionals working at the University to move into. The Chautauqua County Fair is also located in the Year Five wave, we believe these two attractions, combine with safe affordable housing, makes this area one of the best to move into in the Western New York area. Due to the fact that the entire City of Dunkirk is considered a low-to moderate-income area, we want to focus on housing beautification and rehabilitation in this area to strengthen the community that already exists here.

#### Other Objectives / Action Items

- Continue to apply for additional non-federal sources of funds, for example funds through the NYS Affordable Housing Corporation, and New York State Council for the Arts grants to augment and supplement CDBG funds.
- Continue to address lead-based paint hazards, reducing dangers to children in the City of Dunkirk.
- Provide assistance for energy conservation and weatherization activities through housing rehabilitation programs.



- Improve access to housing by people with disabilities, and identify funds for modifications that would make existing housing more accessible.
- Work with non-profit organizations in the business of housing rehabilitation to rehabilitate and restore Dunkirk's housing stock.

## **2. Comprehensive Revitalization of Dunkirk's Neighborhoods**

The health of a community is determined by the condition of its neighborhoods and the pride residents have in their community. The vast majority of neighborhoods in the City of Dunkirk are in a state of negative flux. The decay of these neighborhoods seems to be the result of a number of factors, including but not limited to absentee ownership, and landlords, continuous code violations, non-homeowners who have a lack of regard for their neighborhoods, partly due to a lack of investment. These issues have been expressed at local community organization meetings, common council meetings, and through the sheer magnitude of the decay itself. Crime has also been discussed as a deterrent for neighborhood pride and safety, however city-data.com's crime index puts Dunkirk's crime rate at approximately 270.2, well below the U.S. average of 319.1.

### Specific Objectives / Action Items:

- Invest CDBG funds in public improvements; such as improvements to streets, handicapped access ramps, sidewalks, street lights, parks, and the addition of new trees to revitalize neighborhoods.
- Work alongside the City of Dunkirk Police Department to implement community policing, increased police patrols, and crime prevention activities, such as development of wireless surveillance cameras in neighborhoods with high instances of crime.
- Create improvements to the neighborhood rental and housing stock to entice students and faculty from the State University of New York at Fredonia to view Dunkirk as a viable option for living.
- Stabilize neighborhoods to prevent further, and possibly reverse decay by encouraging homeownership and continued support from the City of Dunkirk, neighborhood associations, and community organizations.
- Continue to work with the City of Dunkirk's Code Enforcement staff to preserve neighborhoods from blighting influences and work with City officials to identify and provide CDBG funding, if available to demolish structures that are beyond repair.
- Foster and continue dialogues with individuals and neighborhood groups identifying and resolving neighborhood concerns.
- Maintain an open door policy of communicating and resolving specific issues.

## **3: Prevention of homelessness and Housing Instability**

Although the City of Dunkirk does not have a sizeable homeless population, it does have a sizable entitlement community dependent on Section 8 housing subsidies ready to move into more permanent housing. Under the American Recovery and Reinvestment act of 2009, It is HUD's as well as the City of Dunkirk's goal to help these people.

Specific Objectives / Action Items:

- Provide CDBG funding support for homeless prevention programs
- Support the provision for foreclosure prevention and financial management services for low and moderate-income families to keep them in their homes.
- Work with community groups to improve the situation for this part of the community

#### **4: Fair Housing**

The Fair Housing Act of 1968 requires that all Department of Housing and Urban Development (HUD) programs are administered in a manner that will, "affirmatively further fair housing." The City of Dunkirk is obligated to complete an "Analysis of Impediments to Fair Housing." Impediments to fair housing includes any actions, omissions, or decisions taken because of race, color, religion, sex, disability, familial status or national origin which restrict housing choices or the availability of housing choices. It also includes any actions, omissions or decisions which have the effect of restricting housing choices or the availability of housing choices on the basis of race, color, religion, sex, disability, familial status or national origin.

#### **5. Provide economic opportunities for City of Dunkirk residents, with an emphasis on those that are low to moderate income**

Job creation continues to be a major priority for the City of Dunkirk. Of the public meetings held for this plan, job creation and attainment was a topic of serious discussion at each and every meeting. The City continues to work closely with SUNY Fredonia and its downtown Dunkirk Technology Business Incubator. As manufacturing has left the area, the city and its residents need to look for ways to succeed in the new economy. City officials believe that investing in the technology sector is paramount in future success as a City. Cheap housing, an able, trained, and inexpensive labor force and a wealth of natural resources make this an ideal location to operate a business. As such, the City is looking to invest in businesses that take advantage of these resources. The City is looking to work with Agencies to help train employees for these opportunities and to work with companies in this sector to help them thrive and take the next step.

Specific Objectives/Action Items:

- Continue to partner with local job attainment agencies; committing ourselves to creating at least 50 new jobs for low to moderate-income individuals within the next 5 years.
- Encourage economic opportunities for low income, minority and women owned small business by providing financial assistance through the

Commercial Loan Program. These loans are intended to target demographics of our community that have a disproportionately low percentage of business owners.

- Working with local skills development agencies to encourage our population to be more prepared to deal with the changing market forces being imposed on it.
- Look for funding to continue the cleanup of important contaminated sites.
- Improve infrastructure throughout the city
- Work closely with other municipalities and regional entities to provide services more efficiently, including the regional water district.
- Work with strategic partners to provide loans, grants and other assistance to local businesses and startups.
- Focus energy and resources on businesses in the tech or environmental sectors
- Continue to work closely with the SUNY Fredonia Technology Business Incubator located in downtown Dunkirk.
- Work with the wealth of local crafters and artisans to provide incentives and opportunities for success.

## **6. Promote downtown revitalization**

The City of Dunkirk's Central Business District or "Downtown" has been in a state of steady and visible decline for decades. The impact of big box stores can be seen clearly when attempting to view the vitality of local businesses. The urban renewal period has had a long lasting negative effect on the community.

### Specific Objectives/Action Items:

The Following narrative provides an overview of the City of Dunkirk's accomplishments over the past five years.

Dunkirk has successfully utilized and leveraged with other possible funds, awards from NYMS to rehabilitate buildings on the harbor front district of Central Avenue. It has also successfully made the harbor front area more attractive for small businesses startups, residents, and visitors alike with the addition of the Dunkirk Pier Boardwalk – a one-stop-shop for locally produced goods. Dunkirk has also improved its infrastructure, and streets over the years.

## **7. Promote activities for youth**

The City of Dunkirk values its youth population highly, and intends to continue supporting it through education and recreation programs, as well as infrastructure geared toward youth-use such as sidewalks and ball fields.

Specific Objectives/Action Items:

- Involve youth and agencies that serve the youth in community development planning. Commit to having at least one youth serve on the City's Citizen Advisory Committee as recommended in the Citizen Participation Plan.
- Invest in The City of Dunkirk's parks, including the schools in the selection of park equipment and incorporate equipment that is geared toward a variety of different age groups.
- Educate the youth on the importance of participatory democracy, public participation in government, and community pride.

### **8: Improve the quality of life for senior citizens**

According to the American Community Survey, 15.5% of the City of Dunkirk's population is at the age of 65 and older. The city of Dunkirk has an aging population that is underserved at this time. The City is interested in providing a positive atmosphere for this group of our community.

Specific Objectives / Action Items:

- Continue to support the operation of the City of Dunkirk Senior Center, the only senior center located within the City of Dunkirk.
- Utilize CDBG funds to provide additional resources to provide additional resources to senior citizens in our community
- Continue to involve senior citizens in community development planning process through participation in public hearings, steering committees, and ad-hoc committees relating to economic development, historic preservation, and community development, etc.

### **9: Historic Preservation:**

The City of Dunkirk is steeped with history. Due to its location on the shores of Lake Erie, it lay witness to important American history as far back as the war of 1812. Citizens of the City of Dunkirk are growing in awareness and concern with historic preservation, with some of our buildings nearly 200 years old. Within the past 50 years, the city has weathered the tremendous impact of Urban Renewal. Large swaths of the city were leveled, and many of these plots continue to be undeveloped. Recently, the City has lost some important and irreplaceable historical structures.

Specific Objectives / Action Items:

- Continue to provide support for the Dunkirk Historical Society.
- Become a SHPO Certified local government.

