



Public Review Draft

Substantial Amendment to the Five-Year (2015-2019) Consolidated Plan for the City of Biloxi's Community Development Block Grant Entitlement Program

Executive Summary

An August 2018 substantial amendment to the 2015-2019 Consolidated Plan updates the Strategic Plan section by expanding activities through which the City may invest CDBG resources to further address the need for improved public safety and welfare in primarily residential, East Biloxi areas in which a majority of low- to moderate-income persons reside.

The substantial amendment also updates Strategic Plan templates to include other high priority public service activities identified in the 2015-2019 Consolidated Plan Needs Assessment (template NA-50), in which the City may invest CDBG resources.

The substantial amendment further updates the Consolidated Plan to delete reference to the City's participation in the Gulfport-Harrison County HOME Consortium as the City of Biloxi is no longer a participating member.

The substantial amendment also changes the City of Biloxi's CDBG Program Year from January 1 – December 31 to run concurrently with the City's fiscal year October 1 – September 30.

The 2015-2019 Consolidated Plan templates revised through the 2018 Substantial Amendment process are included below, with new text in bold.

PR-15 Citizen Participation

1. Summary of citizen participation process/Efforts made to broaden citizen participation

The City initiated its citizen participation process on June 26, 2014 with a well-attended interagency meeting. Agencies serving a wide variety of housing, health and social service needs were represented and provided oral and written comments; agencies were asked to complete questionnaires to identify available services and the capacity of each to meet Biloxi residents' needs.

On July 17, 2014, the City published a notice of availability of information relative to the Consolidated and Action Plan, in the City's designated legal newspaper, and posted the notice on its website as well as in City Hall, at the four branches of the Biloxi Public Library, and at the Biloxi Housing Authority. Flyers also were printed in English, Hispanic and Vietnamese and delivered to local agencies that offer English as a second language courses or that focus on serving the needs of Biloxi's nonEnglish speaking residents.

On August 21 and September 4, the City published in its local newspaper a public hearing notice inviting residents to attend and provide input into development of the Consolidated and Action Plans. The notice was posted and delivered in the same manner as the notice of information availability, described above. The notice included information about how to request special needs services. It also indicated that oral and written input was welcomed and provided information about where to mail, email, or deliver written comments not submitted at the public hearing. The public hearing was conducted at the Community Development auditorium, a handicap-accessible building generally used for public meetings. A copy of the hearing minutes is attached.

On September 25, 2014, the City published in its legal newspaper a notice of availability of the Draft Consolidated and Action Plans and invited written comments during a 30-day period ending at the close of business on October 27. This notice was posted on the City's website as well as posted or delivered to the other locations identified above. No written comments were submitted during the 30-day draft review period.

All written and oral comments offered at the initial interagency meeting, at the public hearing, and during the development process were considered by the City in developing the final plans to be submitted to HUD.

Information attached at Citizen Participation Comments includes referenced sign-in sheets, a sample interagency meeting notification letter and mailing list, minutes from the public hearing and interagency meeting, published public notices and written comments submitted.

The August 2018 Substantial Amendment to the 2015-2019 Consolidated Plan was developed in full compliance with the City of Biloxi's Citizen Participation Plan.

On May 3, 2018, the City published a notice of availability of information relative to the substantial amendment to the Five-Year Consolidated Plan, in the City's designated legal newspaper, and posted the notice on its website as well as in City Hall, at the four branches of the Biloxi Public Library, and at the Biloxi Housing Authority. Flyers also were printed in English, Hispanic and Vietnamese and delivered to local public service agencies that serve residents with English as a second language.

On May 31 and June 14, 2018 the City published in its local newspaper a public hearing notice inviting residents to attend and provide input into development of the Five-Year Consolidated Plan substantial amendment. The notice was posted and delivered in the same manner as the notice of information availability, described above. A public hearing was conducted on June 20, 2018 in the Community Development auditorium, a handicap-accessible building generally used for public meetings. A copy of the hearing minutes is attached.

On June 21, 2018, the City published in its legal newspaper a notice of availability of the Draft of the Substantial Amendment to the Five-Year Consolidated Plan and invited written comments during a 30-day period ending at the close of business on July 20. This notice was posted on the City's website as well as posted or delivered to the other locations identified above. ____ written comments were submitted during the 30-day draft review period. All written and oral comments offered at the public hearing and during the 30-day comment period were considered by the City.

Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Public Meeting	Nonprofit organizations & others	A copy of the meeting sign-in sheet, meeting notification letter and mailing list are attached to this document.	Meeting minutes summarizing comments received are attached as are copies of written comments submitted.	Not applicable	
2	Public Hearing	<p>Minorities</p> <p>Non-English Speaking - Specify other language: Vietnamese, Hispanic</p> <p>Persons with disabilities</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	<p>A public hearing was conducted on September 10, 2014 with representatives of the Open Doors Homeless Coalition, Mississippi Gulf Coast Habitat for Humanity, the Biloxi Police Department, the Gulf Coast Realtors Association and a member of the Biloxi City Council present.</p> <p>A public hearing was held on June 20, 2018 with _____ attending.</p>	A copy of all hearing minutes is attached.	Not applicable	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
3	Internet Outreach	<p>Non-English Speaking - Specify other language: Spanish and Vietnamese</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	The City posted all notices that were published in the local newspaper on its website. The notices were available in English, Vietnamese and Hispanic.	Not applicable	Not applicable	
4	Newspaper Ad	Non-targeted/broad community	<p>Notices were published in the local newspaper to share information about development of the Consolidated Plan and substantial amendment; to advertise the public hearings and 30-day comment periods; and advertise availability of the drafts for the Consolidated Plan and substantial amendment.</p>	Not applicable	Not applicable	

Table 1 – Citizen Participation Outreach

Strategic Plan-05 Overview

To address the high priority needs of the community, as identified through the Consolidated Plan development process, the City's five-year strategy focuses on investing its CDBG entitlement funds to meet HUD's Low-Mod Area (LMA) national objective. Thus, CDBG-funded projects and programs will be located within areas in which more than 51% of residents have incomes below 80% of the area median income. Based on the most current data available from HUD, these areas are concentrated in East and Central Biloxi; there are no low- to moderate-income areas north of the Biloxi Back Bay.

A map is included in this document that identifies the location of HUD-defined low- to moderate-income areas in the City of Biloxi.

Biloxi's CDBG entitlement funds will focus on addressing high priority non-housing, community development needs within these LMAs, including improved police and fire protection services and construction of drainage improvements to address recurring flooding. The City will continue to rely on resources available through the ~~Gulfport-Harrison County HOME Consortium~~ and members of the Continuum of Care and Biloxi Housing Authority to address local housing needs. The City will continue to work on an ongoing basis to support the efforts of other nonprofit agencies and organizations to address homelessness, domestic violence, and discrimination in renting and/or selling housing.

SP-25 Priority Needs - 91.215(a)(2)

Table 2 – Priority Needs Summary

1	Priority Need Name	Fire Station/Equipment
	Priority Level	High

	Population	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence Non-housing Community Development
	Geographic Areas Affected	
	Associated Goals	Public Safety and Welfare
	Description	Acquisition of a ladder truck to replace an out-dated truck is needed to improve public safety in an area of Central Biloxi with a high concentration of low- to moderate-income residents.
	Basis for Relative Priority	Existing fire protection vehicles are old and out-of-date.
2	Priority Need Name	Drainage Improvements
	Priority Level	High

Population	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence Non-housing Community Development
Geographic Areas Affected	
Associated Goals	Drainage Improvements
Description	There are several low- to moderate-income areas in the City that are in need of drainage improvements to protect residents' homes and businesses from flooding as well as to allow residents to access or leave their homes during periods of heaving rains. These much-needed drainage improvement projects will be accomplished in phases as funds are available and will include environmental review assessment, provision of engineering design services, and implementation of improvements.
Basis for Relative Priority	The low- to moderate-income residents who live in this area of Central Biloxi have suffered from recurring flooding for many years; addressing drainage problems that flood residents' homes is a priority of the City's to improve their living environment.
³ Priority Need Name	East Biloxi Police Substation and Meeting Room & East Biloxi Railroad Crossing Closure and Access Road Construction

Priority Level	High
Population	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence Non-housing Community Development
Geographic Areas Affected	
Associated Goals	Public Safety Enhancement

