



Fourth Program Year CAPER

The CPMP Fourth Consolidated Annual Performance and Evaluation Report includes Narrative Responses to CAPER questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations. The Executive Summary narratives are optional.

The grantee must submit an updated Financial Summary Report (PR26).

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GENERAL

Executive Summary

This module is optional but encouraged. If you choose to complete it, provide a brief overview that includes major initiatives and highlights that were proposed and executed throughout the first year.

Program Year 4 CAPER Executive Summary Response:

During the Consolidated Plan's fourth program year, 2011, there were no major changes in program objectives. The Brockton Redevelopment Authority and the City of Brockton believes it has substantially met its responsibilities under the 2011 Annual Plan. Major HOME funded projects are complete or well underway. The rescue of foreclosed properties initiative has had concrete results and continues in such a manner as to better leverage other resources, including NSP funds, enlisted for this cause; new economic development efforts have been successfully launched; accessibility retrofit of the war memorial building is nearing completion; and all public service projects have been completed to the benefit of many low and moderate income residents.

The City has opted to continue its designation of the Brockton Housing Authority (BHA) as sub-recipient for HOME program funds and to preserve and continue its inter-agency agreement with the United Way for management of Continuum of Care strategies and actions. The City believes these arrangements provide a more effective management of available resources to better meet community needs.

In the course of the program year, the City undertook several other changes in the programs by means of amendments so as to accommodate newly identified needs and to address changing circumstances. Specifically these were:

- The City of Brockton has a growing elderly population that requires safe, clean affordable housing. One of the many obstacles to meeting the underserved housing needs of low income and moderate income populations continues to be the availability of funds, especially as a result of the draconian cuts to the HOME program, cuts to the CDBG program, the phase-out of ARRA funds and the completion of NSP funding. The City of Brockton is committed to continuing to work with and support public non-profit agencies such as the elder service organizations, homeless providers and other special needs providers in their mission to create suitable housing alternatives which meet the needs of the underserved population of the area.
- Brockton has taken steps to attract new job generating businesses to the community by such means as available, such as targeting downtown sites for various types of growth as part of a major initiative underway to revitalize the downtown core and provide expanded employment to the benefit of the inner core neighborhoods where there is a greater concentration of low income residents. In addition to activities at the Brockton Redevelopment Authority such as Façade Improvement and

Streetscapes, the Brockton Housing Authority has focused project based section 8 vouchers into the central city core.

General Questions

1. *Assessment of the one-year goals and objectives:*
 - a. *Describe the accomplishments in attaining the goals and objectives for the reporting period.*
 - b. *Provide a breakdown of the CPD formula grant funds spent on grant activities for each goal and objective.*
 - c. *If applicable, explain why progress was not made towards meeting the goals and objectives.*

Program Year 4 CAPER General Questions Response:

Accomplishment of goals

The 2011 Action Plan established certain objectives and outcome measurements for the plan's CDBG and HOME funded activities.

➤ Housing Objectives

Preservation Objectives:

1. *Maintain, support and preserve the existing housing stock.*
2. *Prevent housing deterioration and vacancies*
3. *Prevent neighborhood deterioration due to foreclosures and vacancies through a variety of means including counseling*

Production Objectives:

1. *Increase the overall availability of affordable permanent housing through the creation of new units and the return to habitable status of vacant/deteriorated units.*
2. *Preserve the quality of life in existing neighborhoods while accommodating smart growth; support a well-conceived balance between housing development, transportation, open space and recreational facilities and appropriate commercial development opportunities.*
3. *Housing Rehab loan programs that place affordable restrictions on rental units in owner-occupied multi-family properties throughout the City.*
4. *Support organizations using NSP funds for foreclosed properties;*

Access Objectives:

1. *Down Payment and Closing Cost Assistance to assist low and moderate income first time home buyers who are looking to enter the housing market and purchase their first homes.*
2. *Support low and moderate income households who invest in older, more affordable housing stock in the jurisdiction through a purchase and rehab program.*
3. *Housing counseling courses for low and moderate income households who are considering purchasing a property.*
4. *Increase and expand current fair housing activities, including affirmative fair marketing, outreach efforts and translation of vital docs.*

Homeless Objectives:

- 1. Continue support to organizations that provide case management, advocacy, and court support to low and moderate income individuals who are at risk of losing their homes.*
- 2. Support organizations that create or maintain permanent housing for the homeless*

Non-Homeless Special Needs Objectives:

- 1. Develop services for special needs populations which have been growing in scope and size*
- 2. Support housing programs which serve special needs populations.*

Outcomes for these housing objectives were measured by the following:

- Number of new homeowners.
- Number of homeowners preserved in place.
- Number of actual homes purchased with down payment assistance
- Number of rental and homeownership units developed
- Documentation indicating lead base paint reduction
- Number of units rehabbed
- Number of landlords educated.
- Building space converted into at least 25 units of rental housing including 14 affordable units of which 11 will be HOME funded.

➤ **Non-Housing Community Development Objectives**

Neighborhood Stabilization Objectives:

- 1. Support projects that stabilize foreclosed properties (or properties at risk of foreclosure) or low income households at risk because of loss of income and inability to service their mortgages or who are renting in properties at risk of foreclosure.*
- 2. Provision of better fire protection for housing by means of more and more effective fire equipment.*
- 3. Provision of more flexible police programs to reduce crime.*

Economic Development Objectives:

- 1. Attracting businesses to operate in under-served neighborhoods through business planning support and infrastructure improvements.*
- 2. Provide marketing and other advice to business in the downtown.*
- 3. Improve parking in the downtown*

Support Services Which Promote Self-Sufficiency Objectives:

- 1. Provide a supportive learning environment for children which will enable them to be successful at school*

Outcomes for these community development objectives were measured by the following:

- Number of BHA participants assisted
- Number of people prevented from homelessness
- Number of elderly who received supplementary food and other social and educational programs
- Number of low income children attending camp
- Number of homeless families moved out of homelessness.

Crime rate
Number of people securing regular part-time or full-time jobs.
Number of Youth assisted
Completed Fire Truck serving residential and commercial properties in Brockton
Section 108 repayment made
Number of storefronts provided with art to alter negative perceptions of the downtown.

Housing accomplishments by specific project/activity:

• **Self Help, Inc. – Lead Abatement Program**

The City of Brockton has been awarded \$2,100,000 from HUD's Lead Based Paint Hazard Control program to produce 125 units of lead safe housing to residents of Brockton. The city of Brockton will contract with Self Help Inc. to implement this program. In addition, the City of Brockton, through Community Development Block Grant funding has provided funding of \$50,000 in matching funds that will be available to assist 20 Brockton property owners with their share of abatement costs. To date, only two property owners have required assistance through the use of these funds.

• **Homeowner Housing Rehab**

The Brockton Redevelopment Authority will provide funding in the form of deferred payment loans to qualified low and moderate income property owners in the City of Brockton. The funds will be expended according to the scope of work to be completed and will not exceed \$30,000. For single family applicants, this will be an interest free loan for qualified applicants who meet income guidelines established by the U.S. Dept. of Housing and Urban Development. A lien will be placed on the property. Should the owner sell, refinance or transfer the property, the total amount of the loan must be repaid at 0% interest. No properties with more than 2 units will be considered. At least 51% of the total units must be occupied by low and moderate income households. As of June 30 2012, one homeowner has been assisted through the use of these funds, and several are in various stages of being assisted.

1. Creation of Secured Lender Registry

Owners of 363 vacant or abandoned properties and the lenders with a security interest in them are required by a new City Ordinance established during the first quarter of 2011 to register such properties with the City annually for an assessed fee of \$150.00. During program year 2010 and 2011, the Brockton Redevelopment Authority, Mayor's Office, City of Brockton Building Department, Board of Health Department, City Solicitor's Office, Brockton Police Department, Brockton Fire Department met on several occasions to create the new City Ordinance and establish procedures for the program. On June 27th 2011 Brockton City Council voted and approved the City's first "Regulation of Vacant and Abandoned Property" Ordinance. The new ordinance implementation date was on or before April 1, 2012. The new ordinance was created and procedures have been established. The Brockton Redevelopment Authority hired a staffer to work with various city departments in the creation of the registry. The program manager, working for the Brockton Redevelopment Authority, creates and maintains the registry and coordinates with the Inspectional Services personnel

in the Building Department. Inspectional Services systematically view these properties and give written notice to the owner and the lender if health and safety code violations appear or if the property fails to be generally maintained to neighborhood standards. If the owner/lender fails to correct any such conditions cited within a specified time, the responsible party will be assessed a fine secured by a lien on the property. The City will place all registration fees and fine assessments in a dedicated purpose fund which will be used to secure properties and to correct any health and safety conditions cited by inspectors. Enforcement will be on a spot basis.

During the 2011 program year, this activity was successful having registered 182 properties and secured registration fees of \$150. CDBG funds expended through June 30, 2012 for salary of the person hired by the BRA to create and maintain the registry was \$18,995.

- **CHDO – Homeownership Acquisition and Rehabilitation [HOME]**
Southeastern Massachusetts Affordable Housing Corporation (SMAHC), a private non-profit entity, acting as the local CHDO, acquired and rehabilitated a single family home located at 33 Bourne Street, Brockton, MA. The property was sold to an income eligible first time homebuyer. The homebuyer received down payment and closing cost assistance in the amount of \$10,150. Recapture provisions placed on the property if sold within the 10 year period of affordability. FY11 HOME funds in the amount of \$148,000 expended for the acquisition and rehabilitation during this reporting period.
- **Brockton Housing Authority- new construction [HOME]**
During the program year the creation of two new units of housing were completed; a modular duplex located at 102 Green Street. The units were rented to two extremely low income families. FY2010 HOME funds in the amount of \$36,140 expended during the reporting period to complete the project.
- **Acquisition and Rehabilitation – Rental Housing Development [HOME]**
FY2010 Home funds in the amount of \$81,101 and FY2011 HOME funds in the amount of \$57,498 utilized in conjunction with NSP funds received from the Brockton Redevelopment Authority and the Massachusetts Dept of Housing and Community Development to acquire and rehabilitate twelve units of abandoned bank-owned and foreclosed properties. Rehabilitation on all units is expected to be completed by the end of January 2013 with occupancy by March 2013. 8 units were occupied by extremely low income families (0-30% AMI); 2 units were occupied by low income families (30-50% AMI) and 2 units remain vacant at the end of the reporting period.
- **First Time Homebuyer Assistance [HOME]**
One low to moderate income first time homebuyer was assisted with a deferred loans/grant, totaling \$10,150, to provide down payment and reasonable closing costs to purchase a single family home in Brockton during the 2011 reporting year. Remaining funds budgeted in the amount of \$49,210 were re-allocated to the Acquisition and Rehabilitation of rental properties project via a substantial amendment to the FY2010 Annual Action Plan.

Non-Housing Community Development accomplishments by project

- **Vacant Lot Cleanup**

- CDBG funds are used on a spot basis to remove debris and garbage, to generally cleanup, fence and secure, and in some case plant vegetation on lots where buildings have been demolished and the property is contributing to incidents of blight in the surrounding neighborhoods. During the 2011 program year, this activity was modified to include any vacant lot throughout the city that contributed to incidents of blight. Initially \$50,000 of CDBG funding was set aside for this activity. Because the program was so successful, Mayor Linda M. Balzotti added an additional \$30,000 to this activity. City officials and residents of the City of Brockton commented on the success of this program. As of June 30, 2012, 41 vacant lots throughout the City of Brockton have been cleaned up of debris and trash, grass was mowed and bushes trimmed as needed. Over \$55,000 of CDBG funding has been expended for this program as of June 30, 2012. This program will continue until all funds have been expended.

