

CHOICE NEIGHBORHOODS IMPLEMENTATION GRANT

Joint Submission Packet

City of New Haven & Housing Authority of the City of New Haven (d/b/a Elm City Communities)

Date: _____, 2026

[Joint Cover Memorandum]

To: United States Department of Housing and Urban Development (HUD)

From: Justin Elicker, Mayor, City of New Haven, Connecticut

Shenae Draughn, President, Housing Authority of the City of New Haven
(d/b/a Elm City Communities)

Date: _____, 2026

Subject: Memorandum of Understanding and Authorizing Resolutions – Choice
Neighborhoods Implementation (CNI) Grant

On behalf of the City of New Haven (“City”) and the Housing Authority of the City of New Haven (d/b/a Elm City Communities) (“ECC”), we are pleased to submit the enclosed Memorandum of Understanding (“MOU”) designating ECC as the lead applicant and the City as co-applicant for the Choice Neighborhoods Implementation grant (“CNI Grant”).

This MOU sets forth the roles and responsibilities of the parties, including ECC’s leadership of the Housing workstream, the City’s leadership of the Neighborhood workstream, and the Parties’ shared coordination of land use, zoning, and infrastructure matters, along with joint decision-making on governance, budget, and all major programmatic and financial matters. The MOU also affirms our commitment to collaborate with the designated People Partner to ensure full integration of Housing, People, and Neighborhood strategies in accordance with HUD requirements in order to implement the Transformation Plan as developed under the earlier Choice Neighborhoods Initiative planning grant.

In addition to the MOU, we are submitting certified copies of the resolutions adopted by the ECC Board of Commissioners and the New Haven Board of Alders authorizing execution of the MOU and participation in the CNI Grant as co-applicants, with ECC as the lead applicant.

We appreciate HUD’s consideration of this application and look forward to working together to achieve transformational outcomes for residents and the community.

Respectfully submitted,

CITY OF NEW HAVEN

Housing Authority of the City of New
Haven
d/b/a Elm City Communities

By: _____
Justin Elicker
Mayor

By: _____
Shenae Draughn
President

MEMORANDUM OF UNDERSTANDING

THIS MEMORANDUM OF UNDERSTANDING (the "MOU") is made entered into and made effective this ___ day of _____, 2026 (the "Effective Date"), by and between the **CITY OF NEW HAVEN**, a municipal corporation organized and existing pursuant to the Connecticut General Statutes, with a chief executive office located at 165 Church Street, New Haven, Connecticut 06510 (the "City"), and the **HOUSING AUTHORITY OF THE CITY OF NEW HAVEN** (d/b/a Elm City Communities), with a chief executive office located at 360 Orange Street, New Haven, Connecticut 06511 ("ECC" and, with the City, the "Parties").

RECITALS:

ECC is the owner of (a) that certain real property and improvements located thereon identified as the Robert T. Wolfe Apartments located at 49 Union Avenue, New Haven, Connecticut, and (b) the real property formerly known as the Church Street South Apartments as more particularly described in Exhibit A attached hereto and incorporated herein by this reference (collectively, the "ECC Property").

The City is the owner of those certain parcels of land identified in Exhibit B attached hereto and incorporated herein by this reference (the "City Property" and, with the ECC Property, the "Property").

ECC was the recipient of a United State Department of Housing and Urban Development ("HUD") Choice Neighborhood Planning Grant for the planning for the redevelopment of the Property, and, working with the City and neighborhood groups, has created a Transformation Plan for the redevelopment of the Property.

The City and ECC have jointly determined to pursue a Choice Neighborhoods Initiative implementation grant from HUD for the implementation of the Transformation Plan and the redevelopment of the Property (the "CNI Grant").

The Parties recognize that the CNI program requires a comprehensive approach to Housing, People, and Neighborhood strategies.

The City and ECC desire to formalize their roles and responsibilities with respect to the CNI Grant and the project(s) contemplated thereby, to ensure successful application, administration, and implementation of the CNI Grant.

The Parties further recognize the need for joint decision-making, accountability, and meaningful resident and stakeholder engagement throughout the CNI Grant implementation process, and desire to set forth the same.

NOW, THEREFORE, the Parties hereby enter into this Memorandum of Understanding ("MOU") and hereby agree as set forth hereinbelow.

