

**2013 Annual Plan**

submitted to the

**U.S. Department of Housing and Urban Development  
Fort Worth Regional Office**

by the

**City of Marshall, Texas**

**April 17, 2013**

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# **Executive Summary**

## **2013 Annual Plan**

### **City of Marshall, Texas**

#### **1.1 Introduction**

The City of Marshall is located in the eastern part of Texas at the intersection of Interstate Highway 20 and U.S. Highway 59. Marshall is well located with respect to highway and rail transportation. U.S. Highway 59 is the major north-south artery from Mexico and the Gulf Coast of Texas to the central and eastern United States. Interstate 20 is one of the major arteries that connect the southern United States with Texas and the western states. Marshall is also at a point of intersection with a major rail line that extends north from one of the primary east-west rail lines across the southern part of the United States.

Marshall was founded in 1841. It is the county seat of Harrison County in the northeastern corner of Texas. Marshall is located in the rolling hills and piney woods of East Texas, and is named after Chief Justice John Marshall. The City became a major city in the early days of Texas because of its position as a gateway to Texas on major transportation routes of the day. By 1860, with a population of 2,000, Marshall was the 4<sup>th</sup> largest city in the state and the seat of the richest county. Information from the *Handbook of Texas* indicates Marshall has a rich cultural and historic heritage tracing back to the Civil War, where it produced two war-time state Governors, while serving as a political and production center of the Confederacy, and then later as a major railroad center. The City's growing importance was acknowledged in 1854 with the linkage via a telegraph line to New Orleans, becoming the first city in Texas to have a telegraph service, and providing quick access to national news. With the fall of Vicksburg, Marshall became a major Confederate city, and subsequently was occupied by Union forces in 1865. During Reconstruction, the city was home to an office of the Freedmen's Bureau and was a base for Union troops. Wiley College was founded in 1872 and Bishop College was founded in 1881 to provide higher education opportunities for African-Americans.

The City's population increased rapidly in the 1870's and 1880's, with the location of the Texas and Pacific Railroad (T&P), resulting in the area becoming one of the south's largest cotton markets. During this period of wealth, many of the city's now historic homes were constructed. The City's population reached 10,000 by 1900 and 20,000 during the 1940s. With the decline of the cotton economy in the 1930's, the community was able to continue to prosper due to the location of a Army ammunition plant near the city, the growth of the oil and gas industry in East Texas, and the production of clay pottery due to the abundance of clay in the area. At one point, Marshall had thirteen pottery production plants in operation in or adjacent to the city. The decline of the railroad industry nationwide after World War II due to the rise of air passenger travel and improved highway systems, the closure of the ammunition plant, closure of several of the pottery production plants due to foreign competition, and ups and downs in the oil and gas industry have all impacted Marshall's economy. The city's population has declined since the late 1950's. Marshall's population was approximately 25,500 in the late 1950's and has declined slowly over the past 50 years to 23,523 in 2010.

Marshall remains a hub of higher education in East Texas. There are two four-year colleges and two two-year colleges located in the city. East Texas Baptist University and Wiley College offer Bachelor degrees, and ETBU recently added two Master degree programs. Texas State Technical College offers two year degrees in various technical fields, and Panola College offers a two-year degree in a variety of general education fields.

The City still attracts major employers in a variety of industries, including healthcare, service, government, education, oil and gas, timber, and mining. The community has also worked in recent years to develop an active historic preservation program and has enjoyed a renaissance of its downtown area, both of which have capitalized on the architectural interest provided by the large number of older buildings in the city. The past few years have also brought an expanded effort to attract tourists and visitors to Marshall as another component of the overall economic development effort in the community.

The large number of older buildings in Marshall is a plus for the historic preservation effort, but it also means that there are an inordinately large number of structures in the community that are more than 50 years old. The age of the building stock translates into more substantial and expensive needs for maintenance. The area's widespread substandard and aging housing stock combined with the lack of adequate funding to address the needs by low income residents to maintain the housing properly has resulted in severe housing conditions now being experienced by many low income families. Marshall is experiencing the same issues that most other cities of similar economic backgrounds and sizes are experiencing regarding providing a suitable living environment and helping to provide opportunities for decent, safe, and affordable housing for all citizens in the community. Marshall is no exception to this situation, with 980 (45%) of the 2,176 low-income homeowner households reporting critical housing needs, and 1,053 (53%) of the 1,987 low income rental households reporting critical housing needs.

## **1.2 Brief Demographic Overview**

The population of Marshall has remained fairly stable over the past two decades. U. S. Census data indicates from 1990 to 2010, Marshall experienced a slight decrease of 159 residents, or a -0.7 percent decline over twenty years. During the same time period, Harrison County increased 14.2% and Texas increased 48.0%. The size of Marshall's population has remained generally stable for many years, but Marshall is not benefitting from the population growth seen in Harrison County or from the significant population growth that has occurred in Texas.

Marshall's 2010 population of 23,523 is 42.6 percent white, 38.3 percent African-American, and 2.1 percent from other groups. Seventeen percent of the population is of Hispanic or Latino origin.

There are 9,691 housing units in Marshall. Of these housing units, 5,222 (53.9%) are owner occupied, 3381 (34.9%) are renter occupied, and 1,088 (11.2%) are vacant. These percentages are generally the same as the percentages for the state.

In Marshall 13.6 percent of the population is 65 or over compared to 10.4 percent of the population in Texas and 12.7 percent of the population in the nation.

The per capita income in Marshall is \$18,796 compared to \$24,870 in Texas and \$27,334 in the nation. In Marshall, 22.3 percent of the people live below the poverty line compared to 16.8 percent in Texas and 14.3 percent in the nation.

In Marshall, 80.6 percent of the residents are high school graduates and 18.4 percent are college graduates compared to 80 percent with high school diplomas and 25.8 percent with college diplomas in Texas and 85 percent with high school diplomas and 27.9 percent with college diplomas in the nation.

In summary, in Marshall more of the population lives below the poverty level, is older, has to get by on a lower per capita income, is slightly less educated, and more frequently lives in older housing that is in need of more maintenance than the averages for the state and the nation.

### **1.3 Brief Housing Overview**

The City of Marshall, being located in Harrison County, was a part of the Longview-Marshall Metropolitan Statistical Area (MSA) consisting of Gregg, Harrison and Upshur Counties until 2005. In 2005 Marshall and Harrison County were designated as a Micropolitan Statistical Area adjacent to the Longview Metropolitan Statistical Area. The region's economic influence and population size does affect the availability and affordability of housing inside of the Marshall city limits due to the numbers of workers that live in the city limits, but commute outside of the City for employment.

The estimated 2010 Census data indicates a total of 9,691 housing units and an 11.2% vacant housing unit rate, compared to the 2000 count of 9,923 units with a 12% vacancy count. The comparison of 2000 data with 2010 data indicates only a slight change. The City's estimated 2010 homeownership rate of 53.9% is also in keeping with the Texas homeownership rate of 57.0. Building permit data for the period between 2000 and 2010 indicates that on average approximately 30 to 35 new single family residences are constructed in Marshall each year. There were more than 400 multi-family rental units developed during the same time period, primarily the result of housing sponsored by the Texas Department of Housing and Community Affairs (TDHCA) Low Income Housing Tax Credit Program (LIHTC).

The 2008 Census indicated that 31.9% of homeowners pay more than 30% of their monthly income for their mortgage, and Marshall ranked #106 of 1,510 Texas cities for the number of homeowners paying more than 25% of their monthly income (Table #129 - Texas State Data Center). The 2008 median value of owner-occupied units was \$76,500 compared to the Harrison County median of \$89,200 and the state median of \$120,500, with a significant 30.7% having values less than \$50,000. This is indicative of the fact that the 50.4% of the city's housing stock was built prior to 1960, meaning that the median home age in 2008 was almost 50 years. Based on age and value, it would be anticipated that a large percentage of the city's housing stock is in need of moderate to substantial rehabilitation. A reported 2008 vacancy rate of 2.4% (constant from the 2000 census 2.4% owner vacancy rate) for owner-occupied housing also indicates a need for increased new construction of "move-up" housing for existing homeowners and affordable single-family dwellings for first-time homebuyers. Local realtors have indicated in the past that the rental housing vacancy rate ranges from two to five percent. Information from non-profit and faith-based organizations confirmed that affordable rental housing is a need, as well as housing

that is affordable for purchase by low-income homebuyers. The need for rehabilitation and reconstruction programs was also indicated, especially for elderly homeowners.

A significant 47.7% of renter households spend more than 30% of their income on shelter expenses, a percentage generally defined by most affordable housing programs to be the maximum amount of affordability. With the anticipated continuance of the rising housing cost experienced over the last decade combined with a low rate of affordable housing development, low-income households will be forced to spend even more of their limited income on shelter. It can be expected that large families, female-headed households, the disabled, and elderly will be the most severely affected.

Within the City of Marshall, 4,163 households, or nearly 48% (almost one of every two households) have incomes below 80% of the area's median income, and thus qualify for some state and federal affordable housing programs, including the CDBG, HOME, and most homeownership programs. However, in recent years, income requirements have been lowered for many of the federally subsidized housing programs, including the Section 8 Housing Choice Voucher Rental Program, Low Income Housing Tax Credit, and other state and federally funded subsidized housing programs. These programs are allowed to assist households earning less than 30%, 50%, or 60% of the area's median income, depending on the federal subsidy provided.

