

Describe in detail how your project will meet a national objective and how it will be documented

Pettengill House Emergency Assistance Program meets the national objective to benefit Low and Moderate Income Persons by “directly benefiting low and moderate income persons.” (Limited Clientele Benefit - Public Social Service – 100% low-mod benefit: 24 CFR Part 570.483) The Program will document and verify the incomes of all households that will receive assistance to ensure 100% benefit to low and moderate-income people. Eligible applicants will have a gross annual household income from all sources that is at or below 80% of the median income. Complete income information will be gathered and then verified by the Office of Planning and Community Development (OPCD) Program Manager and staff according to program guidelines provided in the CDF Implementation Manual based on Section 8 Guidelines.

Threshold Requirements

Demonstrate project consistency with the applicant's Community Development Strategy.

In Amesbury and Salisbury, supporting social services has been identified as a community priority. The Pettengill House Emergency Assistance Program targets a high risk population for whom there are limited programs available in Amesbury and Salisbury. It has been determined to be an essential way to assist the residents of both communities to maintain their quality of life.

Amesbury's **Community Development Strategy** highlights Social Services as a priority, specifically to provide access to Social Services that facilitate and support the quality of life to residents. Amesbury's social services provide fundamental services to support the quality of life and the needs of its community. The City will continue to provide social service programs providing for the physical, emotional and social needs of Amesbury residents. The City will continue to improve outreach and access to supportive services and increase coordination among Amesbury service providers. The City will provide efficient, open communication, education, collaboration and cooperation on social service programs and issues of concern to the general public.

Amesbury's **Community Development Strategy** identifies providing access to social services which facilitate and support quality of life for residents as a top priority. Priorities for social services, both long and short term, include: Improving outreach and access to supportive services; reducing the number of individuals and families who are cold and without heat, specifically elderly and disabled households; assisting individuals and families to achieve self-sufficiency and independence.

The City's **Community Development Strategy** states, "The needs of low and moderate income residents are prevalent today as households struggle to stay within the community with an older housing stock while facing the pressures of gentrification. However, economic pressures will continue as surrounding communities face even greater pressures of increased housing costs. The City must establish a means to sustain a livable community for all of its residents now and into the future."

The Town of Salisbury's **Community Development Strategy: Housing and Quality of Life section states**, "Salisbury residents value the variety of residential environments that exist in town. Suburban neighborhoods feel close to nature- near marshes and wetlands, the remaining farms, or close to the river or beach. Many residents voiced their concerns over the impact of the current pace of development on the quality of life in Salisbury. Along with these changes, the town must continue to address the need for affordable housing, high homeless population and low/moderate income residents. There was a great desire to assist the local social service agencies to continue to bring services to these populations especially the children and elderly."

The **Goals associated with this section include** "Support neighborhoods and encourage more physically distinctive, socially cohesive neighborhoods" and "Increase support of social services including low income residents, elderly and youth services." In the **Priority list** "working towards meeting the needs of Salisbury's growing senior population, working towards meeting the needs of Salisbury's existing low/moderate income population, and increase support of social service agencies" are all high priorities for the Town.

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The Scope: Often, a crisis occurring at the worst possible time is enough to cause homelessness. The Pettengill House, Inc. (aka Pettengill) is the main social service agency for nine local communities with 2 offices, one in Amesbury and one in Salisbury. Pettengill provides the basic needs of food, clothing and shelter and assists people with more specific needs by offering prevention education, emergency assistance and therapeutic support to individuals, children, and families in need. They go one step further and offer case management to each client to help determine not only their immediate needs but also how they can become self-sufficient. Through their work with ongoing cases, they have seen clients' needs increase dramatically with the economic downturn. This program will provide \$35,000 to match the \$35,000 that Pettengill has allocated for Emergency Assistance to meet the demand (5H) through the next 18 months. The Pettengill House Emergency Assistance Program will provide support to identified at-risk, underserved, low income individuals and families that, due to crises or other circumstances are without food and shelter or have lost the ability to provide basic necessities for their households. CDBG funds will be used to provide direct cash assistance paid directly to the client's service provider, i.e. utility company or landlord, to help them successfully maneuver through their time of crisis. This will ensure that the funds go directly where they are needed most. Maximum assistance will be \$500 per household.