I. Purpose

The purpose of this MOU is to set forth the agreement between the Parties regarding their collaboration and shared responsibilities in applying for and administering the CNI Grant. ECC will serve as the lead applicant and the City as the co-applicant for the CNI Grant and will share the obligations and responsibilities with respect to the CNI Grant as set forth hereinbelow.

II. Roles and Responsibilities

The Parties shall have the roles and responsibilities as follows.

A. City of New Haven

The City shall serve as co-applicant for the CNI Grant. If awarded, the City will lead the Neighborhood Workstream, including infrastructure planning, public facilities, public safety improvements, and neighborhood-serving investments. The City, acting through the Economic Development Administration, will also serve as the lead public agency for coordination of Early Action Activities. In addition, the City will participate actively in all housing, neighborhood, and people workstreams, including redevelopment planning, community engagement, and interdepartmental coordination. The City shall also provide timely review and processing of all permit applications consistent with City ordinances and applicable statutory requirements.

B. Elm City Communities (ECC)

ECC shall serve as the lead applicant and primary housing entity. If awarded, ECC will lead the Housing Workstream, including redevelopment, relocation, property management transitions, and compliance activities. ECC will also serve as the fiscal agent for the CNI Grant and administer all grant funds allocated to ECC and its designated development partners. In addition, ECC will lead all housing-related procurement, design, financing, and construction coordination. ECC shall further coordinate closely with the City on all zoning, land use, infrastructure, environmental, and permitting activities that affect the redevelopment.

C. Joint Responsibilities

ECC and the City shall share joint responsibility for governance as described in Exhibit C to this MOU. In addition, they shall share joint responsibility for the following:

1. Land Use, Zoning, and Infrastructure Coordination: ECC and the City shall jointly plan, coordinate, and approve land use strategies, zoning needs, infrastructure design, and public facility improvements needed to support the Transformation Plan. The City shall manage the formal approval processes, while ECC shall lead the technical planning and development requirements.

2. Budget Approval: ECC and the City shall jointly approve the CNI Implementation budget and all modifications thereto.
3. Major Decisions: ECC and the City shall jointly approve all major programmatic, financial, implementation, and development decisions, in support of the Transformation Plan, consistent with the governance structure outlined in Exhibit C. Material deviations from the Transformation Plan shall be jointly approved, consistent with the governance structure outlined in Exhibit C.
4. People Workstream: ECC and the City shall jointly oversee and coordinate with the Community Action Agency, the designated People Partner, on all activities related to the People Workstream.
5. Community Engagement: ECC and the City shall work collaboratively to ensure ongoing, inclusive engagement with residents, neighborhood stakeholders, and community partners.
6. Compliance & Reporting: ECC and the City shall jointly comply with all HUD requirements, including fair housing obligations, Section 3 participation, and all reporting obligations associated with the CNI Grant.

III. Site Control

a. Ownership of City Parcels. The City hereby confirms that it is the fee simple owner of the City Parcels as of the Choice Neighborhoods application due date, and that such ownership constitutes site control, as that term is defined in the Choice Neighborhoods Notice of Funding Opportunity. The City is the co-Applicant for the CNI Grant. The City Parcels are proposed for replacement housing under the Transformation Plan.

b. Duration of Site Control

The City hereby certifies that site control of the City Parcels will be maintained through the later of (i) the end of the Choice Neighborhoods grant term, or (ii) the date on which all replacement housing to be developed on the City Parcels is constructed or rehabilitated, unless otherwise approved by HUD.

c. Permissible Methods of Maintaining Site Control

The City acknowledges that, consistent with the Choice Neighborhoods Notice of Funding Opportunity, site control of the City Parcels may be maintained in one of the following ways, provided that site control remains continuous and vested in an eligible party: (a) the City may retain ownership of the City Parcels and provide site control through a legally binding instrument, including a ground lease or development

agreement, in favor of the Lead Applicant, Co-Applicant (if any), the Housing Implementation Entity, or an entity controlled in whole or in part by the Housing Implementation Entity, or (b) the City may convey, ground lease, or otherwise transfer an interest in one or more of the City Parcels to an entity controlled as a whole or in part by the Housing Implementation Entity, provided that such entity maintains site control for the required duration and that there is no interruption in site control for purposes of HUD compliance.

d. Intended Use

The City affirms that the City Parcels are proposed for use as replacement housing under the Transformation Plan.

