

# CITY OF WORCESTER, MA



## CONSOLIDATED ANNUAL PERFORMANCE & EVALUATION REPORT (CAPER)

REPORTING ON YEAR FIVE OF THE 2015-2020

CONSOLIDATED PLAN **DRAFT**:

7/1/19 – 6/30/20



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City Manager's Executive Office of Economic Development*

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## **CR-05 - Goals and Outcomes**

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

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

During this Consolidated Annual Performance Evaluation Report (CAPER) period (July 1, 2019 – June 30, 2020), Worcester made progress toward many of its five year community development goals and priority needs.

To help low-to moderate income populations that may be homeless, at risk of homelessness, living with HIV/AIDS, or struggling with housing security, the Executive Office of Economic Development (EOED) implemented eight (8) Emergency Solutions Grant (ESG) program contracts with six (6) local project sponsors totaling \$1,296,462 for 1,293 homeless or at-risk of homelessness households. This is considerably more funding for ESG programs compared to prior years, due to a CARES Act grant during HUD FY19. The Housing Opportunities for Persons with Aids (HOPWA) program generated five (5) contracts with four (4) agencies worth \$631,793 to assist approximately 130 households with supportive services, project- and tenant- based rental assistance, and/or homeless prevention services throughout the Worcester Eligible Metropolitan Statistical Area (EMSA). The HOME funded Tenant-Based Rental Assistance (TBRA) program provided \$120,358 to provide 61 single adults experiencing homelessness with the opportunity of stable housing in conjunction with supportive services.

Affordable housing activities made steady progress in meeting the outcomes outlined by the 5-Year Consolidated Plan Goals. In conjunction with the City of Worcester Department of Inspectional Services (DIS), three (3) blighted buildings with demolition orders are anticipated to be demolished with \$170,472 of Community Development Block CDBG funds. The Systematic Housing Inspections Program (“Sweeps” program) run in conjunction with DIS utilized \$53,805 in CDBG to inspect 633 units of housing. The first time homebuyer down payment assistance program utilized \$10,000 to assist two (2) households with a purchase of their first home. This assistance is capped at \$5,000 per person for this activity. During the third year action plan period \$1,052,708 of CDBG funds and \$1,249,751 of HOME funds were expended toward the rehab 61 housing units (16 homeowner units and 45 rental units) and the construction of 1 new home owner unit. These funds were used to assist with energy improvements, reduce lead hazards, repair code violations, and for safe and healthy rental units for low- to moderate- income populations.

Regarding public service activities, a total of 17 CDBG funded public service programs worth \$644,835 were expended during the fifth year action plan to provide services to 5,238 low- and moderate-income persons to address identified needs for health services, case management, youth programming, food and housing security, employment and job assistance, after school programming, recreational activities, financial assistance, elder transportation and ex-offender re-entry programs. Through the last five action plan years (since 7/1/15), 26,289 LMI persons

have benefited from 73 public services programs in which \$3,020,584 in CDBG funds were expended (which in turn leveraged \$10,070,271 in other public and private resources).

CDBG funds help City of Worcester provide much needed public facility improvements. Over the past five years \$14.1 million in CDBG funds were utilized on public facilities ranging from 9 streets reconstructed (16,517 linear feet of roads/sidewalks), 2 major park improvements, 6 firefighting trucks and 27 sets of firefighting equipment purchased, 3 major senior center improvements, 2 public school renovations, and 23 non-profit service delivery facility improvements ranging from energy efficiency improvements to safety and structural improvements, as well as 4 fire stations rehabilitated, and the rehabilitation of 1 major historical structure.

CDBG funds help to incentivize business creation, expansion, and enhancement through loans, grants, and technical assistance. During the last program year, 276 businesses employing 788 persons were assisted with \$2,093,800 in CDBG, these included 266 businesses assisted with \$1,885,800 in CDBG emergency COVID-19 stabilization funds during April-June 2020. In the past five years, the City has expended \$2,820,701 in CDBG to assist 313 businesses/properties that have generated or preserved 857 jobs for low- and moderate-income persons. This CDBG funded business assistance activity has generated more than \$1,743,253 in other investments.

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

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

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Affordable Housing Development & Preservation	Affordable Housing	CDBG: \$ / HOME: \$	Rental units constructed	Household Housing Unit	20	22	110.00%	4	0	0.00%

Affordable Housing Development & Preservation	Affordable Housing	CDBG: \$ / HOME: \$	Rental units rehabilitated	Household Housing Unit	100	211	211.00%	19	45	210.53%
Affordable Housing Development & Preservation	Affordable Housing	CDBG: \$ / HOME: \$	Homeowner Housing Added	Household Housing Unit	14	4	28.57%	5	1	20.00%
Affordable Housing Development & Preservation	Affordable Housing	CDBG: \$ / HOME: \$	Homeowner Housing Rehabilitated	Household Housing Unit	20	44	220.00%	12	16	133.33%
Affordable Housing Development & Preservation	Affordable Housing	CDBG: \$ / HOME: \$	Direct Financial Assistance to Homebuyers	Households Assisted	68	67	98.53%	20	2	10.00%
Affordable Housing Development & Preservation	Affordable Housing	CDBG: \$ / HOME: \$	Tenant-based rental assistance / Rapid Rehousing	Households Assisted	90	182	202.22%	30	30	1000.00%
Economic Development & Business Assistance	Non-Housing Community Development	CDBG: \$	Facade treatment/business building rehabilitation	Business	29	13	107.14%	5	3	0.00%
Economic Development & Business Assistance	Non-Housing Community Development	CDBG: \$	Jobs created/retained	Jobs	38	857	252.17%	10	797	20.00%

Economic Development & Business Assistance	Non-Housing Community Development	CDBG: \$	Businesses assisted	Businesses Assisted	56	313	88.89%	10	284	10.00%
Healthy and Sustainable Housing	Non-Housing Community Development	CDBG: \$	Buildings Demolished	Buildings	14	8	57.14%	2	3	150.00%
Healthy and Sustainable Housing	Non-Housing Community Development	CDBG: \$	Housing Code Enforcement/Foreclosed Property Care	Household Housing Unit	7194	5094	70.81%	847	633	133.81%
Housing Opportunities for Persons with HIV/AIDS	Homeless Non-Homeless Special Needs	HOPWA: \$	Homelessness Prevention	Persons Assisted	120	22	18.33%	70	53	75.71%
Housing Opportunities for Persons with HIV/AIDS	Homeless Non-Homeless Special Needs	HOPWA: \$	Housing for People with HIV/AIDS added	Household Housing Unit	27	61	225.93%	37	30	81.08%
Housing Opportunities for Persons with HIV/AIDS	Homeless Non-Homeless Special Needs	HOPWA: \$	HIV/AIDS Housing Operations	Household Housing Unit	167	111	66.47%	12	10	83.33%
Improvements and Preservation of Public Facilities	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	129688	163990	126.45%	98328	28470	28.95%

Neighborhood Stabilization & Revitalization	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	14776	16610	112.41%	1953	0	0.00%
Public Services for Low-Moderate Income Persons	Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	540		0	540	
Public Services for Low-Moderate Income Persons	Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	24613	26289	106.81%	5081	5238	103.09%
Resolve Barriers to Housing for Homeless Persons	Homeless	ESG: \$	Tenant-based rental assistance / Rapid Rehousing	Households Assisted	747	416	55.69%	95	92	96.84%
Resolve Barriers to Housing for Homeless Persons	Homeless	ESG: \$	Homeless Person Overnight Shelter	Persons Assisted	158	815	515.82%	829	1125	135.7%

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

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

With regard to public services, fifth year action plan priorities built upon the framework of needs identified through the original Five (5) Year Consolidated Plan and subsequent Annual Action Plans and were refined as a result of the outreach/funding recommendations process. As part of this process, a Community Needs Public Hearing was held in January 2019 at City Hall to review and assess updated needs information received through workshops and any additional community input. At this meeting the need for public services for low-moderate income persons was in the top three highest ranked priorities among nine categories of identified needs as ranked by meeting participants. In an effort to meet this high community priority a total of 17 public service programs were recommended and contracted and \$644,835 were expended during the fifth year action plan to provide services to 5,238 low- and moderate-income persons to address identified needs for health services, case management, youth programming, food and housing security, employment and job assistance, after school programming, recreational activities, financial assistance, elder transportation and ex-offender re-entry programs.