#### **1.4 Homeless and Special Need Populations**

Estimating the need for facilities and services for the homeless in any community is difficult because many homeless persons do not use shelters. Close proximity to larger urbanized areas, such as Shreveport and Longview, further skews homeless data. Local service providers estimate that most homeless persons either temporarily move in with friends or relatives, live in automobiles, or relocate to other communities. The 2000 Census indicated 7 individuals living in *Other Non-household Living Situations* and 27 individuals living in *Other Non-institutional Group Quarters*. Information from local service providers indicate there are known unsheltered homeless in Marshall, in addition to some providers reported assisting transient individuals passing through Marshall requesting bus fare or funds for an overnight stay at a motel. Since the city does not have a homeless shelter, emergency and transitional housing is provided in the nearby cities of Longview and Shreveport, Louisiana.

Other special need populations continue to experience difficulties with the affordability and accessibility of housing. The need for special services and programs for victims of domestic violence, the elderly, frail elderly, persons with mental and physical disabilities, and persons with AIDS/HIV persists, even though special facilities for these populations are available in neighboring communities.

#### **1.5 Strategic Plan**

The U.S. Department of Housing and Urban Development has been charged with providing innovative guidance to communities to revitalize low-income neighborhoods, stimulate declining economies, increase opportunities for affordable housing, and create lasting partnerships to sustain the stimulus provided by the infusion of federal funds. Entitlement communities are engaged to ensure that federal funds are utilized in accordance with federal requirements and in

programs that meet identified community needs, as well as funding activities that comply with one or more of three identified National Objectives of the CDBG Program:

1. Assist low and moderate income persons; or
2. Prevention or elimination of slums or blight; or
3. Meet community development needs having a particular urgency

Based on the research and data gathered during the development of this plan, needs assessments, consultations, and input from local residents, city and county officials, public service providers, and professionals in the affordable housing field, the 2013 Annual Action Plan, a one-year implementation plan, has been developed. The Annual Plan describes the specific projects and activities to be accomplished in the City of Marshall during the next year, in accordance with the 5-year long-term strategies contained in the City’s 2010-2014 Consolidated Plan.

The plan addresses identified priority needs and goals developed through a city-wide public process initiated by the City’s Planning and Community Development Department, with a series of public hearings, surveys, data gathering, research, and consultations with other governmental entities and providers. This information has been combined, analyzed, and formulated into a single Annual Plan that serves as the annual planning document for the City of Marshall’s expenditure of federal funds for community development and neighborhood improvements.

The goals developed in response to the City’s identified needs and priorities for the 2010-2014 five-year period are as follows: *(goals are not ranked)*

### 5-Year Goals for the City of Marshall

<b>Housing Goals</b>	1	<i>Preserve and increase the supply of decent, safe and affordable housing for all low- and moderate-income households</i>
	2	<i>Improve the ability of low- and moderate-income residents to access rental housing and homeownership opportunities</i>
	3	<i>Address the shelter, housing and service needs of the homeless and other populations with special needs</i>
<b>Non-Housing Goals</b>	4	<i>Encourage the delivery of Health and Human Services and Economic Opportunities that encourage self-sufficiency and reduce poverty</i>
	5	<i>Support Public Facility Improvements/Infrastructure and Other Projects and Activities to provide safe, secure, and healthy environments</i>

These goals will be attained by the implementation of proposed objectives and strategies through the provision of funding and/or technical assistance accomplished with partnerships with other organizations, developers, and agencies. The strategies focus on continuing to support viable existing local programs by the City and other organizations in response to the City’s changing needs.

The Consolidated Plan for 2010-2014 is the result of a collaborative effort of concerned residents, officials, and service providers that responded with information and comments during surveys and in public meetings. It is the intent of this effort that the proposed plan provide a

“blueprint” for the comprehensive planning and wise expenditure of the limited federal funding that is available to address the affordable housing needs in the City. It is also recognized that the plan is intended to provide direction for the implementation of projects over the next 5 years, while allowing for annual or special adjustments that may be necessary to respond to the City’s changing needs, resources, and opportunities.

Through the submittal of this document, the City of Marshall is officially adopting this 2013 Annual Plan as its official strategic annual plan for the receipt of federal Community Development Block Grant (CDBG) and other funds subject to this requirement. The City of Marshall will retain full and sole responsibility for the appropriate use and expenditure of CDBG funds and other funds that the City receives through either formula allocation or through competitive grant applications.

The City Manager’s office is responsible for the daily administrative and management responsibilities, project implementation, fiscal oversight, contract monitoring, and the development and implementation of the Consolidated Plan and this Annual Plan, upon the review and adoption by the City Commission of the City of Marshall. As needed, citizen advisory committees may be used for various duties, including the annual review and selection of subrecipients seeking federal funds. The City Manager of the City of Marshall is the designated Certification Officer for all program documents necessary for submittal to HUD. The required certifications for the 2013 Annual Plan are included in this document as Appendix A.

## **Section 2**

### **Introduction to the Consolidated Planning Process**

#### **2.1 Purpose of the Consolidated Plan**

In an effort to eliminate the burdensome duplication of the separate federal grant reporting documents required by the U. S. Department of Housing and Urban Development (HUD), the idea of one “consolidated plan” was conceived. This new comprehensive document known as the “Consolidated Plan for Housing and Community Development” integrates and simplifies the previous planning, application, and reporting requirements for all HUD Community Planning and Development (CPD) formula allocation programs, thereby lessening paperwork and streamlining management. The plan combines the housing information and implementation strategies of the former Comprehensive Housing Affordability Strategy (CHAS) with the planning and application requirements of three entitlement grant programs. The new Consolidated Plan not only addresses the housing issues previously described in the CHAS, but also the “non-housing” issues and needs of a local community. The Consolidated Plan combines key elements of community development, offering local jurisdictions, such as the City of Marshall, more ability to form coordinated neighborhood and community development strategies to revitalize their communities.

#### **2.2 The Annual Action Plan**

To receive its annual entitlement funds, the City must produce an Annual Action Plan each year. The Annual Action Plan describes the City’s planned investments for the coming program year, including proposed actions and proposed CDBG projects.

The Annual Action Plan is similar to a yearly operating plan for a business. It outlines the City’s proposed activities in several areas and relates these activities back to the 5-year strategies to address priority needs described in the 2010-2014 Consolidated Plan.

#### **2.3 CAPER**

The City must also submit an annual Consolidated Annual Performance and Evaluation Report (CAPER) within 60 days of the end of each program year. The CAPER reports the City’s progress in meeting its proposed actions and projects, as well as its progress in carrying out the Consolidated Plan’s 5-year strategies. The CAPER serves as an annual report to the elected officials, citizens, and taxpayers in the community and to HUD as the funding agency.

## **Section 3**

### **Plan Development Process**

#### **Consultation and Citizen Participation**

The public participation process that ultimately led to the development and completion of the City's 2010-2014 Consolidated Plan and 2013 Annual Plan provided valuable input and citizen comments regarding City's community development needs.

A total of four public meetings were scheduled at which two public hearings were held. One hearing was held during the development phase and one hearing was held following the close of the 30 day comment period at the meeting at which the proposed goals and strategies were presented to the City Commission to receive comments from citizens regarding community development needs, the Consolidated Plan, and the 2013 Annual Action Plan. The City's Community Development Advisory Committee hosted the first hearing, and the City Commission hosted the second hearing. Public comments were accepted at each of the hearings regarding the prioritization of identified needs and requests for funding.

#### **3.1 Public Participation – Development Phase**

The development phase of the Annual Plan began with a review of past priorities and of the results of the efforts and actions to address those priorities. It is known from previous hearings conducted by various agencies and from previous reviews of other region-wide needs assessments, existing surveys, and market research studies that, across the East Texas region and the state, obtaining affordable and decent housing is an on-going issue confronted by households of all income levels, and particularly for those households with lower incomes.

City provides funding from its General Fund to support the efforts of various local agencies that address needs of the homeless and victims of domestic violence

One public hearing and one public meeting were held during the initial development phase. The meetings were publicized in the local newspaper and/or in public notices. In accordance with HUD's initiative to increase the involvement of citizens, especially those of lower-income, in the planning and development stages of the Consolidated Plan and the Annual Action Plan, the public hearing and the public meeting were held at the centrally located Marshall City Hall. The building is fully accessible. The hearing and the meeting provided citizens with an opportunity to request assistance or comment on needs and priorities in the community. The public hearing provided the same opportunities for public comment. It was followed two weeks later by a workshop session at a public meeting with the Community Development Advisory Committee in which the Advisory Committee held a discussion in an open meeting at which the public was invited to be present to develop their recommendations for expenditure of the 2013 CDBG funds. No citizens attended these meetings. Attendance at the meetings also included members of the Community Development Advisory Committee and management staff from the City of Marshall. The meetings were held at an accessible and convenient location and during early evening and nighttime hours in order to accommodate and encourage attendance.

These public meetings were opened with an explanation of the need and purpose of the public hearings and the required 5-year Consolidated Plan and 1-year Annual Plans. Information was provided regarding CDBG-eligible activities and the availability of funding for affordable housing programs, public facilities, and public services. A brief review was given regarding the proposed goals and objectives to be included in the 2013 Annual Plan.