- Utilize grant programs through the Preservation League of New York State to identify historic resources within the City of Dunkirk and determine how to protect those historic assets.

### **10: Infrastructure Focuses:**

Each year of the five years between FY 2013 – 2017, the City of Dunkirk intends to focus on one infrastructure project using approximately 25% of our CDBG funds. The projects will be done as follows:

**2013:** Roads / Streets: This year is intended to target several streets for total reconstruction. We will combine our CDBG funds with funds from other sources to achieve this goal.

**2014:** Water / Sewer lines, minimal road work: Water and sewer lines in the City of Dunkirk are aging and becoming a growing issue for public works to maintain. In 2014, we intend on combining CDBG funds with funding from other sources to replace aging water and sewer lines.

**2015:** Roads / Streets: This year is intended to target several streets for total reconstruction. We will combine our CDBG funds with funds from other sources to achieve this goal.

**2016:** Water / Sewer lines, minimal road work: Water and sewer lines in the City of Dunkirk are aging and becoming a growing issue for public works to maintain. In 2014, we intend on combining CDBG funds with funding from other sources to replace aging water and sewer lines.

**2017:** Sidewalks: The City of Dunkirk has an aging infrastructure of sidewalks throughout the city that necessitate rebuilding in order to make the city more pedestrian friendly.

### **General Questions**

- 1 Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed.
- 2 Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) and the basis for assigning the priority (including the relative priority, where required) given to each category of priority needs (91.215(a)(2)). Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.
- 3 Identify any obstacles to meeting underserved needs (91.215(a)(3)).

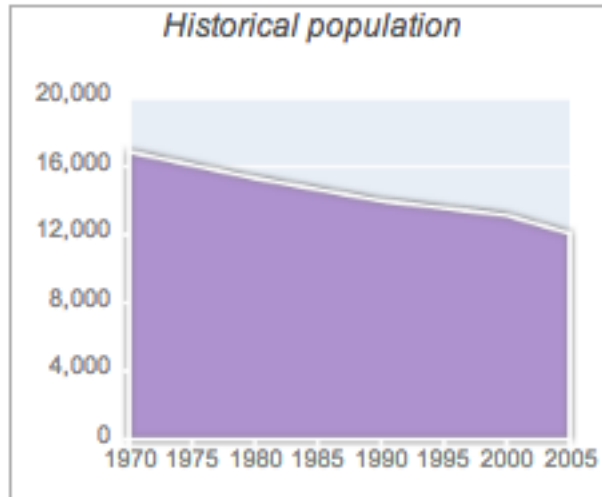
3-5 Year Strategic Plan General Questions response:

#### **1: Community Profile**

The City of Dunkirk is situated on the Eastern Shore of Lake Erie, in a section of New York State known as Western New York. The City encompasses 4.53 square miles of land area.

## Population

Over the past decade, Dunkirk's population has declined 4.3% to 12,563. The population in Dunkirk has been steadily declining since the 1960's due to industry leaving the area, and residents relocating from the area to find new sources of revenue.



Population by race reported in the 2010 Census estimates indicate that whites were the largest racial bloc consisting of 8,255 persons representing 65.7% of the total population. Hispanics were the second largest race consisting of 3,322 representing 26.4% of the total population.

According to the 2010 Census, 23.3% of the population of Dunkirk is under the age of 18, while 15.4% of the population is over the age of 65. 61.3% is between the ages of 18 and 65.

The 2009 Census estimates show that the median household income for Dunkirk is \$29,837 (in 2009 inflation adjusted dollars). This represents a 9.5% increase over the 2000 income numbers.

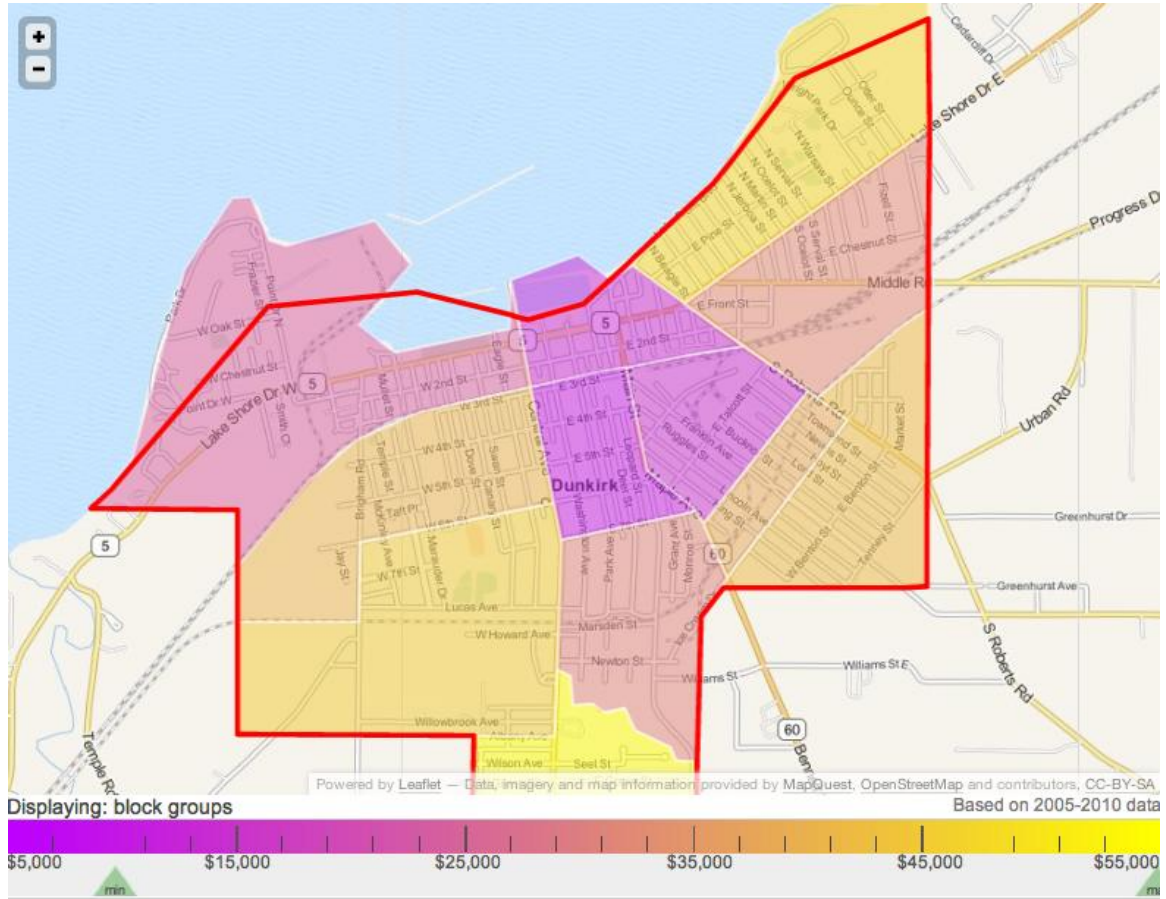
While the average household earnings and income have risen slightly, Dunkirk still has a substantial number of low-income residents. More than 50% of the city's census tracts, block groups have a concentration of low-income persons. A total of 26.9% of the population of Dunkirk is considered to be living in poverty according to 2009 census estimates, and more than 50% of the population is considered low to moderate income.

For the population of men 16 years old or older, the leading industry in in the time between 2005 and 2009 was manufacturing, representing 27% of the male population. 32% of Females ages 16 and older worked in the Health care and social assistance field.