## CR-10 - Racial and Ethnic composition of families assisted

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

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

<b>Race:</b>	<b>CDBG</b>	<b>HOME</b>	<b>ESG</b>	<b>HOPWA</b>
White	3400	20	0	0
Black or African American	1502	4	0	0
Asian	489	1	0	0
American Indian or American Native	49	2	0	0
Native Hawaiian or Other Pacific Islander	24	6	0	0
<b>Total</b>	<b>5464</b>	<b>33</b>	<b>0</b>	<b>0</b>
<b>Ethnicity:</b>				
Hispanic	3412	19	0	0
Not Hispanic	2052	14	0	0

### Narrative

Please see attached HOPWA CAPER and ESG SAGE CAPER 2018 - 2019 analysis for racial and ethnic populations assisted with HOPWA and ESG.

## CR-15 - Resources and Investments 91.520(a)

### Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	6,579,491	6,028,543
HOME	public - federal	2,745,633	1,484,090
HOPWA	public - federal	728,320	615,393
ESG	public - federal	389,152	428,089

**Table 3 - Resources Made Available**

### Narrative

With respect to the CDBG program, the Five Year Consolidated Plan (ConPlan) estimated there would be approximately \$6.57 million of funds available for year 5. Worcester ended up expending \$6.02 million of CDBG funds last year. During the year \$1.48 million of HOME funds were expended on multiple projects.

### Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
Low-Moderate Income Census Tracts	97	95	Census Tracts > 51.0% LMI
Union Hill Target Area	11	32	Census Tract 7324.00

**Table 4 – Identify the geographic distribution and location of investments**

### Narrative

## Leveraging

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

The HOME Match report below shows the Match requirement of the program was met with an excessive match to be carried over to next year. Through the CARES Act process a waiver was given for a 100% reduction in the HOME match requirement for this year and next.

CDBG funds help City of Worcester provide much needed public facility improvements. During the just completed reporting year, Arlington Street improvements took place, with the street being a key project within the Union Hill neighborhood, which has been part of an on-going multi-year revitalization initiative on the part of City of Worcester, conducted predominantly with federal resources provided through Community Development Block Grant (CDBG) program. The project encompassed street resurfacing, new curbs & sidewalks, with a total of \$310,000 in CDBG allocated and \$146,309 in CDBG having been expended through the end of the Fifth Action Plan Year.

Focus with regard to public facilities improvements has shifted to the Green Island neighborhood. The City has committed \$2,160,000 during 2019-2021 CDBG allocations to assist with upgrades of infrastructure including road and/or sewer/drainage reconstruction within a distressed neighborhood in which 78% of residents are low- to moderate-income and which suffers from dilapidated roads/sidewalks, aging and maintenance deferred housing, chronic issues with flooding and drainage, as well as possibly pollution and contamination. The investments are being made in support of the construction of a new, multi-million dollar baseball stadium and over 180,000 sq.ft. of new, mixed-use development immediately adjacent to the Canal District and the Green Island neighborhood. Neighborhood infrastructure investments will provide a community benefit and complement other anticipated investments while helping to mitigate and offset any new development impacts.

As part of on-going comprehensive upgrades and improvements to its fire stations serving low-to moderate income populations and neighborhoods, the City of Worcester also made investments into firefighting equipment. A total of \$531,420 in CDBG was expended during the last program year for the purchase of a new Fire Pumper Truck and Fire Fighter Extrication Fire Equipment.

Nonprofit facilities benefitted from the investment of CDBG funds which in turn leveraged other public and private resources as exemplified by the YWCA which began a large-scale \$24 million renovation of its historic building in January 2020. This renovation includes an update of the building envelope, all major building systems and program spaces to improve client physical comfort/safety, meet accessibility requirements, and incorporate energy efficient features. City CDBG funds have been allocated to this project including \$100,000 for Elevator Modernization (completed) and \$100,000 for ADA Upgrades of all Bathroom Facilities (underway). An additional \$250,000 in CDBG allocated in 2020-2021 for Parking Lot Reconstruction and Paving.

Other nonprofit facilities renovations supported with CDBG during the last program year included \$56,170 for Roof Repairs at Centro Las Americas, \$59,541 for Gymnasium Renovations at Girls, Inc., \$93,036 for HVAC Gymnasium Installation at Friendly House, and \$50,000 for Transitional Housing Upgrade for Veterans, Inc. These CDBG projects leveraged \$413,662 in other funds.

Significant public facilities improvements have been spear headed by major CDBG funded investments undertaken during the just completed 5-Year (2015-2020) Consolidated Plan. Over the past five years \$14.1 million in CDBG funds were utilized on public facilities ranging from 10 streets reconstructed, 2 major park improvements, 6 firefighting trucks and 27 sets of firefighting equipment purchased, 3 major senior center improvements, 2 public school renovations, and 23 non-profit service delivery facility improvements ranging from energy efficiency improvements to safety and structural improvements, as well as 4 fire stations rehabilitated, and the rehabilitation of 1 major historical structure.

<b>Fiscal Year Summary – HOME Match</b>	
1. Excess match from prior Federal fiscal year	\$3,280,825
2. Match contributed during current Federal fiscal year	0
3. Total match available for current Federal fiscal year (Line 1 plus Line 2)	0
4. Match liability for current Federal fiscal year	\$0
5. Excess match carried over to next Federal fiscal year (Line 3 minus Line 4)	\$3,280,825

**Table 5 – Fiscal Year Summary - HOME Match Report**

Match Contribution for the Federal Fiscal Year								
Project No. or Other ID	Date of Contribution	Cash (non-Federal sources)	Foregone Taxes, Fees, Charges	Appraised Land/Real Property	Required Infrastructure	Site Preparation, Construction Materials, Donated labor	Bond Financing	Total Match

Table 6 – Match Contribution for the Federal Fiscal Year

**HOME MBE/WBE report**

Program Income – Enter the program amounts for the reporting period				
Balance on hand at begin-ning of reporting period \$	Amount received during reporting period \$	Total amount expended during reporting period \$	Amount expended for TBRA \$	Balance on hand at end of reporting period \$
0	8,975.80	0	120,358	8,975.80

Table 7 – Program Income

<b>Minority Business Enterprises and Women Business Enterprises – Indicate the number and dollar value of contracts for HOME projects completed during the reporting period</b>						
	Total	Minority Business Enterprises				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
<b>Contracts</b>						
Dollar Amount	0	0	0	0	0	0
Number	0	0	0	0	0	0
<b>Sub-Contracts</b>						
Number	11	0	0	2	8	1
Dollar Amount	2,406,962	0	0	409,713	1,689,439	307,810
	Total	Women Business Enterprises	Male			
<b>Contracts</b>						
Dollar Amount	0	0	0			
Number	0	0	0			
<b>Sub-Contracts</b>						
Number	1	1	0			
Dollar Amount	80,000	80,000	0			

**Table 8 - Minority Business and Women Business Enterprises**

<b>Minority Owners of Rental Property – Indicate the number of HOME assisted rental property owners and the total amount of HOME funds in these rental properties assisted</b>						
	Total	Minority Property Owners				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0

**Table 9 – Minority Owners of Rental Property**

<b>Relocation and Real Property Acquisition</b> – Indicate the number of persons displaced, the cost of relocation payments, the number of parcels acquired, and the cost of acquisition						
Parcels Acquired		0		0		
Businesses Displaced		0		0		
Nonprofit Organizations Displaced		0		0		
Households Temporarily Relocated, not Displaced		0		0		
Households Displaced	Total	Minority Property Enterprises				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
Number	0	0	0	0	0	0
Cost	0	0	0	0	0	0

**Table 10 – Relocation and Real Property Acquisition**

## CR-20 - Affordable Housing 91.520(b)

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

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	90	92
Number of Non-Homeless households to be provided affordable housing units	191	94
Number of Special-Needs households to be provided affordable housing units	0	40
<b>Total</b>	<b>281</b>	<b>226</b>

Table 11 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	221	162
Number of households supported through The Production of New Units	9	1
Number of households supported through Rehab of Existing Units	31	61
Number of households supported through Acquisition of Existing Units	20	2
<b>Total</b>	<b>281</b>	<b>226</b>

Table 12 – Number of Households Supported

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

In Table 12 above the Goal for Number of households supported through rental assistance was 281. During the year 31 households were supported through rental assistance, getting approximately to the goal. For the Number of households supported through the production of new units there was a goal of 9 units. For this there was 1 new owner unit produced out of the goal of 9. For the Number of households supported through the rehab of existing units there was a Goal of 47 units of which we achieved 73 units rehabbed (8 Homeowner units and 65 Rental units). Overall this number is expected to fall in line with expectations or will be adjusted in coming ConPlan years. For this year there was a goal of 15 households supported through the acquisition of existing units. During the year there were 9 households assisted through the acquisition of existing units. The program was temporarily halted to be redesigned. In addition a program for City employees was also offered through other funding sources.