The public hearing was then opened to a general discussion to receive comments about the Annual Plan process, community needs, and eligible projects and activities. No citizens were present and no comments were received. The public hearing was closed and the meeting was adjourned. The workshop meeting was open to the public. At this meeting a discussion was held about the needs in the community and about the priorities for expenditure of CDBG funds. When citizens are present at these types of workshop meetings for the CDBG program, they are invited to join in the discussion. As noted previously, none were present for this particular meeting.

Information was discussed regarding affordable housing and public services needs at the meetings. Information regarding non-profit organizations was obtained directly from specific providers and gleaned from reviewing reports containing comments from service providers regarding their service levels, resources, and anticipated needs.

### **3.2 Public Participation – Approval Phase**

Citizens were invited to attend any of the publicized public hearings and meetings. The second and final public hearing was held to present the proposed 2013 budget, goals, and objectives during the approval stage on April 11, 2013, just prior to approval by the Marshall City Commission. No comments were offered at this hearing. No written comments were received during the 30-day period posted before the final approval.

### **3.3 Organizational Input and Consultations**

The City of Marshall is an active participant with contact or membership in several local, regional, state, and national organizations. Information from the following agencies and organizations was either directly obtained or reviewed during the development phase of the 2010-2014 Consolidated Plan and 2013 Annual Action Plan:

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American Red Cross	City of Nesbitt	Criminal Justice Professionals
Area Agency on Aging	City of Scottsville	Crisis Center of Marshall
ARC of Marshall	City of Shreveport	Cypress Valley Charities
Board of Realtors	City of Waskom	Disabled American Veterans
Bridges of Compassion	Community Care Center	Early Childhood Intervention
Buckner Children and Family Services	Community Council Senior Citizens	East Texas Council of Governments (ETCOG)
Childcare Providers	Community Health Core - Early Childhood Intervention	East Texas Open Door
Choices Adolescent Treatment Center, Inc.	Community Health Core - AIDS Services	East Texas Workforce Development Board
Churches		Good Shepherd Medical Center
City of Hallsville		Goodwill Industries
City of Longview		

Habitat for Humanity  
Harrison County  
Harrison County Appraisal  
District  
Heritage House of Marshall  
Highway 80 Rescue Mission  
Historical Society  
Hope Haven Home for  
Women  
Hospice-Heart's Way  
HUD Community Planning &  
Development staff

HUD FHEO staff  
HUD HOME Program staff  
Longview Adult Day Activity  
& Health Center  
Marshall - Harrison County  
Health Department  
Marshall Building Dept  
Marshall Chamber of  
Commerce  
Marshall Community Centers  
Marshall GIS Department  
Marshall-Harrison Literacy  
Center  
Marshall Housing Authority  
Marshall Independent School  
District  
Marshall Manor Nursing and  
Rehabilitation Center  
Marshall Optimist Club  
Marshall Parks Department  
Marshall Police Department  
Marshall Public Works Dept  
Marshall First-Time  
Homebuyers Program  
Meals on Wheels

Mercy Housing	Texas Dept of Criminal	Tri-County Community
New Beginnings	Justice	Action Agency
Oak Haven Recovery Center	Texas Dept. of State Health	United Churches of Marshall
Salvation Army	Services	Food Pantry
Section 8 Housing Choice	Texas State Data Center	United Way
Voucher Program	Texas Workforce Commission	Veterans Administration
Spring House	Tx Dept of Human Services	Wiley College
TDHCA	Tx Dept of Protective &	Women's Center of East
Texas Commission for the	Regulatory Services	Texas
Blind	Tx Rehabilitation	Youth Services of Marshall
Ts Commission for Deaf/ Hearing Impaired	Commission	
	The Crisis Center - Kilgore	

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The following information and data was gathered and analyzed during the reviews completed for the Consolidated and Annual Plans:

Analysis of the region's housing stock	Lead-based paint hazards
Availability and usage of Section 8 Vouchers	Location of affordable housing
Availability of financial resources	Minority and low-income concentrations
East Texas Area Agency on Aging	New Town Neighborhood of Marshall -
East Texas Community Health Needs	Historic Preservation Action Plan - 2004
Assessment – July 17, 2007	Population Projections
Existing zoning and building code practices	Poverty rates and trends
Fair Housing Ordinances	Private lending practices
Fair Housing Planning Guides	Property Tax policies
Harrison County Extension's County Forum	Racial Projections
History of Section 8 Landlord participation	Sabine Valley Center Local Plan FY 2007-08
Incidence of housing complaints	Transportation, shopping, and other services

Comments from the public hearings held during the development and approval phases of the 2013 Annual Action Plan are attached as Appendix B to this document.

### 3.4 Lead Entity

The City of Marshall is the responsible Lead Entity to oversee the development and implementation of the 2010-2014 Consolidated Plan and the 2013 Annual Plan. Through the submittal of this document, the City of Marshall is officially reconfirming the adoption of the 2010-2014 Consolidated Plan as its official strategic plan for the receipt of federal Community Development Block Grant (CDBG) funds and other funds subject to this requirement. The City of Marshall is also officially adopting the 2013 Annual Plan as the annual implementation component of the 2010-2014 Consolidated Plan. The City of Marshall will retain full and sole responsibility for the appropriate use and expenditure of CDBG funds, and other funds that the City receives through either formula allocation or through competitive grant applications.

### 3.5 Obstacles to Meeting Underserved Needs

It became evident during the process of identifying priority community needs that obstacles to meeting underserved needs in the community include:

- The lack of adequate and sustained financial resources - Local service providers indicate that existing financial resources have been reduced in recent years and, combined with a growing number of requests for services, they experience significant burdens in maintaining their capacity to provide services adequate to meet the needs of their program participants. The need for assistance in identifying available state and federal funding, along with aid in writing grants was noted.
- Ability to provide current and relevant information to citizens in an effective and timely manner regarding community resources and issues. Comments also included the need for a Regional Advisory Consortium to assist with communication issues, and the importance of sharing information with businesses to assist them in identifying benefits of their participation in employee wellness and health programs.
- The lack of a coordinated intake and referral system, with committed and collaborating non-profit partners sharing information and resources, also presents a challenge to providing adequate services.

## Section 4 Funding Sources

### 4.1 HUD Federal Entitlement Funds

For the fiscal year beginning October 1, 2012, the City of Marshall is anticipating that it will receive the following estimated amount for the Community Development Block Grant program, depending on the results of the sequestration that has gone into effect on the federal level:

**\$255,000      Community Development Block Grant (CDBG)**

It is not known at this time when HUD will be able to announce a final specific grant amount for the City of Marshall. Proper action will be taken to adjust the proposed budget for the 2013 program year for the City of Marshall after the specific funding amount is announced. It is anticipated that the adjustments will be made in the Public Facilities-Streets line item.

### 4.2 Other Resources/Leveraging

Other anticipated resources (including those that the City or other organizations plan to seek) are the HUD Housing Choice Voucher Program, Low Income Housing Tax Credit (LIHTC), Emergency Shelter Grant (ESG), Shelter Plus Care, FEMA, State funds, private lender financing, private foundation funds, non-profit organizations, for-profit developers, and local contributors.

Development and planning of programs eligible to receive federal funding will be approached with the concept of maximizing the extent of the federal dollar commitment with the least actual dollar commitment required to make the project feasible. Leveraging will also be accomplished through coordination of programs with non-profit and for-profit partners and volunteer work groups providing labor and assistance.

### 4.3 Local Match Requirements

There are no local match requirements for the CDBG Program.

### 4.4 Funding Summary

The following is the City's 2013 Funding Summary estimate showing the amount of federal funding to be received for the fiscal year.

#### Funding Sources

Entitlement grants (includes reallocated funds)	
CDBG	\$ 255,000 (estimated)
<b>Total</b>	<b>\$ 255,000 (estimated)</b>

Prior Years' Program Income previously programmed or reported	\$0
Reprogrammed Prior Income	\$0
Total Estimate Program Income	\$0
Section 108 Loan Guarantee Fund	\$0
<b>Total Funding Sources</b>	<b>\$ 255,000 (estimated)</b>
Other Fund Totals	\$0
<b>Submitted Proposed Projects Totals</b>	<b>\$ 255,000 (estimated)</b>
Un-Submitted Proposed Projects Totals	\$0

#### 4.5 Summary of 2013 CDBG Projects

Funding Resource	Project/Activity	Eligible Location/Population
CDBG		
\$ 15,000	<b>Public Services -</b> <ul style="list-style-type: none"> <li>• <i>Literacy Center</i> - \$10,000 - literacy education for adults</li> <li>• <i>Boys &amp; Girls Club</i> - \$5,000 - after-school program for teens</li> </ul>	Low income/presumed benefit <ul style="list-style-type: none"> <li>• Illiterate adults</li> <li>• Low-income households</li> </ul> Low-income households
\$ 50,000	<b>Code Enforcement</b> - identification and enforcement of codes	Low-income block groups
\$ 140,000	<b>Housing Rehabilitation</b> - Emergency repairs or rehabilitation assistance for substandard housing in the forms of grants or deferred, forgivable loans	City-wide for low-income homeowners
\$ 50,000	<b>Public Facility Improvements</b> – funds to expand, improve, and/or add public facilities & infrastructure that provide services to primarily low income residents, or are located in eligible low-income areas <ul style="list-style-type: none"> <li>• <i>Street Improvements</i> - \$50,000 – reconstruction of Madam Queen from Van Zandt north to end and Lightning from Madam Queen to Ward</li> </ul>	Eligible Low Income Block Groups
<b>\$255,000</b>		

#### 4.6 CPMP Project Summaries, Table 3A, and Table 3B

The following pages contain information produced on HUD's CPMP program and provide the Project Title, a description of the Priority/Objectives identified in the 2010-2014 Consolidated Plan to be addressed with each project, and the proposed budget for each project. The tables also provide the HUD Matrix code, the project-level accomplishments, funding source, and performance measures.