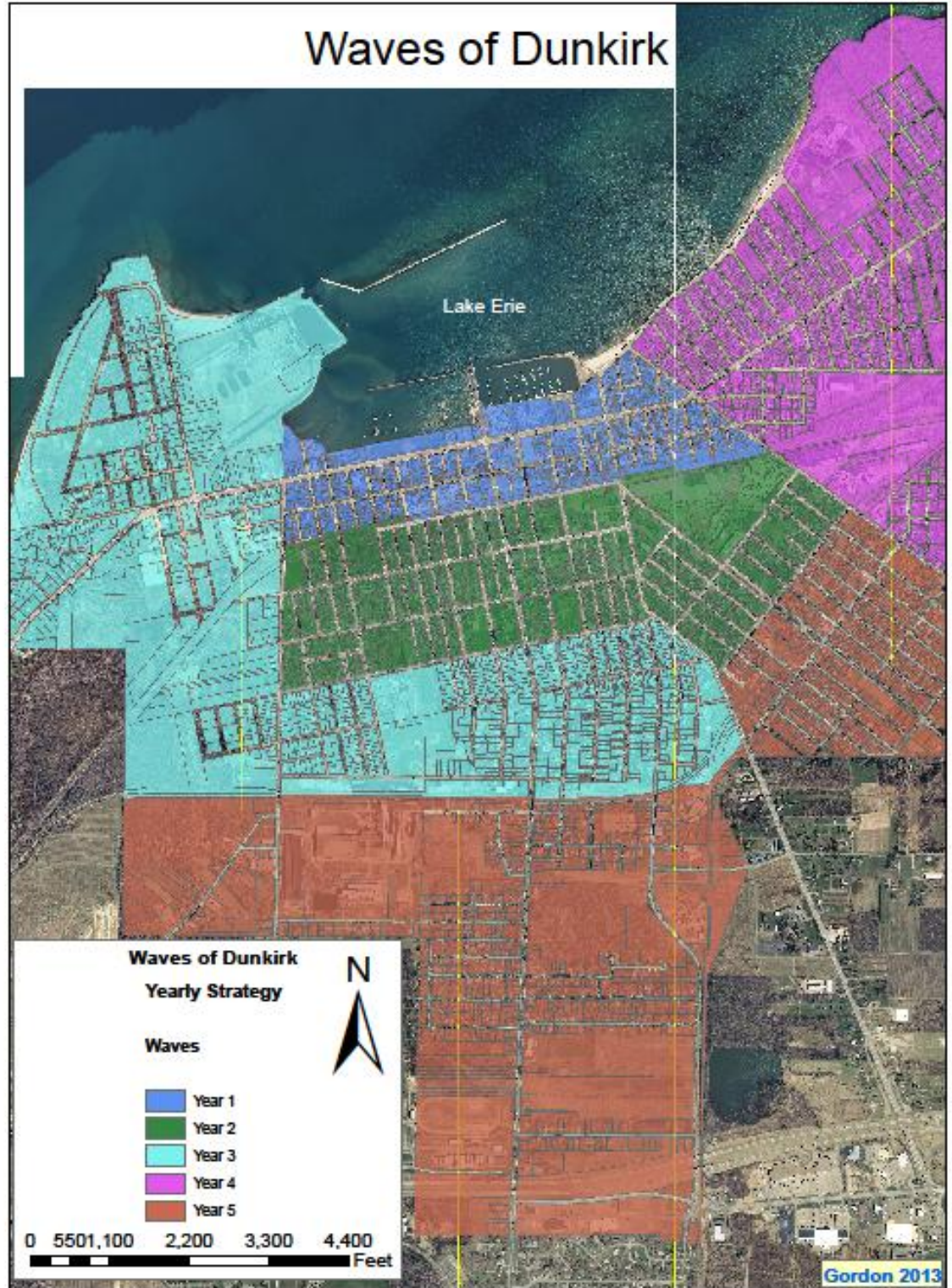
According to the U.S. Department of Labor Bureau of Statistics, unemployment in August 2012 averaged 8.3% in Dunkirk.

According to the latest Census numbers, the entire City of Dunkirk qualifies as a low to moderate income area, therefore the entire city area can benefit from CDBG

funds.



2: Due to the entire city being eligible for CDBG funds during this present five year period, for FY 2013 – 2017, the City has targeted areas of investment throughout the city, flowing inward from Lake Erie. The investment strategy developed has been named “Waves of Dunkirk”. A map of the wave distribution is found on page 12 of this Strategic Plan document.





3: Due to the size of the non-English speaking population in the City of Dunkirk, we believe problems exist in collecting feedback and comments from that percentage of the population. We have taken a proactive approach to this problem by having translators available at public hearings, and are encouraging city officials to have an elementary understanding of Spanish, which is the predominant language spoken. According to school officials, more than 1/3 of students entering school utilize Spanish as their first language, as this is the growing population in our City, officials have prioritized this as a growing need for opportunity.

### **Managing the Process (91.200 (b))**

- 1 Lead Agency. Identify the lead agency or entity for overseeing the development of the plan and the major public and private agencies responsible for administering programs covered by the consolidated plan.
- 2 Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.
- 3 Describe the jurisdiction's consultations with housing, social service agencies, and other entities, including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, and homeless persons.

\*Note: HOPWA grantees must consult broadly to develop a metropolitan-wide strategy and other jurisdictions must assist in the preparation of the HOPWA submission.

3-5 Year Strategic Plan Managing the Process response:

**1: Lead Agency:** For the FY 2013 – 2017 plan, the Lead Agency for the City of Dunkirk's CDBG is the City of Dunkirk Department of Planning and Economic Development. With a dedicated CDBG Administrator.

The City of Dunkirk works closely with the following public and private agencies for administering programs covered by the Consolidated Plan:

**Chautauqua Opportunities Incorporated (COI)** Is the city's designated sub recipient for housing rehabilitation.

**Dunkirk Local Development Corporation (DLDC)** Is the city's LDC focused on economic development.

**Dunkirk Housing Authority (DHA)** Is the city's public housing authority, operating numerous low income housing units throughout the city.

### **2: Significant Aspects of the Process**

Significant aspects of consolidated planning process include consultation with partner

agencies involved with housing and economic development, and outreach to citizens through participation in public meetings and discussions.

The City of Dunkirk sought applications from eligible public services organizations and nonprofits for projects that promote sound community development, revitalization of cities, reverse urban decay, promote housing rehabilitation, and stimulate economic growth.

The city put emphasis on citizen participation in the planning of this five year plan. The city advertised planning meetings, and had unprecedented numbers of people turn out to help plan their city's CDBG future.

### **3: Consultation**

The City of Dunkirk made a commitment to consult with local housing, social service agencies, and other entities, including those focusing on services to children, elderly persons, and persons with disabilities, persons with HIV/AIDS and their families, and homeless individuals.

The Dunkirk Housing Authority provided assistance to the City of Dunkirk in identifying public housing needs and gaps for the housing that they manage.

## **Citizen Participation (91.200 (b))**

- 1 Provide a summary of the citizen participation process.
- 2 Provide a summary of citizen comments or views on the plan.
- 3 Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.
- 4 Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

\*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

3-5 Year Strategic Plan Citizen Participation response:

### **1: Summary of Participation Process:**

The City of Dunkirk has made citizen participation a priority in the development of its Five Year Consolidated Plan. In keeping this priority, the city held public meetings for the planning process August 7<sup>th</sup>, August 28<sup>th</sup>, September 27<sup>th</sup>, October 25<sup>th</sup>, and November 1<sup>st</sup>. These meetings were held at a variety of locations throughout the City, and were all handicap accessible. Translators were on hand at meetings if individuals who could not speak English wanted to participate. The meeting locations included the SUNY Fredonia Technology Incubator, a Spanish Speaking church on

Central Avenue, a gazebo in Washington Park, a community center in a subsidized housing facility, and the Dunkirk Senior Center. Beyond this, a non-governmental steering committee of individuals living throughout the city was formed to evaluate certain aspects of the plan as it came into fruition. Stakeholder meetings were held with interested organizations.

**2: Summary of Comments** At each of the public hearings comments were received and suggestions were made. The city took these suggestions and comments into serious consideration. At the first public meeting, citizens were expressly concerned about career development and how community development block grant funds can spur job growth and career development. Citizens hope to use CDBG funds to cause a construction and rehabilitation industry to grow in the City of Dunkirk. The thought that was communicated was that there were not enough people in the area that have the training to do the extensive rehab work that many houses in the City have. When work is done on these homes, it goes to contractors from outside the community; therefore the money from our community is not staying in our community.

At the second meeting, citizens discussed the use of CDBG funds as for minorities, and underprivileged individuals. We learned from this meeting the importance of accommodating non-native English speakers in our community, and therefore, have implemented guidelines for implementation of CDBG grants to be translated into at least one other language

The third meeting, which was held in Washington Park, had a long conversation about the development of the concept of neighborhood based rehabilitation, and how it grows on the citizens of the city of Dunkirk. In Previous years, CDBG funds were scattered throughout the city with little end goal in mind, the new plan encourages CDBG administrators to target one neighborhood at a time for rehabilitation or revitalization. In this manner, a major impact can be seen on a neighborhood level.