**Discuss how these outcomes will impact future annual action plans.**

Outcomes achieved will be analyzed and used to adjust future annual action plans. These changes will be reflected in the next Consolidated Plan.

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

<b>Number of Households Served</b>	<b>CDBG Actual</b>	<b>HOME Actual</b>
Extremely Low-income	25	31
Low-income	30	2
Moderate-income	2	0
<b>Total</b>	<b>57</b>	<b>33</b>

**Table 13 – Number of Households Served**

**Narrative Information**

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

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

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

There are several agencies that conducted outreach efforts in the City of Worcester. In collaboration with the City of Worcester and Worcester County Continuum of Care and the City's Emergency Solutions Grants (ESG) to support outreach efforts and case management services to connect the unsheltered homeless population with emergency shelters, permanent housing, and the supportive services necessary to maintain their housing.

The City has continued its strategies in reaching out to sheltered and unsheltered homeless persons and assessing their individual needs. This action is associated with Action Plan Goal 8: Resolve Barriers to Housing for Homeless Persons. City ESG funds supported salary costs for .5 FTE Outreach Case Manager who works as part of the City of Worcester Quality of Life Task Force to conduct assessment of individual needs, enable access to mainstream resources, and housing referrals for households without children that are unsheltered. In one year, the outreach case manager contacted an estimated 132 individuals living in places not meant for human habitation; of those 132 individuals, 44 engaged with the Outreach Case Manager to develop a housing placement to achieve or maintain ongoing stability.

In addition to ESG Outreach, there are homeless outreach services offered through a variety of different service providers in the City that offer immediate and long term assistance to unsheltered persons by frequenting locations such as the downtown corridor of Union Station, the Public Library, other parks and roadways prone to panhandling and loitering throughout the City, soup kitchens, and food pantries to identify and engage with such individuals/families. The goal is to engage with people over time; those who typically refuse services so that they may accept help through long term engagement of the street outreach workers focused on mental health assessments, treatment, advocacy, and benefit assistance. Community organizations continue to engage with partners and stakeholders to create a holistic system of outreach. For example, engaging with hospitals, law enforcement, detox centers, and other services that may commonly encounter homeless individuals. Without disclosing sensitive personal information, the partners then strategize using common resources and learning from success stories on how to ensure the safety and improved life condition of the individuals and the community. Outreach to homeless families focuses on collaboration with first responders, local governments, and neighborhood centers that most frequently come into contact with newly homeless families. All outreach workers in the community are connected to one another and other housing service providers through the Coordinated Entry & Assessment Working Group facilitated by the Worcester City and County Continuum of Care. As part of broader efforts to eliminate chronic homelessness, the City Manager's Task Force for Sustaining Housing First Solutions is developing a plan to provide the appropriate level of supportive housing to chronic homeless people on the streets, in encampments or

in shelters within the community. Draft Recommendations for achieving and sustaining a functional zero of adult chronic homelessness include but are not limited to: 1. Public, Nonprofit organizations, and private landlords should work together to produce 103 housing units by December 30, 2019, and continue to preserve and develop adequate units for those who become chronically homeless in future years. 2. All community housing entities and mainstream support service providers should become part of the Worcester City & County Continuum of Care (CoC) Coordinated Entry System (CES), aimed at providing housing subsidies with individualized support services prioritized for chronically homeless individuals. 3. The Coordinating Council has been exploring and are establishing a pilot program of an early warning system that includes a homeless prevention fund, an adequate triage and assessment system of diversion, alternative residential or service referral, reunification/relocation where appropriate, and rapid re-housing to prevent people from becoming homeless or to limit shelter stays. 4. The City and Coordinating Council are in motion to produce a variety of housing units, from individual scattered sites to small (e.g., 10-15 units) and moderate-sized (e.g., 25 units) congregate sites, which would include on-site resident managers, to accommodate the various current needs of clients and anticipate the need in future years. 5. The City and the Coordinating Council have identified sources of capital for the development of housing for the chronic homeless, including the enhancement of a Worcester-based low interest loan fund. 6. The City is assisting providers by identifying properties appropriate for expanding housing units, and when possible, donate City-owned property. The Coordinating Council continues to advise the City on regulations and zoning that promotes development of appropriate housing.

### **Addressing the emergency shelter and transitional housing needs of homeless persons**

The City's one year plan to address emergency shelter and transitional shelter needs for the homeless were encompassed in Strategic Plan Goal 8: Resolve Barriers to Housing for Homeless Persons, and Goal 9: Housing Opportunities for People Living with HIV/AIDS. These actions were supported by both ESG and HOPWA funds through the following activities.

ESG Shelter funds supported shelter Case Management for Triage and Assessment services at the primary shelter for unaccompanied homeless adults and the operations of transitional housing for victims fleeing domestic violence and. In total, 1,161 unaccompanied adults experiencing homelessness benefitted from ESG emergency shelter funds through the Triage and Assessment Center, while 21 individuals fleeing from domestic violence benefitted from emergency shelter operations funds. Each of these activities helped address the shelter and transitional housing needs of homeless populations because of the crisis intervention nature of the program support. They supported the operations and case management of facilities to ensure the safety and stability first and foremost, followed by reentry skills such as employment before the transition to permanent housing so that individual needs can be addressed towards greater housing outcomes. These programs recognize that permanent housing is the ultimate goal, but some populations that are particularly at risk may need enhanced stabilization and case management.

HOPWA funds supported the operations and supportive services associated with Transitional Housing needs, including the intensive case management costs for HIV positive women with or without children, and special needs population including those being discharged from institutions, or with severe mental health and substance abuse barriers. HOPWA Supportive Services served 13 women in the Maranda's House and Homeless Outreach and Advocacy Program (HOAP) programs. The Summit House program in Willimantic, CT served 13 individuals by providing transitional housing support with clear goals towards employment, volunteer engagement, and self sufficiency.

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

In working towards Goal 7: Expand Resources for Homelessness Prevention, HOPWA dollars were used to support 10 low income individuals with an HIV/AIDS diagnosis in avoiding homelessness through the provision of short term rent, utilities and mortgage (STRMU) assistance as well others were provided with Permanent Housing Placement (PHP) Support to stabilize in permanent housing through the payment of first and last month's rent, thus avoiding homelessness and stabilizing in permanent housing.

Through the case management services funded by the City's allocation of ESG funds, many of these prevention services were supported. The Commonwealth of Massachusetts does provide information for youth in foster care or leaving foster care. It coordinates with many service providers and provides resources and education on many subjects, such as your rights, services, education, health, and relationships. The Answer Book was written to help youth reach adulthood more prepared to live safely, successfully, and independently. However, often times, there are individuals that fall into homelessness or are in precarious situations and are at imminent risk of homelessness. Similarly, for those exiting the criminal justice system, many are at-risk of homelessness. Providers around the country are finding that rapid re-housing can be an effective intervention to help young people experiencing homelessness. These providers are using the same core components of rapid re-housing as adult rapid re-housing programs: housing identification, rent and move-in assistance, and case management and services, but tailoring each component according to where young people are in their life journeys.

