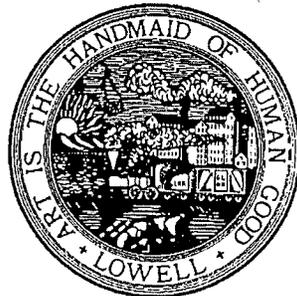


City of Lowell, Massachusetts

**Consolidated Annual Performance
and Evaluation Report
(CAPER)**

**for the HUD
CDBG, ESG, HOME and HOPWA Programs**

2018-2019 Program Year



**Office of the City Manager
Department of Planning and Development
JFK Civic Center, 50 Arcand Drive
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Draft

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.

The Lowell Continuum of Care (COC) has reviewed the Annual Homeless Assessment Report all CoC Program projects from October 1, 2017 through September 30, 2018. Over the 12 month period over 1,500 unduplicated individuals and family households were served living in emergency shelter and transitional housing projects. The CoC can identify individuals, families, youth and unsheltered persons with the longest length of time homeless within the jurisdiction through MA-HMIS data and through new coordinated entry system protocols created in part through a

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
DH-1.1	Affordable Housing	CDBG: \$ / HOPWA: \$ / HOME: \$ / ESG: \$	Rental units constructed	Household Housing Unit	10	0	0.00%	
DH-1.1	Affordable Housing	CDBG: \$ / HOPWA: \$ / HOME: \$ / ESG: \$	Homeowner Housing Added	Household Housing Unit	10	0	0.00%	
DH-1.1	Affordable Housing	CDBG: \$ / HOPWA: \$ / HOME: \$ / ESG: \$	Buildings Demolished	Buildings	0	0		1
DH-1.2	Affordable Housing Non-Homeless Special Needs	HOPWA: \$	Housing for People with HIV/AIDS added	Household Housing Unit	0	0		280

DH-1.2	Affordable Housing Non-Homeless Special Needs	HOPWA: \$	HIV/AIDS Housing Operations	Household Housing Unit	2750	0	0.00%	27
DH-1.3	Affordable Housing	CDBG: \$	Housing Code Enforcement/Foreclosed Property Care	Household Housing Unit	3500	0	0.00%	700
DH-1.4	Affordable Housing	CDBG: \$	Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	Households Assisted	0	0		50
DH-1.4	Affordable Housing	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	250	0	0.00%	
DH-2.1	Affordable Housing	HOME: \$	Direct Financial Assistance to Homebuyers	Households Assisted	275	0	0.00%	55
DH-2.2	Affordable Housing	CDBG: \$55000 / HOME: \$	Homeowner Housing Rehabilitated	Household Housing Unit	175	0	0.00%	11
DH-2.3	Affordable Housing	CDBG: \$ / ESG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	225	0	0.00%	35
DH-2.3	Affordable Housing	CDBG: \$ / ESG: \$	Homelessness Prevention	Persons Assisted	0	0		130
DH-2.4	Affordable Housing Homeless Non-Homeless Special Needs	HOPWA: \$	Housing for People with HIV/AIDS added	Household Housing Unit	0	0		54
DH-2.4	Affordable Housing Homeless Non-Homeless Special Needs	HOPWA: \$	HIV/AIDS Housing Operations	Household Housing Unit	140	0	0.00%	
EO-1.1	Economic Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	500	0	0.00%	30
EO-1.1	Economic Development	CDBG: \$	Businesses assisted	Businesses Assisted	0	0		30
EO-1.2	Economic Development	CDBG: \$	Businesses assisted	Businesses Assisted	95	0	0.00%	32

EO-1.3	Economic Development	CDBG: \$	Jobs created/retained	Jobs	250	0	0.00%	
EO-1.3	Economic Development	CDBG: \$	Other	Other	0	0		1
SL-1.1	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	3570	0	0.00%	666
SL-1.2	Non-Homeless Special Needs	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	32100	0	0.00%	3278
SL-1.3	Homeless	CDBG: \$ / ESG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	0		26876
SL-1.3	Homeless	CDBG: \$ / ESG: \$	Homelessness Prevention	Persons Assisted	37510	0	0.00%	
SL-1.4	Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	0		136
SL-1.4	Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	0		3031
SL-1.4	Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Other	Other	15	0	0.00%	
SL-2.1	Non-Housing Community Development	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	825	0	0.00%	5050
SL-3.1	Non-Housing Community Development	CDBG: \$	Other	Other	5	0	0.00%	5
SL-3.2	Non-Housing Community Development	CDBG: \$ / HOPWA: \$0 / HOME: \$0 / ESG: \$0	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	160000	0	0.00%	

