

CITY OF KINGSTON, NY
COMMUNITY DEVELOPMENT BLOCK GRANT
CONSOLIDATED ANNUAL PLAN EVALUATION REPORT
July 1, 2019 through June 30, 2020

Fiscal Year 2019



Steven T. Noble, Mayor

Prepared by:
Office of Economic & Community Development
Amanda L. Bruck, Director

CR-05 - Goals and Outcomes

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

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

Due to unanticipated circumstances during 2020, there were significant staffing changes in the City's Office of Community Development ("OCD"). The effects of those changes were inclusive of the administration of the regular CDBG Entitlement Community Funding in conjunction with two additional rounds of funding through the CARES Act, identifying existing projects' statuses, verifying eligibility and verifying funding availability.

The arduous learning curve that exists in navigating through a Substantial Amendment (SA), Annual Action Plan (AAP), Consolidated Annual Action Plan (CAPER) and other requirements in addition to further educating ourselves on all US Department of Housing and Urban Development ("HUD")/Community Development Block Grant ("CDBG") rules and regulations, led to a delay in administration and implementation of some activities. Nonetheless, even with the number of changes in the department a great deal was accomplished. We have been able to move forward with valuable infrastructure improvements, continue support for vital public services, public facilities improvements and housing rehabilitation. Since November 2020, OCD has successfully amended the 2019 Annual Action Plan as mentioned as well as submit both the 2020 and 2021 Annual Action Plans simultaneously in addition to this FY2019 CAPER.

Although this report indicates that a few activities are yet to be completed, current OCD staff have been working diligently since November 2020 to conclude the necessary work for the 2019 program year and continue to work towards putting the City on track for more successful, timely and effectual program years.

The following objectives are contained in the elements of each of the coordinated planning documents that were used in developing the priorities of the 2019-2023 5-Year Consolidated Plan (Con Plan):

- Provide an adequate supply of safe, sanitary housing at price and rent levels appropriate to the varied financial capabilities of City of Kingston residents, and provide for diversity in type, density and location of housing with special emphasis on maintaining and improving neighborhood stability.
- Facilitate development and retention of compatible housing for low- and moderate-income households throughout the community.

- Develop and maintain adequate public services and facilities to preserve, protect and enhance the overall quality of life in the City of Kingston.
- Foster a diverse economy that will minimize the impacts of cyclical economic downturns on the City and its residents.
- Create living wage jobs in the City.
- Promote and support job training and education programs designed to offer enhanced access to employment by low- and moderate-income persons.
- Foster a positive business climate in Kingston and promote the City as a desirable place to live, work and visit.

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

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

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Affordable Housing Assistance	Affordable Housing Homeless	CDBG: \$	Direct Financial Assistance to Homebuyers	Households Assisted	10	0	0.00%	2	0	0.00%
Housing Rehabilitation/Accessibility Enhancements	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	40	6	15.00%	8	6	75.00%
Improvements to Public Facilities & Infrastructure	Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	107457	26319	24.49%	107457	26319	24.49%

Improvements to Public Facilities & Infrastructure	Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	0	0	0	0	0
Improvements to Public Facilities & Infrastructure	Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Homeless Person Overnight Shelter	Persons Assisted	0	0	0	0	0	0
Improvements to Public Facilities & Infrastructure	Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Overnight/Emergency Shelter/Transitional Housing Beds added	Beds	0	0	0	0	0	0
Lead Hazard and Prevention in Housing	Affordable Housing	CDBG: \$	Other	Other	0	0	0	0	0	0
Midtown Broadway Facade Improvements	Non-Housing Community Development	CDBG: \$	Other	Other	0	0	0	0	0	0
Parks Master Plan Improvements	Non-Housing Community Development	CDBG: \$	Other	Other	0	0	0	0	0	0

Reduction of Slum and Blight Conditions	Non-Housing Community Development	CDBG: \$	Other	Other	0	0	0	0	0	0
Sidewalk Improvements	Non-Housing Community Development	CDBG: \$	Other	Other	0	0	0	0	0	0
Support for Business	Non-Housing Community Development	CDBG: \$	Other	Other	0	0	0	0	0	0
Youth & Community Services	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	7600	362	4.76%	7600	362	4.76%
Youth & Community Services	Non-Housing Community Development	CDBG: \$	Homeless Person Overnight Shelter	Persons Assisted	0	0	0	0	0	0
Youth & Community Services	Non-Housing Community Development	CDBG: \$	Homelessness Prevention	Persons Assisted	75	39	52.00%	75	39	52.00%

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

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

As indicated in the city’s 2019-2023 Consolidated Plan and required by HUD’s statutory goals and regulatory requirements, there are three basic program goals for the use of its annual Entitlement grants: decent housing, a suitable living environment and expanded economic opportunities. In priority order by funding committed, the top four goals indicated in the City’s 2019 AAP were Housing Rehabilitation, Youth & Community

Services, Parks & Recreation Master Plan Improvements and Improvements to Public Facilities. As stated above, additional unspent CDBG dollars were reallocated through a substantial amendment to the 2019 AAP.