During the fourth meeting, the development of the "Waves of Dunkirk" concentric circle concept was established. This built upon previous meetings where work in target areas was discussed extensively. Building upon the idea of neighborhood-based rehabilitation and revitalization, citizens proposed the idea of creating zones that flow inward from Lake Erie, which is assumed to be the primary economic and social driver of the area.

The fifth meeting, which was at the Dunkirk Senior Center, was an educational meeting to discuss what the preliminary plan would result in. There was again an overview of the program and discussion on potential applicants. At this particular meeting, minimal comments were made.

**3: Summary of efforts made to broaden public participation:** One of our biggest concerns was growing the number of people aware of the planning process for the City of Dunkirk's Consolidation Plan. In order to do this, we held meetings at a variety of locations throughout the city of Dunkirk, including a university technology incubator, a Spanish speaking church, a gazebo in Washington Park, a senior activity center, and a subsidized housing complex. We specifically focused on holding our meetings on the ground floor of all venues, and translators were available at meetings if it was determined to be necessary. Refreshments were provided at all meetings, and all meetings were announced on the radio and in the local newspaper. City officials discussed the one and five year plans at a variety of

public meetings. Furthermore, CDBG administration has had many conversations and meetings with various individuals, businesses, and organizations to get a handle on the public perception of need. The City will continue to hold the necessary public hearings to get the necessary input. Copies of the plan will also be made available to potential stakeholders including potential applicants, neighboring municipalities and community organizations. We look forward to reviewing comments in the 30 day window.

**4: Explanation of comments not accepted:** Several comments were not accepted due to practical reasons. One citizen suggested we focus our efforts on building a tool library for citizens. While we truly do understand and appreciate the value of a tool library in a low income community, we were unable to find a suitable sub-recipient at this time. In this situation, we worked with the interested individual to help find an organization or business to work with. While we were not successful, we will continue to work to find an appropriate situation for a project like this. Another citizen suggested we focus funding on trying to establish an indoor soccer field in the City of Dunkirk. Like the tool library, we are all in favor of this concept, however, we feel as though Community Development funds are more needed in the redevelopment of our community at this time, especially considering the amount of funds we do receive.

## **Institutional Structure (91.215 (i))**

- 1 Explain the institutional structure through which the jurisdiction will carry out its consolidated plan, including private industry, non-profit organizations, and public institutions.
- 2 Assess the strengths and gaps in the delivery system.
- 3 Assess the strengths and gaps in the delivery system for public housing, including a description of the organizational relationship between the jurisdiction and the public housing agency, including the appointing authority for the commissioners or board of housing agency, relationship regarding hiring, contracting and procurement; provision of services funded by the jurisdiction; review by the jurisdiction of proposed capital improvements as well as proposed development, demolition or disposition of public housing developments.

3-5 Year Strategic Plan Institutional Structure response:

**1: Institutional Structure:** The Dunkirk Department of Economic Development, as well as The Dunkirk Local Development Corporation (DLDC) has established new and strict guidelines for carrying out our consolidated plan. In the process of constructing this plan, a steering committee was constructed of non-governmental city residents from various parts of the city. These residents will remain as a committee after the plan has been implemented to help guide government officials and grantees in terms of what needs to happen, and where it needs to happen.

**2: Strengths and gaps in delivery system:** One strength in the delivery system of community development programs is the close working relationships with the non-profit and other public organizations the City of Dunkirk maintains. There is a gap in personnel within the city of Dunkirk able to help manage and facilitate the CDBG process; we hope to remedy this gap through the hiring of another position in the planning department. We also look forward to working closely with community organizations that can provide assistance to the City.

**3: Strengths and gaps in system for Public Housing:** The Dunkirk Housing Authority is an equal opportunity employer helping low income individuals find suitable housing, as well as educating individuals on housing. Dunkirk Housing Authority is considered a high performing Public Housing Authority, and is committed to working with the City of Dunkirk to continue to provide public housing for individuals within the City of Dunkirk, and the Northern Chautauqua County region.

## Monitoring (91.230)

- 1 Describe the standards and procedures the jurisdiction will use to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

3-5 Year Strategic Plan Monitoring response:

**Monitoring Procedures:** The City of Dunkirk is committed to improving its monitoring procedures for the use of CDBG Funds. The City of Dunkirk Department of Planning and Development staff will administer and monitor the CDBG program on a full-time basis. The City of Dunkirk Department of Planning and Development has on staff a Community Development Block Grant Administrator, whose job is to facilitate and manage the grantee process. The City will ensure that all files are complete, and that sub-grantees are monitored periodically. Each sub grantee is provided notice of the monitoring visit early in the application process, and is notified as to what should be ready and available for the visit. To assist with the improvement of our monitoring procedures, the City has hired a consultant to review and reconfigure our current policies and procedures. This is an ongoing priority for the City of Dunkirk

An on-site visit will be conducted with the organization to review the following components of activity they operate

- Ensure that programs and technical areas are carried out efficiently;
- Assist program participants in improving their performance, development, and management;
- Monitor the program information submitted in the quarterly and annual reports for accuracy in reporting;
- Ensure that the terms and conditions of the sub-grantee contract are being adhered to;
- Determine that the organization has checks and balances within its financial operations;

- Determine that the sub-grantee is using the CDBG funds in a cost efficient manner.

In monitoring our plan, we anticipate matching available resources with the needs of our sub recipients, given our limited staff. We also will conduct analysis on sub recipients, so see if they are new to working with HUD grants, which can cause them to become more of a risk. Finally, we will follow guidelines spelled out by the HUD Community Planning and Development monitoring Handbook (Handbook 6509.2) using the concept of monitoring checklists. Our checklist will look like this:

CDBG Monitoring		
Activity Summary	Yes	No
Status of Project	Complete	Incomplete
Applicable regulations	Applicable	Inapplicable
Documentation Req.	Yes	No
Problems Encountered	Yes (explain below)	No

CDBG sub-grantees are monitored a minimum of every year. Organizations receiving funds for the first time will be monitored at the completion of the first and second contract year. Any organizations that have been found to have an excess number of findings or concerns will be monitored on an annual basis until such time that the City staff feels they are in compliance with the program guidelines. As part of this process, the City Common Council will be much more included than in past years. Sub recipients will be required to attend City Economic Development Committee meetings on a quarterly basis, to discuss the current status of projects. All CDBG funds will be used in a reimbursement manner to make sure the funds are spent according to plan. A variety of checklists are being formed to assist with the monitoring process. The City CDBG administrator will update the City Council on the current status on a monthly basis.

### **Priority Needs Analysis and Strategies (91.215 (a))**

- 1 Describe the basis for assigning the priority given to each category of priority needs.
- 2 Identify any obstacles to meeting underserved needs.

3-5 Year Strategic Plan Priority Needs Analysis and Strategies response:

**1: Basis for assigning priority:** The City of Dunkirk assigns the priority given to each category of priority needs by conducting a needs assessment. This assessment is completed by looking at existing data, identifying gaps that exist within the City’s

community development program, and consulting local non-profit and public sector partners. The City also examines the extent to which the category of priority needs accomplishes the objectives of the Community Development Block Grant Program. Priorities are reevaluated annually when the City develops its Annual Action Plan. Beyond this, the City utilizes its "waves" map to award more points for priority to projects located in targeted or "wave" years. City Department of Public Works has compiled an infrastructure database with annual grading of infrastructure. The City will be compiling a similar analysis on transportation and historical structures in the coming years.

**2: Obstacles to meeting underserved needs:** The City does recognize that obstacles do exist in meeting underserved needs and populations. The City is currently facing major problems with an aging infrastructure, declining population, and lack of employment opportunities. The city's low income population struggles to find means of transportation in and around the city, making employment and education opportunities even more difficult. The City of Dunkirk also is home to a sizable population of people with limited English language skills.

## **Lead-based Paint (91.215 (g))**

1 Estimate the number of housing units that contain lead-based paint hazards, as defined in section 1004 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, and are occupied by extremely low-income, low-income, and moderate-income families.

2 Outline actions proposed or being taken to evaluate and reduce lead-based paint hazards and describe how lead based paint hazards will be integrated into housing policies and programs, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.