The Need: The most recently available statistics show that 5.5% of Amesbury households live below the Federal Poverty Rate while 7.8% of Salisbury households live below that rate (US 2010 Census). The unemployment rate in November 2014 was 5.6% in Salisbury and 4.8% in Amesbury. (5U). Of the 9 communities which Pettengill supports, 38% are Amesbury residents (700 adults, 503 children), and 39% are Salisbury residents (867 adults, 353 children), comprising 77% of the total clientele, or 2423 of the 3158 clients (2000 adults and 1158 children). 178 Amesbury residents (105 adults, 73 children) are deemed homeless, without permanent housing. In Salisbury, the figure rises to 414 homeless individuals (867 adults, 353 children). Pettengill describes the 592 homeless persons as those clients (individuals and families) who self-reported being doubled up with friends or family, living in a local motel, winter rental, camp ground or substandard housing.

98 percent of Salisbury residents accessing Pettengill services live at or below the poverty rate and rely on federal, state and local assistance. In addition to the identified "typical" client profile, Pettengill has also seen an increase in the number of residents who were previously self-sufficient who are now seeking assistance due to loss of employment, housing evictions/ foreclosures and delays in receiving state entitlement benefits due to increased demands. While the needs of Amesbury and Salisbury residents have increased, resources to provide them relief continue to decrease. In the fall of 2010, CAI contracted with a consultant to conduct a Client & Community Survey throughout their service area. The regional needs were prioritized by the respondents (including Amesbury and Salisbury residents). The results of this survey show the top 4 needs in the area as: 1) fuel 73%, 2) housing 64%, 3) food 49%, and 4) childcare 38% (5R). According to the results of the survey conducted for the CDF1 2012 Pettengill Program, 58% of the participants were female head of households. 67% of the female head of households with children that participated in the program cited bills and housing as their major concerns (5P). 100% of the participants rated a high level of satisfaction with the services. Those being served by this program are individuals and families that are without food and shelter or have lost the ability to provide the basic necessities for their household. Residents do currently have access to services through Pettengill but risk being turned away when funds are low. Pettengill never turns a qualified person away completely; however, they do send residents seeking emergency assistance to various relief agencies outside of the Town when their funds are depleted. Since Amesbury and Salisbury have limited public transportation, those with no transportation have a difficult time finding the relief they seek. Without assistance from CDBG funds, Pettengill will be unable to meet needs again this year.

How/Why the community decided to address this need: The communities continually seek ways to address goals outlined in their CDS and local Community Action Inc.'s 2011-2014CSBG Strategic Plan

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(CAP). This year, to address the most pressing social service needs consistent with these plans in the community, Amesbury and Salisbury released an RFQ (18A) published in the Newburyport Daily News and the Central Register (18B), and posted throughout both municipalities in public places. RFQ requested proposals from area non-profit agencies and organizations to provide needed social service activities for income eligible residents. RFQ required that the social services be prioritized in their respective CDS and consistent with their Community Action Strategic Plans. Amesbury's CDS identifies providing access to social services which facilitate and support quality of life for residents as a top priority. Priorities for social services, both long and short term, include: Improving outreach and access to supportive services; reducing the number of individuals and families who are cold and without heat, specifically elderly and disabled households; assisting individuals and families to achieve self-sufficiency and independence. It states, "The needs of low and moderate income residents are prevalent today as households struggle to stay within the community with an older housing stock while facing the pressures of gentrification. However, economic pressures will continue as surrounding communities face even greater pressures of increased housing costs. The City must establish a means to sustain a livable community for all of its residents now and into the future." Salisbury cited the following priorities in its CDS: "The Town must continue to address the need for affordable housing, its high homeless population and low/moderate income residents. There is a great desire to assist the local social service agencies to continue to bring services to these populations; especially the children and elderly." The Town's final goal is to "Increase support of elderly and youth services." The town's resulting priorities are to provide job related childcare assistance, domestic violence prevention, youth services, elder self-sufficiency, and emergency assistance to qualified applicants. Pettengill responded to the RFQ and the CAC determined the Town would apply for emergency assistance funds due to their proven track record in meeting the needs of the community (6H) (14E).