To address the potential homelessness youth, in partnership with the Continuum of Care, and agencies such The Bridge of Central Massachusetts, South Middlesex Opportunity Council and LUK, Inc., resources targeting include but not limited to youth who are at risk of aging out of the foster care system without permanency or who have aged out. This collaboration continues to formalize working relationships between these organizations to provide comprehensive and outcomes-oriented services for youth and young adults who are or have been involved in the state systems who are facing barriers to stability as

young adults.

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

In the spring of 2018, City Manager Edward M. Augustus Jr. established and is Chair to a 28-member task force that meets quarterly to continue the ongoing examination of the community's needs and resources to address adult chronic homelessness. The Task Force's ultimate goal is to develop a plan for actions and resources to sustain a long-term system of permanent supportive housing in the city

The City's Plan to Address Homelessness strives to expand on the successful "housing first" model which moves away from extensive and costly shelter stays and to focus on homeless prevention to stabilize vulnerable individual adults, families, youth and young adults. The City's ultimate goal is to quickly stabilize those in our community who are homeless so they can ultimately obtain safe and affordable permanent housing. The City recognizes the need to develop units for individuals and families through innovative strategies including rehabilitating existing housing stock along with furthering efforts to prevent homelessness, and improve the delivery of comprehensive service strategies that address the health, employment, and long term self sufficiency skills targeted to specific populations struggling with homelessness and other special needs.

All HUD-funded programs include financial eligibility criteria and are targeted to very low-income and extremely low income households. Local providers such as the Bridge of Central Massachusetts offer essential services to prevent homelessness and work closely with Individuals (include chronically homeless individuals) and families, families with children, unaccompanied youth ages 18 - 24 (with a particular emphasis on LGBTQIA+ youth), and individuals with dually diagnoses mental health and addiction challenges

ESG Rapid ReHousing funds provide short term and medium term rental assistance as well as housing relocation and stabilization services. Rapid rehousing funds throughout the program year..

HOPWA funds focus on stabilization in the transition to permanent housing by providing supportive services to 130 individuals with an HIV/AIDS diagnosis in the Worcester Eligible Metropolitan Service Area. HOPWA programs for Tenant Based Housing Assistance and supportive services focused on the attainment of permanent housing through mobile vouchers. Additional permanent housing was facilitated through facility-based programs and Permanent Housing Placement rental start-up assistance.

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

### **Actions taken to address the needs of public housing**

The Worcester Housing Authority (WHA) owns and manages approximately 3,000 Public Housing (PH) units and administers 3,934 housing vouchers in its federal Housing Choice Voucher and state MRVP programs as well as managing the properties and programs of the Holden Housing Authority through a Management Agreement. This year the WHA procured a property wide Feasibility Study completed by EJP Consulting that reviewed the financial status of each property and supplied alternative approaches to maintain the long term affordability of each program.

The WHA previously completed an annual redevelopment plan for its public housing portfolio investment exceeded \$4.5 million dollars. This redevelopment plan included concrete repairs, sidewalk repairs, and major landscape work as well as roof replacement, elevator replacement at two locations and energy conservation measures. In addition to these improvements, the WHA is replacing floors and kitchens at some of its family developments. WHA continues to address the needs of public housing tenants and applicants through reasonable accommodation requests.

The success of the WHA Transitional Housing Program continues to be recognized by the Worcester community. All participants of this program are referred to the WHA from state funded homeless shelters and are provided with opportunities to get their lives back on track; having successful and enriched lives. Through the dedication of the case manager, participants are provided with an array of services tailored to their individual needs. Many participants who have benefited from this program have transitioned into conventional tenancies with the WHA, moved on into jobs and careers and have relinquished their dependency on public assistance and services as a means of survival. Over the past few years, the WHA has developed and implemented a self sufficiency program called "A Better Life". This program provides intensive case management to families. The program requires that all adult household members go to work, attend school or perform community service for a minimum of 30 hours a week. The comprehensive case management focuses on five major areas: education, employment, health, finances and family challenges.

### **Actions**

The WHA provides housing opportunities for men in recovery through its New Beginnings program. New Beginnings is a sober living program designed for men who want to live and enjoy life in a drug and alcohol free environment. Accountability is a common value that needs to be shared by all who participate in the program. This is a zero tolerance program and all residents will be responsible for maintaining a clean and sober lifestyle. Applicants are referred to the WHA from a community partner specializing in substance abuse recovery. Acceptance into New Beginnings is contingent upon two simple conditions; a desire to live in a drug and alcohol free setting and adherence to the program guidelines. The maximum stay in the program is 24 months and each participant is required to work or volunteer a minimum of 30 hours a week, regularly attend AA or NA meetings, undergo random toxicology screenings and adhere to an individual service plan. After a year, successful program

participants have an opportunity to transition into a conventional apartment with the WHA. Additionally, the WHA implemented a ROSS (Resident Opportunities and Self-Sufficiency) program in both their family and elderly developments. This program is targeted for residents that are not interested in ongoing case management services but are in need of assistance for a particular matter. Many residents serviced by ROSS, are in need of support completing important documents, interpretation services, referrals or connection with local agencies for assistance. This has been a tremendous support for elder residents, in particular, those without support systems, language barriers or other social barriers that may prevent residents from identifying the resources available to them.

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

The WHA continues its mission in providing decent, safe and affordable housing for low income people; economic and educational opportunities to promote and sustain an environment in which families can achieve self sufficiency and improve their quality of life. Through various self sufficiency programs, the WHA provides its resident with opportunities in employment, job training and education. Through its "Step Up" Apprenticeship and Clerical Apprenticeship programs, the WHA has provided many residents with an opportunity of gaining meaningful employment, some for the first time in their lives. The WHA continues to believe that education is the key to success and GED and ESL classes are held on site, as well as two computer and homework centers in an effort to promote the importance of education. Additionally, WHA continued the Family Self Sufficiency (FSS) program to assist families with the transition from renting to home ownership. FSS participants are provided assistance with resources and referrals for credit counseling, banking information and their escrow accounts and may use these funds as a resource to help with down payments and/or closing costs or other expenses related to the purchase of a new home. The WHA has long realized that a portion of its success is dependent upon the satisfaction of its residents. Continuing its efforts in fostering partnerships with them, the WHA has encouraged the formation and organization of tenant organizations. These recognized tenant organizations are the conduit through which ideas and issues are presented to the WHA administration and through which policy, operational and program changes and enhancements are presented to its residents. The Executive Director meets monthly with the WHA Jurisdiction wide Resident Council to discuss policy changes, program implementation and other areas of the WHA operation that have a direct effect on the people it serves. The WHA recognizes and appreciates the knowledge, life experiences and ideas that it receives from its resident population. CAPER 25 OMB Control No: 2506-0117 (exp. 06/30/2018)

Keeping its communities safe and crime free is the Worcester Housing Authority's first priority. To be successful, the WHA needs to rely on partnerships with the Worcester Police Department and its residents. To that end, the WHA has 15 active Crime Watch groups that represent 15 of its largest communities. All of its Crime Watch groups meet regularly and are attended by key WHA personnel, members of the WPD and tenant leaders. Representatives from City government, the District Attorney's office and other agencies also attend. These meetings are open to any resident of the WHA.

The WHA will continue in its proactive approach in providing decent, safe affordable housing and be innovative in its programming and services that it provides its residents. It will also explore new opportunities that will hopefully increase the numbers of affordable housing opportunities for its residents and the community at large.

### **Actions taken to provide assistance to troubled PHAs**

The Worcester Housing Authority (WHA) was not classified as a troubled Public Housing Authority (PHA), but was classified as a High Performing PHA during the reporting program year by the U.S. Department of Housing & Urban Development (HUD).



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

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

The City of Worcester continues to work on addressing barriers to affordable housing. The City of Worcester is firmly committed to creating an environment where its residents have equal access to the housing of their choice and fair housing laws are respected. The City's Office of Human Rights and Disabilities works to eliminate bias, bigotry, and prejudice through outreach, education, mediation, and advocacy. Its goal is to ensure that all Worcester residents and visitors of all abilities have access to programs and services by providing information and referral, advocacy, outreach and educational programs.