- **Brockton Police Department – Mobile Anti Crime Unit**

The Brockton Police Department utilized \$138,139.00 of CDBG funding for a portion of salaries dedicated to a four person Anti-Crime unit focused on a high crime target area concentrated in four census tracts consisting of over 16,200 low and moderate income residents. During the 2011 program year, the unit handled nearly 2,000 crime/assistance calls in the target area.

- **Brockton Fire Department**

The Brockton Fire Department awarded a contract to purchase a new 1,500 gallon per minute pumping engine. This equipment would be located at Station 1 (42 Pleasant Street, census tract 5109) or Station 2 (945 Main Street, census tract 5116). This equipment is necessary to meet the emergency service needs of all residents of Brockton. The vehicle is in the process of being constructed and should be completed and in service by December 2012.

- **Section 108 Programs for Downtown Development**

This is the first repayment of the Section 108 loan of \$2,600,000 awarded by HUD for the rehab of the Adams Street Garage; BRA's economic development loans to Brockton businesses; the "Acquisition/Rehabilitation and Receivership" programs. Both of the housing programs (AR&R) programs will continue to aid the City in addressing distressed vacant and abandoned properties. The rehabilitation of the Adams street garage has been awarded to a contractor and is currently being rehabilitated. During this program year, the BRA has been working with the Brockton Parking Authority and the City of Brockton Procurement Department relating to the Adams Street Garage rehabilitation. A Design Services contract was awarded in February 2012 for services of structural, waterproofing and stair repairs. An RFP was also published and the contract awarded for a project manager to oversee the rehabilitation. It is anticipated that an RFP will be published and a contractor will be selected during the summer months of 2012. The expectation is that the rehabilitation of the Adams Street Garage will be completed no later than December 2012. As of June 30, 2012 \$19,698 has been expended.

- **Arts in the Windows**

This program is intended as a means of attracting people and businesses to the central business district of the city and to generally improve the quality of life and create a more suitable living environment for the residents of this predominately low and moderate income area. Funds will be used to pay the salary of a program coordinator and for a limited level of supplies to be used by the artists in their original creations. The project is regarded as high priority for Brockton in terms of altering negative perceptions of the Main Street corridor. Six city windows have been completed and \$1,977 of CDBG funds expended for this activity.

- **Streetscapes**

CDBG funds have been used for various streetscape improvement projects throughout the city totaling \$124,866.34. Those projects include the cleaning up of and repair to the former downtown Brockton Area Transit bus depot, "Welcome to Brockton" banners for lamp posts, surveying and design services for the redesign of Oak Street at D.W. Field, surveying and design services for Historic South Street, sidewalk and street improvements on East Nilsson Street and Main Street in the Campello business district. Other streetscape improvements are in the process of being planned. At this time it is anticipated that all remaining funds will be expended by late spring of 2013.

- **Parks**

CDBG funds have been used for the surveying and design of two new parks in the downtown area and the redesign of George Keith Park in Campello. Additional CDBG funds have been used to help improve several parks and facilities, including two ADA lift chairs for the Cosgrove Pool, a safety net at the baseball field at James Edgar Playground and for replacement parts for several playground structures throughout the city. The total amount expended for these activities is \$46,904.28.

- **EDI Special Grant – Parks**

The EDI Special Project Grant funding total is \$600,000. As of the end of the fiscal year, \$14,316.88 of the \$600,000 had been expended. So far these grant funds have been used to replace damaged playground equipment and parts, the sealing of seams and the painting of Cosgrove Pool, the purchase of new swing belts and chains, and for bid advertising of larger construction projects to be funded by this grant. The remaining funds, \$585,683.12, are projected to be expended by the spring of 2013. These funds will be used to completely resurface 11 basketball courts and install new post, backboards, rim and nets, along with the repair of cracks and seal coating of four additional athletic courts. The purchase and installation of two new playground structures and resurface under three existing playground structures, landscaping, new bleachers, new park benches, new fencing, and the aerating/seeding/fertilizing of three athletic fields will also be undertaken with the grant funding.

- **BAMSI (Brockton Area Multi Services Inc.) Helpline**

Helpline is a program operated by Brockton Area Multi Services Inc., the local anti poverty umbrella organization serving the City of Brockton and surrounding areas. Helpline is an informational and referral resource that has for the past several years helped thousands of Brockton residents to locate services and assistance for a variety of needs. CDBG funds were used to fund one (1) part time position for the Homeless Prevention Program that will assist low income households who are facing severe financial hardship which may jeopardize their

housing. During the program year Helpline assisted nearly 850 persons. 137 of those assisted were in person and 711 persons were assisted via telephone calls. All of those assisted were either extremely low or low income residents of the City of Brockton.

- **Father Bill's and Mainspring – Work Express Program**
The Work Express program had another very successful year assisting extremely low income persons. During the program year Father Bill's and Mainspring assisted 108 extremely low persons, which surpassed the projected number of 60 persons. \$6,000.00 of CDBG funds were used to support the costs of a training coordinator of the Work Express job placement and training Program.
- **Old Colony YMCA – David Jon Louison Family Center**
Utilizing CDBG funding has been used to support the staffing needs at the family center. The David Jon Louison Family Center has been committed to stabilizing families and works toward ending homelessness one family at a time. During 2011, the family center has been extremely busy assisting over 200 persons, far beyond the 65 projected to be assisted. CDBG funds of \$2,500 was used to partially pay the salaries of a case worker who works toward helping families reach an enhanced level of efficiency and meeting their desired housing goals.
- **Family and Community Resources Inc.**
The domestic violence program at Family and Community Resources provided a continuum of services to adult victims who were homeless as a result of family violence. Individualized service plans and advocacy assisted nearly 50 victims with critical safety planning, knowledge of community and state resources; individual and group support counseling and assistance with housing stabilization and safety.
- **BAMSI (Brockton Area Multi Services Inc.) Dorn Davies Senior Center**
The achievements of the Dorn Davies Senior Center have been notable with over 3,000 persons being served through this program. The majority of those served are on a very limited income with no family to rely on. The objective of this program is to try to fill that void with programs and services. By providing these services, the center takes the burden and worry from the clients and their caregivers. The clients served who were isolated, lonely and vulnerable are now supported and have become more independent. With \$2,500 of CDBG funding to partially offset costs, the center was able to provide a variety of health, social, nutritional and recreational services during the 2011 program year.
- **Old Colony YMCA - Cosgrove Pool**
CDBG funds of \$55,000 were used for structured summer swimming programs for low and moderate income youth. In the 2011 program year, 11,535 Brockton Youths benefited from this organized recreational activity. Funding was also used to provide training of lifeguards for the upcoming 2012 season.
- **Old Colony YMCA – Camp Massasoit**
During the summer months of July and August 2011, Camp Massasoit served 88 low and moderate income single parent children living in the City of Brockton within elevated crime areas. These children would not normally have access to a summer camp program. Campers were able to expand their knowledge and build

resiliency. Many of these children are considered high risk by school administrators and were recommended for the program CDBG funds of \$2,500 was used to partially pay camp coordinators and provide transportation for the children attending the camp.

- **Associaco Cabo Verdiana de Brockton – Youth Enhancement Program**

In the 2011 program year, the Youth Enhancement Program at the Cape Verdean Association assisted a number of youths find jobs, assisted other youths with after school programs by providing homework assistance and recreational activities. Additionally, these summer programs provided a safe, nurturing environment for participants of the program. This program exceeded its initial expectation of 75 persons by providing assistance to 81 during the year.

BREAKDOWN OF CDBG and HOME GRANT FUNDED ACTIVITIES

Total CDBG 2011 Entitlement - \$1,385,917

ITEM	From CDBG Allocation FY2011	From Program Income	Total All Funds Expended through 6/30/12
<u>REHABILITATION/HOUSING</u>			
Self Help, Inc. – Lead Abatement Program	\$50,000		\$2,470
Homeowner Housing Rehab	\$279,856		\$51,200
Subtotal	\$329,856	\$0	\$53,670
<u>PUBLIC SERVICES</u>			
Family and Community Resources Inc.	\$2,500		\$2,500
BAMSI (Brockton Area Multi Services Inc.) Helpline	\$2,500		\$2,500
BAMSI (Brockton Area Multi Services Inc.) Dorn Davies Senior Center	\$2,500		\$2,500
Father Bill’s and Mainspring – Work Express Program	\$6,000		\$6,000
Old Colony YMCA - Cosgrove Pool	\$55,000		\$54,681
Old Colony YMCA – Camp Massasoit	\$2,500		\$2,500
Old Colony YMCA – Jon David Louison Family Center	\$2,500		\$2,500
Brockton Police Department – Mobile Anti Crime Unit	\$131,883	\$12,720.00	\$131,883
Associaco Cabo Verdiana de Brockton – Youth Enhancement Program	\$2,500		\$2,500
Subtotal	\$207,883	\$12,720	\$207,564
<u>PUBLIC FACILITIES AND IMPROVEMENTS</u>			
Brockton Fire Department	\$450,000		\$0

ITEM	From CDBG Allocation FY2011	From Program Income	Total All Funds Expended through 6/30/12
Section 108 Programs for Downtown Development	\$10,000		\$5,816
Subtotal	\$460,000	\$0	\$5,816
<u>ECONOMIC DEVELOPMENT</u>			
Arts in the Windows	\$21,000	\$0	\$1,977
Subtotal	\$21,000	\$0	\$1,977
<u>ADMINISTRATION</u>			
Administration - CDBG	\$277,178	3180	\$274,628
Administration - CDBG Program Income & Prior Year Unobligated Funds	\$28,466.00		\$28,466
Subtotal	\$305,644	\$3,180	\$303,094
TOTAL ALL REQUESTS	\$1,324,383	\$15,900	\$572,121

Note Regarding CDBG expenditures:

The following projects funded have expended funds from prior fiscal years and from program income during the 2011 program year.

Project:	Original Program Year	Original Budgeted Amount	From Program Income	Expended in 2011
War Memorial Building	2008	\$420,000.00		\$105,589.33
War Memorial Building	2009	\$350,000.00		\$204,654.63
Parks and Recreation	2009	\$152,441.00		\$46,904.00
Adams Street Garage Section 108	2010	\$1,600,000.00		\$54,957.18
Arts in the Windows	2010	\$0.00		\$0.00
EDI - Special Grant - Parks	2010	\$600,000.00		\$12,427.38
Streetscapes	2010	\$275,000.00		\$126,962.41
Vacant Lot Cleanup	2010	\$80,000.00		\$54,906.18
Secure Lending Registry	2010	\$50,000.00		\$12,805.63
Rescue of Foreclosed Homes	2010	\$360,000.00	\$3,951.36	\$159,123.70
Total pre-2011 expended funds		\$3,887,441.00	\$3,951.36	\$573,675.81

HOME INVESTMENT PARTNERSHIPS (HOME) PROGRAM

Total HOME 2011 ALLOCATION - \$738,433

ITEM	HOME Allocation	Program Income	Expended through 6/30/12
HOMEOWNERSHIP			
CHDO: Homeownership	\$148,000		\$148,000
First Time Home Buyer Assistance:	\$50,000		\$0
RENTAL			
New Construction – Brockton Housing Authority:	\$148,633		\$0
Acquisition & Rehab Rental Housing - Station Lofts	\$100,000		\$0
Acquisition & Rehab Rental Housing	\$218,000		\$57,498
HOME Administration	\$73,800		\$39,369
TOTAL	\$738,433		\$244,867

NOTE: The following 2010 funded projects were completed by the BHA during this reporting period and are thus included in this caper. All 2010 funds have been expended as of 6/30/12.