IV. Term

The term of this MOU shall commence on the Effective Date and shall remain in effect through the later to occur of the following: (i) five years from the Effective Date; or (ii) , if awarded, the expiration date of the CNI Grant. The Parties agree that the terms and obligations of this MOU shall be incorporated into subsequent definitive and binding Agreements, including but not limited to a Cooperation Agreement (“Coop Agreement”) and a Development and Land Disposition Agreement (“DLDA”) (collectively the “Definitive Agreements”) to be approved by the ECC Board of Commissioners and City Board of Alders. .

V. Scope of Agreement

This MOU reflects intent to collaborate by the City and ECC and does not create binding legal obligations beyond those identified herein or as provided in subsequent Definitive Agreements approved by both ECC Board of Commissioners and City Board of Alders.

VI. Authority

Each of the undersigned hereby certifies that they are duly authorized to execute this certification on behalf of their respective organizations.

[SIGNATURE PAGE FOLLOWS]

Executed this __ day of _____, 2026.

City of New Haven

By: _____
Justin Elicker
Mayor

Date: _____

Approved as to form and Correctness.

Michael J. Pinto
Assistant Corporation Counsel

Housing Authority of the City of New Haven
d/b/a Elm City Communities

By: _____
Shenae Draughn
President

Date: _____

**Exhibit A:
The ECC Properties**

City of New Haven Assessor's Map 237, Block 86, Lot 100, Map 238, Block 86, Lot 300, Map 238, Block 86, Lot 200, Map 238, Block 84, Lot 400.

Exhibit B
The City Properties

City of New Haven Assessor's Map 237, Block 86, Lot 500.

Exhibit C: Governance Structure (Summary)

The overall project shall be jointly governed by an Executive/Steering Committee co-chaired by the City and ECC. The Executive/Steering Committee shall be responsible for CNI Grant oversight, major decisions, and accountability to HUD.

The Executive/Steering Committee shall have oversight responsibility for the following working groups:

1. **Housing Working Group:** Led by ECC, responsible for oversight of redevelopment efforts, relocation activities, housing design and construction coordination, and housing compliance.
2. **Neighborhood Working Group:** Led by the City, and responsible for coordinating infrastructure development, zoning and land use processes, public facilities, and neighborhood improvements. All land use, zoning, and infrastructure matters shall be coordinated jointly with ECC, consistent with the shared responsibilities outlined in Section II(C).
3. **People Working Group:** Led by the designated People Partner, Community Action Agency of New Haven, responsible for oversight of resident services, education, workforce development, and health initiatives.
4. **Community Advisory / Resident Council:** Comprised of resident leaders and neighborhood stakeholders, responsible for ensuring that resident voices inform decisions and engagement across all workstreams.

EXHIBIT D
Cooperation Agreement – Term Sheet

**TERM SHEET
TAX ABATEMENT
UNION SQUARE PHASE 1**

PURPOSE:	REAL PROPERTY TAX ABATEMENT
PARTIES:	(a) The City of New Haven (b) Housing Authority of the City of New Haven (c) The Glendower Group, Inc., and its affiliated Single Purpose Entities
PROPERTY ADDRESSES:	(A) Tax Assessor's Map 237, Block 86, Lot 100 (B) Tax Assessor's Map 238, Block 86, Lot 300 (C) Tax Assessor's Map 238, Block 86, Lot 200, (D) Tax Assessor's Map 238, Block 84, Lot 400 (E) Tax Assessor's Map 237, Block 86, Lot 500 (F) Robert T. Wolfe Apartments, located at 49 Union Avenue all in New Haven, Connecticut.
PROJECT:	Union Square Transformation, Phase 1
PROJECT DESCRIPTION:	Approximately 538 residential units and approximately 21,000 square feet of non-residential retail space. Units include a full range of unit sizes, including studios, one-bedroom, two-bedroom, and larger family-sized units, ensuring that the development serves households of varying sizes and compositions.
UNIT AFFORDABILITY MIX:	40 to 50 percent affordable housing and 50 to 60 percent market-rate housing
TERM OF TAX AGREEMENT:	39 years from date of issuance of certificate of occupancy; full abatement during construction. Subject to LISHTA