### **Worcester Fair Housing Project (WFHP)**

The Worcester Fair Housing Project (WFHP), a joint project between Community Legal Aid (CLA) and the City of Worcester, provides advice and representation to anyone in Worcester County who has been the victim of housing discrimination. The WFHP has assisted clients in a range of discrimination claims, including racial harassment, refusal to rent due to family status, refusal to remove lead paint, interference with housing subsidies, and discrimination based on disability.

In addition to litigation, the WFHP conducts education workshops on fair housing laws for tenant groups, social service providers, landlords, and other community members. The WFHP also trains civil rights investigators to "test" whether housing discrimination is occurring in the county, to support litigation or promote equitable settlements for project clients.

The Worcester Fair Housing Project's work plan consists of intake, investigation, enforcement, education, and outreach activities. For its intake component, the Project will take 360 complaints by persons who have experienced discrimination in their search for housing, their efforts to maintain their current housing, or their attempts to access affordable housing programs. For its testing component, the Project will recruit and train 55 new testers and will perform a total of 150 complaint-based and audit paired tests. For its enforcement component, the Project will assess the 360 complaints it receives; assist 90 clients requesting reasonable modifications or accommodations; obtain favorable pre-filing closings in 45 cases; litigate 45 cases and reach successful resolutions in 30 of those cases; mediate 12 cases and reach successful resolution in 9 of them; and monitor 15 settlement agreements. For its education and outreach component, the Project's staff, including employees of CLA and the City of Worcester, will conduct fair housing workshops throughout the region; conduct fair housing trainings for the City of Worcester's Human Rights Commissioners and for CLA employees; publicize the Project in various media outlets; and create and distribute brochures and posters about classes protected under the Fair Housing Act. Much of this work was made possible through the HUD Fair Housing Initiatives Program (FHIP), which partners organizations with HUD to help people identify government agencies that handle complaints of housing discrimination. In addition to funding organizations that provide

direct assistance to individuals who feel they have been discriminated against while attempting to purchase or rent housing, FHIP also has four initiatives that promote fair housing laws and equal housing opportunity awareness through competitive grants to eligible organizations.

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

Challenges to meeting underserved needs in the past year stemmed primarily from increasing demand for program activities combined with decreasing amounts of funding. In order to maximize efficiency and achieve a greater impact, the City's Executive Office of Economic Development conducts funding overview and technical assistance workshops for parties interested in applying for HUD entitlement funds through CDBG, HOPWA, and ESG in the Fall of each year. These annual workshops are designed to focus and facilitate discussion with interested parties in order to define the key social service issues and community needs in Worcester, to identify gaps in service, and to brainstorm potential strategies to address needs and gaps. The workshops are also designed to foster dialogue among agencies/departments to enhance collaboration and the sharing of information.

The City of Worcester partners with Ascentria Care Alliance to provide language bank services for more than 90 different languages - significantly improving access to city services for people with Limited English Proficiency (LEP). The contract with Ascentria provides for interpreters to be available either onsite or by telephone for City employees interacting with the public - including at City Hall and on site during situations like code inspections and public safety situations. This policy is part of a larger effort by the City Manager and numerous City departments to make municipal government more inclusive, diverse and reflective of the community it serves.

The language policy will ensure meaningful communication between LEP persons and the City by providing for interpretation and translation services at no cost to the LEP person being served. Communication services will also be provided for information contained in private documents, including applications, statements, ordinances and relevant forms. Written translation will also be provided for vital documents, including consent and complaint forms, applications for programs, activities or to receive city government benefits or services, etc.

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

The Worcester Lead Abatement Program was awarded a \$5.6 million Lead Hazard Reduction Control Grant from the HUD Office of Healthy Homes in 2019 for the lead paint and soil abatement of low income and very low income housing units, as well as the provision of primary prevention services in the form of outreach and education to low- and moderate-income families with children under age six. The City plans to continue these efforts through subsequent rounds of HUD Healthy Homes funding, and anticipates addressing lead-based paint hazards in 72 housing units over the next year. Previously the city had a \$3.71 million 2015 LHRD grant from HUD.

The City's Housing Development Division (HDD) administers the Worcester Lead Abatement Program that can provide up to \$10,000 per unit to assist with lead abatement in approved properties with low-to moderate-income tenants. HDD also coordinates the Massachusetts "Get the Lead Out" loan program funded by MassHousing for additional abatement assistance over the \$10,000 per unit threshold.

In addition, any CDBG funded housing rehabilitation project over \$25,000 will be delead in conjunction with the rehabilitation activities to take place. For projects between \$5,000 and \$24,999, a lead report will be obtained prior to rehabilitation work taking place.

At the completion of the 2015 LHRD grant cycle, the city had assessed 314 units for lead hazards and completed deleading in 269 units of Low/Moderate Income Housing totaling \$3,350,619 in HUD Lead funding as well as using CDBG funding in the amount of \$356,633 as match funding. The 2019 LHR grant cycle aims to assess 300 units for lead hazards and to delead 250 units of housing before 2023.

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

Given the high proportion of residents living in poverty, the City focuses on using its HUD entitlement program funds for initiatives and projects that provide the maximum benefit to very low, low and moderate income individuals and households. The City's anti-poverty strategy seeks to support programs that provide job and life skills training and other advancement opportunities, and is part of a coordinated effort to create jobs and improve the local economy. This two-pronged approach helps families achieve and maintain economic security and self-sufficiency. In addition, the Executive Office of Economic Development (EOED) continues coordinating with the Central Massachusetts Workforce Investment Board (CMWIB) around programs and initiatives that support the City's goal of reducing poverty.

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

In July of 2014, the Worcester City and County Continuum of Care (CoC) formed its Board, which is the primary planning and decision making body on homeless assistance in Worcester County. The Board consists of committees for HMIS Data collection, Program Outcomes and Monitoring, Mainstream Resources, Veterans, and Coordinated Entry. The Program Outcomes and Monitoring Committee is chaired by a representative from the City of Worcester's Department of Health & Human Services, and has set in motion the development of system performance measures that will better institutionalize monitoring, evaluation, and progress towards ending homelessness in Worcester and Worcester County. Coordinated Assessment & Entry for Homeless Persons is convened by the Central Massachusetts Housing Alliance, Inc. (CMHA), the lead agency for the Worcester City and County Continuum of Care (CoC) in partnership with the City of Worcester and CoC-funded agencies. The purpose of the Coordinated Entry system is to improve the quality of the CoC and greater Worcester's homeless housing and service system, and to improve outcomes for individuals and families in the continuum that are threatened with or experiencing homelessness. Two Work Groups convene weekly to develop the coordinated entry policy, with one group focused on the needs of homeless families and the other on homeless individuals (including veterans and their families, and unaccompanied youth). The work groups implement processes that prioritize individuals and families with the greatest needs (especially chronically homeless households) for housing and service assistance, and attempt to minimize barriers to entry because of lack of employment or income, drug or alcohol use, or having a criminal record. The City and the CoC encourage a Housing First model, but recognize that some housing and service resources are required by funding agencies or providers to give preferences to certain populations

including sub groups determined by age, disability, or gender. The Coordinated Entry system ensures appropriate access to housing based on individual needs and assessments, and promotes effective referrals and partnerships throughout the homeless services system.

Finally, the Homeless Management Information System (HMIS) is additionally managed by the Central Massachusetts Housing Alliance, Inc. (CMHA) and supported in part by ESG dollars. The HMIS allows for streamlined data collection among ESG and CoC-funded entities. These data have been used, in addition to annual and quarterly point-in-time counts, to track the number of homeless individuals and families both sheltered and unsheltered throughout Worcester County. These data have been critical in the resource allocation process, as resources have been strategically allocated to areas of highest need within the homeless services system.