2010 Program Year Expenditures

New Construction – Brockton Housing Authority	\$36,140.00
First time Homebuyer Assistance	\$10,150.00
Acquisition & Rehabilitation Rental Housing	\$81,101.00
HOME Administration	\$40,833.00
TOTAL	\$168,224.00

TOTAL HOME EXPENDITURES FOR THE PERIOD 7/1/11 - 6/30/12 ARE \$413,091.00

HOME PROGRAM INCOME:

Program Income in the amount of \$32,137 was received during the reporting year. This amount represents repayment of a deferred loan for a homeowner rehabilitation project that did not fulfill the period of affordability. Program income was allocated to the new construction of a modular duplex by the Brockton Housing Authority, located at 102 Green Street which is being funded with FY2010 HOME funds. This amount is included in the total HOME expenditure amount identified above.

Neighborhood Stabilization Program (NSP)

On December 1, 2008 the City of Brockton, pursuant to the provisions of the Housing and Economic Recovery Act of 2008, submitted a proposal for its allocation of funding for the Neighborhood Stabilization Program for the redevelopment of abandoned and foreclosed residential properties in the City of Brockton. During this program year (2011) the following properties were completely rehabilitated and rented to low/ moderate income families or sold to low/ moderate income first time home buyers:

- 88-90 Highland Street- 3 units- Rental- Low Income (50% or less of AMI)
- 100 Highland Street- 2 units- Rental- Low Income (50% or less of AMI)
- 9-11 Shepard Street- 3 units- Rental- Low Income (50% of less of AMI)

224 Ames Street- 2 units- Rental- Low Income (50% or less of AMI)
22 Noyes Avenue- Single Unit- Sold- Low Income (50% or less of AMI)
28 Lexington Street- 3 units- Sold- Units will be rented to low income families at 50% of less of AMI.

The proposal was in the form of a so called "Substantial Amendment" to its 2008 Annual Plan for CDBG and HOME funds. The Brockton NSP program created via this Substantial Amendment took a coordinated approach to the foreclosed and abandoned housing crisis by funding a number of initiatives aimed at: rescuing and restoring vacant houses to useful occupancy; counseling those in danger of foreclosure; providing counseling to first time home buyers; demolishing dangerously deteriorated properties that had become blighting influences on neighborhoods; and providing first-time buyer assistance for certain of these properties. All activities were to be undertaken in low and moderate income areas most impacted by the national foreclosure housing crisis. The City of Brockton also sought NSP funds from the state allocation but was not awarded a grant.

During fiscal year 2011 the City of Brockton continued its efforts in targeting the following census tracts: 5108, 5104, and 5115) that have been severely impacted by the national foreclosure crisis. Our strategy was to have the most impact to mitigate the foreclosed, abandonment and vacant properties in each of these particular neighborhoods with the limited amount of money from NSP1 and other available resources available. On June 29, 2011 the Massachusetts Department of Housing and Community Development (DHCD) awarded the City of Brockton \$604,600 in NSP3 funding. With these funds we have acquired a three-family property at 262 Green Street.

These sub-recipients are now actively working these programs as follows:

Southeastern Massachusetts Affordable Housing Corporation (SMAHC) - has acquired five foreclosed properties in the target neighborhood. Currently all of these properties are in various stages of rehabilitation or pre-bid.

As of fiscal year end June 30, 2012 SMAHC has occupied all ten (10 units) in accordance with their NSP contract with the Brockton Redevelopment Authority. 23-25 Park Street has been reviewed and it has been determined that the property is beyond rehabilitation and is a blight on the neighborhood. We will complete the HUD Environmental Review: "The project is NOT Categorically Excluded due to its location within a 100 year floodplain area". The Brockton Redevelopment Authority will implement HUD 8 Step Process and demolition property in 2012 with CDBG funds.

Rental Properties:

88-90 Highland Street- 3 units- Rental- Low Income (50% or less of AMI)
100 Highland Street- 2 units- Rental- Low Income (50% or less of AMI)
9-11 Sheppard Street- 3 units- Rental- Low Income (50% of less of AMI)
224 Ames Street- 2 units- Rental- Low Income (50% or less of AMI)

Neighborhood Housing Services Inc. of the South Shore (NHS) – Brockton Office - has identified three (3) properties that have been rehabilitated and are schedule for sale:

22 Noyes Avenue- Single Unit- Sold- Low Income family (50% or less of AMI)

28 Lexington Street- 3 units- Sold to Father Bill & Main Spring (non-profit organization) - Units will be rented to low income families at 50% of less of AMI.
 427 Ash Street- Single Units- Rehabilitation completed and currently under agreement. Property will be sold to moderate income family not to exceed 120% AMI.

Self-Help Inc.

Provided NSP Down Payment Assistance (DPA) ranging from \$4,000- \$10,000 towards closing and down payment assistance and NSP Rehabilitation funding ranging from \$5,000- \$10,000.

As of June 30, 2012 Self Help Inc. recorded and closed on eight (8) NSP down payment assistance loans; and seven (7) NSP rehabilitation loans to first time homebuyers.

NEIGHBORHOOD STABILIZATION PROGRAM (Federal) \$2,152,979.00

	BUDGETED	EXPENDED 6/30/12	BALANCE
1. Administration	\$215,298.00	\$215,298.00	\$0.00
2. Program Delivery	\$267,169.00	\$195,208.28	\$71,960.72
3. Acquisition	\$509,230.00	\$400,054.00	\$109,176.00
4. Rehabilitation	\$1,058,782.00	\$1,006,101.00	\$52,681.00
5. Homebuyer Counseling/Ed.	\$17,500.00	\$16,725.00	\$773.00
6. Down Payment Assistance	\$60,000.00	\$46,000.00	\$14,000.00
7. Marketing Brockton Properties	\$25,000.00	\$6,000.00	\$19,000.00
TOTAL	\$2,152,979.00	\$1,885,386.28	\$267,590.72

2. Describe the manner in which the recipient would change its program as a result of its experiences.

As a result of its experiences, during the third year of this five year plan, Brockton again broadened the scope of its economic development activities and will look to continue that trend as it gains greater experience dealing with small businesses seeking to upgrade and/or expand physical plants. The City is also likely to undertake more park/playground improvements in future years as part of the CDBG program, as this has now emerged as a need.

3. Affirmatively Furthering Fair Housing:
 - a. Provide a summary of impediments to fair housing choice.
 - b. Identify actions taken to overcome effects of impediments identified.

Discussions have continued regarding federal and state fair housing laws as they relate to lead paint and specifically people with disabilities. Discussion took place on how the community can support and uphold the Fair Housing Laws. Other items discussed were protected classes; discriminatory actions, properties covered and remedies. Participants prioritized activities to focus on for the next several months

such as carrying out surveys by tenants, service providers, real estate agents brokers, property owners, lenders and others; to hold a broader meeting to discuss the survey results for future content in an updated Analysis of Impediments.

As a result of the analysis, the Mayor of Brockton has appointed a task force to analyze and recommend strategies to implement the recommendations. This task force is being chaired by Robert Jenkins, Director of Housing, Brockton Redevelopment Authority. The task force has met on a regular basis to discuss the issues raised in the analysis and is continuing to meet in order to finalize its recommendations.

For the last twelve months the Mayor's Advisory Committee on the Impediments to Fair Housing Choice in the City of Brockton has been meeting on a regular base. The advisory committee to Mayor Balzotti will be responsible for reviewing changes and recommendations to document and public process for the City's Analysis Of Impediments to Fair Housing Choice.

Brockton's limited supply of affordable housing is one of the community's most significant barriers to fair housing choice. Lower income households experience a higher rate of housing problems than other households in Brockton, and this impacts minority households and people with disabilities in the community.

Brockton will continue to work with local and regional nonprofits and others to pursue opportunities to develop new and affordable housing. Networks like the Massachusetts Smart Growth Alliance can provide resources and support to promote growth and increased housing opportunities.

Brockton will also continue to use CDBG, HOME and NSP funds, and other funds as available, to develop affordable housing and affordable housing that is adaptable or accessible to people with mobility impairments.

During the past year, the City of Brockton has funded Southeastern Massachusetts Affordable Housing Corporation and the Brockton Redevelopment Authority with HOME, CDBG and NSP funds to acquire and rehabilitate vacant foreclosed housing and to create affordable housing units. The City also funded the Brockton Housing Authority and Old Colony YMCA on a Youth-build project to create affordable housing units. The city has also allocated HOME funds for affordable Home Ownership down payment assistance with Neighborhood Housing Services.

The City of Brockton and the Brockton Redevelopment Authority working in coordination with the Mayor's Taskforce on Housing and Foreclosure prevention; Neighborhood Housing Services of the South Shore, Massachusetts Office of Consumer Affairs and Business Regulations; and the Federal Reserve Bank of Boston monitored local banking institutions operational practices in Brockton's low and moderate income areas. The City is also working with the Commonwealth of Massachusetts Office of Consumer Affairs and Business Regulations which held workshops on Foreclosure Counseling and Mitigation.

The City of Brockton, the Brockton Redevelopment Authority and the Brockton Housing Authority are members of the Brockton Housing Partnership which is a collaboration of local lenders and Fannie Mae and Massachusetts Housing Partnership, a collaboration of local financial institutions. We have worked with this group to establish lending programs such as "Buy Brockton" Mortgage Program. In

partnership with Citizens Housing and Planning Association (CHAPA); National Community Stabilization Trust (NCST); Massachusetts Housing Partnership (MHP); and Massachusetts Housing Investment Corporation (MHIC) we have promoted and leveraged several lending programs for the benefit of the Brockton low and moderate income residents.

Since Mayor Linda M. Balzotti took office in January 2010, she has sought to make local government and City programs inclusive by reaching out to Brockton's rich and diverse community. Mayor Balzotti has appointed members representative of Brockton's diverse population to City Boards and Authorities to facilitate access to and inclusion in City government to all City residents. The City's Authorities, Boards, Departments, and local non-profits collaborate to provide information to residents regarding housing choice and the resources they need to access the opportunities of their choice.

Local public services programs also improve access to housing choice. The David Jon Louison Center provides transitional shelter and support services to homeless individuals and families in Brockton. Father Bill's & Mainspring provides transitional housing, case management, and a work express program to improve economic well-being and transition into appropriate housing. Associacao Cabo Verdiana de Brockton provides educational and legal resources to non-English speaking residents, thereby improving access to housing opportunities. BAMSI Helpline is a key initiative that helps families and homeless families by providing emergency assistance, and handles over 2,000 calls per year for housing assistance alone and BAMSI Dorn Davies Senior Center provides a variety of services to over 3,000 elderly residents of Brockton each year.

The City offers many opportunities through its HUD funding to increase fair housing choice. All programs implemented by the Brockton Housing Authority and the Brockton Redevelopment Authority are predicated on reaching out to all members of the community to ensure they know what housing choices are available to them, and to improve the condition of their existing housing conditions. All marketing throughout the community is completed in multiple languages and through multiple media outlets. NSP, CDBG, and HOME programs provide a broad spectrum of funding resources to return abandoned and foreclosed properties to productive use and occupancy, whether rental or homeownership; new rental construction provides safe, decent, affordable, lead-free housing that meets accessibility standards and is available to individuals, families, and those with disabilities. Homeowner property rehabilitation assistance is available to income-eligible homeowners to correct code violations (including lead paint contamination); while the program is available to all income eligible homeowners, lead removal removes a major barrier to families with children, who are particularly impacted by the age of the City's housing stock. Brockton's partners in housing delivery work together and on an ongoing basis with HUD to ensure that our programs are affirmative and inclusive.

4. Describe Other Actions in Strategic Plan or Action Plan taken to address obstacles to meeting underserved needs.

As the effects of the subprime lending debacle, the deep recession and the resultant foreclosure crisis continues largely unabated, Brockton continues to suffer serious consequences threatening much of the progress made in Brockton in recent years in terms of housing, the living environment, and social/employment status. Brockton remains at the top of the list of most negatively impacted communities in

Massachusetts, second only to the City of Lawrence. Because of this, it is imperative that collaborative efforts between federal, state and local governments together with community based organizations and the private sector now underway be accelerated and expanded as possible in order to stem the tide.