3-5 Year Strategic Plan Lead-based Paint response:

**1: Lead Estimate:** Due to the age of our housing stock, there is the potential of Lead-Based paint being present in homes in the City of Dunkirk. However, The Chautauqua County Board of Health has been working diligently to remove and replace Lead-Based Paint on houses in the Dunkirk area. Actions will be continued in the City of Dunkirk to evaluate and reduce the number of houses containing lead-based paint hazards. The Chautauqua County Environmental Health Services division responds to reports of children with elevated blood lead levels and performs environmental assessments to identify hazardous areas with lead-based paint in the child's home. Lead hazard control activities may be suggested or ordered to be performed dependent on the child's blood lead level. Education of parents, landlords and renovators on how to prevent lead poisoning and properly deal with lead hazards is a priority.

**2: Proposed Actions:** The Health Department and the Chautauqua Home Rehabilitation and Improvement Corporation (CHRIC) have partnered to implement a

third HUD - funded Lead Hazard Control grant. The program offers grants to landlords and homeowners to address lead-based paint hazards in rental properties and homes in Chautauqua County. Due to this initiative, lead-based paint has thankfully become a limited concern in the City of Dunkirk. The City will continue to work with its partners to improve the quality of housing in relation to these concerns.

## **Housing Needs (91.205)**

\*Please also refer to the Housing Needs Table in the Needs.xls workbook

- 1 Describe the estimated housing needs projected for the next five year period for the following categories of persons: extremely low-income, low-income, moderate-income, and middle-income families, renters and owners, elderly persons, persons with disabilities, including persons with HIV/AIDS and their families, single persons, large families, public housing residents, victims of domestic violence, families on the public housing and section 8 tenant-based waiting list, and discuss specific housing problems, including: cost-burden, severe cost-burden, substandard housing, and overcrowding (especially large families).

3-5 Year Strategic Plan Housing Needs response:

### **1: Estimated Housing Needs**

#### Extremely Low-Income (16,650 or less for a family of four)

Extra-low income households are defined as households that make less than 30% of the area's median income (AMI)

In the CHAS 2000 report, the estimated number of extra-low income combined households and renters was 1519 in the City of Dunkirk. This massive number, given the population of the city of Dunkirk, is alarming. What's more, a sizable percentage of the population in the extra-low income strata is elderly (age 65 or older), or living in a small household (between two and four people). The City of Dunkirk is committed to continue to work with the Dunkirk Housing Authority to resolve some of the problems facing these extra-low income individuals such as reasonable housing attainment. These individuals are of the highest of high priorities of our Community Development needs. The City will also look for funding opportunities to leverage our resources to improve the living situations for these residents.

#### Low-Income (\$16,651 to \$27,750 for a family of four)

Low income households are defined as households that make between 30.1% and 50% of the area's median income (AMI).

According to the 2000 CHAS report, an estimated 1346 individuals were in this category in the City of Dunkirk. These individuals living in the City of Dunkirk, like the extra-low income individuals, are struggling to find and maintain affordable housing. These individuals are high priority for Community Development needs in the City of Dunkirk.

#### Moderate -Income (\$27,751 - \$44,400 for a family of four)

Moderate income households are defined as households that make between 50.1% and 80% of the area's median income (AMI)



According to the 2000 CHAS data report of the City of Dunkirk, 1483 people fall in this category. Our goal for this category is to expand the category from individuals that fall below its standards.

Home rehabilitation is by far the most important priority of the City of Dunkirk with regard to housing at the present time. Due to the aging housing stock, the rehabilitation programs continue to be a high priority for the city. In previous years, our funds for rehabilitation have been dispersed throughout the city with little planning involved. However, now we will take an approach of targeting areas for redevelopment, one area of the city at a time. This way, we can clearly see improvements in neighborhoods and communities. If there is a pressing need to do construction, demolition, rehabilitation, etc, in a neighborhood or area that is not in our target area for the year, we will take steps to get it done, however, we believe our target areas are a priority that will see dramatic improvements annually. Another issue is in regards to the lack of opportunities for first time homebuyers. The City is interested in measuring the number of residents living in owner occupied homes using more current figures.

**Specific Objectives / Action Items:**

1. The City of Dunkirk has divided its priorities into a year-to-year basis, making our plan easier to understand and use. A demonstrative of this is shown on page 16.

- Year one: Improve housing stock around the harbor front district area.
- Year two: Improve housing stock in the Central Business District, focusing specifically in the Washington Park Neighborhood, and the Academy Heights Neighborhoods, as well as the situated area around the harbor front district.
- Year three: The goal of Year three will be to improve the housing stock and infrastructure in and around the Point Gratiot Park Neighborhoods.
- Year Four: Improve housing stock and infrastructure in the northeastern part of the city.
- Year Five: Improve housing areas along the southern City Line, adjacent to the Village of Fredonia, and the towns of Dunkirk and Pomfret, encouraging potential home purchases for students, faculty, and staff from the State University of New York at Fredonia.
  
- Provide the community with fair housing education. This education should be geared towards citizens, landlords, realtor, and housing providers.
  
- Provide opportunities for renters to purchase homes.

2. Beyond Our Five year “Waves” plan, we intend to address lead-based paint hazards through education and resource allocation toward the issue. We also will provide assistance for energy conservation and weatherization activities through housing rehabilitation programs. We will achieve this through the use of energy audits, partnerships with green energy startups from the SUNY Fredonia technology incubator, and promotion of the use of Energy Star products. We will look to leverage other funding opportunities, including those offered by NYSERDA.

3: Federal resources through Community Development Block Grants, as well as local resources through taxpayer dollars are reasonably expected to be available to be used to address previously identified needs described in the Action Plan.

4: To the extent that any racial or ethnic group has a disproportionately greater need for any income category in comparison to the needs of that category as a whole, the jurisdiction must complete an assessment of that specific need. For this purpose, disproportionately greater need exists when the percentage of persons in a category of need who are members of a particular racial or ethnic group is at least ten percentage points higher than the percentage of persons in the category as a whole.

### **Priority Housing Needs (91.215 (b))**

1 Identify the priority housing needs and activities in accordance with the categories specified in the Housing Needs Table (formerly Table 2A). These categories correspond with special tabulations of U.S. census data provided by HUD for the preparation of the Consolidated Plan.

2 Provide an analysis of how the characteristics of the housing market and the severity of housing problems and needs of each category of residents provided the basis for determining the relative priority of each priority housing need category.

Note: Family and income types may be grouped in the case of closely related categories of residents where the analysis would apply to more than one family or income type.

3 Describe the basis for assigning the priority given to each category of priority needs.

4 Identify any obstacles to meeting underserved needs.

3-5 Year Strategic Plan Priority Housing Needs response:

**1: Priority Housing Needs:** Priority housing needs in the City of Dunkirk include but are not limited to:

- Rehabilitation of existing rental units;
- Rehabilitation of existing owner units
- Homeownership assistance
- Demolition and blight removal
- Homeownership Education
- Down payment Assistance

**2: Housing Market Characteristics Analysis:** Given the severity of the housing problems in the City of Dunkirk, much of the housing stock in the City of Dunkirk has entered a state of negative flux. We recognize that the housing market is depressed in the area, partly due to the state of decay the housing stock exists in. It is for this reason that we believe rehabilitation and removal of blight is a productive use of

community development funds. There is also a large portion of the population that is currently renting. Absentee landlords have been an ongoing issue.

**3: Basis for Priority:** For housing rehabilitation, we believe that strengthening housing strengthens neighborhoods. The City of Dunkirk has a proven track-record of using CDBG funds toward the rehabilitation of housing within the city, and the results of simple rehabilitation such as roof work or a new paint job are dramatic and encouraging for our future plans and projects. Chautauqua Opportunities Incorporated (COI) will carry out the implementation of our housing rehabilitation program, for the near future. We will continue to work with all community organizations dedicated to improving these conditions.

With regard to demolition and blight removal, we understand that there is housing in our city that is no longer safe for habitation due to its state of disrepair, and we are committed to providing safe living environments for our residents. It is for this reason that we believe demolition is a step forward for neighborhoods in the City of Dunkirk. We will encourage adjacent homeowners of homes that were demolished to purchase the land for their own use, or to use the newly vacant land as a community gardens are CDBG Funds will not be used in our recommendations or implementation of recommendations for adjacent homeowners)

Homeownership education will be in partnership with the Dunkirk Housing Authority and the Chautauqua Opportunities Incorporated (COI). These education opportunities will be open to the public, with translation available. The idea is to make the housing market in Dunkirk attractive to potential buyers, and safe from potential scams.