How the Program will be operated, who will be involved and service being provided: Once the contract is awarded, the City will sub-contract with Pettengill to administer the Pettengill House Emergency Assistance Program. (5O). The CDBG Program Manager and Pettengill Asst. Director will communicate weekly to ensure that the program is run in a timely manner. Prior to disbursement of any funds, the Program Manager will review the client file and income qualification to ensure compliance with the CDFI Implementation Manual and the Section 8 LMI Guidelines for the Boston area. The Pettengill House has much experience administering various social programs and the City of Amesbury will monitor compliance with all state and local guidelines and conditions. Pettengill's *Executive Director*, assisted by the *Assistant Director*, will provide supervision along with consultation and act as liaison between the agency and the Salisbury Planning Department. She will coordinate this program with the *CDBG Program Manager*. The Assistant Director will provide direct supervision to program coordinators including staff and youth training, curriculum, coordination of direct service of all components of the Program including education, recreation, community service, direct service and family intervention and outreach, job related childcare and transportation assistance, domestic violence prevention, and elder self-sufficiency. The *Office Manager* provides administrative support for all Pettengill programs. (5C Resumes ALL) *Director of Planning* will oversee the program on behalf of the City and directly manage the CDBG program staff. The *CDBG Program Manager* will monitor the program, implement the survey and review all income-qualification of applicants in accordance with the "CDF Implementation Manual" and the "Section 8 Low and Moderate Income Guidelines for Boston Area." *The CDBG Administrative and Financial Assistant* will provide clerical support, monitor payment requests, and ensure that appropriate financial records are maintained. The Grant Management Plan provides an in-depth detailed description of all the roles and responsibilities of each member of the team (see Grants Management Plan).

The Office of Planning and Development has administered the Town of Salisbury's CDBG program for 14 years and has successfully administered several social service programs including the Pettengill

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Emergency Assistance Program for 5 years, and the Boys and Girls Club Scholarship Program for the past 6 years. Pettengill is a highly successful social organization (5D, 5E, 5) made possible through collaboration with many different organizations (5A Collaboration Chart). Pettengill has successfully administered numerous programs since its inception in 1994 and with this experience, can determine adequate time allotments for each person involved in the program (5J). Program beneficiaries are an integral part of the program; all program participants will be encouraged to give feedback on program satisfaction when they answer the required survey after receiving a disbursement. Participants will be invited to participate in future CAC meetings to plan future programs; if they are interested, staff will find out what time of day and location would make it easier for them to attend. Most of the beneficiaries are either already in case management through Pettengill or enter into case management after receiving emergency assistance. Case management allows the Pettengill to have continued involvement with the beneficiaries to address the multi-level needs of families that do seek emergency assistance and allows Pettengill to receive more input on any additional needs.

Beneficiaries & Outcomes: The benefits of this program are community-wide; one way the success of the program can be measured is by community feedback. Pettengill and the existing Emergency Assistance Program are well utilized and appreciated, as shown by the 233 people who have signed the petitions (5K) and the 13 people who have sent letters of support (5Q). If funded, this grant will provide direct benefit services to a minimum of 70 households (\$500 maximum disbursement per household). If we apply the same ratio of households/total beneficiaries that resulted from the FY13 program to this number of households, the result is a minimum of 108 beneficiaries served by this program. From the results of our program survey (5P) we know that 100% of participants were fully satisfied with this program. This program is designed to assist residents in their time of need; the impact is immediate. Providing the ability to pay for rent and/or utilities could really make a difference between electricity being shut off or even eviction. Indirect results include the fact that all those receiving emergency assistance will be encouraged to partake of other programs Pettengill provides, i.e. food pantry, counseling, etc. They will also be encouraged to take advantage of job-related childcare assistance available at the Boys & Girls Club, freeing up single parents to seek employment without having to spend all their hard-earned money on babysitters. Pettengill is a clearinghouse for aid available to those that need it. Many seeking emergency assistance are unaware of the different programs available to them. Seeking emergency assistance will open doors for many and help them on their way to becoming self-sufficient. More importantly, receiving emergency assistance may be all that is standing between some families and the street. Elderly residents are especially susceptible to losing their homes as heating fuel prices rise because they subsist on fixed incomes.

When the service period ends, Pettengill will provide a final report to Amesbury calculating the number of households and residents served, how many direct assistance payments were made (quantitative measure). Those receiving funds for emergency assistance will complete a survey to determine their satisfaction with the program and will be anonymous (qualitative measure). These surveys will help assess to what extent the assistance aided them towards their goal of being self-sufficient (5P). The survey results will also tell us how many clients were successful in preventing eviction and/or utility turnoff, and how many benefited from other services available through Pettengill. The survey also will ask beneficiaries if they were satisfied with the level of service and ask for any suggestions for improvement.

This project will be deemed successful when we have used CDBG grant funds to provide stipends to a minimum of 70 clients for Emergency Assistance which will result in a minimum of 151 LMI persons served. The program objective is to provide the basic needs of food, shelter, childcare, transportation assistance and overall support to individuals, children and families in need. Eligible applicants will have a gross annual household income from all sources that is at or below 80% of the median income.