Over the past twelve years, the OCD has employed eight different people who filled the position of Rehabilitation Specialist. Each person brought with them a special set of skills (construction, carpentry, residential and commercial inspector, building code & safety, previous HUD program experience) but in time they eventually moved on. For some it was retirement or advancement into another position and for others the environmental reviews and project administration, were an obstacles that proved to be too overwhelming. Our current Rehabilitation Specialist was hired in February 2019 and while she was not initially the person who was the Housing Rehabilitation Specialist for OCD's CDBG program, she began working with the CDBG program in early 2020 and has made remarkable strides in learning about HUD's guidelines and environmental reviews. While there is always something new to learn she has not been afraid to continue to familiarize and educate herself with HUD's guidelines and OCD's policies and procedures. Since early 2020 she has completed six housing rehabilitation that were left incompletd by those before her in addition to eight more rehab projects she started and finished.

CR-10 - Racial and Ethnic composition of families assisted

Describe the families assisted (including the racial and ethnic status of families assisted). 91.520(a)

	CDBG
White	17,919
Black or African American	3,887
Asian	434
American Indian or American Native	12
Native Hawaiian or Other Pacific Islander	0
Total	22,252
Hispanic	3,422
Not Hispanic	3,792

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

Narrative

Between the pandemic which prevented many sub-recipients from moving forward with their activities and OCD's turnover in staffing which prevented us from moving several projects forward, including the City's Public Facilities Infrastructure activities. We are working to educate ourselves further in order to be able to move all activities forward at a swifter pace. In addition to this we are working with those who make the decisions on how to allocate/award funding to sub-recipients in regards to making sure the sub-recipient is requesting funds for either a new or significantly expanded activity, an eligible activity and has the ability to complete their activity .

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	1,240,692	620,235
Section 108	public - federal	0	
Other	public - federal		
Other	public - local		
Other	public - state		

Table 3 - Resources Made Available

Narrative

The amounts indicated in CR-15 Resources and Investments under CDBG is collectively the award from HUD for FY2019 along with program income and unexpended, reallocated funding as per the Substantial Amendemnt.

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
MIDTOWN	22		
Midtown Neighborhood Revitalization Strategy Area	20		

Table 4 – Identify the geographic distribution and location of investments

Narrative

Leveraging

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

Beginning in 2016, all sub-recipients were required to document and provide a 25% match for their grant awards. However, once applications were received and budgets reviewed, it was evident that the majority of applicants were providing matches in excess of 1:1 for the larger projects and programs and nearly that for the smaller.

In addition, the City regularly uses its CDBG and other local and grant funding at parks, public facilities and community centers to help meet its community development goals of improving the quality of living for residents of all income levels by:

- directly providing recreational, training or educational programs or services to increase opportunities for better health or access to better employment of by partnering with organizations that provide these benefits at City facilities like the Everett Hodge Community Center and the Rondout Neighborhood Center, as the Creating Opportunities for Youth Program endeavors to do in the City's parks and community centers, and by partnering with local not-for-profits to provide child care and youth services at City centers, just as Family of Woodstock/Kingston Cares provides at the Everett Hodge Community Center. Family of Woodstock continues to successfully obtain donations and numerous other grants, leveraging our CDBG funds to provide these activities and services conducted at the center.
- continuing to invest in the City's community centers allowing for safe and productive environments for food programs, educational and recreational activities, particularly for LMI residents at the Everett Hodge and Rondout centers.

CR-20 - Affordable Housing 91.520(b)

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

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	38	39
Number of Special-Needs households to be provided affordable housing units	0	0
Total	38	39

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	8	6
Number of households supported through Acquisition of Existing Units	0	0
Total	8	6

Table 6 – Number of Households Supported

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

While the goals were completely reasonable and attainable in years past, the turnover in staff in the OCD prevented us from completing additional housing rehabilitation projects in a timely manner as the current Rehabilitation Specialist was closing out projects that had been started prior to her position with CDBG. There continues to be minimal interest in accessing the down-payment and closing cost assistance available. Any need for that type of assistance was met by other organizations that provide the same support, like RUPCO, a local non-profit provider of and advocate for quality, affordable housing and community development programs.

Discuss how these outcomes will impact future annual action plans.