**Table 3A** provides a **Summary of Specific Annual Objectives**.

**Table 3B – Annual Housing Completion Goals.** The City of Marshall has stated in the Consolidated Plan that it intends to complete rehabilitation on two housing units each year for a total of ten housing units during the term of the Consolidated Plan. The City of Marshall intends to allocate \$140,000 for this activity in the 2013 program year.

Please refer to **Section 6 – 2012 Annual Goals** for additional non-federally funded activities and actions that the City will take to facilitate and encourage affordable housing.

**Table 3A Summary of Specific Annual Objectives**

Specific Obj. #	Outcome/Objective	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
<b>DH-1 Availability/Accessibility of Decent Housing</b>							
<b>DH-1.1</b>	Improve the housing conditions for low and moderate income homeowners living in substandard housing and seek to reduce instances of overcrowding for large households. (Strategy #1)	CDBG	Improve housing quality for low and moderate owners.	2010	2	0	0
				2011	2	0	0
				2012	2	0	0
				2013	2		
				2014	2		
			<b>MULTI-YEAR GOAL</b>		<b>10</b>	<b>0</b>	<b>0</b>
<b>DH-2 Affordability of Decent Housing</b>							
<b>DH-2.1</b>	Provide up to \$3,500.00 in down payment and closing cost assistance to low and moderate income first-time homebuyers to increasing the possibility of low income families becoming homeowners. (Strategy #1)	CDBG	Improve affordability of homeownership	2010	3	0	0
				2011	3	0	0
				2012	3	0	0
				2013	3		
				2014	3		
			<b>MULTI-YEAR GOAL</b>		<b>15</b>	<b>0</b>	<b>0</b>
<b>SL-1 Availability/Accessibility of Suitable Living Environment</b>							
<b>PS-1.1</b>	Provide partial funding for a program that will give teenagers a positive place to go after school and on Friday nights. (Strategy # 4)	CDBG	Skill training leading to improved living environment and improved opportunities for jobs for children in low to moderate income families.	2010	50	0	0
				2011	50	0	0
				2012	50	0	0
				2013	50		
				2014	50		
			<b>MULTI-YEAR GOAL</b>		<b>250</b>	<b>0</b>	<b>0</b>

**Table 3A Summary of Specific Annual Objectives**

Specific Obj. #	Outcome/Objective	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
<b>SL-1 Availability/Accessibility of Suitable Living Environment</b>							
PS-1.2	Provide partial funding for a drop-out prevention program. (Strategy # 4)	CDBG	Skill training leading to improved living environment and improved opportunities for jobs for children in low to moderate income families.	2010	50	0	0
				2011	50	0	0
				2012	50	0	0
				2013	50		
				2014	50		
			<b>MULTI-YEAR GOAL</b>		<b>250</b>	<b>0</b>	<b>0</b>
<b>SL-3 Sustainability of Suitable Living Environment</b>							
PF-1.1	Improvements to streets in low to moderate income areas and provide access to affordable housing. (Strategy #5)	CDBG	Improve public facilities in low and moderate income areas.	2010	1	0	0
				2011	1	0	0
				2012	1	0	0
				2013	1		
				2014	1		
			<b>MULTI-YEAR GOAL</b>		<b>5</b>	<b>0</b>	<b>0</b>
<b>SL-3 Sustainability of Suitable Living Environment</b>							
ON-2.1	Clear vacant, severely deteriorated structures from low to moderate income neighborhoods when rehabilitation of the unit is not possible. (Strategy # 5)	CDBG	Removal of blight to improve physical conditions in low to moderate income neighborhoods.	2010	0	0	0
				2011	0	0	0
				2012	0	0	0
				2013	0		
				2014	0		
			<b>MULTI-YEAR GOAL</b>		<b>0</b>	<b>0</b>	<b>0</b>

**Table 3A Summary of Specific Annual Objectives**

Specific Obj. #	Outcome/Objective	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
<b>SL-3 Sustainability of Suitable Living Environment</b>							
<b>ON-1.1</b>	Encourage reinvestment in low to moderate income neighborhoods through enforcement of codes which will lead to improved property appearances and a decrease in the number of vacant and substandard structures. (Strategy # 5)	CDBG	Homeowners taking more pride in their homes.	2010	800	1077	134
				2011	800	778	97
				2012	800		
				2013	800		
				2014	800		
			<b>MULTI-YEAR GOAL</b>		<b>4000</b>	<b>1855</b>	<b>115</b>
<b>SL-3 Sustainability of Suitable Living Environment</b>							
<b>PS-1.1</b>	Participate in funding activities to meet identified public service needs which are not currently funded or to fill a gap in funding. (Strategy # 4)	CDBG	Public safety - provide devices that will serve as warning tools.	2010	0	0	0
				2011	0	0	0
				2012	40	0	0
				2013	40		
				2014	40		
			<b>MULTI-YEAR GOAL</b>		<b>120</b>		
<b>ED-1 Availability/Accessibility of Economic Opportunity</b>							
<b>PS-1.2</b>	Provide GED/ESL educational services to illiterate adults in the City of Marshall to improve economic opportunities for low and moderate income persons. (Strategy # 6)	CDBG	Illiterate adults improve skills to live independently and gain better job skills	2010	20	22	110
				2011	20	26	130
				2012	20		
				2013	20		
				2014	20		
			<b>MULTI-YEAR GOAL</b>		<b>100</b>	<b>48</b>	<b>48</b>

**Table 3A Summary of Specific Annual Objectives**

Specific Obj. #	Outcome/Objective Specific Annual Objectives	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
PS-1.3	Participate in funding activities to meet identified public service needs that are not currently funded or to fill a gap in funding. (Strategy #4)	CDBG	Public health – provide fans for use during hot weather	2010	0	0	0
				2011	0	0	0
				2012	40	0	0
				2013	40		
				2014	40		
<b>MULTI-YEAR GOAL</b>				<b>120</b>	<b>0</b>	<b>0</b>	
<b>SL-1</b>	<b>Availability/Accessibility of Suitable Living Environment</b>						
PS-1.1	Provide partial funding for a program that will give teenagers a positive place to go after school and on Friday nights. (Strategy # 4)	CDBG	Improved public facilities in low income areas.	2010	50	40	80
				2011	50	0	0
				2012	50	0	0
				2013	50		
				2014	50		
<b>MULTI-YEAR GOAL</b>				<b>250</b>	<b>40</b>	<b>16</b>	
	<b>Program Administration</b>						
	Provide partial funding for program administration, planning, and consulting services	CDBG	Assist with providing services to low to moderate income residents of the city.	2010	1	1	100
				2011	1	0	0
				2012	1	0	0
				2013	1		
				2014			
<b>MULTI-YEAR GOAL</b>				<b>5</b>	<b>1</b>	<b>20</b>	

**Table 3C**  
**Consolidated Plan Listing of Projects**

**Jurisdiction's Name** City of Marshall, Texas

**Priority Need** Support Public Facility Improvements/Infrastructure and other projects and activities to provide safe, secure, and healthy environments

**Project Title** Street Improvements

**Description** Street improvements including improvements to streets, curbs, gutters, water, sewer, drainage, sidewalks, and infrastructure

**Reconstruct Madam Queen from Van Zandt north to end and Lightning from Madam Queen to Ward**

**Objective category:**  Suitable Living Environment  Decent Housing  Economic Opportunity  
**Outcome category:**  Availability/Accessibility  Affordability  Sustainability

**Location/Target Area** Census Tract 204.01, Block Group 1

**Street Address:**  
**City, State, Zipcode:** Marshall, Texas 75670

Objective Number SL-1	Project ID 1
HUD Matrix Code 03K - Street Improvements	CDBG Citation 570.202(c)
Type of Recipient Local Government	CDBG National Objective LMA
Start Date (mm/dd/yyyy) 08-31-2013	Completion Date (mm/dd/yyyy) 12-31-2013
Performance Indicator 01 - People	Annual Units

Local ID	Units Upon Completion
NA	
<b>Funding Sources:</b>	
CDBG	\$55,000
ESG	
HOME	
HOPWA	
Total Formula	\$55,000
Prior Year Funds	
Assisted Housing	
PHA	
Other Funding	
Total	\$55,000

The primary purpose of the project is to help:  the Homeless  Persons with HIV/AIDS  Persons with Disabilities  Public Housing Needs

**Table 3C**  
**Consolidated Plan Listing of Projects**

Jurisdiction's Name            City of Marshall, Texas

Priority Need            Preserve and increase the supply of decent, safe, and affordable housing for all low-  
and moderate-income households