Description	<p>Rehabilitation of existing facility in primarily low- to moderate-income neighborhood to improve police presence, deter crime and improve community outreach to residents and business owners.</p> <p>The Railroad Crossing Closure and Access Road Project involves closing a CSX Railroad crossing in East Biloxi and constructing a neighborhood access road north of the railroad tracks.</p>
Basis for Relative Priority	<p>Improving residents' safety and welfare through the reduction of criminal activity is a high priority of the City of Biloxi. By providing a police substation with a community meeting room in this primarily low- to moderate-income area in East Biloxi, police response times will improve, crime will be deterred and community outreach will be enhanced.</p> <p>Railroad crossings in East Biloxi pose a serious threat, as documented by lives lost and vehicle-train collisions in the area. Closing crossings while preserving neighborhood access for residents' convenience and to support quick emergency vehicle response times will remove a serious public safety and welfare threat.</p>
4 Priority Need Name	<p>Comprehensive East and Central Biloxi improvements including streets, sidewalks, crosswalks, street lighting, removal of debris from illegal dump sites and improving the function and appearance of other public facilities and resources to improve public safety and welfare.</p>
Priority Level	<p>High</p>
Population	<p>Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents Elderly Frail Elderly Non-housing Community Development</p>
Geographic Areas Affected	

	Associated Goals	Streets, sidewalks and lighting improvements, crosswalks, debris removal, landscaping in East Biloxi
	Description	Street, sidewalk and lighting improvements and improving the function and appearance of other public facilities and resources are needed throughout East Biloxi and along Pass Road and in the residential area south of Hiller Park to improve access and public safety in primarily low- to moderate-income areas.
	Basis for Relative Priority	Street, sidewalk and lighting improvements in East and Central Biloxi will greatly improve the safety of the walking public to work, school, area businesses and to City recreational facilities and parks. These improvements also will improve public welfare by enhancing residents' living environment.
5	Priority Need Name	Hiller Park Master Plan Project
	Priority Level	High
	Population	Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Non-housing Community Development
	Geographic Areas Affected	Parks, Recreational Facilities Sidewalks and street improvements
	Associated Goals	Hiller Park Master Plan Implementation

	<p>Description</p> <p>Implementation of the City's plan to upgrade and expand recreational resources at Hiller Park, located in Central Biloxi, is identified as a community priority. The park currently is under-utilized for a variety of reasons including the lack of sidewalks and lighting to allow safe access to the park; lack of lighting throughout the park to support after school and evening usage; inadequate/unsafe waterfront access for motor and non-motor boaters and those who like to fish; out-of-date restroom facilities; unsafe (cracked) basketball and tennis courts; insufficient playground equipment for the public, especially those with special needs.</p>
	<p>Basis for Relative Priority</p> <p>Hiller Park is the City's largest park and is centrally located on Biloxi's Back Bay in close proximity to several other primarily low- to moderate-income neighborhoods, elementary schools, the VA Medical Center and Keesler housing. With comprehensive safety improvements and enhancement of existing recreational resources, Hiller Park will become a well-used community resource for those who do not have membership to a gym or recreational club and those who wish to pursue outdoor recreational activities.</p>
6	<p>Priority Need Name</p> <p>Street, sidewalk and drainage improvements</p> <p>Priority Level</p> <p>High</p> <p>Population</p> <p>Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents Non-housing Community Development</p>

Geographic Areas Affected	Drainage Improvements Parks, Recreational Facilities Street improvements, sidewalks, tree planting Sidewalks and street improvements East Biloxi/Division Street Central Biloxi/Pass Road Public safety
Associated Goals	Drainage Improvements Streets, sidewalks and lighting improvements Howard Avenue Streetscape Improvements
Description	Throughout East and Central Biloxi, there is great need for street, sidewalk and drainage improvements to improve public safety for area residents.
Basis for Relative Priority	It is a high priority of the City's to improve streets, sidewalks and lighting in low- to moderate-income areas to improve public safety and welfare.
7 Priority Need Name	Public Services: tenant-based rental assistance; expanded access to affordable, high quality early childcare services; expanded access to English as a Second Language education classes/programs
Priority Level	Low
Priority Level	Low