Threshold Requirements – Pettengill House, Inc. Program

Demonstrate project consistency with Target Areas requirements

Provide:

1. The name of target area(s) in which activit(ies) will be conducted,
2. Attach a map of the target area, and
3. Description of the target area(s) and how the boundaries were determined. Why does this geographic area constitute a target area in the community?

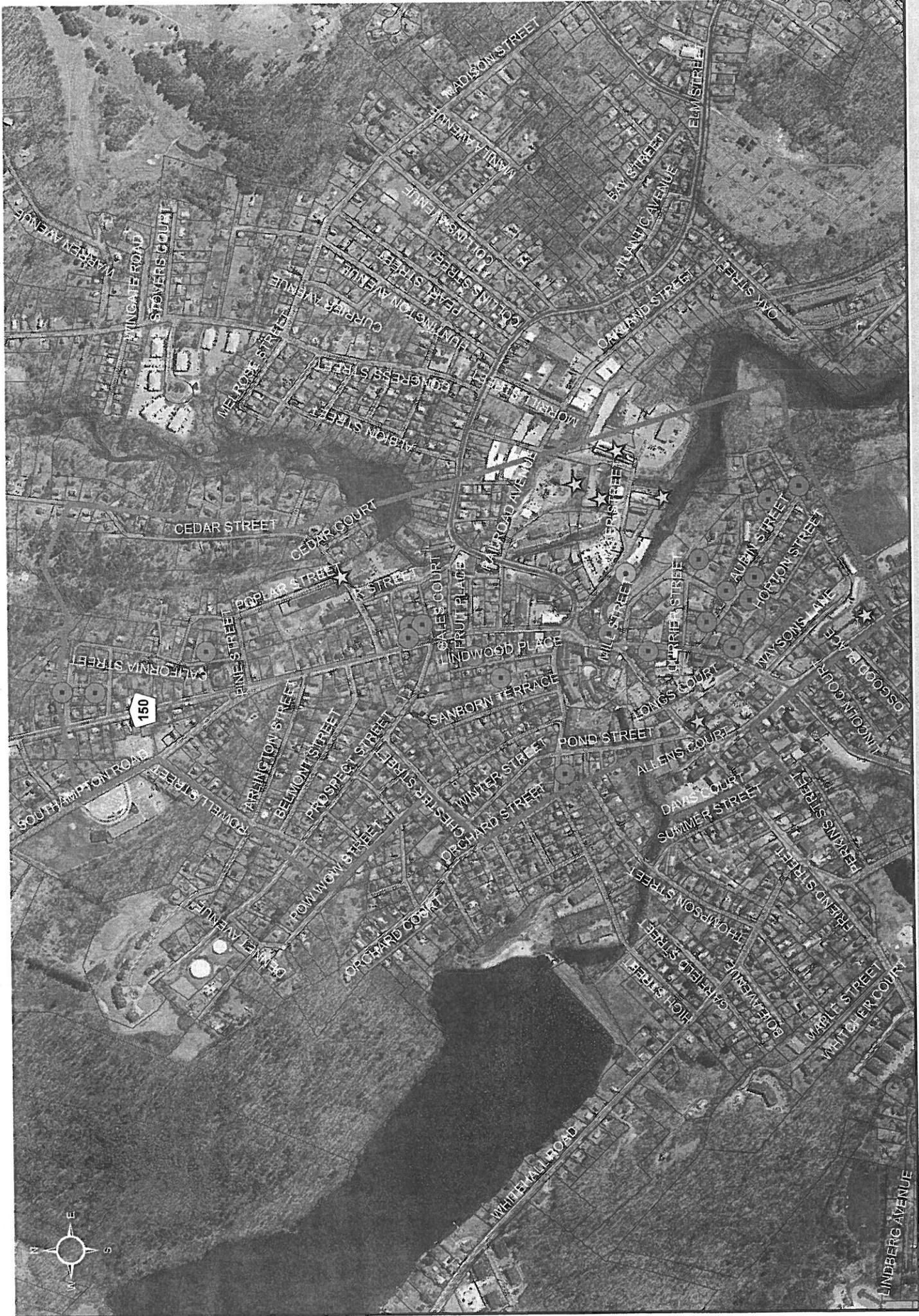
The Pettengill House Emergency Assistance Program will be conducted in the City of Amesbury's Urban Village Core Target Area and in the Town of Salisbury's Center Core Target Area. The Pettengill House's Amesbury Resource Center is located at 21 Water Street in the Urban Village Core Target Area. The Pettengill House, Inc., 13 Lafayette Road, is located within the Salisbury Center Corridor Target area (competitive attachment 2B – CDBG Target Area Map).