Project Title            Housing Rehabilitation

**Description**

Rehabilitation and/or reconstruction assistance to low-income homeowners occupying substandard dwellings through grants or deferred forgivable loans

Objective category:     Suitable Living Environment     Decent Housing             Economic Opportunity  
Outcome category:     Availability/Accessibility         Affordability                 Sustainability

Location/Target Area            city-wide to eligible low-income homeowners

Street Address:                    to be determined  
City, State, Zipcode:            Marshall, Texas 75670 and 75672

Objective Number	Project ID	<b>Funding Sources:</b> CDBG ..... \$140,000 ESG ..... HOME ..... HOPWA ..... Total Formula ..... \$140,000 Prior Year Funds ..... Assisted Housing ..... PHA ..... Other Funding ..... Total ..... \$140,000
DH-1	2	
HUD Matrix Code	CDBG Citation	
14A Rehab - Single unit residential	570.202	
Type of Recipient	CDBG National Objective	
Local Government	LMH	
Start Date (mm/dd/yyyy)	Completion Date (mm/dd/yyyy)	
10-15-2013	3-31-2013	
Performance Indicator	Annual Units	
10 - Housing Units	2	
Local ID	Units Upon Completion	
NA	10	

The primary purpose of the project is to help:  the Homeless  Persons with HIV/AIDS  Persons with Disabilities  Public Housing Needs

**Table 3C**  
**Consolidated Plan Listing of Projects**

Jurisdiction's Name    City of Marshall, Texas

Priority Need    Support Public Facility Improvements/Infrastructure and other projects and activities to provide safe, secure, and healthy environments

Project Title    Code Enforcement

**Description**

Identification and enforcement of code violations in eligible low to moderate income neighborhoods

Objective category:     Suitable Living Environment     Decent Housing     Economic Opportunity  
Outcome category:     Availability/Accessibility     Affordability     Sustainability

Location/Target Area    Census Tract 203, Block Groups 1, 2, and 3  
Census Tract 204.01, Block Groups 2, 3, and 4  
Census Tract 204.02, Block Groups 1, 2, 3, 4, 5, and 6  
Census Tract 205, Block Groups 1, 2, 4, and 7

Street Address:  
City, State, Zipcode:    Marshall, Texas 75670 and 75672

Objective Number SL-3	Project ID 3	<b>Funding Sources:</b> CDBG ..... \$50,000 ESG ..... HOME ..... HOPWA ..... Total Formula ..... \$50,000 Prior Year Funds ..... Assisted Housing ..... PHA ..... Other Funding ..... Total ..... \$50,000
HUD Matrix Code 15 – Code Enforcement	CDBG Citation 570.202(c)	
Type of Recipient Local Government	CDBG National Objective LMA	
Start Date (mm/dd/yyyy) 08-15-2012	Completion Date (mm/dd/yyyy) 08-14-2013	
Performance Indicator 10 – Housing Units	Annual Units 800	
Local ID NA	Units Upon Completion 4000	

The primary purpose of the project is to help:     the Homeless     Persons with HIV/AIDS     Persons with Disabilities     Public Housing Needs

**Table 3C**  
**Consolidated Plan Listing of Projects**

**Jurisdiction's Name**            City of Marshall, Texas

**Priority Need**            Encourage the delivery of Health and Human Services and Economic Opportunities  
the encourage self-sufficiency and reduce poverty

**Project Title**            Marshall-Harrison County Literacy Center

**Description**

Operational costs for the provision of literacy education for low to moderate income adults, including labor, supplies, and other administrative costs necessary to conduct the program,

**Objective category:**     Suitable Living Environment     Decent Housing             Economic Opportunity  
**Outcome category:**     Availability/Accessibility     Affordability             Sustainability

**Location/Target Area**            Services made available to low to moderate income adults city-wide

**Street Address:**            700 West Houston  
**City, State, Zipcode:**        Marshall, Texas 75670

Objective Number SL-1	Project ID 4	<b>Funding Sources:</b> CDBG ..... \$10,000 ESG ..... HOME ..... HOPWA ..... Total Formula ..... \$10,000 Prior Year Funds ..... Assisted Housing ..... PHA ..... Other Funding ..... Total ..... \$10,000
HUD Matrix Code 05 – Public Services (General)	CDBG Citation 570.201(e)	
Type of Recipient Local government	CDBG National Objective LMC	
Start Date (mm/dd/yyyy) 08-15-2012	Completion Date (mm/dd/yyyy) 05-31-2013	
Performance Indicator 01 – People	Annual Units 20	
Local ID NA	Units Upon Completion 100	

The primary purpose of the project is to help:  the Homeless  Persons with HIV/AIDS  Persons with Disabilities  Public Housing Needs

**Table 3C**  
**Consolidated Plan Listing of Projects**

**Jurisdiction's Name**    City of Marshall, Texas

**Priority Need**            Encourage the delivery of Health and Human Services and Economic Opportunities that encourage self-sufficiency and reduce poverty

**Project Title**            Boys and Girls Club

**Description**

Operational expenses for after-school program for teens, including tutoring, recreational activities, and leadership development

**Objective category:**     Suitable Living Environment     Decent Housing             Economic Opportunity  
**Outcome category:**     Availability/Accessibility     Affordability                 Sustainability

**Location/Target Area**        teens city-wide

**Street Address:**            1500 Positive Place  
**City, State, Zipcode:**      Marshall, Texas 75670

Objective Number SL-1	Project ID 5	Total Formula Prior Year Funds	\$5,000
HUD Matrix Code 05D – Youth Services	CDBG Citation 570.201(e)	Assisted Housing PHA	
Type of Recipient Local Government	CDBG National Objective LMC	Other Funding Total	\$5,000
Start Date (mm/dd/yyyy) 08-15-2012	Completion Date (mm/dd/yyyy) 05-31-2013		
Performance Indicator 01 – People	Annual Units 50		
Local ID NA	Units Upon Completion 250		

**Funding Sources:**

CDBG                                    \$5,000  
ESG  
HOME  
HOPWA

U.S. Department of Housing  
and Urban Development

OMB Approval No. 2506-t  
Exp. 8/31/20

The primary purpose of the project is to help:  the Homeless  Persons with HIV/AIDS  Persons with Disabilities  Public  
Housing Needs

## **Section 5**

### **Strategies for Investment**

#### **5.1 Institutional Structure**

The City of Marshall will coordinate and administer the identified goals, objectives, and strategies discussed in this document through the City Manager's office. The City will utilize and administer its CDBG and other local, state, and federally-funded programs (as available) to support affordable housing programs and other community development activities to assist low-income citizens and revitalize declining neighborhoods. The City will also consider and offer letters of support when appropriate to other organizations and agencies seeking grant or state/federal funding. In addition, the City will provide technical assistance and funding of health and public services as funds are available. A more detailed listing of potential partners that are committed to work cooperatively with the City to improve the quality of life for its citizens is contained in the 2010-2014 Consolidated Plan – Institutional Structure (Section IV).

#### **5.2 Evaluate and Reduce Lead Hazards**

A significant percentage of pre-1979 housing typically contains lead-based paint, which presents some special issues regarding the health of occupants and construction abatement procedures. It is estimated that more than 6,200 (63%) of the City's residential properties may have some interior or exterior lead paint present. A smaller undetermined percentage of these may have deteriorated paint that could pose health risks for occupants. Considering the age of the City's housing combined with the percentage of low-income residents, it is estimated almost 3,000 houses (46.9% of the estimated number of pre-1979) of the estimated number of housing units containing lead paint could be occupied by low-income residents.

According to recent estimates, approximately 3.2% of children aged 1-5 years in Texas had elevated lead levels. A blood lead level greater or equal to 10 mg/dL is considered to be an elevated blood lead level by the federal government. The highest blood lead levels are found in 1-2 year old children who are poor and who live in older housing that is in poor condition. Typically, a disproportionate number of children with elevated blood lead levels are African-American.

Poverty is a risk factor for lead poisoning for numerous reasons. Poorer children tend to live in older substandard housing, have limited access to healthcare, and suffer from poorer nutrition. More than 39% of Marshall's children under age 5 live in poverty. The 2006 CLPPP Annual Report indicated that 830 (17.4% of the county's total) of children younger than 6 years living in Harrison County were tested, with .4% reporting an elevated level.

However, it is believed that this information does not give an accurate reflection of the actual incidence of lead poisoning for a variety of reasons, including lack of referral from private physicians, failure to complete lead screenings unless specifically requested by a concerned parent, undocumented citizens fearing governmental interference, and high cost of screenings if parent does not have health insurance or Medicaid.

The City is aware of the possible dangers of lead poisoning and will continue to monitor available health data to identify the incidence of the problem. The City will distribute information to the public regarding the hazards of lead paint in addition to continuing the testing of lead paint on housing units being considered for CDBG assistance.