As of April 1, 2010 as reported by the Massachusetts Housing Partnership, Brockton now had the highest "Distressed Property" rate in Massachusetts - ahead of the City of Lawrence. At that point there were 1,453 properties with a foreclosure filed in the past year, an auction scheduled, or otherwise bank owned in Brockton. That represented a rate of 41.8 distressed units per thousand, actually a decrease of 3.4% of the distressed property rate in Brockton as of April 1, 2009. By June 30, 2010 the total number of distressed units in Brockton stood at 1,375 and the rate of distressed units per thousand was lower at 39.6 – a decrease of 0.2% over the previous year; still for the one year period ending June 30/July 1, 2010 Brockton ranked first in number of distressed properties among communities statewide.

Distressed and foreclosed properties are located in every Census Tract in Brockton, with high concentrations in the tracts that were predicted in Brockton's Neighborhood Stabilization Program application in 2009. As this crisis continues, many Brockton families and individuals are losing their homes, or face the imminent threat of losing them. Job loss, illness and other factors can turn into catastrophic housing consequences for many – not just the lowest income ones and not only those surviving from paycheck to paycheck. Home foreclosure leads to displacement of families and impacts tenants as well as homeowners. Vacant homes and buildings are a magnet for theft, vandalism, arson, drug abuse and other crimes; they quickly plant the seeds of blight and deterioration in previously stable neighborhoods. As persons and families are displaced, the strain on social service providers increases proportionately. Shelter operators report ever greater numbers of homeless persons and families requiring support services as well as shelter. Service agencies have also witnessed an increase in the number of cases of domestic violence stemming from income loss in this severely down economy. Other outgrowths of the crisis in housing and the recessionary economy are visible in more home owners and renters seeking home heating and other utility payment assistance and in a rise in fires caused by improper use of space heaters. Other more subtle consequences can be seen in the increase in the number of vacant properties being stripped of copper pipes and wiring as well as heating apparatus systems and plumbing fixtures, causing further strain on the police force as its tries to prevent theft even while it attempts to counter the health and fire safety threats posed by squatters and vagrants in vacant properties. Brockton also now struggles against the trend of single and multi-family homes illegally becoming rooming houses as individuals and families continue to be displaced.

Obstacles to meeting underserved needs are clearly attributable to insufficient resources with which to address growing needs. As the general trend in recent years has been a reduction in federal and state assistance to urban areas, notably CDBG and HOME, housing and public service needs have continued to grow exponentially. As in other cities throughout the country, Brockton is now experiencing a myriad of new housing and social problems stemming from the sub-prime mortgage/foreclosure crisis. Throughout program year 2 (2009) the City of Brockton worked tirelessly alongside a network of providers and programs at all levels of government and in the private sector to implement strategies and responses to this national housing crisis. In mid program year, Brockton amended its CDBG plan to allow the use of program funds for selective demolition in order to compliment these

other efforts aimed at addressing the foreclosure crisis. The City and its sub-grantees have sought any and all new public and private mechanisms that have become available to further meet underserved needs and to leverage the limited means at their disposal.

5. Leveraging Resources

- a. Identify progress in obtaining “other” public and private resources to address needs.
- b. How Federal resources from HUD leveraged other public and private resources.
- c. How matching requirements were satisfied.

a. CDBG – The City of Brockton has worked to obtain other resources with which to better address identified needs and has succeed with respect to the foreclosure crisis. The City has secured both federal and state NSP funds which in turn are leveraging other private and public resources to rehabilitate and market derelict properties and to train and place low and moderate income first time buyers back into these properties. With respect to the War Memorial, HUD EDI funds have been secured to help continue this ongoing restoration and rehabilitation project and the City continues to seek private contributions and support. In terms of Economic Development, the lending/financing tools have been substantially reformatted as a means of leveraging larger levels of private investment and conventional lending; although minimal progress was made in this area in the 2011 program year. Lastly, public service organizations assisted with CDBG funding were aided during the program year in sustaining their ongoing operations and external fund raising efforts as they undertook the specific activities funded by CDBG.

HOME – In 2010, the Brockton Housing Authority (BHA) and Southeastern Massachusetts Affordable Housing Corporation (SMAHC) received \$2 million in Neighborhood Stabilization Program (NSP) grants from the Mass Dept of Housing and Community Development (DHCD) to acquire and rehabilitate vacant, foreclosed, bank-owned two/three family homes for the purpose of neighborhood revitalization. In conjunction with the HOME funds these grants helped BHA and SMAHC continue the ongoing renovation of former abandoned and bank owned properties. Renovated properties have proven to be the catalyst in stabilizing neighborhoods and attracting private investment. BHA and SMAHC have targeted neighborhoods hardest hit by the foreclosure crisis of the last several years. The city’s core has seen so much disinvestment as a result of foreclosures that without stabilizing investment, these neighborhoods could easily decay to the point of irretrievable breakdown. The grants have allowed the BHA and SMAHC to achieve their goals of creating neighborhood stabilization with high-quality housing. Twelve units of low income affordable housing have been created to date.

b. CDBG - 2011 funding for the rescue of foreclosed properties continued to be used in conjunction with remaining federal NSP funds and an additional \$1,050,000 in state NSP funds which in turn have served to leverage other public and private resources targeting this crisis. To supplement its multi-year CDBG commitment to the War Memorial building accessibility project, the City of Brockton secured and has expended \$190,000 of a Special EDI grant for the rehabilitation of internal systems so that the facility can function as a regional performing arts center.

HOME - BHA and SMACH have utilized private financing from Rockland Trust in the amount of approximately \$916,000 to combine with the HOME and NSP funds to help stabilize neighborhoods. In a three-block area of the Highland/Newbury neighborhood, three projects have spurred private investors to acquire and renovate two three-family homes, one two-family home and one single-family home. The proactive programs of DHCD, BHA and SMAHC, together with the City of Brockton and the Brockton Redevelopment Authority, have begun the turnaround of the neighborhood. The Brockton Housing Authority constructed a duplex located at 102 Green Street. The property was acquired with state Chapter 40R, SMART GROWTH ZONING AND HOUSING PRODUCTION funds in the amount of \$120,000 and constructed with HOME funds along with private financing in the amount of \$110,000. Continued bridge building with the stakeholders in the neighborhood will be important to ensure long-term vitality of the area.

c. Matching requirements

CDBG – N/A

HOME - During the 2011 program year, once again, HUD determined the City of Brockton to be in fiscal distress and reduced its match liability by 50 percent. The Brockton Housing Authority’s Massachusetts Rental Voucher Program fulfilled the City’s HOME Match obligation during the reporting period in the amount of \$785,247.00. This information is provided in the table below.

HOME Match Report

Excess Match from Prior Federal Fiscal Year	2011 Match	2011 Match Liability	Excess Match to Carry Over to next Federal Fiscal Year
\$ 2,743,356	\$ 785,247	\$ 81,255	\$ 3,447, 348

Managing the Process

1. Describe actions taken during the last year to ensure compliance with program and comprehensive planning requirements.

Program Year 4 CAPER Managing the Process Response:

Throughout the program year, a high level of cooperation and coordination among the BRA and BHA, local human service, housing, and job resource and economic development providers has continued, with the office of the Mayor remaining as the focal point. The BRA and the BHA have continued working cooperatively to implement the projects and activities funded with CDBG & HOME funds through coordinated actions and processes. Both agencies have worked tirelessly together with the United Way, and other organizations such as Father Bill’s & Mainspring, the Brockton Housing Partnership, Self Help, Inc. and a network of local entities to help

rescue and re-populate foreclosed homes. At the end of this program year three (3) vacant/foreclosed units had been acquired. Because these properties are beyond rehabilitation, both will be scheduled for demolition during the program year 2012. The BRA has also worked in close cooperation with city departments to carry out the ongoing accessibility retrofit of the War Memorial throughout the program year. The BRA has also worked very closely with Brockton 21st Century Corporation to administer the Façade Improvement program and to create the new financing tools under the substantial amendment for economic development. Lastly, as the BRA relied on its sub-recipients to carry out its programs, the BRA strived to improve and enhance communication and interaction with these entities.

In addition to the publicly advertised Citizen Participation process which included notification of proposed program amendments, the BRA and BHA continued to encourage input from public agencies, the business community, community-based organizations and other groups. Again this year, under the auspices of the office of the Mayor, BBB and BHA made great efforts to outreach to community partners in terms of program performance and the identification of neighborhood needs and in formulating community development objectives, priorities and specific resource allocations. This included significant aspects of the process employed to develop the fourth year Action Plan (2011). The BRA and BHA have shared and reviewed various standard sources of information having regional and local significance. Both agencies have actively sought public input at advertised public hearings and invited written comments. The BHA and the BRA have been active participants in forums on housing and community development issues and have taken part in collaborative dialogues centered on social issues particularly as relates to the housing foreclosure crisis. Both agencies specifically outreached to a range of public entities focused on the areas of housing, public work, public services, planning and economic development. The BRA and BHA relied heavily on these consultations in implementing programs and projects, on monitoring and evaluating performance and on developing the second program year plan. The City of Brockton acting through the BRA and the BHA will continue to encourage vigorous communications with these organizations and agencies in completing the fourth year plan, and in crafting and carrying out subsequent years' plans consistent with the objectives established in the 2008-2012 Strategic Plan.

The availability of the CAPER for comment, was advertised on September 7, 2012 in the local newspaper and placed on the City and BRA websites. **Public Comments were received.**

Citizen Participation

1. *Provide a summary of citizen comments.*
2. *In addition, the performance report provided to citizens must identify the Federal funds made available for furthering the objectives of the Consolidated Plan. For each formula grant program, the grantee shall identify the total amount of funds available (including estimated program income), the total amount of funds committed during the reporting period, the total amount expended during the reporting period, and the geographic distribution and location of expenditures. Jurisdictions are encouraged to include maps in describing the geographic distribution and location of investment (including areas of minority concentration). The geographic distribution and expenditure requirements may*

also be satisfied by specifying the census tracts where expenditures were concentrated.