SL-3.2	Non-Housing Community Development	CDBG: \$ / HOPWA: \$0 / HOME: \$0 / ESG: \$0	Other	Other	50	0	0.00%	6
SL-3.3	Non-Homeless Special Needs	CDBG: \$ / HOPWA: \$ / HOME: \$ / ESG: \$	Rental units constructed	Household Housing Unit	0	0		20
SL-3.3	Non-Homeless Special Needs	CDBG: \$ / HOPWA: \$ / HOME: \$ / ESG: \$	Buildings Demolished	Buildings	1	0	0.00%	

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.

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

Narrative

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	4,002,582	
HOME	public - federal	1,458,106	
HOPWA	public - federal	2,667,126	
ESG	public - federal	335,293	

Table 3 - Resources Made Available

Narrative

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
City of Lowell	97		Eligible activities in the City of Lowell
HOPWA MSA	65		Middlesex and Essex County

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.

Fiscal Year Summary – HOME Match	
1. Excess match from prior Federal fiscal year	0
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)	0

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 beginning of reporting period	Amount received during reporting period	Total amount expended during reporting period	Amount expended for TBRA
\$ 0	\$ 0	\$ 0	\$ 0
			Balance on hand at end of reporting period
			\$ 0

Table 7 – Program Income

Minority Business Enterprises and Women Business Enterprises – Indicate the number and dollar value of contracts for HOME projects completed during the reporting period						
	Total	Minority Business Enterprises				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
Contracts						
Dollar Amount	0	0	0	0	0	0
Number	0	0	0	0	0	0
Sub-Contracts						
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0
	Total	Women Business Enterprises	Male			
Contracts						
Dollar Amount	0	0	0			
Number	0	0	0			
Sub-Contracts						
Number	0	0	0			
Dollar Amount	0	0	0			

Table 8 - Minority Business and Women Business Enterprises

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						
	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

Relocation and Real Property Acquisition – 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	0	0
Number of Non-Homeless households to be provided affordable housing units	24	0
Number of Special-Needs households to be provided affordable housing units	1	0
Total	25	0

Table 11 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	24	0
Number of households supported through Rehab of Existing Units	6	0
Number of households supported through Acquisition of Existing Units	30	0
Total	60	0

Table 12 – Number of Households Supported

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

Overall the largest impact with housing and community development goals and outcomes has been the level of funding compared to the number of households in the need of assistance. The City continues to fund projects and activities that address the highest and greatest need within the community. Activities we conducted in FY 18-19 were to preserve existing affordable housing stock through homeowner rehabilitation and preventing slum/blight through code enforcement activities in targeted

areas as well as assisting with housing affordability. Code Enforcement Inspections, Housing Rehab, First Time Home Buyer Program, CHDO Activity.

Discuss how these outcomes will impact future annual action plans.

The City of Lowell will continue to make affordable housing a priority in its future Action Plans. Consistent with the current 2015 - 2020 Consolidated Plan and the future 2020-2025 Consolidated Plan. Entitlement grant funding will continue to support programs that assist first time homebuyers and maintain quality affordable housing units. Given the fiscal climate and dwindling resources at all levels of government and in the non-profit sector, as well as changes to housing regulations, it continues to be a challenge to reach annual housing goals. In preparation of future Annual Action Plans the City may consider changing its expectations for housing outputs. Future plans will also include more realistic timelines for project completion so that accomplishment goals are identified in the years they are anticipated to be reached

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.

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	0	0
Low-income	0	4
Moderate-income	0	4
Total	0	8

Table 13 – Number of Households Served

Narrative Information

In addressing priority housing needs in the City of Lowell it is crucial to highlight an action that is a driving factor in the City’s efforts to provide safe, clean and affordable housing to those in need. The City of Lowell has committed to using a combination of Consolidated Plan funds, Low Income Housing Tax Credits, project-based subsidies, and private funding to create affordable housing throughout the City