Population	Extremely Low Low Moderate Large Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence
Geographic Areas Affected	
Associated Goals	

Description	<p>Many who live in the City of Biloxi are in need of tenant-based rental assistance and related programs (utility and security deposit grants) to improve access to existing housing. The City will continue to work with the Harrison County HOME Consortium, the Biloxi Housing Authority and the Open Doors Homeless Coalition, to offer this and other types of assistance to address and prevent homelessness.</p> <p>The City also will support expanding access for eligible residents to affordable, quality early childcare services and to English as a Second Language classes/programs offered by experienced local nonprofit agencies.</p>
Basis for Relative Priority	<p>This is defined as a lower priority in terms of how the City budgets its CDBG resources due to HUD’s 15% cap on public service activities. The City invests limited CDBG resources to support local nonprofit agencies in their efforts to address these unmet, high priorities community needs.</p>

Narrative (Optional)

Based on community needs identified and prioritized during the citizen participation process for the 2015 Action Plan and 2015-2019 Consolidated Plan, and taking into consideration the amount of CDBG funds available for HUD-eligible activities, the City proposes to address the need for improved public safety through acquisition of fire protection equipment and rehabilitation of an existing structure to establish a police substation in East Biloxi. Both activities will primarily benefit low- to moderate-income households. In addition, the City also proposes to use a portion of 2015 Program Year funds to initiate a drainage improvement project in a primarily low- to moderate-income area in Central Biloxi that frequently experiences flooding due to an inadequate stormwater system. Activities will include an environmental assessment an engineering design.

During Program Years 2015-2017, the City acquired the above-referenced fire protection equipment and supported rehabilitation of an existing structure to establish a police substation in East Biloxi. An August 2018 substantial amendment to the 2015-2019 Consolidated Plan updates Priority Needs #3 and 4 (above) by expanding activities through which the City may invest CDBG resources to further address the need for improved public safety and welfare in primarily residential, East Biloxi areas in which a majority of low- to moderate-income persons reside.

CDBG funds will assist in funding the Railroad Crossing Closure and Access Road Construction Project to improve public safety while preserving access to a low- to moderate-income residential area in East Biloxi. CDBG funds also will be invested to improve public safety and welfare in low- to moderate-income East Biloxi neighborhoods that have been impacted by a massive, multi-year project to replace

infrastructure destroyed by Hurricane Katrina storm surge. This will be accomplished through provision of streetscape improvements, which may include street, sidewalk, lighting and landscaping activities; installation of crosswalks and other pedestrian enhancements; removal of debris from illegal dump sites; and improving the function and appearance of other public facilities and resources within the project area.

The substantial amendment also updates Priority Need #6 (above) to include other high priority public service activities identified in the 2015-2019 Consolidated Plan Needs Assessment (template NA-50), in which the City may invest CDBG resources. In the description of the City's public services needs, expanded English as a Second Language classes/programs and more quality, affordable, licensed early childcare services are identified in addition to the need for assistance to address and prevent homelessness through improved access to affordable housing through rental, utility and security deposit assistance.

SP-45 Goals Summary – 91.215(a)(4)

An August 2018 substantial amendment to the 2015-2019 Consolidated Plan updates template SP-45 Goals Summary by expanding activities through which the City may invest CDBG resources to further address the need for improved public safety and welfare in primarily residential, East Biloxi areas in which a majority of low- to moderate-income persons reside.

The substantial amendment also updates the Goals Summary to include other high priority public service activities identified in the 2015-2019 Consolidated Plan Needs Assessment (template NA-50), in which the City may invest CDBG resources.