*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

Program Year 4 CAPER Citizen Participation Response:

Citizen Comments

Public Comments

Funding Allocation

ITEM	Total All Funds Expended through 6/30/12	Geography Allocation
<u>REHABILITATION/HOUSING</u>		
Self Help, Inc. – Lead Abatement Program	\$2,470	City-Wide
Homeowner Housing Rehab	\$51,200	City-Wide
<u>PUBLIC SERVICES</u>		
Family and Community Resources Inc.	\$2,500	City-Wide
BAMSI (Brockton Area Multi Services Inc.) Helpline	\$2,500	City-Wide
BAMSI (Brockton Area Multi Services Inc.) Dorn Davies Senior Center	\$2,500	City-Wide
Father Bill’s and Mainspring – Work Express Program	\$6,000	City-Wide
Old Colony YMCA - Cosgrove Pool	\$54,681	City-Wide
Old Colony YMCA – Camp Massasoit	\$2,500	City-Wide
Old Colony YMCA – Jon David Louison Family Center	\$2,500	City-Wide
Brockton Police Department – Mobile Anti Crime Unit	\$131,883	CDBG Eligible Census Tracts 5104, 5108, 5109 and 5114
Associaco Cabo Verdiana de Brockton – Youth Enhancement Program	\$2,500	City-Wide
Subtotal	\$207,564	
<u>PUBLIC FACILITIES AND IMPROVEMENTS</u>		
Brockton Fire Department	\$0	CDBG Eligible Census Tracts 5109 and 5116
Section 108 Programs for Downtown Development	\$5,816	CDBG Eligible Census Tract 5109

ITEM	Total All Funds Expended through 6/30/12	Geography Allocation
Subtotal	\$5,816	
<u>ECONOMIC DEVELOPMENT</u>		
Arts in the Windows	\$1,977	CDBG Eligible Census Tracts 5104, 5108, 5109 and 5114
Subtotal	\$1,977	
<u>ADMINISTRATION</u>		
Administration - CDBG	\$274,628	City-Wide
Administration - CDBG Program Income & Prior Year Unobligated Funds	\$28,466	City-Wide
Subtotal	\$303,094	

Project:	Expended in 2011	Geography Allocation
War Memorial Building	\$105,589.33	CDBG Eligible Census Tract 5108
War Memorial Building	\$204,654.63	CDBG Eligible Census Tract 5108
Parks and Recreation	\$46,904.00	CDBG Eligible Census Tracts 5103, 5104, 5105.02, 5108, 5109, 5110, 5112, 5114 and 5116
Adams Street Garage Section 108	\$54,957.18	CDBG Eligible Census Tract 5109
Arts in the Windows	\$0.00	CDBG Eligible Census Tracts 5104, 5108, 5109 and 5114
EDI - Special Grant - Parks	\$12,427.38	CDBG Eligible Census Tracts 5103, 5104, 5105.02, 5108, 5109, 5110, 5112, 5114 and 5116
Streetscapes	\$126,962.41	CDBG Eligible Census Tracts 5103, 5104, 5105.02, 5108, 5109, 5110, 5112, 5114 and 5116
Vacant Lot Cleanup	\$54,906.18	City-Wide
Secure Lending Registry	\$12,805.63	City-Wide
Rescue of Foreclosed Homes	\$159,123.70	City-Wide

Institutional Structure

1. *Describe actions taken during the last year to overcome gaps in institutional structures and enhance coordination.*

Program Year 4 CAPER Institutional Structure Response:

During the program year, a collaborative effort took place among local government, community-based organizations, and private concerns to assemble and integrate all available federal, state, local and private resources so as to have the greatest possible impact in staving off the most threatening consequences of rising foreclosures and declining economic circumstances. There was broad agreement that those resources are insufficient to address the growing scale of the problem but there has also been great determination to do the utmost to alleviate these conditions in Brockton so as to preserve and protect the substantial community development progress that has been achieved in recent years. During the program year, the BRA and BHA under the direction of the Mayor worked closely with the Brockton Housing Partnership and the Mayor's Economic Advisors to craft responses to quickly changing housing, economic development, and public service needs and circumstances.

Also during previous years, the City entered a similar Memorandum of Agreement with the United Way - so as to better address the needs and marshal resources to help the City alleviate homelessness. This agreement continued in 2011 serving to ensure that the City remains focused on identified problems and helping facilitate its actions and responses to prevent homelessness through the auspices of the Plymouth County Housing Alliance and working in conjunction with the Commonwealth of Massachusetts and other homeless service providers.

Monitoring

1. *Describe how and the frequency with which you monitored your activities.*
2. *Describe the results of your monitoring including any improvements*
3. *Self Evaluation*
 - a. *Describe the effect programs have in solving neighborhood and community problems.*
 - b. *Describe progress in meeting priority needs and specific objectives and help make community's vision of the future a reality.*
 - c. *Describe how you provided decent housing and a suitable living environment and expanded economic opportunity principally for low and moderate-income persons.*
 - d. *Indicate any activities falling behind schedule.*
 - e. *Describe how activities and strategies made an impact on identified needs.*
 - f. *Identify indicators that would best describe the results.*
 - g. *Identify barriers that had a negative impact on fulfilling the strategies and overall vision.*
 - h. *Identify whether major goals are on target and discuss reasons for those that are not on target.*

- i. *Identify any adjustments or improvements to strategies and activities that might meet your needs more effectively.*

Program Year 4 CAPER Monitoring Response:

1. **HOME: Rental** - The Brockton Housing Authority (BHA), on a yearly basis, reviews all tenants' income and rents to make sure the families are still program eligible and any changes needed are made accordingly, if needed. The BHA checks all rental units on a yearly basis to ensure that property standards requirements are being met. *Homebuyer* – Mayor Linda M. Balzotti committed \$100,000 of FY2010 HOME Funds to Neighborhood Housing Services of the South Shore to assist qualified homebuyers participating in the Home Buyer Program. In September, 2010, the BHA entered into an agreement with Neighborhood Housing Services of the South Shore (NHS) to provide down payment and/or reasonable closing cost assistance for income eligible low- and moderate-income homebuyers. NHS used 2010 HOME Funds, as provided by the Brockton Housing Authority, to act as Agent for the BHA in the administration of the HOME Homebuyer Assistance Program as identified in the City of Brockton's 2010 Annual Plan. NHS provided all services in processing applications for potential assistance. Upon completion of an application the files were forwarded to the BHA for final approval of income eligibility and property standards. To ensure long term affordability requirements of the HOME Program mortgages or restrictions of sale are filed with the Plymouth County Registry of Deeds on all rental, homebuyer and homeowner rehabilitation agreements. Recapture provisions are included in all homebuyer agreements calling for repayment if the property is sold within varying time periods keyed to the amount of assistance. Subordinations and/or discharges are prepared on a case by case basis.

CDBG: Public Services – As described in the 2011 plan, The BRA required, and subsequently received and reviewed as to accuracy, quarterly performance and fiscal reports from all social service providers funded with CDBG resources; additionally the BRA staff made mid-year site visits to each of these entities to observe operations and review source files first-hand. With respect to the War Memorial rehabilitation and retrofit project, the City of Brockton has used municipal (Inspectional Services) personnel and consultant engineers to oversee construction. Public Facilities - The same was true of the ball fields improvement project. The BRA staff has made periodic inspections and have verified payment requests and supporting documentation, including HUD forms 11 and weekly payroll forms. Contract bid documents stipulated participation by Minority Business Enterprises (MBE) and Women Business Enterprises (WBE) to the greatest extent possible. As the economic development tools were being re-tooled throughout the program year there was little activity requiring any formal monitoring.

2. **HOME: Rental** - No major violations of housing codes or other applicable regulations have been discovered; minor violations are quickly rectified upon inspection determination. *Homebuyer* – Due to the decrease in frequency of eligible homebuyers monitoring meetings took place on a case by case basis between the Homebuyer Coordinator from NHS and the HOME Program Coordinator from BHA to review the status of current applicants and address any questions or concerns regarding the applications, homebuyer or property being

purchased. One homebuyer closed on a property with NHS during this reporting period. Due to the lack of progress made by NHS and the lack of eligible homebuyers along with decreasing home sales, the BHA suspended the down payment assistance program with NHS on December 31, 2011. The remaining funds were re-allocated via a substantial amendment to the FY2010 Annual Action Plan.

CDBG: Other than the occasional need for better and timelier record keeping, no circumstances or events have been revealed that require closer scrutiny or tighter monitoring procedures.

3. Self Evaluation

HOME

- a. The BHA, in cooperation with the City, has targeted the Highland Street area for revitalization through acquisition of abandoned, distressed properties, which will be renovated and transformed into viable housing for low income families. The BHA has targeted neighborhoods hardest hit by the foreclosure crisis of the last several years. The city's core has seen so much disinvestment as a result of foreclosure that without stabilizing investments, these neighborhoods would continue to deteriorate.
- b. One of the City's housing objectives outlined in the FY2011 Annual Plan was to maintain, support and preserve the existing housing stock and prevent housing deterioration and vacancies. Another objective stated was to prevent neighborhood deterioration due to foreclosures. HOME funds, along with Neighborhood Stabilization Funds, assisted 12 units of vacant bank-owned foreclosed property to be rehabilitated and returned to productive rental use. Homebuyer assistance to one low/mod income families and the construction of 2 low income rental units helped increase the overall availability of affordable permanent housing.
- c. A total of 15 units of safe, decent affordable housing units were completed during the reporting period, with another 9 units slated to be completed by January 2013. 1 unit of homeownership affordable housing was created at 33 Bourne Street when the local CHDO, Southeastern Massachusetts Affordable Housing Corporation, purchased and rehabilitated a single family home and sold to an income eligible first time homebuyer.
- d. Two activities identified in the FY2011 Annual Action Plan have fallen behind schedule. Capstone Communities LLC requested \$200,000 to redevelop the Knight Building located at 124 Montello Street into 25 units of mixed income housing. 14 of the 25 units will be set aside for households at or below 60% of AMI, of which 3 of the 14 units will be set aside for households earning at or below 30% AMI. Mayor Balzotti has reserved \$100,000 of FY2011 and \$100,000 of FY2012 funds for this project. In May of 2012, Capstone was awarded \$2 million in no-interest loans, including state HOME funds, state Affordable Housing Trust funds, and state Commercial Area Transit Node Housing Program funding, along with federal and state low income housing tax credits and Mass Historic Rehabilitation Tax Credits. Anticipated

- construction will begin in August 2012 and be completed in July 2013. Due to limited HOME funds the construction of 2 units of affordable rental housing on Plot 48-2 Tribou Street has been delayed. FY2012 HOME funds needed for the project. Contractor selection process expected in fall of 2012 with construction completed by June 30, 2013. At the end of this reporting period the City of Brockton, acting through the Brockton Housing Authority has expended all HOME funds through and including FY2010 funds.
- e. Specific housing objectives – As stated in the City's 2011 Annual Plan the City's housing objectives include maintaining, supporting and preserving the existing housing stock; preventing housing deterioration and vacancies; preventing neighborhood deterioration due to foreclosures; and increasing the overall availability of affordable permanent housing through the creation of new units and the return to habitable status of vacant/deteriorated units. The City intends to improve and increase access to owner-occupied housing for low-and moderate-income residents. The homebuyer assistance program improved access to one low/moderate income family to purchase housing otherwise unobtainable without the HOME Funds for down payment assistance and/or closing costs. To address the foreclosure crisis the BHA partnered with Southeastern Massachusetts Affordable Housing Corporation (SMAHC), a local non-profit and CHDO to acquire and rehabilitate 12 units of, foreclosed properties. (See IDIS Report 22-Status of HOME activities for addresses). These projects not only addressed the foreclosure crisis but also increased the supply of affordable rental units. Also increasing the supply of rental units in the community was the construction of two modular units of affordable rental housing by the BHA at 102 Green Street. These units have been tenanted by low-income families.
 - f. The SNAPSHOT of HOME Program Performance is a quarterly cumulative performance and accomplishment report from HUD tracking the HOME Program progress of participating jurisdictions (PJ). It measures the PJ's performance in delivering affordable housing assistance with the HOME Program Funds. During all of the 2011 program year, Brockton retained its No. 1 overall ranking in the state of Massachusetts, with a national ranking in the 99th percentile overall. This report is a great indicator of how well Brockton is meeting its goals.
 - g. Brockton's limited supply of affordable housing is one of the community's most significant barriers to fair housing choice. Lower income households experience a higher rate of housing problems than other households in Brockton, and this impacts minority households and people with disabilities in the community disparately because they are more likely to be low income households. Limited public funding and private investment interest are remaining barriers to increasing the supply of affordable housing.
 - h. Major goals are on target. All 2010 funds carried over are 100% disbursed. . The Homebuyer down payment assistance program has not produced as expected. Only one homebuyer was assisted during the reporting year compared to the expected goal of ten. As noted previously, a substantial amendment to the FY2010 Annual Plan was made to re-allocate the funds in order to be spent in a timely manner.
 - i. The strategies to be used to produce affordable housing units include:

Increasing the overall availability of affordable permanent housing through the creation of new units and the return to habitable status of vacant/deteriorated units; preserving the quality of life in existing neighborhoods while accommodating smart growth; supporting a well-conceived balance between housing development, transportation, open space and recreational facilities and appropriate commercial development opportunities; housing rehab loan programs that place affordable restrictions on rental units in owner-occupied multi-family properties throughout the City; and supporting organizations using NSP funds for foreclosed properties. The City will continue to work with local and regional nonprofits and others to pursue opportunities to develop new affordable housing.