	process approval and Board of Alders (“BOA”) approval
BASE RATE OF TAXES FOR AFFORDABLE UNITS:	\$650.00 per unit per year. Subject to LISHTA process approval and BOA approval
ESCALATION RATE:	Three percent (3%) annually, compounded, <u>provided, however</u> , in no event shall the Base Rate, increased by the Escalation Rate, be an amount which exceeds the amount of real property taxes which would, but for the Tax Agreement, otherwise be payable with respect to the Affordable Units.
TAX RATE FOR MARKET RATE UNITS:	As assessed by Assessor
TAX RATE FOR LEASED COMMERCIAL SPACE:	As assessed by Assessor
SPECIAL NOTE REGARDING ROBERT T. WOLFE, 49 UNION AVENUE	Agreement will need to provide for a phase in of tax abatement for this parcel as it is subject to an existing Coop Agreement, currently occupied, and its redevelopment will occur such that it is interspersed with other buildings on the Project Site and integrated into the Project as part of Phase 1.

ECC Board Resolution

Housing Authority of the City of New Haven

d/b/a Elm City Communities

Resolution Number 01-__/26-S

AUTHORIZATION OF SUBMISSION OF AN APPLICATION WITH THE HOUSING AUTHORITY OF THE CITY OF NEW HAVEN AS LEAD APPLICANT FOR THE FY 2025 CHOICE NEIGHBORHOODS IMPLEMENTATION GRANT FOR UNION SQUARE AND, SUBJECT TO CITY APPROVAL, AUTHORIZING THE CITY OF NEW HAVEN TO SERVE AS CO-APPLICANT AND NEIGHBORHOOD IMPLEMENTATION ENTITY

WHEREAS, the Housing Authority of the City of New Haven, doing business as Elm City Communities (“ECC” or the “Authority”), is a public body corporate and politic organized under the laws of the State of Connecticut and authorized to apply for and administer federal grants in furtherance of its mission to preserve and expand affordable housing and advance comprehensive community redevelopment; and

WHEREAS, the U.S. Department of Housing and Urban Development (“HUD”) has issued a Notice of Funding Opportunity for the FY 2025 Choice Neighborhoods Implementation Grant Program (the “CNI Program”); and

WHEREAS, ECC proposes to submit an application, as the Lead Applicant, for Choice Neighborhoods Implementation funding for the Union Square Transformation Plan, a comprehensive initiative that includes housing redevelopment, neighborhood improvements, and people-focused supportive services; and

WHEREAS, the City of New Haven owns certain parcels of land within the Union Square neighborhood on which elements of the proposed redevelopment and neighborhood improvements are planned to occur, and has indicated its intent to support the Transformation Plan through the provision of local leverage, including but not limited to property tax abatements, land disposition or ground leasing, infrastructure investment, and other municipal support, subject to required City approvals; and

WHEREAS, ECC proposes that, subject to approval by the City of New Haven, the City serve as Co-Applicant for the FY 2025 Choice Neighborhoods Implementation Grant and, if awarded, serve as the Neighborhood Implementation Entity responsible for coordinating neighborhood-level investments and activities consistent with the approved Transformation Plan; and

WHEREAS, the Board of Commissioners has determined that this proposed structure, subject to City approval, is in the best interests of the Authority and will strengthen the

competitiveness and successful implementation of the Union Square Choice Neighborhoods application.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COMMISSIONERS OF THE HOUSING AUTHORITY OF THE CITY OF NEW HAVEN THAT:

1. The Board of Commissioners hereby authorizes the Housing Authority of the City of New Haven, d/b/a Elm City Communities to submit, as Lead Applicant, an application to HUD for the FY 2025 Choice Neighborhoods Implementation Grant for the Union Square Transformation Plan; and
2. The Board of Commissioners hereby authorizes, subject to approval by the City of New Haven (the "City"), the City to serve as Co-Applicant for the FY 2025 Choice Neighborhoods Implementation Grant; and
3. The Board of Commissioners further authorizes, subject to approval by the City of New Haven, the City to serve as the Neighborhood Implementation Entity responsible for coordinating neighborhood improvements and leveraging City-owned land and municipal resources in accordance with HUD requirements and the approved Transformation Plan; and
4. The President of the Housing Authority of the City of New Haven, or any other officer designated by the President (the "Authorized Officers"), be and hereby is authorized and directed to negotiate, execute, deliver and submit all applications, certifications, assurances, memoranda of understanding, co-applicant agreements, and other documents required by HUD or necessary to effectuate the roles of the Housing Authority of the City of New Haven and the City of New Haven, upon receipt of all required City approvals; and
5. In the event the Choice Neighborhoods Implementation Grant is awarded, and subject to all required approvals, the Authorized Officers are authorized to accept the grant award and to execute any grant agreements and related documents required by HUD; and
6. All actions previously taken by officers, employees, or agents of the Housing Authority of the City of New Haven in furtherance of preparing the FY 2025 Choice Neighborhoods Implementation Grant application for Union Square are hereby ratified, confirmed, and approved.