**4: Obstacles meeting underserved needs:** It is an unfortunate reality that there is no perfect program for everyone. We understand that there is a sizable group of people within the City of Dunkirk whose native language is not English, do not communicate with us about their needs. We also understand that the rehabilitation, or demolition of property can be a highly emotional process for some, and our concern for historic and heritage preservation is great, however we also are acutely aware of the fact that a balance needs to be struck between historic preservation preventing blight removal, and sterilizing our city of its rich and proud history.

## Housing Market Analysis (91.210)

\*Please also refer to the Housing Market Analysis Table in the Needs.xls workbook

- 1 Based on information available to the jurisdiction, describe the significant characteristics of the housing market in terms of supply, demand, condition, and the cost of housing; the housing stock available to serve persons with disabilities; and to serve persons with HIV/AIDS and their families. Data on the housing market should include, to the extent information is available, an estimate of the number of vacant or abandoned buildings and whether units in these buildings are suitable for rehabilitation.

- 2 Describe the number and targeting (income level and type of household served) of units currently assisted by local, state, or federally funded programs, and an assessment of whether any such units are expected to be lost from the assisted housing inventory for any reason, (i.e. expiration of Section 8 contracts).
- 3 Indicate how the characteristics of the housing market will influence the use of funds made available for rental assistance, production of new units, rehabilitation of old units, or acquisition of existing units. Please note, the goal of affordable housing is not met by beds in nursing homes.

3-5 Year Strategic Plan Housing Market Analysis responses:

**1: Characteristics of Housing Market:** The housing market in the City of Dunkirk has been in a depressed state for decades due to the transition of industry out of the area and The City of Dunkirk going from industrial to postindustrial. Oddly enough, this has good repercussions as well as bad. The good news is that housing is cheap, and there are beautiful houses in Dunkirk. The market in Dunkirk was also largely unaffected by either the housing bubble of the early 2000's, or the housing market crash of the latter 2000's. Prices have remained on a stable decline. The bad news from this is that housing stock is aging and neglected, thus increasing the likelihood of homes being not worth their market value. Below is a chart of the housing prices in the City of Dunkirk:



**2:** The City of Dunkirk, as well as sub-recipients of CDBG funds in the City of Dunkirk, has a focus on strengthening neighborhood groups of houses annually. We expect to do housing rehabilitation on roughly 20 houses annually using strictly

CDBG funds. These funds have the potential to be matched with other sources; therefore, in the future we can expect to rehabilitate even more housing on an annual basis.

**3:** As previously discussed, rehabilitation is our primary concern with regard to our housing market. We will not simply scattering housing rehabilitation resources throughout our city, rather, we will target one neighborhood at a time, focusing on the issues that can rehabilitate the entire neighborhood, and increase both public health, and the health of the housing market. We believe this method, which has been used successfully in other cities, will produce visibly greater results for our city's housing stock.

### **Specific Housing Objectives (91.215 (b))**

- 1 Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.
- 2 Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

3-5 Year Strategic Plan Specific Housing Objectives response:

**1: Priorities:** Annually, we anticipate the rehabilitation of approximately 20 houses using strictly CDBG funds, therefore we intend on rehabilitating 100 houses in the five years of this plan. The rehabilitation can include, but is not limited to, new roofs, siding, paint projects, electrical work, etc.

**2: Funding Sources:** We intend to use CDBG funds to achieve our goals, in conjunction with any state, local, or private grants to match funds. The City is always looking for additional funding sources to provide these benefits.

### **Needs of Public Housing (91.210 (b))**

In cooperation with the public housing agency or agencies located within its boundaries, describe the needs of public housing, including the number of public housing units in the jurisdiction, the physical condition of such units, the restoration and revitalization needs of public housing projects within the jurisdiction, and other factors, including the number of families on public housing and tenant-based waiting lists and results from the Section 504 needs assessment of public housing projects located within its boundaries (i.e. assessment of needs of tenants and applicants on waiting list for accessible units as required by 24 CFR 8.25). The public housing agency and jurisdiction can use the optional Priority Public Housing Needs Table (formerly Table 4) of the Consolidated Plan to identify priority public housing needs to assist in this process.

3-5 Year Strategic Plan Needs of Public Housing response:

**Public Housing:** The City of Dunkirk, in partnership with the Dunkirk Housing Authority, has a variety of public housing options available within the city. There are no less than three (3) complexes dedicated toward public housing, combined with the numerous Section 8 housing subsidies. Much of the need is fulfilled through privately owned housing.

### **Public Housing Strategy (91.210)**

- 1 Describe the public housing agency's strategy to serve the needs of extremely low-income, low-income, and moderate-income families residing in the jurisdiction served by the public housing agency (including families on the public housing and section 8 tenant-based waiting list), the public housing agency's strategy for addressing the revitalization and restoration needs of public housing projects within the jurisdiction and improving the management and operation of such public housing, and the public housing agency's strategy for improving the living environment of extremely low-income, low-income, and moderate families residing in public housing.
- 2 Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake to encourage public housing residents to become more involved in management and participate in homeownership. (NAHA Sec. 105 (b)(11) and (91.215 (k))
- 3 If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation. (NAHA Sec. 105 (g))

3-5 Year Strategic Plan Public Housing Strategy response:

**1:** The primary mission of the City of Dunkirk Housing Authority is to provide low income families with decent, safe and sanitary shelter at a price they can afford. The authority works diligently to provide its residents with quality, cost effective maintenance operation.

In some ways, residents of the City of Dunkirk are fortunate due to having a depressed housing market. Housing in the City of Dunkirk is abundant and generally in at least decent shape.

**2:** The City of Dunkirk will continue to work with the Dunkirk Housing Authority in providing homeownership education to individuals in the community. This has, and will encourage public housing residents to become more involved in management of their own homes, and participate in homeownership.

**3:** The Dunkirk Housing Authority is not designated as "troubled" by HUD, and is not performing poorly. CDBG funds will not be used to alter the strategy put forth by the Dunkirk Housing Authority unless problems do occur within the Authority.

## **Barriers to Affordable Housing (91.210 (e) and 91.215 (f))**

- 1 Explain whether the cost of housing or the incentives to develop, maintain, or improve affordable housing are affected by public policies, particularly those of the local jurisdiction. Such policies include tax policy affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and policies that affect the return on residential investment.
- 2 Describe the strategy to remove or ameliorate negative effects of public policies that serve as barriers to affordable housing, except that, if a State requires a unit of general local government to submit a regulatory barrier assessment that is substantially equivalent to the information required under this part, as determined by HUD, the unit of general local government may submit that assessment to HUD and it shall be considered to have complied with this requirement.

3-5 Year Strategic Plan Barriers to Affordable Housing response:

**1:** The leading barrier to affordable housing in the City of Dunkirk is that extra-low income individuals simply not having the means to keep and maintain a home. We do believe that the cost of housing, or the incentives to develop, maintain, or improve affordable housing is affected by public policy in the City of Dunkirk in a positive way.

**2:** The City of Dunkirk is aware of the fact that too much interference with the housing market produces negative results. It is for this reason that we have chosen to work on affordable housing on a case-by-case basis, and not in an all-encompassing manner.

**3:** We will work with community organizations to provide the services we are not able to carry out ourselves.

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## **Homeless Needs (91.205 (b) and 91.215 (c))**

\*Please also refer to the Homeless Needs Table in the Needs.xls workbook

Homeless Needs— The jurisdiction must provide a concise summary of the nature and extent of homelessness in the jurisdiction, (including rural homelessness and chronic homelessness where applicable), addressing separately the need for facilities and services for homeless persons and homeless families with children, both sheltered and unsheltered, and homeless subpopulations, in accordance with Table 1A. The summary must include the characteristics and needs of low-income individuals and children, (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered. In addition, to the extent information is available, the plan must include a description of

the nature and extent of homelessness by racial and ethnic group. A quantitative analysis is not required. If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates.

3-5 Year Strategic Plan Homeless Needs response:

The City of Dunkirk has a reportable homeless population of zero. The city can attribute this remarkable statistic to its affordable and bountiful housing.