CDBG

- a. Although there were no properties demolished during program year 2011, CDBG funds under the 2010 program year for Rescue of Foreclosed Homes will be utilized for demolition of identified properties during the 2012 program year. The BRA working in conjunction with SMAHC has worked towards the acquisition, rehabilitation and repopulation of vacant distressed housing so that both initiatives have served to stabilize low and moderate income neighborhoods and to help stave off the effects of the foreclosure crisis. Mayor Balzotti allocated \$50,000 of CDBG Funding in 2010 to The City of Brockton **“Secured Lender Registry Program/ -Registration of Vacant, Foreclosed and Abandoned Properties”** (Code Enforcement). This program requires the registration of all vacant buildings, both residential and commercial, to assist the city government in protecting the public health, safety and welfare of its residents by encouraging the prompt repair, rehabilitation, and subsequent occupancy of vacant properties. During the program year 2011, the BRA hired a part-time person who will coordinate the registration and maintenance of the registry with the Building Department, Board of Health and Code Enforcement officials.

For the past 12-18 months the BRA has been working actively with the City of Brockton Code Enforcement team and the Attorney General’s office to identify potential receivership properties in our targeted neighborhoods. During 2011 the BRA has engaged the assistance of the Massachusetts Housing Partnership and the Resources Inc. (TRI) to establish a receivership loan pool. The loan pool will be funded with CDBD and NSP3 funding. They will also track and assist with identifying potential receivership properties in the NSP2 and NSP3 target areas. To date there has been one receiver appointed for a property located at 60 Highland Street. Once the receiver was appointed by the court, the owner of the property was much more willing to cooperate. The owner has since performed all of the rehabilitation work and the receiver never started work on this property.

- b. Under **CDBG-Rescue Foreclosed Homes** Mayor Linda Balzotti allocated \$60,000 of 2010 funding for the **“Receivership Program”**. Using the statutory power authorized in M.G.L. Chapter 111, Section 1271, to seize buildings to ensure enforcement of the state sanitary code. “The Law provides for the property to be placed under the control of judicially supervised receiver who has the power to collect rents, make repairs, and borrow money when necessary”. Working closely with the City Solicitor, the City Legal Department, Building Department, Brockton Board of Health and Code

- Enforcement, The BRA has aimed at aggressively eliminating or preventing troubled properties from creating conditions of slums and blight in the City. Five properties have been identified for potential receivership. BBB has also been working very closely with the Office of Attorney General's Office. Through their efforts the Brockton Housing Court has begun appointing receiver(s). The AGO has worked with BRA in a coordinated effort to identify potential receivership property. The BRA's future role in the program will be to serve as the program administrator and coordinator. During this program year the BRA was named receiver on three properties. For two properties our role was to monitor and inspect, when and if necessary assist owner with contractor and subcontractor. On the third property the BRA role is to rehabilitate the property and return it to a status fit for human habitation. These efforts too, are viewed as critical tactics necessary to advance the City of Brockton's vision of a stabilized residential and commercial property stock.
- c. In the fourth program year, three derelict vacant properties have been identified and are scheduled for demolition. Our continued neighborhood stabilization efforts coupled with playing field restoration and street improvements have served to help provide a suitable living environment for low and moderate income persons. Similarly, during the program year new financial incentive mechanisms were established to induce small retail and commercial businesses property owners to improve facades thereby helping to provide a suitable living environment and hopefully helping to facilitate the expansion of economic opportunity. During the 2011 program year, a number of the Public Service activities supported in part with CDBG funds have helped provide a suitable living and expanded economic opportunity for low and moderate income persons, among them: Associacao Cabo Verdiana de Brockton, Inc, Father Bill's Work-Express program, and Old Colony YMCA Camp Massasoit and Cosgrove Pool programs.
 - d. The BRA had hoped the rescue of foreclosed home projects would be further advanced at this point but is convinced they are now proceeding expeditiously; unavoidable delays are attributable to difficult acquisition negotiations and unavoidable legal constraints. Similarly, the City had hoped the façade improvement initiative would have been further along at program year end but believes the restructured program is now poised to advance expeditiously.
 - e. As detailed in the City of Brockton's 2011 Annual Plan the City intends to stabilize, improve and increase access to owner-occupied housing for low and moderate income residents, including addressing the community's significant needs related to the foreclosure crisis. The City's plans to stabilize, improve and increase the supply of affordable rental units for low and moderate income community members and to establish effective locally-based home buyer training and financial assistance have a substantially greater chance of success as a result of the close working partnerships founded during the 2009 program year using CDBG resources. The specific partnership efforts launched with NHS, SMAHC, and Self-Help, Inc. are now beginning to have a noticeable positive impact on identified needs.
 - f. The best indicator of CDBG performance in the 2011 program year can be found in the concerted efforts of multiple stakeholders acting in the public interest in a well coordinated effort to assemble all tools and marshal

- additional resources including: NSP federal and state funds, EDI funds, Homelessness Prevention and Rapid Re-Housing Program funds and foundation and private funds to address the foreclosure crisis and the myriad social issues that have either been caused by or exacerbated by it.
- g. Though no major barriers to fulfilling the overall strategies and vision for the CDBG program and the implementation of the CDBG projects, administrative and operational shifts in the BRA during the program year have served to slow progress on fulfilling overall vision and carrying out the strategies designed to achieve it. With the planned restoration of administrative responsibility to the BRA, Brockton believes its CDBG capacity and effectiveness is substantially enhanced.
 - h. For the 2011 CDBG program year, two major goals were not fully on target as of June 30, 2012. Specifically, this is the case with respect to rescue of foreclosed properties and economic development activities. Systemic matters continued to be addressed and operation of the CDBG program improved greatly in these areas, yet more fundamental changes were deemed necessary that have now been emplaced and took full effect with the start of program year 2011 on July 1, 2011. In the fourth program year, public facilities improvements and the delivery of public services have been largely on target.

Lead-based Paint

1. *Describe actions taken during the last year to evaluate and reduce lead-based paint hazards.*

Program Year 4 CAPER Lead-based Paint Response:

According to the American Community Survey, 32,134 housing units in Brockton were built prior to 1980 and of these 16,982 were built before 1950. Lead was widely used in interior and exterior paint prior to 1978 when its use was banned by the Environmental Protection Agency. No reliable calculation exists as to the number of Brockton housing units containing lead paint, although it can be assumed that a number of older properties, have lead paint present. Overtime a number of properties have been de-lead through various state and federal programs to encourage de-leading, so the number with lead paint is slowly diminishing. The following table shows the decline over time due to a variety of actions:

In 2011, Brockton continued to be ranked 6th in the State for the incidence of lead poisoning

The key strategies used to address the problem during the fourth Plan year were as follows:

1. The City of Brockton's systematic code enforcement inspections.
2. The lead remediation program administered by Self Help, Inc.,
3. The BRA and BHA's CDBG-funded and HOME-funded property rehabilitation programs and property rescue efforts.

4. MassHousing's "Get the Lead Out" program.
5. The BRA's housing rehabilitation program which requires testing for lead paint in any unit to be rehabilitated with children under the age of 8 in residence.
6. Work with HUD's Office of Healthy Homes, the State Department of Public Health, the local Board of Health and Building Department, to provide information booklets and outreach programs to make residents aware of lead based paint hazards and to generate referrals for lead based paint identification and abatement.
7. Partner with organizations that receive lead testing and abatement funds.

The Commonwealth of Massachusetts Department of Public Health operates a Childhood Lead Poisoning Prevention Program and publishes an annual "Childhood Lead Poisoning Screening and Incidence Statistics by Community". The data for the City of Brockton from July 1, 2008 through June 30, 2009 (the most current data available) indicates that 94% of the children between nine (9) and forty-eight (48) months old had been screened for elevated lead levels. The incidence of elevated levels of lead in the blood of these children was 9 cases per 1,000. This is substantially higher than the statewide average of .6 cases per thousand over the same period.

The Brockton Redevelopment Authority (BRA) carried out housing rehabilitation activities for many years, routinely testing for lead paint in any unit to be rehabilitated with children under the age of 8 in residence. To the extent that housing rehabilitation was undertaken in the second year Annual Plan program, mainly in conjunction with coordinated NSP and CDBG Rescue of Foreclosed Properties efforts, and within the budgetary constraints of the City's CDBG and HOME annual allocations, this practice continued under the auspices of the BRA and BHA and their sub-recipients respectively. When the cost of de-leading exceeded program resources, the BRA and the BHA referred such cases to Self Help, Inc., a regional community based nonprofit organization that accesses federal and state resources including Massachusetts "Get the Lead Out" funds to remove lead paint hazards from older properties. It is anticipated that a certain number of the rescued foreclosed properties going forward are likely to require lead paint remediation; in such cases Self Help, Inc. will be enlisted to assist in assessment and lead paint remediation through its programs.

HOUSING

Housing Needs

*Please also refer to the Housing Needs Table in the Needs.xls workbook.

1. *Describe Actions taken during the last year to foster and maintain affordable housing.*

Program Year 4 CAPER Housing Needs Response:

The City of Brockton worked to stabilize, improve and increase access to affordable owner-occupied housing for low and moderate income residents, including addressing the community's significant needs related to the foreclosure crisis. The

City also worked diligently to stabilize, improve and increase the supply of affordable rental units for low and moderate income community members as well as residents with special housing and service needs. In the 2011 program year, the city sought to achieve these objectives by means of the projects described in the following section.

Specific Housing Objectives

1. *Evaluate progress in meeting specific objective of providing affordable housing, including the number of extremely low-income, low-income, and moderate-income renter and owner households comparing actual accomplishments with proposed goals during the reporting period.*
2. *Evaluate progress in providing affordable housing that meets the Section 215 definition of affordable housing for rental and owner households comparing actual accomplishments with proposed goals during the reporting period.*
3. *Describe efforts to address "worst-case" housing needs and housing needs of persons with disabilities.*

Program Year 4 CAPER Specific Housing Objectives Response:

Annual Plan Objective - Rescue of Foreclosed Homes

Priority: Owner Occupied Housing

Objective: Decent Housing

Funding: \$360,000.00

In a continuing effort to prevent the growing number of foreclosures in Brockton from decreasing the supply of affordable housing and from destabilizing neighborhoods through the presence of deteriorating vacant homes, the BRA is working closely with the Brockton Housing Partnership (a collaboration of financial local institutions, public agencies and community-based non-profits) and other parties to rescue some of these properties and return them to productive use and occupancy by low-income and moderate-income families. CDBG funds will be used to acquire and rehabilitate foreclosed single family homes which will be re-sold to low- and moderate-income families under existing First Time Home Buyer programs. The BBB and BHA may also provide HOME funds for Down Payment Assistance for properly qualified and trained low-income and moderate-income First Time Home Buyers. The City of Brockton will coordinate its efforts with other agencies and programs such as Self Help, Inc. and Massachusetts' Get the Lead Out program. At least a portion of the rehabilitation funds advanced will be in the form of deferred payment loans with annual declining balances and recapture provisions secured by lien. The homes sold will carry conventional mortgages, likely soft-second mortgages from the Massachusetts Housing Partnership and the aforementioned down payment assistance (ultimately forgiven) and rehab loans. Acquisition funds advanced will be repaid to the BRA when conventional mortgages/Soft Second mortgages are placed. BRA will use the repayment proceeds to acquire additional properties and start the process again.

Because the foreclosure crisis continues to hit all sections of the city, and because foreclosures are complex and have varying circumstances, the BRA cannot target a specific area, but rather must approach this effort on a case by case basis as

properties move through the process and become available. Any excess CDBG or HOME funds not required in **Rescue of Foreclosed Homes** initiative will be made available to income eligible single family home owners for rehabilitation or first time homebuyer assistance.