[CERTIFICATION FOLLOWS]

I hereby certify that the above resolution was adopted by a majority of Commissioners present at a meeting duly called at which a quorum was present, on January 20, 2025.

Shenae Draughn
Secretary/President

Date

REVIEWED BY:
MCCARTER & ENGLISH, LLP
GENERAL COUNSEL

By: _____
Rolan Joni Young, Esq.
A Partner

Order of the New Haven Board of Alders

ORDER OF THE NEW HAVEN BOARD OF ALDERS AUTHORIZING THE CITY OF NEW HAVEN TO APPLY FOR AND ACCEPT A GRANT IN AN AMOUNT NOT TO EXCEED TWENTY-SIX MILLION DOLLARS AND ZERO CENTS (\$26,000,000.00) FROM THE UNITED STATE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT CHOICE NEIGHBORHOOD IMPLEMENTATION GRANT FOR THE UNION SQUARE PROJECT F/K/A CHURCH STREET SOUTH

WHEREAS, the Housing Authority of New Haven/Elm City Communities (“ECC”) ECC was the recipient of a United States Department of Housing and Urban Development (“HUD”) Choice Neighborhood Planning Grant for the planning for the redevelopment of the former Church Street South properties (the “Site”), and, working with the City of New Haven (“City”) and neighborhood groups, has created a Transformation Plan (the “Transformation Plan”) for the redevelopment of the Site; and

WHEREAS, the U.S. Department of Housing and Urban Development (HUD) administers the Choice Neighborhoods Initiative to support the transformation of distressed neighborhoods into sustainable, mixed-income communities; and

WHEREAS, the Choice Neighborhoods Implementation Grant provides funding to replace distressed public and assisted housing, improve outcomes for residents, and create conditions for public safety, quality education, and economic opportunity; and

WHEREAS, the City, in particular, the Site and the surrounding areas, suffer from aging public housing stock, rising construction costs, and increasing demand for safe, quality housing options; and

WHEREAS, HUD is making competitive grants available under authorized funding through its Choice Neighborhoods Initiative program which would enable the implementation of an initial phase of the Transformation Plan (the “CNI Grant”); and

WHEREAS, the City and ECC have elected to partner and to serve as co-applicants to pursue a CNI Grant from HUD for the implementation of the Transformation Plan and the redevelopment of the Site; and

WHEREAS, ECC will serve as the Lead Applicant for the HUD CNI Grant; and

WHEREAS, the City of New Haven will serve as a Co-Applicant in partnership with ECC; and

WHEREAS, a Memorandum of Understanding (MOU) will clearly define the roles and responsibilities of Elm City Communities (Lead Applicant) and the City of New Haven (Co-Applicant) as required by HUD; and

NOW, THEREFORE, BE IT RESOLVED by the Board of Alders that the City of New Haven is hereby authorized to apply for and accept a grant in an amount not to exceed Twenty-Six Million Dollars and Zero Cents (\$26,000,000.00) or any lesser amount as may be awarded by HUD.

AND BE IT FURTHER RESOLVED THAT the Mayor of the City of New Haven (the "Mayor") is hereby authorized, to act as the City's authorized representative to execute and file a grant application with the HUD and provide such additional information as may be required by HUD in connection with the City's grant application.

AND BE IT FURTHER RESOLVED THAT the Mayor is authorized to enter into and to execute and deliver a grant agreement and is further authorized to execute and deliver any other documents or instruments as may be required by HUD or as may be necessary expedient to effectuate the City's application for and acceptance of the grant, and to execute and deliver any multiyear memorandum of understanding, amendments and revisions to such documentation as may be required by HUD with respect thereto, which documentation may include an indemnity of HUD by the City.