### **Priority Homeless Needs**

1 Using the results of the Continuum of Care planning process, identify the jurisdiction's homeless and homeless prevention priorities specified in Table 1A, the Homeless and Special Needs Populations Chart. The description of the jurisdiction's choice of priority needs and allocation priorities must be based on reliable data meeting HUD standards and should reflect the required consultation with homeless assistance providers, homeless persons, and other concerned citizens regarding the needs of homeless families with children and individuals. The jurisdiction must provide an analysis of how the needs of each category of residents provided the basis for determining the relative priority of each priority homeless need category. A separate brief narrative should be directed to addressing gaps in services and housing for the sheltered and unsheltered chronic homeless.

2 A community should give a high priority to chronically homeless persons, where the jurisdiction identifies sheltered and unsheltered chronic homeless persons in its Homeless Needs Table - Homeless Populations and Subpopulations.

3-5 Year Strategic Plan Priority Homeless Needs response:

**1:** Due to the extremely low number of homeless individuals in the City of Dunkirk, the City of Dunkirk has delegated this task to the Dunkirk Housing Authority, with full support from the City. The Dunkirk Housing Authority will continue to conduct programs for homeless prevention and awareness.

**2:** Although we are under no illusions that homeless people do not exist in the City of Dunkirk, we have zero information about chronically homeless persons, and therefore, will continue to support the Dunkirk Housing Authority's efforts to fend off homelessness through education and home attainment programs.

**3:** We will continue to address issues on a needs basis.

### **Homeless Inventory (91.210 (c))**

The jurisdiction shall provide a concise summary of the existing facilities and services (including a brief inventory) that assist homeless persons and families with children and subpopulations identified in Table 1A. These include outreach and assessment, emergency shelters and services, transitional housing, permanent supportive housing, access to permanent housing, and activities to prevent low-income



individuals and families with children (especially extremely low-income) from becoming homeless. The jurisdiction can use the optional Continuum of Care Housing Activity Chart and Service Activity Chart to meet this requirement.

3-5 Year Strategic Plan Homeless Inventory response:

Within the City of Dunkirk, religious institutions, as well as the Dunkirk Housing Authority aid and prevent homelessness. The City of Dunkirk will continue to work closely with these groups to develop strategies to combat these issues.

### **Homeless Strategic Plan (91.215 (c))**

- 1 Homelessness— Describe the jurisdiction's strategy for developing a system to address homelessness and the priority needs of homeless persons and families (including the subpopulations identified in the needs section). The jurisdiction's strategy must consider the housing and supportive services needed in each stage of the process which includes preventing homelessness, outreach/assessment, emergency shelters and services, transitional housing, and helping homeless persons (especially any persons that are chronically homeless) make the transition to permanent housing and independent living. The jurisdiction must also describe its strategy for helping extremely low- and low-income individuals and families who are at imminent risk of becoming homeless.
- 2 Chronic homelessness—Describe the jurisdiction's strategy for eliminating chronic homelessness by 2012. This should include the strategy for helping homeless persons make the transition to permanent housing and independent living. This strategy should, to the maximum extent feasible, be coordinated with the strategy presented Exhibit 1 of the Continuum of Care (CoC) application and any other strategy or plan to eliminate chronic homelessness. Also describe, in a narrative, relationships and efforts to coordinate the Conplan, CoC, and any other strategy or plan to address chronic homelessness.
- 3 Homelessness Prevention—Describe the jurisdiction's strategy to help prevent homelessness for individuals and families with children who are at imminent risk of becoming homeless.
- 4 Institutional Structure—Briefly describe the institutional structure, including private industry, non-profit organizations, and public institutions, through which the jurisdiction will carry out its homelessness strategy.
- 5 Discharge Coordination Policy—Every jurisdiction receiving McKinney-Vento Homeless Assistance Act Emergency Shelter Grant (ESG), Supportive Housing, Shelter Plus Care, or Section 8 SRO Program funds must develop and implement a Discharge Coordination Policy, to the maximum extent practicable. Such a policy should include "policies and protocols for the discharge of persons from publicly funded institutions or systems of care (such as health care facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent such discharge from immediately resulting in homelessness for such persons." The jurisdiction should describe its planned activities to

implement a cohesive, community-wide Discharge Coordination Policy, and how the community will move toward such a policy.

3-5 Year Homeless Strategic Plan response:

1: The City of Dunkirk will continue to work with Chautauqua Opportunities Incorporated (COI) as well as the Dunkirk Housing Authority to prevent future homelessness within the City.

2: The City of Dunkirk will continue to work with Chautauqua Opportunities Incorporated (COI) as well as the Dunkirk Housing Authority to prevent future chronic homelessness within the City.

3: The City of Dunkirk will continue to work with Chautauqua Opportunities Incorporated (COI) as well as the Dunkirk Housing Authority to prevent future homelessness within the City.

4: N/A

5: N/A

### **Emergency Shelter Grants (ESG)**

(States only) Describe the process for awarding grants to State recipients, and a description of how the allocation will be made available to units of local government.

3-5 Year Strategic Plan ESG response:

N/A

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### **Community Development (91.215 (e))**

\*Please also refer to the Community Development Table in the Needs.xls workbook

- 1 Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B),  i.e., public facilities, public improvements, public services and economic development.
- 2 Describe the basis for assigning the priority given to each category of priority needs.

- 3 Identify any obstacles to meeting underserved needs.
- 4 Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

NOTE: Each specific objective developed to address a priority need, must be identified by number and contain proposed accomplishments, the time period (i.e., one, two, three, or more years), and annual program year numeric goals the jurisdiction hopes to achieve in quantitative terms, or in other measurable terms as identified and defined by the jurisdiction.

3-5 Year Strategic Plan Community Development response:

**1: Non-Housing Priorities:** The City of Dunkirk has both long-term and short-term non-housing community development needs. Objectives include education opportunities, career development, and neighborhood improvement. These activities fall under priorities listed in the Consolidated Plan as described below:

**1: Education Opportunities**

The residents of the City of Dunkirk have expressed concern over the lack of alternative education for citizens who are not fit for traditional classroom settings, and would like to contribute to society. The city intends on partnering with local businesses to create a vocational training program to allow these residents to find their niche and contribute to our great city.

**2: Career Development**

The City of Dunkirk is home to a proud and productive workforce in a state of transition from a largely industrial past to largely post-industrial jobs. The City of Dunkirk intends on partnering with local job attainment agencies to help citizens attain new, fulfilling careers.

**3: Neighborhood Improvement**

Residents of the City of Dunkirk have expressed interest in strengthening their community and improving their neighborhood environments. We intend to use CDBG funds to improve public facilities such as parks, sidewalks, streetscapes in neighborhoods in order to improve the standard of living in neighborhoods such as Washington Park and Academy Heights.

**4: Infrastructure Rehabilitation / Development**

Residents of the City of Dunkirk are currently living with an aging infrastructure. This presents a real danger to the prospects of integrating new community members into our city. We believe that with improved infrastructure such as

roads, and other infrastructure, that more people will be inclined to live in our City.

**2:** Community input was the basis for our designations for community development designations. We received this community input at various community meetings held throughout the city.

**3:** People who are unable to converse in English may find it difficult to communicate with City officials regarding their community development needs.

**4:** Our goal through these objectives, spaced out over five years, is to make our community a desirable one to live in for people of all walks of life. We believe that offering specific services such as education opportunities will have visibly positive effects on the community at large.

## **Antipoverty Strategy (91.215 (h))**

- 1 Describe the jurisdiction's goals, programs, and policies for reducing the number of poverty level families (as defined by the Office of Management and Budget and revised annually). In consultation with other appropriate public and private agencies, (i.e. TANF agency) state how the jurisdiction's goals, programs, and policies for producing and preserving affordable housing set forth in the housing component of the consolidated plan will be coordinated with other programs and services for which the jurisdiction is responsible.
- 2 Identify the extent to which this strategy will reduce (or assist in reducing) the number of poverty level families, taking into consideration factors over which the jurisdiction has control.

3-5 Year Strategic Plan Antipoverty Strategy response:

**1:** An alarming proportion of the residents of the City of Dunkirk are considered below the poverty line. The average percentage in the U.S. is estimated at 13.2 percent, much lower than the average in the City of Dunkirk, which is 38.1%. The City of Dunkirk has a plan implemented to reduce poverty levels within the City.