The primary concentration of targeted services will be the Amesbury Urban Village Core Target Area and will benefit all eligible low and moderate income households. The Urban Village Core contains, in its eastern border, the Aubin-Nayson Neighborhood, the Central Business District (CBD) and the Market Street neighborhood in the northern and western borders. The Urban Village Core Target Area was selected in 2012 and again by the City Council in 2015, in response to a Needs Assessment Survey. The basis for assigning priority needs includes data derived from the US 2010 Census, local studies and information gathered from cooperative relationships and consultation. The framework for priority assignment was shaped by North Shore Home Consortium Continuum of Care coordination and public hearing process, the City's Citizen Participation Process, Community Action Inc.'s Strategic Plan and Needs Assessment and CDBG regulations. The Community Development Strategy is consistent with, and reflects the sustainable development principles outlined by the Office of Commonwealth Development. This area is the oldest and most underserved of the City's 25 distinct neighborhoods and is the focus of a comprehensive revitalization.

The Salisbury Center Corridor Target Area was determined through a public process. The Salisbury Center Corridor Target Area's boundaries were originally approved by the Selectmen on March 13, 2006 and amended in November 8, 2010 to incorporate an area high in substandard housing located south of the commercial beach center. This expanded target area includes an area from Rings Island on the town's southern boundary north to Main Street and also from Bartlett Street east to Railroad Avenue. This area is composed of a thickly settled central area surrounded by older subdivisions, mobile home parks with inadequate infrastructure, as well as many dated substandard units originally built as summer housing.

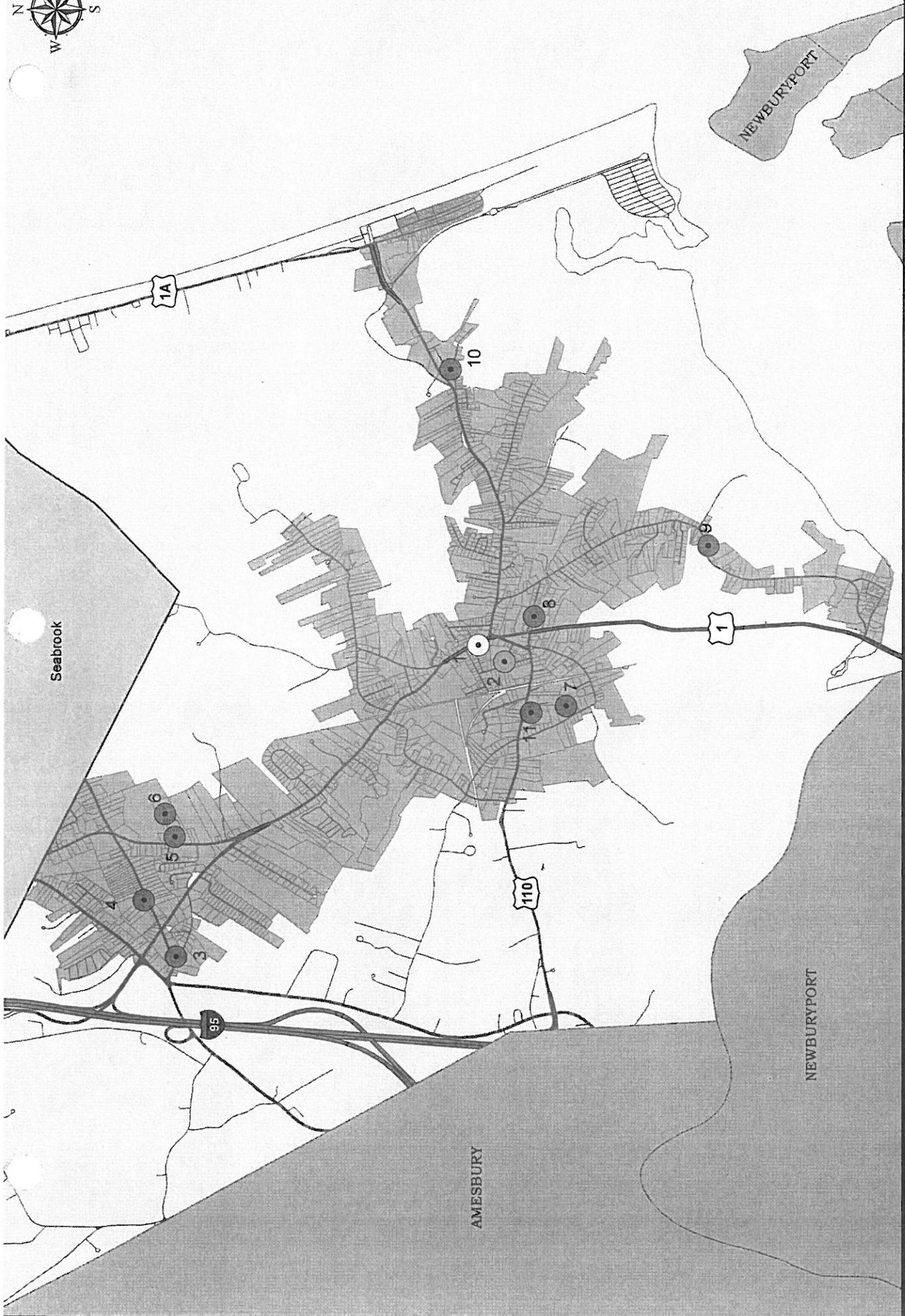
The area covered by the Target Area has been the recent focus for the Approved Affordable Housing Plan, the Salisbury Square Study, the Master Plan, and the Lafayette Road Corridor Zoning and Sewer Study. The community is working on meeting the needs of its low-moderate income people through concentrating development, adding public transportation and economic development. This area has many older homes, subdivisions, infrastructure, and the largest concentration of LMI households; and therefore, was designated as the Salisbury Center Corridor Target Area.