The following actions will be undertaken:

- Provide public information and education regarding lead-based paint
- Integrate lead hazard evaluation and reduction activities into housing activities when applicable
- Monitor regular reports from the County Health Department and Texas Department of Health to monitor the level of reported lead poisoning issues
- Encourage local construction contractors to become certified as lead paint inspectors, removers, and abaters
- Utilize qualified consultants with proper credentials to manage lead-paint impacted projects undertaken by the City

### **5.3 Reducing the Number of Poverty Level Families**

In an effort to promote and encourage economic and social self-sufficiency, the City will undertake the following actions:

- Support the efforts of the Housing Choice Voucher Homeownership Program that is designed to provide supportive and educational services leading to a decreased dependence on subsidy programs.
- Support the efforts of existing affordable housing programs to reduce the economic impact of rent and homeownership burdens on low-income households.
- Continue to provide economic development incentives utilizing local funds to encourage the retention and creation of employment opportunities available to low income residents.
- Continue to include and enforce requirements of Section 3 in applicable contracts utilizing federal funds.
- Support the efforts of non-profit organizations that provide educational courses in homebuyer and homeowner responsibilities, home maintenance, budgeting, nutrition, parenting, affordable rental units, and other health and human services.
- Support the efforts of public service activities that enhance the quality of life of low-income residents.
- Continue to support public service activities that allow youth to meet their maximum potential and ultimately leave the poverty environment.
- Encourage and initiate efforts to promote collaboration and reduce duplication of effort among the public service providers in the region.

### **5.4 Non-Housing Community Development Plan**

The focus of efforts will be to encourage and support the projects and activities of other organizations and entities. The City will also make every attempt to support and possibly develop affordable housing projects that will maximize leveraging funding from other sources

and organizations. Additionally, the City will make every effort to obtain other sources of funding in support of the adopted objectives.

The City of Marshall has CDBG and other funding sources that may be utilized to support “non-housing” community development needs, including the provision of public services, public facilities, program administration, demolition and clearance, and other CDBG eligible activities.

These funds and services will be expended on priority community needs as described in the Consolidated Plan and each Annual Plan.

### **5.5 Improve Public Housing and Public Housing Resident Initiatives**

The characteristics of Marshall’s housing market as described in the 2010-2014 Consolidated Plan indicates the continued need for subsidized rental units. The subsidized rental units remain occupied, with very few vacancies available, thereby indicating the need for continued renovation of older units as needed. The public housing units are reported to be in good condition, with renovations occurring regularly and in recent years.

In an effort to promote and encourage economic and social self-sufficiency, the City will undertake the following actions:

- Support the PHA’s efforts to obtain funding to complete renovations related to energy efficiency
- Continue to participate with the PHA’s homeownership initiatives by making available CDBG funds for assistance with down-payment and closing cost
- Participate with the PHA to further Fair Housing
- Conduct outreach to PHA residents to encourage participation in the City’s First-Time Homebuyer Program

### **5.6 Analysis of Impediments**

The City of Marshall conducted an analysis of impediments to housing choice during the development of the 2010-2014 Five-Year Consolidated Plan, and developed goals and strategies to further the practice of Fair Housing and to encourage the availability of housing choice. A subsequent Analysis of Impediments was conducted in 2011 in conjunction with an Emergency Services grant from the State of Texas.

It is the adopted Affirmative Marketing Goal of the City to ensure that organizations and individuals who normally might not apply for grants or for assistance because of their race, color, religion, age, sex, national origin, handicap or familial status know about the availability of assistance and have the opportunity to apply. Public notices will be placed in local newspapers, public service announcements will be advertised through the government channel on local cable TV and on local radio stations KMHT and KBWC, signs will be posted throughout the government offices, and public hearings will be held at accessible locations and times to inform the general public when funds are available and what projects will be funded.

## **5.7 Geographic Distribution of Funding**

Based on the information gained during the development of the Consolidated Plan and as determined during the annual budget process, the City will make CDBG Program funds available for affordable housing activities throughout the City, with no geographic preference. However, every effort will be made to distribute the funds in a manner that addresses the priorities of needs identified in this plan. This action includes distributing the funding throughout a variety of projects and activities that serve the maximum number of low-income, elderly, and special need households. A map showing the geographic distribution of funding is attached as Appendix C.

All eligible projects and activities will be available on a city-wide basis unless they are required by HUD regulations to be limited to specific identified low-income areas.

## **5.8 Inputs/Resources**

Inputs are resources dedicated to or consumed by the project or activity, such as money, staff, contractors, facilities, or equipment. Inputs may be directly provided by the City or through cooperative associations with other governmental entities, private entities, or non-profit organizations. The following list includes possible inputs for all of the proposed projects and activities.

- Builders/Developers
- CDBG Program
- Child Care Providers
- City of Marshall
- Marshall-Harrison County Health Department
- Faith-based organizations
- For-profit entities
- Marshall ISD
- Homeless service providers
- Homeless shelters/providers
- HUD
- Local educational providers
- Local lending institutions
- Local Real Estate professionals
- Low Income Housing Tax Credits
- Non-profit organizations, including but not limited to: Salvation Army, Habitat for Humanity, Literacy Council, Meals on Wheels
- East Texas Council of Governments
- Marshall Public Housing Authority
- Other governmental entities
- Section 8 Voucher Program
- Texas Dept of Housing & Community Affairs
- Texas state agencies
- Texas Workforce Commission
- United Way

## **5.9 Evaluation**

Measurable accomplishments, including number/percentage of rehabilitation and reconstruction projects, assistance to homebuyers, market-rate units made affordable with rental subsidies, location of subsidized rental housing located outside of impacted areas, and number/percentage of households receiving educational and/or supportive services, property tax values, community appearance violations, etc. will be documented in project files, with annual reports made available to the public and to HUD through the CAPER.

## **Section 6**

### **2013 Annual Goals**

The following information is provided in Section 6:

#### **1-Year Goals, Objectives, and Strategies**

- **Overall Objective Categories**
- **Specific Objectives (Projects and Activities)**
- **Target Population**
- **Projected 1-Year Outcomes**
- **Projected 1-Year Outcome Indicators**

## GOAL #1

### Preserve and Increase the supply of Decent, Safe, and Affordable Housing for Low and Moderate Income Households

#### Overall Objective Category: Decent Housing

<u>Specific Objective</u>	<u>A Outcome Categories</u>	<u>5-Year Specific Outcome Indicators</u>
Homebuyer Assistance	Improve Access to Affordable Owner Housing	<u>1 low income household</u> receives assistance with down-payment and closing cost assistance
Owner-Occupied Housing Rehabilitation and Reconstruction	Improve the Quality of Owner Housing	<u>2 low-income households</u> receive assistance with repairs
Rental Assistance	Improve Access to Affordable Rental Housing	<u>1,000 low income households</u> receive rental subsidies through Housing Choice Voucher Program and other rental subsidy programs provided by other entities
Rental Assistance	Improve the Quality of Rental Housing	Support efforts of other entities to seek funding for development or improvement of rental housing and public housing
Lead Hazard Reduction	<ul style="list-style-type: none"> <li>▪ Improve the Quality of Rental Housing</li> <li>▪ Improve the Quality of Owner Housing</li> </ul>	<u>500 low income households</u> receive information regarding Lead Hazards

**GOAL #2**

**Improve the Ability of Low and Moderate Income Residents to Access Rental Housing and Homeownership Opportunities**

*Overall Objective Category: Decent Housing*

<u>Specific Objective</u>	Outcome Categories	5-Year Specific Outcome Indicators
Fair Housing	<ul style="list-style-type: none"> <li>▪ Improve Access to Affordable Rental Housing</li> <li>▪ Improve Access to Affordable Owner Housing</li> </ul>	<p>500 low income households receive information regarding Fair Housing</p> <p>1 publication of Fair Housing information</p> <p>Review of AI and Fair Housing Ordinance</p> <p>Documents provided in English and Spanish</p> <p>Link Fair Housing Web-site to City of Marshall web-site, ETCOG, and other housing and social service providers</p> <p>Review or Update of Transportation Needs completed and information regarding need for affordable and accessible transportation for low-income households emphasized with community leaders</p>

**GOAL #3**

**Address the Shelter, Housing and Service Needs  
of the Homeless and Other Populations with Special Needs**

***Overall Objective Category: Decent Housing***

<u><i>Specific Objective</i></u>	<i>A</i> <b>Outcome Categories</b>	<b>5-Year Specific Outcome Indicators</b>
Capacity Building – Support and expand collaboration and networking efforts of local non-profit providers	Increase Range of Housing Options and Related Services for Persons with Special Needs	Participation in meetings and conferences regarding shelter, housing, and service needs of homeless and special need populations
		<u>50 low income or special-need households</u> receive information and/or assistance with shelter and affordable housing opportunities
		Participation in scheduled annual homeless street census events
		Identification of local, state, and federal resources to assist with homeless prevention and homeless services
		Assistance provided in the completion of Inventory of Homeless Facilities and Resources

## GOAL #4

<b>Encourage the Delivery of Health and Human Services and Economic Opportunities that Encourage Self-Sufficiency, Reduce Poverty, and Assist Low-Income Persons</b>		
<i>Overall Objective Category: Suitable Living Environments</i>		
<u><i>Specific Objective</i></u>	<b>B Outcome Categories</b>	<b>5-Year Specific Outcome Indicators</b>
Public Services	Improve the Services for Low Income Persons	50 low income households receive supportive health and human services that improve their quality of life
Public Services	Increase Range of Housing Options and Related Services for Persons with Special Needs	50 low income persons or persons with special needs receive supportive services that improve their quality of life