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

The Lowell Continuum of Care (CoC) has reviewed the Annual Homeless Assessment Report all CoC Program projects from October 1, 2017 through September 30, 2018. Over the 12 month period over 1,500 unduplicated individuals and family households were served living in emergency shelter and transitional housing projects. The CoC can identify individuals, families, youth and unsheltered persons with the longest length of time homeless within the jurisdiction through MA-HMIS data and through new coordinated entry system protocols created in part through a HUD CoC Program planning grant with Simtech Solutions. In addition to ensure that the most vulnerable individuals and families are identified, all CoC funded and non-funded homeless housing and services projects have recently begun using a weighted vulnerability assessment tool. The CoC attributes the reduction to programs including the Continuum of Care, Emergency Solutions Grant (ESG), Housing Choice Voucher, MA Rental Housing Vouchers, a Pay for Success/Social Impact Bond program (PFS), Veterans Affairs Supportive Housing vouchers (VASH), Lowell Housing Authority (LHA), Massachusetts Emergency Assistance (EA), HomeBase and Rental Assistance for Families in Transition (RAFT) rental assistance program and 24 units of permanent supportive housing for chronically homeless individuals.

Addressing the emergency shelter and transitional housing needs of homeless persons

The CoC continues established protocols that consider the severity of needs and vulnerabilities of participants that are, or will be, served by the CoC in emergency shelter and transitional housing. Lowell uses a weighted measure tool based on a severity ranking to determine participant vulnerabilities. It is a standard vulnerability index assessment tool, created by the MA Department of Housing and Community Development to help ensure that those homeless with the most severe service needs are prioritized for housing first. The tool meets HUD goals to identify histories of high utilization of crisis services including emergency department, jails, detox and psychiatric facilities and/or those with significant health, behavioral health challenges or functional impairments which require a significant level of support in order to maintain permanent housing. In addition to achieve the goal of ending homelessness, as described in Opening Doors, the Lowell CoC also employs a larger set of mainstream resources available through other federal, state, and local programs that serve low-income families and individuals. Other mainstream resources include: TANF, Medicaid/MassHealth, and Housing Choice vouchers, provide housing, health care, income supports, and other forms of assistance. The Lowell CoC has built strong partnerships with the Massachusetts agencies that administer them to address the importance of housing stability in achieving federal mandates to prevent and end homelessness by improving participants' economic success, health, or educational achievement; comprehensively and cost effectively assigning mainstream programs to serve and/or prioritize people experiencing

homelessness, help finance and support housing and services interventions, and/or provide other assistance.

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

The Lowell CoC continues to help low-income individuals and families avoid becoming homeless, especially after being discharged from publicly funded institutions and systems of care, the Lowell CoC actively coordinates with federal, state systems of care and other public and private agencies to prevent homelessness and/or ensure access to available and appropriate housing and services if needed. Federal and state systems of care include: the U.S. Department of Veterans Affairs; and Massachusetts Departments of Children and Families (foster care); Public Health (MassHealth/health care) Mental Health and Correction. In addition, the CoC works to stably house individuals and families who are currently experiencing homelessness. MA-HMIS now has the capacity to show if a family has been served within the homeless system or placed in PSH, a Public Housing Authority, VASH or other supported housing. It does not yet show the same for individuals, they continue to be tracked on local databases. To prevent individual and family households from entering the shelter system, Community Teamwork, Inc.'s (CTI) Housing Consumer Education Center helps them identify people to contact that they could stay with for a period of time while housing is secured.

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

Since 2005 the state's Community Support Program for People Experiencing Chronic Homelessness (CSPECH) has provided medical insurance/managed care to people experiencing chronic homelessness that are housed, but not for individuals in shelter that are struggling to achieve the financial support needed to secure private market-rate housing. However, when housing has been achieved, studies have shown that CSPECH makes high rates of housing retention possible. In 2014, Lowell became part of a new strategy a Pay for Success project, at Lowell Transitional Housing Center through South Middlesex Opportunity Council to get and keep formerly chronically homeless individuals safely and securely housed. In addition to increase income, job training and educational opportunities, two of the four CoC funded programs have created social enterprises that offer hands-on job training, employment experience and the life skills training needed to increase household incomes and help participants

transition to mainstream job opportunities and independent living. However, there are only 24, CoC funded permanent supportive housing units available for chronically homeless individuals in the Lowell CoC. All other units for this population must be secured within public housing authorities and mainstream, private market rate housing. Even with access to job training and education services and the availability of limited CSPECH funds to medically stabilize individuals in housing, private rental costs must be covered; and affordable housing units are extremely limited in the city. For example since 2014 Lowell has been recognized as one of the hottest real estate market in the state. During that same time, UMass Lowell as expanded its population by over 17,849 students, and as a result rental units in the city have virtually disappeared. The City currently has a 1%-2% vacancy rate.