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

The Executive Office of Economic Development (EOED) works to foster strong relationships and enhance cooperation and coordination between public and private service and housing providers. Development of the Consolidated Plan benefitted from input from a broad range of stakeholders who contributed through interviews and focus groups, in addition to those who were represented at public meetings and hearings. Entities participating in the process included agencies and groups with expertise in areas such as housing, youth services, case management, mental health, education, employment assistance, basic needs, and health services. As a means of gaining input, individual and group consultations were held in the fall of 2016 with providers of public and affordable housing, and services for homeless, special needs, and low-income populations. The workshops was designed as focus and update groups to discuss what each agency defines as the key homeless and social service issues in Worcester, to identify gaps in service, and to brainstorm potential strategies to address needs and gaps. The workshops were also designed to foster dialogue among agencies/departments to enhance collaboration and the sharing of information.

The City of Worcester actively participates in ongoing efforts to enhance coordination with private industry, businesses, developers, and social service agencies in order to foster economic development. EOED, through the Business Assistance Division, plays a leadership role in the Worcester Business Resource Alliance (WBRA), a centralized network of business professionals, technical assistance providers, lenders, and community development organizations that collectively provide services to entrepreneurs and small business owners and managers. EOED also meets regularly with neighborhood business associations, and coordinates with the Worcester Regional Chamber of Commerce and Worcester Business Development Corporation. At the state level, EOED has strong partnerships with the Mass. Office of Business Development and MassDevelopment, as well as relationships with the Massachusetts Life Sciences Center and the Massachusetts Manufacturing Extension Partnership (MassMEP).

#### **Refugee Resettlement**

Worcester is Massachusetts' top destination for resettlement for persons escaping persecution in their countries of origins. In response to growing recognition about the specific impediments faced by refugee populations in housing, the City of Worcester established the Worcester Refugee Housing Working

Group. Attendees of this working group include:

- City departments that work on different aspects of housing, such as the Housing Division of Economic Development, Inspectional Services, and the Office of Human Rights;
- the Attorney General's Office;
- the three resettlement agencies in Worcester;
- Community Legal Aid; and
- an assortment of other non-profit agencies and community members.

#### **coordination cont.**

The working group stated mission is: to support safe, sustainable and welcoming short and long term housing needs of refugees in the City of Worcester. Working group meetings are an opportunity to share and collaboratively work together to solve housing challenges such as rental discrimination, public health, sanitation and environmental/healthy homes concerns, and obstacles to long term affordable housing. Beyond the unquantifiable impact that the information and resource sharing between member agencies of this working group has had, the working group has also resulted in numerous know your rights, research and advocacy initiatives. The working group, for example, has organized multiple trainings for refugees and agency staff at Ascentria Care Alliance in order to discuss fair housing, code enforcement, and affordable housing options in Worcester. The working group has also partnered with the Clark University Department of International Development, Community & Environment for the 2017-2018 academic year on a research project examining refugee housing trends and housing (in)stability beyond the 90-day initial resettlement period. The Worcester Fair Housing Project, a grant project between the City and Community Legal Aid, has also played a central role in doing outreach to non-profits, churches, healthcare facilities, and other community spaces in Worcester to disseminate information about fair housing.

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

##### Mortgage Lending and Foreclosure

During ConPlan Year Two, 25 persons received down payment assistance to purchase a home. The program is designed to lower the barriers to homeownership and make sure applicants are prepared for homeownership through required attendance of a HUD approved counseling program to ensure successful home ownership.

##### Affordable Housing Distribution

Multiple development projects in the HOME Program encourage mixed-income housing and mixed income neighborhoods, including encouraging market-rate development in low-income areas and creating and preserving affordable housing units in areas of the city where they are currently scarce – particularly where strong neighborhood amenities are available such as schools, parks and shopping. The affordable housing projects also address ConPlan Goals 1, 2, 3, 8, & 9.

##### Housing Cost Burdens

Assistance was provided during the year to 88 persons to assist with energy improvements, reduce lead hazards allowing rental of units, and repair of code violations. The different approaches these programs take allow the burdens of housing costs to be reduced and allow affordable, safe, and decent units to be provided in the City of Worcester.

These actions address ConPlan Goals 1, 2, 3, 8, & 9.

## **CR-40 - Monitoring 91.220 and 91.230**

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

The City of Worcester has an internal management plan to assure the proper and compliant implementation of the Strategic Plan and the Annual Plan activities. Procedures have been put in place to assure proper compliance with all program requirements for the CDBG, HOME, HOPWA, and ESG entitlements.

Project managers are responsible for monitoring their assigned projects and activities. Priority is given to new projects or organizations. Monthly “desk audits” of grant subrecipients’ programs allow project managers a chance to track the timeliness of expenditures and the status of program outcomes, through subrecipient Project Cash Requests (PCR) documentation. Additionally on-site monitoring provides an opportunity for staff members to ensure subrecipients are in compliance with Federal regulations and are actively working to achieve the objectives outlined in their grant agreements and the Annual Action Plan. Site visits also allow subrecipients to receive technical assistance and provide feedback about program administration. By carefully examining subrecipients’ performance through desk audits and onsite monitoring, the City can conduct a risk assessment to identify which subrecipients require more comprehensive monitoring. High-risk sub-recipients might include those new to the CDBG, HOME, ESG, or HOPWA programs, those who experienced turnover in key staff positions or a change in goals or direction, those with previous compliance or performance problems including failure to meet schedules, submit timely reports, or clear monitoring or audit findings, and those undertaking multiple CDBG, HOME, ESG, or HOPWA funded activities for the first time.

An on-site monitoring schedule is prepared based on this risk assessment. First, the assigned monitor will contact the agency to explain the purpose of monitoring and schedule a date and time for the onsite visit. Once this is completed, a confirmation letter is sent before the scheduled visit to confirm all aspects of the monitoring and to explain what can be expected.

During the actual visit, a thorough review of the subrecipient’s files ensures they comply with all regulations governing their administrative, financial and programmatic operations and that they are achieving their performance objectives within schedule and budget. A clear written record of the on-site visit is kept by using one or more of the City of Worcester/HUD monitoring checklists. The assigned monitor will fill out the form during the visit. At the end of the visit, the monitor concludes the visit by reviewing the tentative conclusions from the monitoring. Once the on-site visit is completed, the monitor prepares a formal written letter describing the results of the visit, providing recognition of the subrecipient’s strengths and weaknesses. If the subrecipient is experiencing problems or is failing to comply with regulations, these issues will be specifically outlined in the monitoring follow-up letter, along with recommendations or requirements to address and rectify problems. If a concern or finding is issued for noncompliance with Federal rules and regulations, the monitoring follow-up letter will

provide recommendations on how the situation can be remedied. When a finding is issued, the monitoring follow-up letter will identify a deadline for when the specific issues must be corrected. The monitor will then follow-up with the organization to make sure the corrections have been made.

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

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

The Five (5) Year Consolidated Plan and the subsequent annual action plans helped to inform the fifth year (2019-2020) annual action plan outreach/funding recommendation process. In addition, after the announcement of the availability of Request for Proposals (RFP) for fifth year action plan funding through CDBG, HOPWA, and ESG, a Community Needs Public Hearing was held in January 2019 at City Hall to review and assess updated needs information received through workshops and any additional community input.

The Community Development Advisory Committee (CDAC), has traditionally served as the formal citizen body that provides input on funding applications submitted as part of the city's CDBG RFP process. The CDAC is a citizen advisory committee comprised of ten members, with two from each of Worcester's five council districts. This year, the CDAC met seven times from October 2018 through March 2019 to review and evaluate the CDBG proposals and listen to presentations and ask questions of all of the Public Services, Public Facilities and Improvements, and City Interdepartmental applicants that submitted proposals in response to the RFP.

#### **Citizens Comment**

Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports. This draft of the proposed Consolidated Annual Performance Evaluation Report (CAPER) for July 1, 2019 through June 30, 2020 was released for citizen review and comments as advertised in the Worcester Telegram & Gazette on December 8, 2020 for a 15-day public comment period from December 9, 2020 through December 23, 2020. The Draft CAPER was also made available during regular business hours between 8:30 a.m. and 5:00 p.m., Monday through Friday at one or more of the following locations: 1. Neighborhood Development Division, 455 Main Street, Worcester, MA 01608; 2. The City of Worcester website, Neighborhood Development Division documents page. There were no comments received from the public during the above-referenced 15-day public comment period with regard to the proposed draft Consolidated Annual Performance Evaluation Report (CAPER) reporting on Fifth Year of the 2015-2020 Consolidated Plan: 7/1/2019 – 6/30/2020.