### **1: Promote Affordable Housing**

- Preserve and maintain existing affordable housing opportunities through the City of Dunkirk's Housing Rehabilitation programs and address problems such as high utility bills by implementing cost savings measures
- Promote the development of new affordable housing units
- Support foreclosure prevention programs and services
- Assist in the purchase of homes for owner occupied individuals and families

### **2: Foster Employment and Economic Opportunities for the low and moderate income residents of the City of Dunkirk**

- Work collaboratively to promote employment training opportunities that prepare low to moderate income individuals for jobs that provide a living

wage. The training programs should focus on the opportunities that actually exist here.

**3: Support the delivery of Human Services**

- Champion public service programs that support anti-poverty efforts including: financial literacy, programs that assist vulnerable populations, for example the homeless or abused and/or neglected children, youth programs, feeding programs, new public transportation programs, and programs aimed to assist low income elderly.

**4: Seek Partnerships that improve the cost-effectiveness and quality of programs to assist low-moderate income individuals and families**

- The City of Dunkirk will continue to develop stronger partnerships with community agencies that assist with low – moderate income individuals and families.

**Low Income Housing Tax Credit (LIHTC) Coordination (91.315 (k))**

- 1 (States only) Describe the strategy to coordinate the Low-income Housing Tax Credit (LIHTC) with the development of housing that is affordable to low- and moderate-income families.

N/A

3-5 Year Strategic Plan LIHTC Coordination response:

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**Specific Special Needs Objectives (91.215)**

- 1 Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.
- 2 Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.
- 3 Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

3-5 Year Non-homeless Special Needs Analysis response:

The City of Dunkirk has both long-term and short-term non-housing community development needs and objectives which include education opportunities, career development, and neighborhood improvement. These activities fall under priorities listed in the Consolidated Plan as described below:

### **Education Opportunities**

The residents of the City of Dunkirk have expressed concern over the lack of alternative education for citizens who are not fit for traditional classroom settings, and would like to contribute to society. The City intends on partnering with local organizations and businesses to create a vocational training program to allow these residents to find their niche and contribute to our great city.

### **Career Development**

The city of Dunkirk is home to a proud and productive workforce in a state of transition from largely industrial to largely post-industrial jobs. The City of Dunkirk intends on partnering with local job attainment agencies to help citizens attain new, fulfilling careers.

### **Neighborhood Improvement**

Residents of the City of Dunkirk have expressed interest in strengthening their community and improving their neighborhood environments. We intend to use CDBG funds to improve public facilities such as parks, sidewalks, streetscapes in neighborhoods in order to improve the standard of living in neighborhoods such as Washington Park and Academy Heights.

### **Transportation**

Due to the high poverty rate, a large portion of the population utilizes an almost non-existent public transportation system. The City intends to compile a transportation analysis in future years of this program to identify the needs of the community. These include transportation to and from work and sources of food and goods. We intend on working with local transit authorities, as well as SUNY Fredonia to make transit opportunities more available for residents of the City of Dunkirk.

**Funding:** Funds for our non-homeless special needs programs will be provided by Community Development Block Grants, as well as local taxpayer dollars.

## **Non-homeless Special Needs (91.205 (d) and 91.210 (d)) Analysis (including HOPWA)**

\*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

- 1 Estimate, to the extent practicable, the number of persons in various subpopulations that are not homeless but may require housing or supportive

services, including the elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction, victims of domestic violence, and any other categories the jurisdiction may specify and describe their supportive housing needs. The jurisdiction can use the Non-Homeless Special Needs Table (formerly Table 1B) of their Consolidated Plan to help identify these needs.

\*Note: HOPWA recipients must identify the size and characteristics of the population with HIV/AIDS and their families that will be served in the metropolitan area.

- 2 Identify the priority housing and supportive service needs of persons who are not homeless but may or may not require supportive housing, i.e., elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction by using the Non-homeless Special Needs Table.
- 3 Describe the basis for assigning the priority given to each category of priority needs.
- 4 Identify any obstacles to meeting underserved needs.
- 5 To the extent information is available, describe the facilities and services that assist persons who are not homeless but require supportive housing, and programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing.
- 6 If the jurisdiction plans to use HOME or other tenant based rental assistance to assist one or more of these subpopulations, it must justify the need for such assistance in the plan.

3-5 Year Non-homeless Special Needs Analysis response:

**1:** N/A, The City of Dunkirk does not receive HOPWA funding

**2:** N/A, The City of Dunkirk does not receive HOPWA funding

**3:** N/A, The City of Dunkirk does not receive HOPWA funding

**4:** N/A, The City of Dunkirk does not receive HOPWA funding

**5:** N/A, The City of Dunkirk does not receive HOPWA funding

**6:** N/A, The City of Dunkirk does not receive HOPWA funding

## **Housing Opportunities for People with AIDS (HOPWA)**

\*Please also refer to the HOPWA Table in the Needs.xls workbook.

- 1 The Plan includes a description of the activities to be undertaken with its HOPWA Program funds to address priority unmet housing needs for the eligible population. Activities will assist persons who are not homeless but require supportive housing, such as efforts to prevent low-income individuals and families from becoming homeless and may address the housing needs of persons who are homeless in order to help homeless persons make the transition to permanent housing and independent living. The plan would identify any obstacles to meeting underserved needs and summarize the priorities and specific objectives, describing how funds made available will be used to address identified needs.
- 2 The Plan must establish annual HOPWA output goals for the planned number of households to be assisted during the year in: (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. The plan can also describe the special features or needs being addressed, such as support for persons who are homeless or chronically homeless. These outputs are to be used in connection with an assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.
- 3 For housing facility projects being developed, a target date for the completion of each development activity must be included and information on the continued use of these units for the eligible population based on their stewardship requirements (e.g. within the ten-year use periods for projects involving acquisition, new construction or substantial rehabilitation).
- 4 The Plan includes an explanation of how the funds will be allocated including a description of the geographic area in which assistance will be directed and the rationale for these geographic allocations and priorities. Include the name of each project sponsor, the zip code for the primary area(s) of planned activities, amounts committed to that sponsor, and whether the sponsor is a faith-based and/or grassroots organization.
- 5 The Plan describes the role of the lead jurisdiction in the eligible metropolitan statistical area (EMSA), involving (a) consultation to develop a metropolitan-wide strategy for addressing the needs of persons with HIV/AIDS and their families living throughout the EMSA with the other jurisdictions within the EMSA; (b) the standards and procedures to be used to monitor HOPWA Program activities in order to ensure compliance by project sponsors of the requirements of the program.



6 The Plan includes the certifications relevant to the HOPWA Program.

3-5 Year Strategic Plan HOPWA response:

**1:**N/A, The City of Dunkirk does not receive HOPWA funding

**2:**N/A, The City of Dunkirk does not receive HOPWA funding

**3:**N/A, The City of Dunkirk does not receive HOPWA funding

**4:**N/A, The City of Dunkirk does not receive HOPWA funding

**5:**N/A, The City of Dunkirk does not receive HOPWA funding

**6:**N/A, The City of Dunkirk does not receive HOPWA funding

### **Specific HOPWA Objectives**

1 Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

3-5 Year Specific HOPWA Objectives response:

N/A, The City of Dunkirk does not receive HOPWA funding

### **Multimodal Transportation Plan**

Residents of the City of Dunkirk have raised concern about our public transportation system, as well as transportation system as a whole. A large population is forced to rely on a limited public transportation plan. Many applicants have expressed interest in transportation related projects. We hope to address these in a holistic manner over the next 5 years. In the coming five years, we intend on doing studies on these transportation systems, and implementing new forms of transportation, incorporating and revamping existing public infrastructure facilities, such as the AMTRAK station in Dunkirk. A large number of people within the City rely on walking; we hope to address these needs as well. We would like to eventually increase the distance one can travel using public transportation in the City of Dunkirk, to promote sustainability, healthy lifestyles, and put less of a burden on our roads infrastructure.

### **Slum and Blight Plan**

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## Dunkirk, New York

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The City of Dunkirk has discussed putting together a plan to remove slum and blight within the City. This will make it easier in the future for the community to continue to remove blight. There are swaths of land within the City that are in need of targeted removal or rehabilitation. An in depth study not been completed as of yet, but the City intends to conduct one in the near future.

Include any Strategic Plan information that was not covered by a narrative in any other section.