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

Actions taken to address the needs of public housing

1. Actions Taken to address the needs of public housing The Lowell Housing Authority (the Authority or LHA) owns and operates 1,698 units of Federal Public Housing and 190 units of State aided Public Housing. In addition to our public housing program, the Authority administers 1,279 Housing Choice Vouchers and 170 Massachusetts Rental Vouchers. The public housing program provides safe, decent and sanitary housing to low-income individuals and families. The LHA also administers a self-sufficiency program and provides homeownership opportunities, resident services and educational programming to our residents. Resident Services: The Authority employs a full-time resident service coordinator and a full-time self-sufficiency coordinator that work with our residents to break through barriers to self sufficiency and connect them to available resources in our community.

Learning Zone Program: The Authority offers an after-school program, the Learning Zone, where our students in grades 3-8 receive homework assistance, mentoring and participate in hands-on activities and critical thinking exercises. Our Learning Zone students also have the opportunity to engage with educational speakers and participate in educational field trips. This program is located in both of our family public housing developments and is available Monday through Thursday from 3:00 to 6:00pm throughout the school year. The program partners with the Lowell Public Schools Nutrition Department to provide each participant with a healthy, balanced meal each day. The Pollard Memorial Library provides weekly reading skills enhancement and the LHA has contracted with Kids in Tech for the 2019-2020 school year in an effort to promote access to STEM education and activities.

Summer Recreational Program: During the summer months, the Authority offers a six-week recreational program for youth ages 7-14. This summer program gives our youth an opportunity to build a stronger sense of community within their developments with a focus on team building and leadership skills. The program is a mix of education and recreation activities that culminates into a summer end field trip to Canobie Lake Park in Salem, NH.

Security and Public Safety: The Lowell Housing Authority funds a portion of the salary of a full-time police officer, stationed at LHA during second shift hours, through a Memorandum of Understanding with the City of Lowell. This officer is instrumental in identifying criminal issues within our developments and reporting information to LHA Management. Further, office space is provided for the Lowell Police Department Gang Unit within a large development. Both provide necessary presence and community policing within our developments.

The Authority is actively upgrading all security cameras throughout our developments and expanding our viewing areas. The Lowell Police Department has direct access to our security camera software.

Capital Improvements: The current five-year capital plan includes many projects that will directly impact the lives and safety of our residents. The Authority is

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

Family Self Sufficiency Program: The Family Self-Sufficiency (FSS) Program provides support and case management to program participants in meeting their established financial, educational, and

employment goals. As an incentive for participation, an escrow account is established for those who realize an increase in earned income while under contract. The FSS Program refers potential home buyers to the Merrimack Valley Housing Partnership for the First Time Homebuyer Certification Course and covers the cost of such. Several FSS participants have purchased homes utilizing their escrow funds after successfully completing the program. • Resident Advisory Board: LHA has an active Resident Advisory Board (RAB) with whom we seek advice and feedback on the Authority's strategic and capital plans. The RAB is a volunteer board representing residents from their developments. The RAB board serves as a communication platform to engage and inform our residents. • Tenant Councils: LHA has five active tenant councils funded through our HUD operating budget. These councils work with LHA and our residents to communicate policy, goals and housing operations. The councils connect residents with equipment and services to improve their daily lives and help build a stronger sense of community within their developments. • HCVP Homeownership Program: The Housing Choice Voucher Program allows participants to transition to homeownership, utilizing the Voucher to qualify for a mortgage. Entering fiscal year 2019, the LHA has twenty-three homeowners who have successfully utilized the Voucher to purchase a home in Lowell.

Actions taken to provide assistance to troubled PHAs

The Lowell Housing Authority does not provide assistance to any troubled PHA. Lowell Housing Authority is designated a high-performing agency under the U.S. Department of Housing and Urban Development's Public Housing Assessment System (PHAS).