**CR-45 - CDBG 91.520(c)**

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

The City of Worcester's fourth year action plan year funds were not modified.

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

No

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

n/a

## **CR-50 - HOME 91.520(d)**

### **Include the results of on-site inspections of affordable rental housing assisted under the program to determine compliance with housing codes and other applicable regulations**

Please list those projects that should have been inspected on-site this program year based upon the schedule in §92.504(d). Indicate which of these were inspected and a summary of issues that were detected during the inspection. For those that were not inspected, please indicate the reason and how you will remedy the situation.

### **Provide an assessment of the jurisdiction's affirmative marketing actions for HOME units. 92.351(b)**

City of Worcester shall require all rental and homebuyer projects/programs containing five (5) or more HOME-assisted housing units to develop and follow affirmative marketing procedures. The affirmative marketing procedures must be approved by City of Worcester prior to marketing any HOME-assisted housing unit. The affirmative marketing procedures must continue throughout the period of affordability and must contain the following:

- Targeting: Identify the segments of the eligible population which are least likely to apply for housing without special outreach efforts.
- Outreach: Outline an outreach program which includes special measures designed to attract those groups identified as least likely to apply and other efforts designed to attract persons from the total population.
- Indicators: State the indicators to be used to measure the success of the marketing program as well as the manner and frequency in which those indicators will be reviewed.
- Staff Training: Demonstrate the capacity to provide training and information on fair housing laws and objectives to staff.
- Projects/Programs are required to make a good faith effort to carry out the provisions of their approved affirmative marketing procedures. Good faith efforts are documented activities such as:
  - Advertising in print and electronic media that is used and viewed or listened to by those identified as least likely to apply.
  - Marketing housing to specific community, religious or other organizations frequented by those least likely to apply.
  - Developing a brochure or handout that describes the facility and any services to be provided as well as the accessibility for persons with physical disabilities.

- Insuring that the sales/management staff has read and understands the Fair Housing Act and the purpose and objectives of the affirmative marketing procedures.

In addition, all programs/projects should use the Equal Housing Opportunity logo on-site or slogan in press releases and advertisements and display a fair housing poster in their management office. The program/project must keep files documenting affirmative marketing efforts which will include: copies of correspondence, public advertisements, lists of areas in which flyers have been distributed, contacts with other Equal Opportunity agencies, and any other relevant documents.

During the routine HOME monitoring visits, City of Worcester has reviewed the affirmative marketing files as well as the indicators that the program/project used to measure the success of the affirmative marketing procedures. City of Worcester will indicate any corrective action that is required in the City's monitoring report.

In the event that a project/program violates the City of Worcester Affirmative Marketing Policy, City of Worcester will counsel the owner about the proper program procedures to ensure future compliance. If there is a second incidence of noncompliance, or in any event of willful noncompliance, the owner will be required to seek counseling from the City of Worcester Fair Housing Center. Upon further noncompliance, the owner will be barred from future participation in City of Worcester HUD-funded programs and face possible foreclosure of the lien.

The City of Worcester's HOME program will also require that property owners market available units to low-income residence through the Worcester Housing Authority. The WHA has partnered with [www.Gosection8.com](http://www.Gosection8.com), which provides an enhanced program to list rental properties on line. Listings are available to potential Housing Choice Voucher tenants seeking apartment units, duplexes or single-family homes in the private market in the City of Worcester. Like the Neighborworks Homeownership website, [www.Gosection8.com](http://www.Gosection8.com) will help to market available units further to regional rental prospects.

**Refer to IDIS reports to describe the amount and use of program income for projects, including the number of projects and owner and tenant characteristics**

This year there was no program income used for projects.

**Describe other actions taken to foster and maintain affordable housing. 91.220(k) (STATES ONLY: Including the coordination of LIHTC with the development of affordable housing). 91.320(j)**

Worcester is currently at 9,977 Subsidized Housing Inventory Units, which is 13.4%. With 9,977 Subsidized Housing Inventory Units, this places Worcester 3rd in the State behind Boston and Springfield for the most Subsidized Housing Inventory available to the Community. Worcester has more subsidized housing inventory than the top 11 Subsidized Housing Inventory producing Cities & Towns in Worcester County Combined (Fitchburg - 1486, Leominster - 1456, Gardner - 1356, Westborough - 974, Shrewsbury

- 860, Webster - 722, Milford - 708, Northborough - 610, Clinton - 549, Southbridge - 499, & Southborough 472). The 13.4% is actually higher as the State only counts units which have a long term affordability (30 years or more). Some of the units which are currently affordable, but wouldn't make the list are units where long term affordability wouldn't make sense. These include First time home buyers and units which receive smaller amounts for rehab to make sure units are in compliance with code violations. The direct benefit to the owner is making units more affordable through a grant or for a renter to occupy a safe unit, free of code violations, and affordable according to the HUD rental limits. All the HOME program funds less 10% for grantee program admin and about 20-25% on average of CDBG funds sub-granted to the Executive Office of Economic Development – Housing Division create or maintain affordable units throughout the City of Worcester. Over the last year 23 units of affordable housing have come online, with a commitment of at least 44 more units in the next 2-3 years.

**CR-55 - HOPWA 91.520(e)**

**Identify the number of individuals assisted and the types of assistance provided**

Table for report on the one-year goals for the number of households provided housing through the use of HOPWA activities for: short-term rent, mortgage, and utility assistance payments to prevent homelessness of the individual or family; tenant-based rental assistance; and units provided in housing facilities developed, leased, or operated with HOPWA funds.

<b>Number of Households Served Through:</b>	<b>One-year Goal</b>	<b>Actual</b>
Short-term rent, mortgage, and utility assistance payments	66	29
Tenant-based rental assistance	6	11
Units provided in transitional housing facilities developed, leased, or operated with HOPWA funds	30	
Units provided in permanent housing facilities developed, leased, or operated with HOPWA funds	0	10
<b>Total</b>	<b>102</b>	<b>50</b>

**Table 14 – HOPWA Number of Households Served**

**Narrative**

Please see attached HOPWA CAPER for additional details and information.

**CR-60 - ESG 91.520(g) (ESG Recipients only)**

**ESG Supplement to the CAPER in *e-snaps***

**For Paperwork Reduction Act**

**1. Recipient Information—All Recipients Complete**

**Basic Grant Information**

**Recipient Name** WORCESTER  
**Organizational DUNS Number** 065782578  
**EIN/TIN Number** 046001418  
**Identify the Field Office** BOSTON  
**Identify CoC(s) in which the recipient or subrecipient(s) will provide ESG assistance** Worcester City & County CoC

**ESG Contact Name**

**Prefix** Mr

CAPER

**First Name** James  
**Middle Name** A  
**Last Name** Brooks  
**Suffix** 0  
**Title** Director of Housing Development

**ESG Contact Address**

**Street Address 1** 455 Main St.  
**Street Address 2** 0  
**City** Worcester  
**State** MA  
**ZIP Code** 01608-  
**Phone Number** 5087994100  
**Extension** 31427  
**Fax Number** 0  
**Email Address** brooksj@worcesterma.gov

**ESG Secondary Contact**

**Prefix**  
**First Name**  
**Last Name**  
**Suffix**  
**Title**  
**Phone Number**  
**Extension**  
**Email Address**

**2. Reporting Period—All Recipients Complete**

**Program Year Start Date** 07/01/2019  
**Program Year End Date** 06/30/2020

**3a. Subrecipient Form – Complete one form for each subrecipient**

**Subrecipient or Contractor Name:** WORCESTER  
**City:** WORCESTER  
**State:** MA  
**Zip Code:** 01608,  
**DUNS Number:** 065782578  
**Is subrecipient a victim services provider:** N  
**Subrecipient Organization Type:** Unit of Government  
**ESG Subgrant or Contract Award Amount:** 304864.64