## GOAL #5

<b>Support Public Facilities/Infrastructure and Other Projects and Activities to Provide Safe, Secure and Healthy Environments</b>		
<i>Overall Objective Category: Suitable Living Environments</i>		
<u><i>Specific Objective</i></u>	<b>C Outcome Categories</b>	<b>5-Year Specific Outcome Indicators</b>
Public Facilities – Streets	Improve Quality/Increase Quantity of Public Improvements for Lower Income Persons	Street improvement project – reconstruct Madam Queen from Van Zandt north to end and Lightning from Madam Queen to Ward. Improvements to streets and to water, sewer, drainage, and sidewalk infrastructure as needed
Public Facilities - Parks	Improve Quality/Increase Quantity of Public Improvements for Lower Income Persons	Improvements to Lions Park – a neighborhood park in a low-income area
Demolition	Improve Quality/Increase Quantity of Public Improvements for Lower Income Persons	Demolition of 5 vacant substandard structures
Code Enforcement	Improve Quality/Increase Quantity of Public Improvements for Lower Income Persons	Identification of 800 code violations in low income neighborhoods Completion of 5 Special Neighborhood Clean-Up Campaigns

## Section 7 Other Program Requirements

### 7.1 Efforts to Foster Decent Housing

The City of Marshall, through the implementation of the 2010-2014 Consolidated Plan and the 2013 Annual Plan, will continue its efforts to foster decent housing for residents. Specifically, the City will:

- Enforce building and housing codes that set forth the standards for all affordable housing programs administered and/or supported by the City
- Provide educational opportunities and training for its staff developing and administering affordable housing programs that provide housing meeting building and housing codes
- Facilitate the efforts of other entities and non-profit organizations providing affordable and standard housing
- Make available technical assistance and funding, if available, in support of other projects and activities that remove health and safety hazards
- Make available technical assistance and funding, if available, in support of public facility and infrastructure improvements in low income neighborhoods in order to encourage the redevelopment and new development of new affordable and decent housing opportunities and to improve the overall quality of life for low income residents

### 7.2 Outreach Efforts for Procurement of Services

In keeping with the policy adopted by the City of Marshall, all funded projects will comply with the State of Texas Local Government Code Chapters 252 and 271 for the procurement of services and materials. This policy includes the consideration of the amount of expenditures to determine the purchasing procedures to be followed, as described below.

Level of Purchase	Procedure
Up to \$14,999.99	Quotes are recommended, but not required. Chapter 252.0215 in Texas Local Government Code to be followed for amounts \$3,000 and greater.
From \$15,000 to \$49,999.99	At least 2 informal verbal or written quotes recommended. 3 written or informal sealed bids preferred if possible. Chapter 252.0215 in Texas Local Government Code to be followed.
Over \$50,000	Requires 14-day public notice of solicitation of sealed bids.

The policy allows for departmental level approval of small purchases and assures that small and minority businesses, and women's business enterprises are solicited whenever they are potential sources. The City's policy allows for the use of the state's listing of HUBs.

Funded projects will also be divided, when feasible, into smaller tasks or quantities to permit the maximum participation by HUBs. The City will also consider the scheduling of projects in order to encourage the maximum level of participation by small contractors. The requirements of the

City's and applicable federal procurement procedures are included in funded contracts with general contractors, with the requirement also that all subcontracts involved in the project be subject to these requirements.

### **7.3 Program Monitoring Standards and Procedures**

The City of Marshall will provide effective monitoring of all CDBG funded organizations, projects, and activities to ensure compliance with city, state, and federal regulations, policies, and contracts. Monitoring will be focused on the following areas:

1) Financial – Staff will review requests for expenditures to ensure that all funded requests are for authorized activities on approved projects. Activity agreements, expense documentation, and beneficiary reports must be provided for funds to be expended. As part of the contract agreement, each subrecipient that receives any CDBG funding must submit either an independent audit or financial review to ensure fiscal accountability. Annually, the City of Marshall is subject to single audits conducted by an independent accounting firm.

2) Environmental – All projects and individual activities requiring environmental reviews per HUD regulations will be reviewed for clearance prior to funding approval. The review will be completed by staff, with the assistance of other departments and outside consultations as needed. Remediation of impacts will be implemented where required. Projects or activities unable to meet environmental requirements will be reviewed to determine alternative acceptable solutions, and if no alternatives are identified, the project will not be funded with federal funds.

3) Programmatic – Measurable results or accomplishments are expected on all funded projects, and will be evaluated through the monitoring process. Progress toward project goals will be reviewed on a monthly or quarterly basis. The City's reimbursement of funds for project expenditures is directly correlated with the reporting of accomplishments.

On-site inspections will be completed on all construction projects by trained city staff to ensure completion of the funded items included in the work write-ups. Inspection visits will be documented on an Inspection Log form in each project file that will include information regarding the date of inspection, weather conditions, work underway, workers present, and other comments. Additionally, City Inspection staff will conduct interim and final inspections on all construction projects to ensure compliance with applicable local, state, and federal building and housing codes. Contractors are required to warranty all work performed on construction projects in conformance with local program requirements and state law.

Program participants are also required to comply with applicable local programmatic requirements.

Funded projects that have occupancy and/or affordability requirements will be monitored on an annual basis to ensure compliance. City staff will review or obtain documentation regarding utility usage and ownership status obtained from the homeowner or from the applicable source. Liens will be placed on properties subject to locally or federally required occupancy and/or affordability provisions prior to the commencement of any construction activity.

4) Subrecipient Monitoring - All agencies who are subrecipients of the City's CDBG funds must enter into a contract with the City which defines very specifically the following: the funding amount, the services to be provided, the time frame in which the services will be provided, compliance responsibilities, reimbursement procedures, and recipient reporting requirements. Each recipient of funds must submit a monthly (or as needed) performance report, containing beneficiary information, such as the number, race, and income level of persons assisted. Each subrecipient will be monitored a minimum of once annually for each program year, with all organizations receiving a desk review as needed and at least one site visit.

5) Labor Standards – Compliance with labor standards on eligible construction sites will be monitored by City staff through on-site interviews and desk reviews of bid documents, payrolls, and reports.

#### **7.4 Review of Other Entities' Consistency with Consolidated Plan Strategies**

The City of Marshall will be available to review all requests from other entities regarding their compliance and consistency with the 2010-2014 Consolidated Plan strategies, and will provide technical assistance as needed.

**Appendix A**  
**Housing and Community Development Plan**  
**2013 Annual Plan**  
**City of Marshall, Texas**

**Certifications Required by**  
**U.S. Department of Housing and Urban Development**

## CERTIFICATIONS

In accordance with the applicable statutes and the regulations governing the consolidated plan regulations, the jurisdiction certifies that:

**Affirmatively Further Fair Housing** -- The jurisdiction will affirmatively further fair housing, which means it will conduct an analysis of impediments to fair housing choice within the jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis, and maintain records reflecting that analysis and actions in this regard.

**Anti-displacement and Relocation Plan** -- It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24; and it has in effect and is following a residential antidisplacement and relocation assistance plan required under section 104(d) of the Housing and Community Development Act of 1974, as amended, in connection with any activity assisted with funding under the CDBG or HOME programs.

**Drug Free Workplace** -- It will or will continue to provide a drug-free workplace by:

1. Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;
2. Establishing an ongoing drug-free awareness program to inform employees about -
  - (a) The dangers of drug abuse in the workplace;
  - (b) The grantee's policy of maintaining a drug-free workplace;
  - (c) Any available drug counseling, rehabilitation, and employee assistance programs;and
  - (d) The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
3. Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph 1;
4. Notifying the employee in the statement required by paragraph 1 that, as a condition of employment under the grant, the employee will -
  - (a) Abide by the terms of the statement; and
  - (b) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;

5. Notifying the agency in writing, within ten calendar days after receiving notice under subparagraph 4(b) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the Federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;

6. Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph 4(b), with respect to any employee who is so convicted -

(a) Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or

(b) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;

7. Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs 1, 2, 3, 4, 5 and 6.

**Anti Lobbying -- To the best of the jurisdiction's knowledge and belief:**

1. No Federal appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement;

2. If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and

3. It will require that the language of paragraph 1 and 2 of this anti-lobbying certification be included in the award documents for all sub awards at all tiers (including subcontracts, sub grants, and contracts under grants, loans, and cooperative agreements) and that all sub recipients shall certify and disclose accordingly.

## Specific CDBG Certifications

The Entitlement Community certifies that:

**Citizen Participation** -- It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

**Community Development Plan** -- Its consolidated housing and community development plan identifies community development and housing needs and specifies both short-term and long-term community development objectives that provide decent housing, expand economic opportunities primarily for persons of low and moderate income. (See CFR 24 570.2 and CFR 24 part 570)

**Following a Plan** -- It is following a current consolidated plan (or Comprehensive Housing Affordability Strategy) that has been approved by HUD.

**Use of Funds** -- It has complied with the following criteria:

1. **Maximum Feasible Priority.** With respect to activities expected to be assisted with CDBG funds, it certifies that it has developed its Action Plan so as to give maximum feasible priority to activities which benefit low and moderate income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include activities which the grantee certifies are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community, and other financial resources are not available);
2. **Overall Benefit.** The aggregate use of CDBG funds including section 108 guaranteed loans during program year(s) 2013, a period consisting of one program year, shall principally benefit persons of low and moderate income in a manner that ensures that at least 70 percent of the amount is expended for activities that benefit such persons during the designated period;
3. **Special Assessments.** It will not attempt to recover any capital costs of public improvements assisted with CDBG funds including Section 108 loan guaranteed funds by assessing any amount against properties owned and occupied by persons of low and moderate income, including any fee charged or assessment made as a condition of obtaining access to such public improvements.