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)

Under the City of Lowell's Zoning Ordinance, over 38% of the land area is zoned to allow multi-family development in residential or mixed-use zoning districts. Even the most restrictive single-family zone allows more than four units per acre. In addition, the Ordinance allows for accessory dwelling units in single-family zoned areas and encourages the conversion of existing buildings including schools, churches, and obsolete industrial buildings, to multi-family residential uses, even when those buildings are located in single-family zoning districts. Permit fees and development review process are also some of the least burdensome in the region. The City does not charge development impact fees or technical review fees that are permitted under Massachusetts General Law and places no special permitting reviews on affordable housing projects that would not be required of all developments. Additional steps that the City has taken to remove impediments to developing affordable housing include streamlining the permitting process, and utilizing Massachusetts programs to incentivize production of affordable housing units. For example, the City Council voted to designate several parcels in and around the Hamilton Canal District (14.5 acres of underutilized vacant industrial land adjacent to downtown) as Priority Development sites under the provision of M.G.L. Chapter 43D. This guarantees that projects proposed in this area will be permitted within 180 days of application submission, adding greater certainty and significantly reducing carrying costs for developers.

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

The City of Lowell continues to support non-profit agencies, the local housing authority, homeless providers, and special needs groups in their goal to meet the underserved persons of the community. The City communicates with these groups as their needs change or the demand dramatically increases in order to provide the appropriate assistance as needed. The City often provides technical assistance to providers in their pursuit of other federal, state, or private funding sources. The primary obstacle to meeting underserved needs of low- and moderate-income populations continues to be the availability of funds. Organizations serving these populations continue to experience reductions in funding from both governmental and private sources. Where practical the City has strongly encouraged organizations to consider collaborating in the provision of services to low-income residents in an effort to improve efficiency, strengthen capacity, and best meet the needs of the underserved.

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

The City of Lowell Department of Planning and Development (DPD) acts as the primary administrative agency for the City of Lowell Consolidated Plan programs. As part of this responsibility, the DPD consistently reviews the performance of subrecipients and monitors the overall program delivery.

structure to ensure coordination and compliance. DPD staff provide education and outreach to subrecipients of Consolidated Plan funds, resulting in extremely high rates of compliance with program regulations, reporting requirements, and most significantly, efficient delivery of services and completion of programs in a time of increasingly constrained resources. In addition to providing technical assistance and oversight to subrecipients from the private sector, staff routinely meet with officials from other City departments. Coordination among staff from the Department of Public Works, Department of Parks and Recreation, as well as offices within DPD helps to ensure an understanding of and compliance with HUD grant agreements including Section 3, Davis Bacon and Environment Review

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

Public and assisted housing providers, private and governmental health, mental health, and service agencies participated in the network of activities described in this CAPER report. They are also the organizations with which the City of Lowell worked to develop the FY 18-19 Annual Action Plan. In addition to the specific entities discussed in this report, a strong network of community partnerships exist among public, private, non-profit and for-profit sector of the City effectively working to meet the needs of Lowell's low- and moderate-income residents. Additionally the City has a well-developed Continuum of Care with a full-time City staff member assisted to support the efforts to address homelessness in Lowell. Finally, the City strongly encourages collaborations among its subrecipients. A collaborative not only enhances the coordination of services among agencies but also helps consolidate the reporting requirements of the block grant programs, and reduces inefficiencies duplication of services

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

The City of Lowell continues to support non-profit agencies, the local housing authority, homeless providers, and special needs groups in their goal to meet the underserved persons of the community. The City communicates with these groups as their needs change or the demand dramatically increases in order to provide the appropriate assistance as needed. The City often provides technical assistance to providers in their pursuit of other federal, state, or private funding sources. The primary obstacle to meeting underserved needs of low- and moderate-income populations continues to be the availability of funds. Organizations serving these populations continue to experience reductions in funding from both governmental and private sources. Where practical the City has strongly encouraged organizations to consider collaborating in the provision of services to low-income residents in an effort to improve efficiency, strengthen capacity, and best meet the needs of the underserved. To address lead paint in its aging housing stock, the City of Lowell has historically administered a lead-based paint abatement program, funded through a series of HUD Lead Hazard Control grants. Title X of the Federal code requires that all housing assisted with HOME funds have LEAD paint remediation. The Housing Rehabilitation program includes LEAD abatement into the scope of work for each project. Most activities undertaken by the City of Lowell with CDBG, HOME, ESG, and HOPWA funds are efforts to reduce persons in poverty and improve the quality of life for Lowell residents; either directly or indirectly. Programs that directly influence the poverty level: job enrichment, development, and placement

through education and economic development. Projects that indirectly affect poverty include those that upgrade the community and provide affordable housing. CDBG, HOME, and ESG funds are often used as matching funds that also reduce the number of poverty level families. Specific projects supported during the 2017-2018 program year that helped lift participants out of poverty included