In 2010 the city added a new tool to its response to the foreclosure crisis by adding \$60,000 for its receivership program so that it can aggressively eliminate or prevent troubled properties from creating conditions of slums and blight. The BRA and other partners designated by the city and approved by the court will take possession of targeted properties, restore them to habitable condition, and after foreclosure auction, offer them for sale to trained and qualified first time homebuyers.

Progress: In September of 2009, the BRA amended the program (both 2008 and 2009) to include demolitions of vacant or abandoned properties that have become unsafe conditions for the neighborhoods as well as spot slums and blight throughout the City of Brockton. During the course of the 2008 and 2009 program years, the City of Brockton has demolished 16 properties in low and moderate income areas. The results of these efforts have been the removal of serious threats to public health and safety in the areas throughout the city. During 2011, the BRA did not demolish any properties. However, several have been identified and are currently being marked for demolition during the 2012 program year.

2008 funding: BRA contracted with SMAHC for the rehabilitation of 1036-1038 Warren Avenue. This property was rehabilitated and occupied during this program year.

The Brockton Redevelopment Authority acquired a property located at 101 Newbury Street. Since the time of acquisition, the BRA has advertised for Requests for Proposals and selected a developer to rehabilitate the property. At this time the BRA is in negotiations with the developer. It is expected that this property will be completely renovated by the first quarter of 2012. At that time this property will be marketed to low income qualified first time home buyers.

Neighborhood Stabilization Program (NSP)

The City of Brockton has received an allocation of \$2,152,979 in Neighborhood Stabilization Program (NSP) funds for a variety of responses to the foreclosure crisis within targeted census tracts of the City of Brockton. Brockton may receive additional NSP funding from the allocation of NSP funds made to the Commonwealth of Massachusetts. These include the purchase and rehabilitation of foreclosed residential properties for ownership and rental tenancy by low- and moderate-income persons and families; land-banking of foreclosed properties; the establishment of funding/finance mechanisms for re-tenancy of vacant or foreclosed properties by low and moderate income persons and families; and the demolition and/or redevelopment of abandoned or foreclosed properties deemed unsalvageable. Acting by and through the BBB and BHA, the City of Brockton will use its 2009 CDBG and HOME resources to the greatest extent possible to leverage and support NSP funded activities and similar efforts aimed at resolving this crisis.

On April 15, 2011 the City of Brockton through the Brockton Redevelopment Authority submitted an application to the Department of Housing and Community Development for NSP3 funding. On June 29, 2011 Mayor Linda M. Balzotti received notification from DHCD that we were successful in our application and received an award of \$604,600 in NSP3 funding.

Annual Plan Objective – Homeownership Acquisition and Rehabilitation

Priority: Increase access to homeownership for low/mod income households

Objective: Sustainability of Decent Housing [DH-3]

Funding: \$148,000 HOME; to be determined – other funding) FY2009

Southeastern Massachusetts Affordable Housing Corporation (SMAHC), a private non-profit entity, acting as the local CHDO, will utilize HOME funds to acquire and rehabilitate single family homes and sell them to low/moderate income families as additional affordable housing opportunities in Brockton. SMAHC will use CHDO proceeds from the sale of the CHDO developed homeownership units for HOME-eligible or other housing activities to benefit low/moderate income families.

Progress: 2011 Funding: HOME Funds expended in the amount of \$148,000 this reporting period for the acquisition of a vacant, foreclosed, single family home located at 33 Bourne Street. Renovations included new plumbing, heating, carpentry, plaster and blue board. Total HOME funds expended in the amount of \$148,000 for acquisition and renovations. Property was sold to a low income first time homebuyer.
Project Status – Completed.

Annual Plan Objective – Rental Rehabilitation

Priority: Increase the supply of affordable housing

Objective: Sustainability of Decent Housing [DH-3]

Funding: \$218,000 HOME; to be determined – other funding)

The Brockton Housing Authority (BHA) will utilize HOME funds to supplement a commitment of \$2 Million in grants to the Brockton Housing Authority and Southeastern Massachusetts Affordable Housing Corporation (SMAHC) from the Massachusetts Department of Housing and Community Development (DHCD) and/or other financing sources to acquire and rehabilitate abandoned bank-owned, foreclosed two or three family buildings as additional affordable housing opportunities in Brockton.

Progress: 2010 and 2011 Funding: FY2010 HOME Funds expended in the amount of \$81,101 and FY2011 HOME funds expended in the amount of \$57,498 this reporting period for the acquisition of foreclosed, bank-owned 2 and 3 family homes in Brockton. HOME funds utilized in conjunction with NSP funds received from the Brockton Redevelopment Authority and the Mass Dept of Housing and Community Development. 12 units of bank-owned, abandoned properties have been rehabilitated. 9 more units to be completed by March 2013. Project Status – Underway

Annual Plan Objective – New Construction

Priority: Increase the supply of affordable housing

Objective: Affordability of Decent Housing [DH-2]

Funding: \$148,633 HOME; to be determined – other funding)

The Brockton Housing Authority (BHA) will utilize HOME funds to construct a duplex located at Plot 48-2 Tribou Street, as additional affordable housing opportunities in Brockton. BHA will acquire the property from the City of Brockton and construct the

duplex with HOME funds and private financing and rent the apartments to low income tenants.

Progress: 2011 Funding: Project is in the planning stage. FY2012 HOME funds have been obligated for this project along with approximately \$150,000 in private financing to construct the duplex. The RFP process for the contractor selection is expected to begin in the fall of 2012 with construction commencing in the spring of 2013. Project Status: Underway.

First Time Homebuyer Assistance

Priority: Increase access to homeownership for low/mod income households

Objective: Availability/Accessibility of Decent Housing [DH-1]

Funding: \$50,000 HOME (FY2011)

HOME funds to provide down payment assistance and reasonable closing costs for eligible low/moderate income home buyers citywide. To be eligible for this assistance, first-time buyers are required to complete a structured training/counseling course. Recapture provisions will be required in all cases calling for repayment on a declining annual basis if the property is sold within varying time periods keyed to the amount of assistance given. Recapture provisions will be secured by filed property liens. Generally down payment assistance will be limited to \$9,000 per single family home.

2011 Funding: No funds were expended for down payment assistance. Funds will be utilized in FY2012 to assist the home buyers for the homeownership acquisition and rehabilitation of single family homes by two non-profit agencies, Neighborhood Housing Services and the Southeastern Mass Affordable Housing Corp.

Rental Housing Development – Station Lofts

Priority: Increase the supply of affordable housing

Objective: Sustainability of Decent Housing [DH-3]

Funding: \$100,000 HOME

Capstone Communities LLC will utilize HOME funds to redevelop the Knight Building located at 124 Montello Street into 25 units which will include 14 units of affordable and workforce as well as 11 market rate units. Capstone Communities plans on utilizing HOME funds from DHCD and Brockton, DHCD tax credits and CATNHP funding and federal and state historic tax credit equity. Station Lofts is located in the heart of Brockton's downtown and is located in the Downtown Brockton Smart Growth Overlay District (DBSGOD) Downtown Core Sub-District. The site is one block from the MBTA Commuter Rail Station.

2011 Funding: All Federal, State and local permitting is complete. Building permit will be applied for after all financing commitments are in place, site control is underway. Purchase and sale agreement has been extended to January 31, 2013. MHP has committed approximately \$715,000 for the permanent loan; federal historic tax credits have been approved. Massachusetts historical commission has committed \$800,000 in state tax credits to the project. The project will generate approximately \$82,000 in state tax credits to the project. MHIC has committed approx \$3,550,000 in construction debt to the project. Mss DHCD has awarded \$2 million in no-interest loans and nearly \$500,000 in state and federal tax credits, worth \$2.6 million over 10 years. \$100,000 of FY2012 HOME funds has been obligated for the project.

Project Status: Underway

The City of Brockton acting through the BRA and the BHA in cooperation with the Brockton Housing Partnership and the United Way is coordinating all local efforts to meet housing needs, including worst case scenarios such as imminent homelessness and the specialized needs of persons with disabilities. It is doing so through regular scheduled, organized meetings aimed at improving and enhancing the level of consultation and information/idea sharing among the members. Referrals and case sharing are now a much more common practice among the myriad housing providers operating in the City of Brockton. The City and its instrumentalities and sub-recipients and sub-grantees are working to continue and expand these operational practices.

Public Housing Strategy

1. Describe actions taken during the last year to improve public housing and resident initiatives.

Program Year 4 CAPER Public Housing Strategy response:

One of the Brockton Housing Authority's most important responsibilities is the long-term care of its public housing resources to ensure they are available for future generations. In 2011, its Modernization Department scored major accomplishments in the areas of federalization, energy efficiency, construction and renovations and was the driving force for several major projects, including a comprehensive multi-year modernization and the federalization of state residences. During 2011 the Authority:

- Completed the modernization work related to federalization of Belair Towers and Roosevelt Heights. With assistance and guidance from the state Dept of Housing and Community Development (DHCD) and the US Dept of Housing and Urban Development (HUD), the BHA was able to access American Recovery and Reinvestment Act (ARRA) funds to acquire, upgrade and transfer ownership of the two state developments to the federal government. Doing so makes the developments eligible for ongoing federal funding. Modernization and other departments managed HUD-required major upgrades to the two residences, including the installation of \$2.6 million in new energy efficient windows and doors at Belair Towers.
- Building on past successes, the BHA completed \$1.3 million in renovations to five properties under the Neighborhood Stabilization Program (NSP) and initiated two other renovation projects valued at \$330,000. The NSP aims to stabilize neighborhoods characterized by foreclosed or abandoned property.
- Completed a \$260,000 roof replacement at the Manning Tower offices located at 45 Goddard Road
- Completed construction of a \$384,000 duplex modular home under the City's 40R and HOME Programs on Green Street.

- Obtained HUD approval of a \$5.6 million Energy Services Agreement (ESA) with Ameresco to install energy efficient lighting, appliances and other components throughout their federal portfolio. Under the ESA agreement, new windows and doors will be installed at the Campello High Rise using funds saved from the reduction in energy and water cost.
- As the Ameresco project moves forward, the BHA will seek to obtain an investment rating from Standard & Poor's in order to sell bonds based on its financial stability. This is an extensive undertaking that only a few housing agencies accomplish. Gaining the rating and the ability to sell bonds would create a new vehicle for the BHA to obtain financing for future projects.

Resident Initiatives

Resident Services provides a number of support services to residents, such as the Family Self Sufficiency Program, health initiatives and security services. Resident services give top priority to leadership development, community collaboration and security. The BHA has been instrumental in developing resident leaders in recent years. In 2011 the department's director worked closely with tenant councils and the Resident Advisory Board to guide elections of executive officers at each BHA development and train resident leaders.

The BHA also fostered collaborations with community and government organizations to offer programs in areas that span health, education, art, recreation and security. Partners included the Old Colony YMCA, Brockton Hospital, the Dept of Homeland Security and Old Colony Elder Services.

Security is important to residents, particularly the elderly. Resident Services continued its integrated security program with the Brockton Police Dept. and the Reliable Security Company. Under the program, two Brockton police officers are dedicated to patrols of BHA facilities, and private security officers cover all senior residences from 7 pm to 3 am. The BHA security team continued its integrated approach to providing safe and livable communities for its residents. Asset managers, Service Coordinators, Maintenance and Administration all worked closely with the security team to provide good, safe places to live.

Barriers to Affordable Housing

1. *Describe actions taken during the last year to eliminate barriers to affordable housing.*

Program Year 4 CAPER Barriers to Affordable Housing Response:

The City has taken steps to create zoning which will promote affordable housing development such as Chapter 40R. The City of Brockton has designated five "Smart Growth" development districts which provide incentives for the development of affordable housing adjacent to transportation centers.