The **Housing Rehabilitation Program**, the **Pettengill House Emergency Assistance Program** and the **Boys and Girls Club Scholarship Program** are all conducted within Amesbury Urban Village Core Target Area and the Salisbury Center Corridor Target area; however the Boys & Girls Club Scholarship Program and the Pettengill House Emergency Assistance Program are available to qualified beneficiaries community-wide.



Amesbury Target Area CDBG and Non-CDBG Activities

- CDBG Activities:**
- ☐ Amesbury Target Area
 - Housing Rehabilitation Units on Waiting List
 - Pettengill House
 - ★ CDBG Activities



Salisbury CDBG Target Area

Fiscal Year 2015

- Legend**
- Towns
 - Interstate
 - Coast
 - CDBG Target Parcels
 - Housing Rehab Units on Waiting List
 - Boys and Girls Club of Lower Merrimack Valley

Detailed Budget Requirements - Demonstrate Cost Reasonableness

a. Provide a Detailed Budget

Budget Item	Pettengill House	CDBG	Total Cost
<i>Direct Services – Emergency Assistance Program</i>	\$35,000	\$35,000	\$70,000
Program Delivery	\$13,900	\$4,859	\$18,759
	\$48,900	\$39,859	\$88,759

The Breakdown of the CDBG portions will be:

\$ Source	Max \$ Assistance	# Clients	Total
CDBG	\$500	70	\$35,000
Total	\$500	70	\$35,000

b. Document the experience of the provider, costs of comparable services and the process used to review the accuracy of the budget

- **Experience of Provider**

Since their incorporation, Pettengill House has actively recruited quality personnel to ensure the highest standards of professionalism. Their current Executive Director (ED) holds a Masters of Education in Counseling and Psychology, and is a MA licensed alcohol and drug counselor and trauma specialist (competitive attachment 5C1 resume). More importantly, the ED also has significant experience running programs for at risk youth and families, social and character development programs, along with community collaboration, substance abuse and violence prevention programs. For the past several years the Pettengill House has run the emergency assistance program; also, since this is a cash disbursement program there will be no cost overruns.

- **Comparable Service Costs**

This is a cash disbursement program; therefore, this is not applicable. There is a lack of emergency assistance programs in the area.

- **Accuracy of Budget**

The budget has been reviewed by the Executive Director and she has approved it. Pettengill House, Inc. has allocated \$35,000 for the Emergency Assistance Program in the upcoming year (competitive attachment 5H - allocation letter).

c. Qualifications of person who prepared the budget

Their current Executive Director (ED) holds a Masters of Education in Counseling and Psychology, and is a MA licensed alcohol and drug counselor and trauma specialist (competitive attachment 5C1 resume). More importantly, the ED also has significant experience running programs for at risk youth and families, social and character development programs, along with community collaboration, substance abuse and violence prevention programs and has been the Pettengill House Director since 1998. In the past several years the Pettengill House has successfully run the emergency assistance program.