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

The City of Lowell Department of Planning and Development (DPD) acts as the primary administrative agency for the City of Lowell Consolidated Plan programs. As part of this responsibility, the DPD consistently reviews the performance of subrecipients and monitors the overall program delivery structure to ensure coordination and compliance. DPD staff provide education and outreach to subrecipients of Consolidated Plan funds, resulting in extremely high rates of compliance with program regulations, reporting requirements, and most significantly, efficient delivery of services and completion of programs in a time of increasingly constrained resources. In addition to providing technical assistance and oversight to subrecipients from the private sector, staff routinely meet with officials from other City departments. Coordination among staff from the Department of Public Works, Department of Parks and Recreation, as well as offices within DPD helps to ensure an understanding of and compliance with HUD grant agreements including Section 3, Davis Bacon and Environment Review. Public and assisted housing providers, private and governmental health, mental health, and service agencies participated in the network of activities described in this CAPER report. They are also the organizations with which the City of Lowell worked to develop the FY 18-19 Annual Action Plan. In addition to the specific entities discussed in this report, a strong network of community partnerships exist among public, private, non-profit and for-profit sector of the City effectively working to meet the needs of Lowell's low- and moderate-income residents. Additionally the City has a well-developed Continuum of Care with a full-time City staff member assisted to support the efforts to address homelessness in Lowell. Finally, the City strongly encourages collaborations among its subrecipients. A collaborative not only enhances the coordination of services among agencies but also helps consolidate the reporting requirements of the block grant programs, and reduces inefficiencies duplication of services.

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

Housing Enforcement The City has a website page dedicated to fair housing, offering information for households, landlords, property managers, and real estate agents about their rights and responsibilities under state and federal fair housing laws. Information is available in Spanish, Portuguese, and Khmer (Cambodian), the three most common languages spoken in Lowell, other than English. Additionally City staff participated in trainings on HUD's new LGBT Equal Access Rule and Fair Housing Online Forum for Veterans. Information from these trainings was passed along to local service providers and subrecipient agreements were updated to reflect new requirements. Impediment #3: Potential for Discrimination against Families with Children due to the Presence of Lead Paint < HOME funded housing-rehab programs address lead-paint should a child under six be present in the home >

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

Lowell's Department of Planning and Development's monitoring process is more fully described in the Five-Year Consolidated Plan which is available on the City's website at www.lowellma.gov. In general staff follow at least three channels for subrecipient monitoring: 1) a monthly desk audit of monthly reports and reimbursement requests; 2) an internal database designed to track overall progress towards program goals; and 3) on-site monitoring visits. The City of Lowell recognizes that monitoring is an important and ongoing component of the entitlement grant programs and is committed to completing at least one on-site visit at any high-risk program site during the course of each program year. Subrecipient Monitoring: DPD staff conduct a risk assessment to identify subrecipients that may require a comprehensive on-site monitoring, by carefully examining subrecipients past performance. High-risk subrecipients include those which are: new recipients of CDBG, ESG, HOME, or HOPWA funds; experiencing turnover in key staff positions or a change in goals or direction; agencies with previous compliance or performance problems including failure to meet schedules, submit timely reports, or clear monitoring or audit findings; carrying out high-risk activities (such as economic development); and undertaking multiple entitlement grant funded activities at the same time.

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 availability of the CAPER for the 2018-2019 program year was advertised in the Lowell Sun on September 13, 2019 and September 20, 2019. Public notices were also posted on the City's website as well as in English, Spanish, Portuguese, and Khmer at the Clerk's Office in Lowell City Hall, the Department of Planning and Development, and the Pollard Memorial Library, along with copies of the draft CAPER. The fifteen-day comment period ends on September 27, 2019. Any comments received on this draft report will be included, along with the City's response, in the final CAPER.

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.

No changes to the 2015-2020 Consolidated Plan Program were made during this reporting period. The priorities identified in the Five-Year Plan were the basis for allocating HUD funds during FY 18-19.

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

No

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

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)

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

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)

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.