**Subrecipient or Contractor Name:** SOUTH MIDDLESEX OPPORTUNITY COUNCIL INC

**City:** Framingham

**State:** MA

**Zip Code:** 01702, 8313

**DUNS Number:** 030806830

**Is subrecipient a victim services provider:** N

**Subrecipient Organization Type:** Other Non-Profit Organization

**ESG Subgrant or Contract Award Amount:** 160184.01

**Subrecipient or Contractor Name:** CENTRAL MASSACHUSETTS HOUSING ALLIANCE INC

**City:** Worcester

**State:** MA

**Zip Code:** 01609, 2706

**DUNS Number:** 152234865

**Is subrecipient a victim services provider:** N

**Subrecipient Organization Type:** Other Non-Profit Organization

**ESG Subgrant or Contract Award Amount:** 15000

**Subrecipient or Contractor Name:** Veterans, Inc.

**City:** Worcester

**State:** MA

**Zip Code:** 01605, 2600

**DUNS Number:** 941967796

**Is subrecipient a victim services provider:** N

**Subrecipient Organization Type:** Other Non-Profit Organization

**ESG Subgrant or Contract Award Amount:** 22678.98

**Subrecipient or Contractor Name:** The Bridge of Central MA

**City:** Worcester

**State:** MA

**Zip Code:** 01602, 3414

**DUNS Number:** 097451108

**Is subrecipient a victim services provider:** N

**Subrecipient Organization Type:** Other Non-Profit Organization

**ESG Subgrant or Contract Award Amount:** 92273

**Subrecipient or Contractor Name:** Restorer of Broken Bridges Church

**City:** Worcester

**State:** MA

**Zip Code:** 01608, 2022

**DUNS Number:** 069933726

**Is subrecipient a victim services provider:** N

**Subrecipient Organization Type:** Other Non-Profit Organization

**ESG Subgrant or Contract Award Amount:** 724140.4



## CR-65 - Persons Assisted

### 4. Persons Served

#### 4a. Complete for Homelessness Prevention Activities

Number of Persons in Households	Total
Adults	0
Children	0
Don't Know/Refused/Other	0
Missing Information	0
<b>Total</b>	<b>0</b>

Table 16 – Household Information for Homeless Prevention Activities

#### 4b. Complete for Rapid Re-Housing Activities

Number of Persons in Households	Total
Adults	0
Children	0
Don't Know/Refused/Other	0
Missing Information	0
<b>Total</b>	<b>0</b>

Table 17 – Household Information for Rapid Re-Housing Activities

#### 4c. Complete for Shelter

Number of Persons in Households	Total
Adults	0
Children	0
Don't Know/Refused/Other	0
Missing Information	0
<b>Total</b>	<b>0</b>

Table 18 – Shelter Information

#### 4d. Street Outreach

Number of Persons in Households	Total
Adults	0
Children	0
Don't Know/Refused/Other	0
Missing Information	0
<b>Total</b>	<b>0</b>

Table 19 – Household Information for Street Outreach

#### 4e. Totals for all Persons Served with ESG

Number of Persons in Households	Total
Adults	0
Children	0
Don't Know/Refused/Other	0
Missing Information	0
<b>Total</b>	<b>0</b>

Table 20 – Household Information for Persons Served with ESG

#### 5. Gender—Complete for All Activities

	Total
Male	0
Female	0
Transgender	0
Don't Know/Refused/Other	0
Missing Information	0
<b>Total</b>	<b>0</b>

Table 21 – Gender Information

## 6. Age—Complete for All Activities

	Total
Under 18	0
18-24	0
25 and over	0
Don't Know/Refused/Other	0
Missing Information	0
<b>Total</b>	<b>0</b>

Table 22 – Age Information

## 7. Special Populations Served—Complete for All Activities

### Number of Persons in Households

Subpopulation	Total	Total Persons Served – Prevention	Total Persons Served – RRH	Total Persons Served in Emergency Shelters
Veterans	0	0	0	0
Victims of Domestic Violence	0	0	0	0
Elderly	0	0	0	0
HIV/AIDS	0	0	0	0
Chronically Homeless	0	0	0	0
<b>Persons with Disabilities:</b>				
Severely Mentally Ill	0	0	0	0
Chronic Substance Abuse	0	0	0	0
Other Disability	0	0	0	0
Total (Unduplicated if possible)	0	0	0	0

Table 23 – Special Population Served

### Note

\*Note this section is blank as it has been replaced by reporting in the ESG SAGE System CAPER 2019 - 2020 attachment per HUDs Instructions.

## CR-70 – ESG 91.520(g) - Assistance Provided and Outcomes

### 10. Shelter Utilization

Number of New Units – Rehabbed	
Number of New Units – Conversion	
Total Number of bed - nighths available	73,930
Total Number of bed - nights provided	73,930
Capacity Utilization	

Table 24 – Shelter Capacity

### 11. Project Outcomes Data measured under the performance standards developed in consultation with the CoC(s)

Project Outcomes Data is measured by recording data by individual client or household. Subrecipients provide the unduplicated number of families/ persons that will benefit from the activity (output) and the cost to provide the service. Included is an assessment of the outcomes for the ESG projects, tracking, and follow-up services, which have also been developed in consultation with the CoC. The evaluation plan measures the agency’s progress in achieving the performance goals of achieving mainstream benefits, household income, and ensuring housing stability.

## CR-75 – Expenditures

### 11. Expenditures

#### 11a. ESG Expenditures for Homelessness Prevention

	Dollar Amount of Expenditures in Program Year		
	2017	2018	2019
Expenditures for Rental Assistance	9,450	174,227	71,450
Expenditures for Housing Relocation and Stabilization Services - Financial Assistance	0	0	0
Expenditures for Housing Relocation & Stabilization Services - Services	0	0	0
Expenditures for Homeless Prevention under Emergency Shelter Grants Program	0	0	0
<b>Subtotal Homelessness Prevention</b>	<b>9,450</b>	<b>174,227</b>	<b>71,450</b>

Table 25 – ESG Expenditures for Homelessness Prevention

#### 11b. ESG Expenditures for Rapid Re-Housing

	Dollar Amount of Expenditures in Program Year		
	2017	2018	2019
Expenditures for Rental Assistance	111,209	153,411	74,419
Expenditures for Housing Relocation and Stabilization Services - Financial Assistance	0	0	0
Expenditures for Housing Relocation & Stabilization Services - Services	0	0	0
Expenditures for Homeless Assistance under Emergency Shelter Grants Program	0	0	0
<b>Subtotal Rapid Re-Housing</b>	<b>111,209</b>	<b>153,411</b>	<b>74,419</b>

Table 26 – ESG Expenditures for Rapid Re-Housing

#### 11c. ESG Expenditures for Emergency Shelter

	Dollar Amount of Expenditures in Program Year		
	2017	2018	2019
Essential Services	112,295	165,313	204,201
Operations	0	0	0
Renovation	0	0	0
Major Rehab	0	0	0
Conversion	0	0	0
<b>Subtotal</b>	<b>112,295</b>	<b>165,313</b>	<b>204,201</b>

Table 27 – ESG Expenditures for Emergency Shelter

**11d. Other Grant Expenditures**

	Dollar Amount of Expenditures in Program Year		
	2017	2018	2019
Street Outreach	0	5,637	34,079
HMIS	7,500	14,863	14,989
Administration	40,018	34,124	28,948

Table 28 - Other Grant Expenditures

**11e. Total ESG Grant Funds**

Total ESG Funds Expended	2017	2018	2019
	280,472	547,575	\$428,089

Table 29 - Total ESG Funds Expended

**11f. Match Source**

	2017	2018	2019
Other Non-ESG HUD Funds	0	0	0
Other Federal Funds	0	338,536	338,536
State Government	466,123	349,860	1,022,584
Local Government	58,485	39,084	370,000
Private Funds	100,000	46,236	212,395
Other	0	49,087	0
Fees	12,910	57,690	0
Program Income	0	0	0
<b>Total Match Amount</b>	<b>637,518</b>	<b>880,493</b>	<b>1,943,515</b>

Table 30 - Other Funds Expended on Eligible ESG Activities

**11g. Total**

Total Amount of Funds Expended on ESG Activities	2017	2018	2019
	917,990	1,428,068	\$2,371,604

Table 31 - Total Amount of Funds Expended on ESG Activities