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Public Safety and Welfare	2015	2019	Non-Housing Community Development		Fire Station/Equipment	2015 CDBG: \$370,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 875 Persons Assisted
2	Public Safety Enhancement	2015	2019	Non-Housing Community Development		East Biloxi Police Substation and Meeting Room; Railroad Crossing Closure and Access Road Construction Project to improve public safety and welfare	CDBG: tbd	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: tbd
3	Drainage Improvements	2015	2019	Non-Housing Community Development		Drainage Improvements Street, sidewalk and drainage improvements	2015 CDBG: \$93,097	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 1090 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
4	Streets, sidewalks, drainage and lighting improvements	2016	2019	Non-Housing Community Development		Sidewalk, street, lighting and drainage improvements in East and Central Biloxi	CDBG: \$0	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: tbd
5	Hiller Park Master Plan Implementation	2016	2019	Non-Housing Community Development	Hiller Park Recreational Enhancement Project	Hiller Park Master Plan Project	CDBG: \$0	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 850 Persons Assisted
6	Howard Avenue and East Biloxi Streetscape Improvements	2016	2019	Non-Housing Community Development	East Biloxi/Howard Avenue Streetscape Improvements	Street, sidewalk, lighting and drainage improvements	CDBG: \$0	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: tbd
7	Public Services	2016	2019	Non-housing and Housing Community Development		Services to prevent and address homelessness; expand access to affordable, quality daycare services and English as a Second Language classes; public transportation; and recreational opportunities for those with special needs	CDBG: tbd	Public Services Benefit: Persons assisted tbd

Table 3 – Goals Summary

Goal Descriptions

1	Goal Name	Public Safety and Welfare
	Goal Description	The City of Biloxi places high priority on preserving its citizens' safety and general welfare. The goal of protecting Biloxi residents requires use of federal, state and local funds to ensure adequate police and fire staffing and provision of fully-functioning, modern equipment and technology. The 2015-2019 Consolidated Plan and 2015 Action Plan propose the use of CDBG entitlement funds to make the second of three lease payments for acquisition of a new fire truck to serve a primarily low- to moderate-income area in Central Biloxi.
2	Goal Name	Public Safety Enhancement
	Goal Description	Through rehabilitation of an existing structure to house a police substation in a primarily low- to moderate-income neighborhood of East Biloxi, the City will enhance public safety by responding more quickly to criminal activities, establishing a more visible presence to deter crime, and improving community outreach. The City also will invest CDBG resources in the East Biloxi Railroad Crossing Closure and Access Road Construction project to improve public safety in a primarily residential low- to moderate-income neighborhood.
3	Goal Name	Drainage Improvements
	Goal Description	The City of Biloxi places high priority on protecting the well-being of its citizens, which includes protecting their homes and businesses. A primarily low- to moderate-income area in Central Biloxi suffers from recurring flooding caused by an inadequate stormwater system. To address this problem, the City proposes to use CDBG funds to design and implement drainage improvements.
4	Goal Name	Streets, sidewalks and lighting improvements
	Goal Description	During the 2015-2019 strategic plan period, the City plans to comprehensively address non-housing community development needs in the primarily low- to moderate-income areas of Central and East Biloxi. This will include street, sidewalk, drainage and lighting improvements to improve public safety for drivers and their passengers, pedestrians and cyclists. The City also will remove debris from illegal dumps and improve the function and appearance of other public facilities and resources that serve primarily residential, low- to moderate-income neighborhoods in East Biloxi.

5	Goal Name	Hiller Park Master Plan Implementation
	Goal Description	As funds allow, the City plans to implement comprehensive improvements at Hiller Park in Central Biloxi to improve public safety through enhanced lighting, signage and access and to improve public health through expanded recreational opportunities in this primarily low- to moderate-income area that is located in close proximity to the VA Medical Center and Keesler Air Force Base housing.
6	Goal Name	Howard Avenue Streetscape Improvements
	Goal Description	The City plans to complete Howard Avenue Streetscape Improvements to benefit a primarily low- to moderate-income area in East Biloxi.
7	Goal Name	Public services
	Goal Description	As funds allow, the City plans to support public services provided by existing, local nonprofit agencies to address and prevent homelessness; to expand access to affordable, quality early childcare services; to provide special needs recreational equipment; to expand access to English as a Second Language classes/programs; and to support expansion of public transportation services to qualified residents.

Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.315(b)(2)

The City does not plan to provide affordable housing during the 2015-2019 Consolidated Plan period, however it will continue to work in support of the Biloxi Housing Authority's efforts to provide housing to qualifying residents. At this time, it is anticipated that the Biloxi Housing Authority will continue to provide the current level of service for the next several years.

Citizen Participation documents, HUD Certifications and an updated SF-424 will be attached to the final document.