Number of Households Served Through:	One-year Goal	Actual
Short-term rent, mortgage, and utility assistance payments		
Tenant-based rental assistance		
Units provided in transitional housing facilities developed, leased, or operated with HOPWA funds		
Units provided in permanent housing facilities developed, leased, or operated with HOPWA funds		
Total		

Table 14 – HOPWA Number of Households Served

Narrative

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 LOWELL
Organizational DUNS Number 079521928
EIN/TIN Number 046001396
Identify the Field Office BOSTON
Identify CoC(s) in which the recipient or subrecipient(s) will provide ESG assistance Lowell CoC

ESG Contact Name

Prefix Mr
First Name Christopher

Middle Name 0
Last Name Samaras
Suffix 0
Title Community Development Director

ESG Contact Address

Street Address 1 50 Arcand Drive
Street Address 2 0
City Lowell
State MA
ZIP Code 01852-
Phone Number 9786741429
Extension 0
Fax Number 0
Email Address csamaras@lowellma.gov

ESG Secondary Contact

Prefix Mrs
First Name Betty
Last Name Rawnsley
Suffix 0
Title Community Development Assistant
Phone Number 9789741418
Extension 0
Email Address brawnsley@lowellma.gov

2. Reporting Period—All Recipients Complete

Program Year Start Date 07/01/2018
Program Year End Date 06/30/2019

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

Subrecipient or Contractor Name: LOWELL
City: Lowell
State: MA
Zip Code: 01852, 5909
DUNS Number: 079521928
Is subrecipient a victim services provider: N
Subrecipient Organization Type: Unit of Government
ESG Subgrant or Contract Award Amount: 164810

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
Total	0

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
Total	0

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
Total	0

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
Total	0

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
Total	0

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
Total	0

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
Total	0

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
Persons with Disabilities:				
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

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

10. Shelter Utilization

Number of New Units - Rehabbed	0
Number of New Units - Conversion	0
Total Number of bed-nights available	90
Total Number of bed-nights provided	90
Capacity Utilization	100.00%

Table 24 – Shelter Capacity

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

No ESG Funds were used, during the reporting period, to renovate or create new housing units however ESG funds were used for the Winter Emergency Bed Project at the Lowell Transitional Living Center

CR-75 – Expenditures

11. Expenditures

11a. ESG Expenditures for Homelessness Prevention

	Dollar Amount of Expenditures in Program Year		
	2016	2017	2018
Expenditures for Rental Assistance	0	0	0
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	100,000	63,207	85,000
Subtotal Homelessness Prevention	100,000	63,207	85,000

Table 25 – ESG Expenditures for Homelessness Prevention

11b. ESG Expenditures for Rapid Re-Housing

	Dollar Amount of Expenditures in Program Year		
	2016	2017	2018
Expenditures for Rental Assistance	16,000	14,807	35,000
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
Subtotal Rapid Re-Housing	16,000	14,807	35,000

Table 26 – ESG Expenditures for Rapid Re-Housing

11c. ESG Expenditures for Emergency Shelter

	Dollar Amount of Expenditures in Program Year		
	2016	2017	2018
Essential Services	43,000	42,800	30,000
Operations	0	0	0
Renovation	0	0	0

Major Rehab	0	0	0
Conversion	0	0	0
Subtotal	43,000	42,800	30,000

Table 27 – ESG Expenditures for Emergency Shelter

11d. Other Grant Expenditures

	Dollar Amount of Expenditures in Program Year		
	2016	2017	2018
Street Outreach	0	0	12,400
HMIS	0	0	0
Administration	13,078	12,786	12,360

Table 28 - Other Grant Expenditures

11e. Total ESG Grant Funds

Total ESG Funds Expended	2016	2017	2018
	172,078	133,600	174,760

Table 29 - Total ESG Funds Expended

11f. Match Source

	2016	2017	2018
Other Non-ESG HUD Funds	0	0	0
Other Federal Funds	63,000	83,400	14,000
State Government	429,000	1,055,906	954,300
Local Government	10,000	10,000	10,000
Private Funds	116,600	136,000	215,800

Other	0	0	0
Fees	0	0	0
Program Income	0	0	0
Total Match Amount	618,600	1,285,306	1,194,100

Table 30 - Other Funds Expended on Eligible ESG Activities

11g. Total

Total Amount of Funds Expended on ESG Activities	2016	2017	2018
	790,678	1,418,906	1,368,860

Table 31 - Total Amount of Funds Expended on ESG Activities