The OCD will continue with its local housing rehabilitation program and work to meet or exceed future goals for rehabilitation and acquisition of existing units. But even with its CDBG Entitlement funding, the City does not have the resources to undertake large-scale housing rehabilitation or production of affordable housing, but will continue to work closely with, and support where possible, long-time community partners like YouthBuild, RUPCO, Family of Woodstock, the Ulster County Continuum of Care (CoC) and other not-for-profits, along with private developers to address the need for more affordable housing units and the need for programs and services for the homeless population in our community.

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

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	2,116	0
Low-income	772	0
Moderate-income	5,228	0
Total	8,116	0

Table 7 – Number of Households Served

Narrative Information

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

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

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

The City of Kingston does not have sufficient resources to create a stand-alone homelessness prevention and assistance department and, therefore, depends on and continues its participation in the Ulster County CoC to address the needs of the homeless in the City. The City of Kingston is a member of the Board of Directors for the CoC, attending meetings with service providers and participating on the Rank & Review and Strategic Planning committees. Through the CoC, outreach, point-in-time counts and services are provided to and for the City's homeless population

Addressing the emergency shelter and transitional housing needs of homeless persons

The primary mechanism for assisting homeless or preventing homelessness in the City is through participation in the CoC and the provision of public service funds aimed at prevention, as with the funds allocated to provide access to homelessness prevention and other services supplied by Family of Woodstock/Kingston Cares at the Everette Hodge Community Center and funding for Legal Services of the Hudson Valley to provide free legal advice for eviction prevention at the City's housing court on a weekly basis.

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

Through CDBG funding to Family of Woodstock and LSHV, along with its participation in the CoC, the City is tackling the issue of homelessness through prevention and assistance. With this funding, Family of Woodstock reduces food insecurity and provides after-school programs in the City's lowest socio-economic neighborhood. LSHV advocates for renters who are living in substandard conditions through code enforcements upon landlords, thereby preventing the City from posting the property and subsequently evicting tenants from those properties that are not habitable. LSHV assesses the eviction cases and eligibility criteria to provide legal assistance to the tenant(s) at the hearing to ask for a continuance to conduct research before the next hearing that may benefit the client in obtaining positive outcomes.

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

The City's participation in the CoC is central to its approach in addressing homelessness. Public service funds have been provided to Family of Woodstock at one of the City's community centers to provide access to homelessness prevention and other case management services. In addition, the City allocated \$10,000 to LSHV for an outreach program at the Everette Hodge Community Center to provide free legal service to income-eligible families for any civil law issues they may be facing, including eviction proceedings.

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

Actions taken to address the needs of public housing

The Kingston Housing Authority (KHA) is organized independently of the City government. The KHA was created by an Act of the New York State (NYS) Legislature as an authority of the State of New York that was created to own and operate public housing for the benefit of the residents of the City of Kingston. Five members, appointed by the Mayor of the City of Kingston, comprise the Board of Directors for the organization. The day-to-day operations are supervised by an executive director selected by the board. The KHA's annual operating budget is approximately \$2 million and it receives grants and loans to meet its capital and other needs, as well. This activity is reported directly to HUD by the KHA, not by the City or this department

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

The City actively publicizes their Housing Rehabilitation and First Time Home Buyer Program via, the Daily Freeman, Citywebsite and Social Media and works with RUPCO to help leverage with CDBG dollars.

Actions taken to provide assistance to troubled PHAs

The KHA is not designated as a troubled PHA.

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

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

On April 5, 2016, the Kingston Common Council adopted a new Comprehensive Plan for the City, "Kingston 2025", its first since 1961. This action completed an extensive four-year process to develop a vision and guide for Kingston's future. Kingston 2025 recommends goals, policies and objectives related to land use, nature and historic resources, housing, transportation and public facilities. Also included are proposed measures to implement the plan, including major revisions to the City's outdated zoning law, for instance increasing building density and protecting open space.

From early 2018 through the first half of 2019, the City conducted a Natural Resources Inventory and, with the help of an environmental consultant, created an Open Space Plan. Open/green space is an environmental justice issue and the City is seeking to conserve as much of this land as possible to provide access to areas for agriculture, recreation and exercise in its urban landscape to increase mental and physical public health, especially to those residents of lower socio-economic means who typically live in more densely-built, typically industrial areas with less access to healthy food and activities.

In February of 2019, the City created a Zoning Task Force that is working to develop a scope of work to engage a consultant for zoning updates, beginning with the recommendations made by the Comprehensive Plan Zoning Subcommittee that worked on the Kingston 2025 comprehensive plan described above. With this scope of work, a Request for Proposals will be issued to find an appropriate consultant to assist the City with a complete revision of its zoning to a form-based code to increase inclusivity and promote economic development through smart growth.