However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds.

The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108, unless CDBG funds are used to pay the proportion of fee or assessment attributable to the capital costs of public improvements financed from other revenue sources. In this case, an assessment or charge

may be made against the property with respect to the public improvements financed by a source other than CDBG funds. Also, in the case of properties owned and occupied by moderate-income (not low-income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

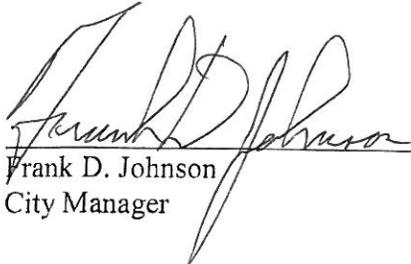
**Excessive Force** -- It has adopted and is enforcing:

1. A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and
2. A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-violent civil rights demonstrations within its jurisdiction;

**Compliance With Anti-discrimination laws** -- The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 USC 2000d), the Fair Housing Act (42 USC 3601-3619), and implementing regulations.

**Lead-Based Paint** -- Its notification, inspection, testing and abatement procedures concerning lead-based paint will comply with the requirements of 24 CFR §570.608;

**Compliance with Laws** -- It will comply with applicable laws.

  
\_\_\_\_\_  
Frank D. Johnson  
City Manager

4-12-13  
\_\_\_\_\_  
Date

## APPENDIX TO CERTIFICATIONS

### INSTRUCTIONS CONCERNING LOBBYING AND DRUG-FREE WORKPLACE REQUIREMENTS:

#### A. Lobbying Certification

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

#### B. Drug-Free Workplace Certification

1. By signing and/or submitting this application or grant agreement, the grantee is providing the certification.

2. The certification is a material representation of fact upon which reliance is placed when the agency awards the grant. If it is later determined that the grantee knowingly rendered a false certification, or otherwise violates the requirements of the Drug-Free Workplace Act, HUD, in addition to any other remedies available to the Federal Government, may take action authorized under the Drug-Free Workplace Act.

3. Workplaces under grants, for grantees other than individuals, need not be identified on the certification. If known, they may be identified in the grant application. If the grantee does not identify the workplaces at the time of application, or upon award, if there is no application, the grantee must keep the identity of the workplace(s) on file in its office and make the information available for Federal inspection. Failure to identify all known workplaces constitutes a violation of the grantee's drug-free workplace requirements.

4. Workplace identifications must include the actual address of buildings (or parts of buildings) or other sites where work under the grant takes place. Categorical descriptions may be used (e.g., all vehicles of a mass transit authority or State highway department while in operation, State employees in each local unemployment office, performers in concert halls or radio stations).

5. If the workplace identified to the agency changes during the performance of the grant, the grantee shall inform the agency of the change(s), if it previously identified the workplaces in question (see paragraph three).

6. The grantee may insert in the space provided below the site(s) for the performance of work done in connection with the specific grant:

Place of Performance (Street address, city, county, state, zip code)  
401 South Alamo, Marshall, Harrison County, Texas 75670

Check \_\_\_ if there are workplaces on file that are not identified here.  
The certification with regard to the drug-free workplace required by 24 CFR, Subpart F.

7. Definitions of terms in the Nonprocurement Suspension and Debarment common rule and Drug-Free Workplace common rule apply to this certification. Grantees' attention is called, in particular, to the following definitions from these rules:

"Controlled substance" means a controlled substance in Schedules I through V of the Controlled Substances Act (21 U.S.C.812) and as further defined by regulation (21 CFR 1308.11 through 1308.15);

"Conviction" means a finding of guilt (including a plea of nolo contendere) or imposition of sentence, or both, by any judicial body charged with the responsibility to determine violations of the Federal or State criminal drug statutes;

"Criminal drug statute" means a Federal or non-Federal criminal statute involving the manufacture, distribution, dispensing, use, or possession of any controlled substance;

"Employee" means the employee of a grantee directly engaged in the performance of work under a grant, including: (i) All "direct charge" employees; (ii) all "indirect charge" employees unless their impact or involvement is insignificant to the performance of the grant; and (iii) temporary personnel and consultants who are directly engaged in the performance of work under the grant and who are on the grantee's payroll. This definition does not include workers not on the payroll of the grantee (e.g., volunteers, even if used to meet a matching requirement; consultants or independent contractors not on the grantee's payroll; or employees of sub recipients or subcontractors in covered workplaces).

**Appendix B**  
**Summary of Comments at Public Hearings**  
**2013 Annual Plan**  
**City of Marshall, Texas**

**Appendix B**  
**Summary of Comments at Public Hearings**  
**2013 Annual Plan**  
**City of Marshall, Texas**

Two public hearings and one public meeting were held during development of the 2013 Annual Plan for the City of Marshall, Texas. The first hearing and the public meeting were held as part of the development process. The second hearing was held as part of the approval process. The information below provides a summary of the date, time, and location of each hearing. It also lists the citizens who were present, if any, and provides a summary of the topics discussed at each meeting.

**Thursday, January 31, 2013 at 7:00 p.m. at Marshall City Hall**  
**Hearing held by the Community Development Advisory Committee**

No citizens were present.

Advisory Committee members present: Edwin Lee, Loretta Thompson-Martin, Mrs. Charles Wilson, Deon Berman, Bobbie Hurd

Topics addressed included: Discussion of HUD review of CAPER, status of CDBG program, estimated amount of funds available, and likely uses of the funds.

**Tuesday, February 12, 2013 at 6:30 p.m. at Marshall City Hall**  
**Workshop Meeting open to the public held by Community Development Advisory Committee**

No citizens were present.

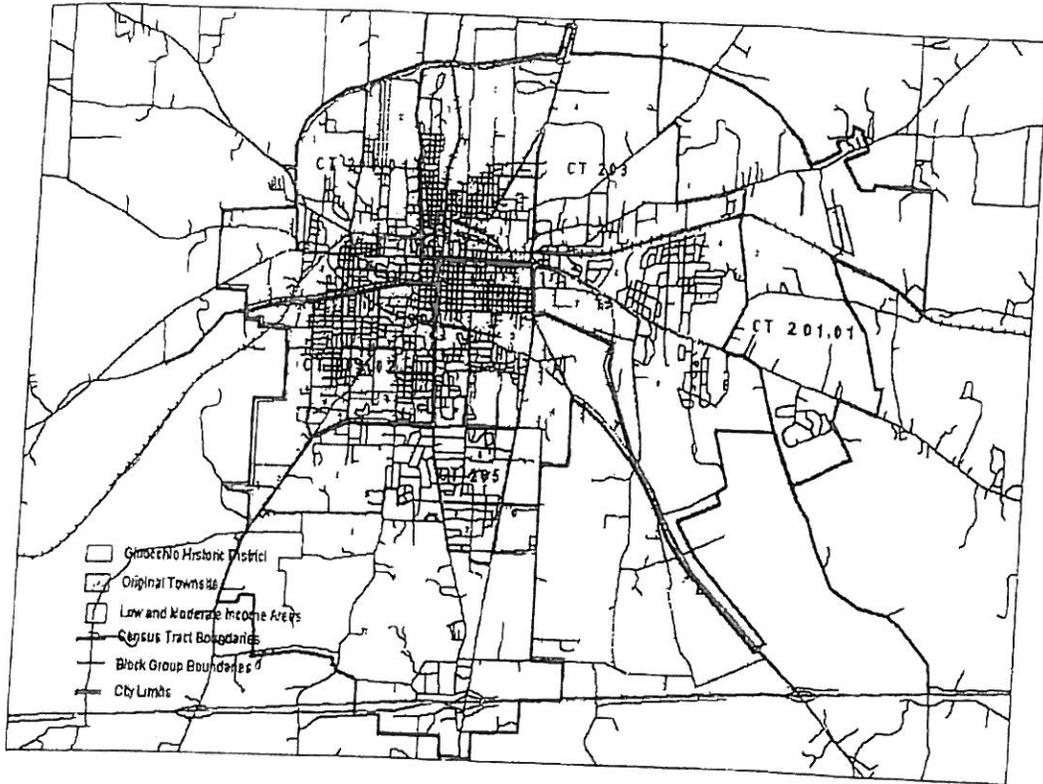
Advisory Committee members present: Edwin Lee, Loretta Thompson-Martin, Mrs. Charles Wilson, Deon Berman, Bobbie Hurd

Topics addressed included: Discussion of status of CDBG program and interest of Advisory Committee members in meeting with more regularity, need for a staff member devoted to administering the program, and recommendation on activities to be undertaken and proposed budget for 2013 program year.

**Thursday, April 11, 2013 at 6:30 at Marshall City Hall**  
**Hearing held by the Marshall City Commission**

There were no comments made during the public hearing.

**Appendix C**  
**Geographic Distribution of Funding**  
**2013 Annual Plan**  
**City of Marshall, Texas**



**Appendix C**  
**Geographic Distribution of Funding**  
**2013 Annual Plan**  
**City of Marshall, Texas**