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

The City of Kingston plays mostly a supporting role in the delivery of services and housing programs for the homeless, underserved and special needs populations, as much of the work is coordinated through county agencies and not-for-profits. The City provides funding to many of these not-for-profits

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

The City continues to apply for the funding offered through HUD's Lead Hazard Control Program (LHCP), albeit unsuccessfully to date. There is a great need to address lead paint hazards in the City's housing stock, as 90% of its units were built before 1978 and 60% were built before 1940. As stated in previous years, if successfully funded in a subsequent year, the City will partner with the Ulster County Childhood Lead Poisoning Prevention Program office (a division of the Ulster County Department of Health), among other stakeholders, to implement a comprehensive program addressing lead in homes in this community. Without this funding, no other resources have been identified to make this type of program available to properties in the City. The scope of work involved far outreaches any amount of accessible resources, other than a large grant award of this type from HUD's LHCP.

Safe lead practices are ensured at each of the projects in the OCD's housing rehabilitation program. The housing rehabilitation specialist engages only those contractors who have completed EPA's Lead Renovation and Repair Program training and certification and follows all environmental review requirements of the CDBG program and New York State. Lead clearance is determined at the end of each project with the aid of testing by the Ulster County Health Department and local environmental firms.

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

The City continues to fund local not-for-profit programs that provide childcare to families who must work during the after-school hours and that provide career training and employment education to try to elevate the skills and employability of LMI residents of the City.

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

Without resources in the City budget and the dwindling OCD staff, there is difficulty accessing support needed to develop the much needed institutional structure. However, we will attempt to participate in forums and other groups in addition to working with CoC and RUPCO to ascertain available services or resources.

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

The City continues coordination with the CoC to identify areas where it can be of assistance in meeting the identified needs of under-served persons and participates in networking with organizations like RUPCO and as described above.

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

CR-40 - Monitoring 91.220 and 91.230

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

The monitoring responsibilities associated with the use of CDBG program funded activities are carried out by the OCD staff using a variety of methods to review compliance. Monitoring techniques include phone conversations, written correspondence, desk monitoring and on-site monitoring visits. Upon grant award, individual risk assessments are conducted to help determine each program funded recipient and sub-recipient's activity meets financial, production and overall management requirements.

In an effort to address any of these potential problem areas, the City has developed a process to aid in determining the timing and frequency of monitoring visits required for individual activities. OCD completes a minimum of one monitoring visit per year per funded activity, (some activities may warrant additional visits as identified under the project's risk assessment).

Regardless of the frequency with which a project is monitored by OCD, the purpose and intent of any monitoring visit is to identify potential areas of noncompliance and assist the program recipient or sub-recipient in making the necessary changes to allow for the successful completion of the activity. By identifying and correcting any compliance issue, the likelihood of efficient and effective services being delivered to the intended beneficiaries increases dramatically and ensures the continued success of both the program recipient, sub-recipient and the entitlement program.

OCD, in conjunction with the Mayor and Kingston Common Council, is responsible for planning and carrying out the Community Development Block Grant program and selecting program recipient and sub-recipient activities which meet the objectives and requirements contained in the Consolidated Plan.

After grant funds are awarded, the OCD's role is to implement internal oversight measures designed to ensure the program recipients and

sub-recipients are carrying out activities in accordance with all applicable laws and regulations, and that performance and output goals are met. Staff conducts implementation meetings for newly awarded program recipients and sub-recipients. These meetings provide an overview of program requirements, and offer technical assistance. Program recipients and sub-recipients are provided with programmatic information designed to aid them in implementing their stated activities. Staff completes a risk assessment prior to releasing grant funds and outlines a monitoring type and schedule for the program recipient or sub-recipient to follow. Any identified problems are corrected through discussion, negotiation, or on-site monitoring and technical assistance efforts.

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

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

A Citizen Participation Plan was designed with the 2019-2023 Con Plan to reach out to the following groups of potential program participants/beneficiaries and sub-recipients and the public at large: residents, including those residing in public housing, the business community, elected officials, neighborhood organizations, not-for-profits, social service providers and other interested parties. This plan was implemented when the 2019-2023 Consolidated Plan was advertised for public review and comments.

A public notice for this FY2019 CAPER was placed in the Daily Freeman which is the City of Kingston's local newspaper as well as notification on the City of Kingston OCD webpage and the City of Kingston's Face Book page regarding the publication of the CAPER and the fifteen (15) day public comment period. Within the public notice is the link to the CAPER located on the City of Kingston's OCD webpage, a hard copy is available for the public during City Halls hours of operation which are restricted due to the COVID-19 pandemic. The public can call to set up an appointment to review the CAPER during said hours of operation.

CR-45 - CDBG 91.520(c)

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

No changes were made or planned for objectives outlined in the 2019-2023 Con Plan or the 2019 AAP.

The Kingston Local Development Corporation (KLDC) manages the City's Section 108 fund. No new loans have been made and the KLDC is in repayment of current permanent financing.

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

No

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