The City has also been exploring the use of an overlay zoning to facilitate this use.

Limited public funding and private investment interest are remaining barriers to increasing the supply of affordable housing. Nevertheless, the City is taking steps to create attractive development and redevelopment opportunities including improving the appearance and curb appeal of business districts, by demolishing derelict buildings and by clearing and cleaning-up vacant lots.

Other strategies which can be looked at in the coming years are:

Zoning Relief and Other Bonuses

State and case law permits local jurisdictions to provide a variety of benefits to a developed, such as a density bonus in exchange for reserving a percentage of housing units for low and moderate income or senior households for specified periods of time.

Inclusionary Housing

Inclusionary Zoning has become a more common tool for communities and is usually linked to the bonuses mentioned above. In strong housing markets, it is feasible for developers to meet the inclusionary zoning requirements without other subsidies. In a market such as Brockton's, subsidies would be needed.

Commercial/Industrial Linkage Fee

The concept is that most commercial and industrial development relies on a number of employees who are paid less than 80% of median. So by requiring some effort to provide funds to enable these employees to live as well as work in the community by putting the money towards affordable housing development in the community, the linkage fee is a benefit to all.

Availability of Financing

Some communities have developed task forces which work with lenders operating in the community to develop agreements in conjunction with the federal Community Reinvestment Act, which will provide lower mortgage rates and other financial benefits for providers and consumers of affordable housing.

Accessory Apartments

Many communities have developed accessory apartment provisions in the zoning code, which in effect permit homeowners, especially single family homeowners, to provide an additional housing unit either within the existing house or as an addition, provided that one of the households meets the eligible income limit. This code provision has the added benefits of legalizing a number of illegal uses and also of developing housing in communities with little or no land availability.

Gap Financing and Fee Reductions

Some communities use HOME funds, redevelopment set-aside funds, and Housing Trust Funds (set up under inclusionary zoning and linkage programs) to provide 'gap-financing' for affordable housing projects in order to mitigate the impacts of market factors (such as land costs and construction costs), planning and

development fees, on-site and off-site improvements, infrastructure and utility connection and other costs associated with residential development.

Some communities provide permitting fee reductions for projects which provide affordable housing.

Permit Processing

A community can set up an expedited processing system for any project which is providing affordable housing. This program establishes an aggressive processing timeline to cut the cost and time constraints associated with building affordable housing by:

1. Providing mandatory preliminary review meetings for early staff feedback;
2. Significantly reducing project review cycles;
3. Funding environmental, traffic impact and other studies after preliminary reviews.

Compounding the need for affordable housing has been the loss of many units due to foreclosure. While these were not necessarily owned or occupied by households below 80% of median, it is reasonable to assume that a number of them were.

7% of owner units and 97% of rental units which were vacant in the ACS report for 2007 were affordable to households below 80% of median. Since then there has been a significant increase in foreclosures and a sharp decline in pricing. It is not clear what this means for the expansion of affordable housing in Brockton. There are more rental and owner opportunities for households below 80% median. However, there are also unemployment and underemployment of households which can offset the cheaper prices. The City has used NSP and other funds to acquire and rehabilitate foreclosed properties and through its down-payment program it can also enable households to take advantage of any lower cost housing put on the market.

Major historic barriers to increased availability of high-quality, affordable housing continue to be extremely limited public funding and more limited private sector interest in developing affordable housing in Brockton. Brockton continues to work to create incentives to increase the supply of housing, including the adoption of zoning that will facilitate new development. Barriers to affordable housing in Brockton result from the market forces that affect the larger Eastern Massachusetts region and large sections of Southern New England. In 2009 though, the supply of affordable housing continued to contract sharply as the mortgage foreclosure in the City of Brockton remained unabated. In the second program year Brockton dedicated a substantial share of its CDBG funds to be deployed together with NSP funds and private resources to fight the negative impacts of vacant and blighted foreclosed properties on otherwise stable or potentially stable low and moderate income neighborhoods. It did so working with five community-based organizations as sub-grantees and with other state and local resources. During this program year, the City worked through these public-purpose entities to acquire and prepare to rehabilitate a certain number of those foreclosed and vacant properties, to rehabilitate them and then to sell some to trained and financially assisted income-eligible first-time homebuyers; other units are to be reserved for affordable rentals. The City also worked with Neighborhood Housing Services of the South Shore to facilitate its certification as a first time buyer training agency. These actions were conducted in synchronization in an effort to help preserve the mid-level housing supply while increasing the affordable housing supply

for those for who both price and supply constituted barriers to attaining affordable housing.

Though the real estate market is currently in a substantial downturn, rents and sale prices remain essentially out of reach for many low and moderate-income households. Real estate professionals attribute the escalation of housing costs in Brockton in recent years in large part to the even greater rise in housing costs in the Boston urban core and suburban ring during the same time period. Additionally, the greater accessibility between Boston and Brockton that was created with the opening of the Middleborough Commuter Rail line in 1997 contributed to housing cost increases over the past decade. The shortage of opportunities to create new affordable housing in Brockton cannot be attributed to public policies such as zoning as the City has taken steps to create zoning that is favorable to affordable housing development. In this second program year the City continued to pursue the goal of adaptive re-use of several large, old factory buildings in the downtown area. The City hopes several of these underutilized properties are can be converted to mixed-income housing that is conveniently located near commuter rail, bus and other essential services in the downtown area. Throughout the year, the City continued working to create attractive development and redevelopment opportunities. Five "Smart Growth" development districts pursuant to Chapter 40R Massachusetts General Laws have been established in Brockton, providing incentives for the development of affordable housing.

When regional housing costs recover and at some point, it is expected that there will continue to be insufficient funding for affordable rental and homeownership development, for rental assistance, for rehabilitation assistance, for foreclosure prevention funding and services, and first-time home-buyer financing assistance programs to meet the demands of low- and moderate-income residents and would-be residents of Brockton. Nevertheless, CDBG and HOME funds in conjunction with NSP and other resources have assisted or are assisting in the creation or restoration of 25 affordable housing units. Programs have also now been established to soon assist an estimated 10 First Time Buyers receive ownership training and some to access down payments and closing costs assistance.

In response to the City "Analysis of Impediments to Fair Housing Choice" Mayor Linda M. Balzotti has established an Advisory Committee on Brockton's Analysis of Impediments to Fair Housing Choice.

The City has developed a two-pronged approach to ensuring fair housing compliance throughout the City. The Mayor's advisory committee for Impediments to Fair Housing Choice works to identify fair housing issues within the community and the Brockton Redevelopment Authority (BRA) actively supervises housing providers to ascertain whether fair housing requirements are being met.

Residents and/or property owners with questions, issues or complaints associated with applicable Fair Housing laws and requirements are encourage to submit those matters to the City Clerk's Office, which then forwards them to the Mayor's Task Force for Impediments to Fair Housing Choice in Brockton for action. Additionally, in its monitoring of providers, the BRA reviews Fair Housing procedures to ensure compliance with the pertinent statutory provisions.

In an effort to stay current, the City regularly updates its "Impediments to Fair Housing Choice" document and the BRA reviews the ways in which it can support

actions recommended in that document. In addition, the Brockton Redevelopment Authority monitors its sub-recipients and developers, to ensure that they pursue the actions recommended and develop reports on actions taken.

HOME/ American Dream Down Payment Initiative (ADDI)

1. *Assessment of Relationship of HOME Funds to Goals and Objectives*
 - a. *Evaluate progress made toward meeting goals for providing affordable housing using HOME funds, including the number and types of households served.*
2. *HOME Match Report*
 - a. *Use HOME Match Report HUD-40107-A to report on match contributions for the period covered by the Consolidated Plan program year.*
3. *HOME MBE and WBE Report*
 - a. *Use Part III of HUD Form 40107 to report contracts and subcontracts with Minority Business Enterprises (MBEs) and Women's Business Enterprises (WBEs).*
4. *Assessments*
 - a. *Detail results of on-site inspections of rental housing.*
 - b. *Describe the HOME jurisdiction's affirmative marketing actions.*
 - c. *Describe outreach to minority and women owned businesses.*

Program Year 4 CAPER HOME/ADDI Response:

1. *Assessment of Relationship of HOME Funds to Goals and Objectives*
 - a. *Evaluate progress made toward meeting goals for providing affordable housing using HOME funds, including the number and types of households served.*

As stated in the FY2010 CDBG and HOME Annual Plan Brockton's Housing Objectives are as follows:

- Maintain, support and preserve the existing housing stock; prevent housing deterioration and vacancies; prevent neighborhood deterioration due to foreclosures and vacancies through a variety of means including counseling.
- Increase the overall availability of affordable permanent housing through the creation of new units and the return to habitable status of vacant/deteriorated units.
- Preserve the quality of life in existing neighborhoods while accommodating smart growth; support a well-conceived balance between housing development, transportation, open space and recreational facilities, and appropriate commercial development opportunities.
- Support organizations using NSP funds for foreclosed properties.

During the reporting year funds were expended on all projects identified in the Annual Plans including, acquisition and rehabilitation of a homeownership unit, first time homebuyer assistance, rental new construction, acquisition and rehabilitation of rental units; which resulted in the creation of 17 completed units (3 vacant at time of reporting) and another 9 units of low income rental units expected by March 2013.

The data below is extracted from HUD’s IDIS reporting system, Report 23: Summary of Accomplishments.

HOME Unit completions by Percent of Area Median income

Activity Type						Units Completed
	0% - 30%	31% - 50%	51% - 60%	61% - 80%	Total 0%- 60%	Total 0%- 80%
Rentals	11	2	0	0	13	13
First Time Homebuyers	0	1	0	0	1	1
Existing Homeowners	0	0	0	0	0	0
Grand Total	11	3	0	0	14	14

HOME Unit completions by Racial/Ethnic Category

	Units Completed	Units Completed - Hispanic
White	2	1
Black/African American	10	1
Asian	1	0
Other multi-racial	1	0
Grand Total	14	2

2. HOME Match Report

a. Use HOME Match Report HUD-40107-A to report on match contributions for the period covered by the Consolidated Plan program year.

During the 2011 program year, HUD determined the City of Brockton was in fiscal distress and reduced its match liability by 50 percent. The Brockton Housing Authority Massachusetts Rental Voucher Program fulfilled the City's HOME Match obligation during the reporting period in the amount of \$785,247.00. This information is provided in the table below. The Match Report HUD-40104-A is also included in the Appendix.

HOME Match Report

Excess Match from Prior 2011 Match	2011 Match	2011 Match Liability	Carry Over to next Federal Fiscal Year
\$2,743,356	\$785,247	\$81,255	\$3,447,348

3. HOME MBE and WBE Report

a. Use Part III of HUD Form 40107 to report contracts and subcontracts with Minority Business Enterprises (MBEs) and Women’s Business Enterprises (WBEs).

During the 2011-2012 program year, the City of Brockton’s HOME program contracted with OKM Associates, a Women’s Business Enterprise (WBE), for the amount of \$14,500 for the preparation of the FY2012 One Year Action Plan and the

FY2011 CAPER. Another WBE was sub-contracted in the amount of \$2,500 for dumpster services at the renovation project located at 74 Clifton Avenue. HUD Form 40107 – HOME Program Annual Performance Report is also included in the Appendix.

4. *Assessments*

- a. *Detail results of on-site inspections of rental housing.*
 - b. *Describe the HOME jurisdiction's affirmative marketing actions.*
 - c. *Describe outreach to minority and women owned businesses.*
- a. The Brockton Housing Authority conducts annual inspections of all its rental units to ensure compliance with Housing Quality Standards. Income recertification forms are also done on an annual basis, documenting current household income, as well as monthly rent payments. No major violations of housing codes or other applicable regulations have been discovered; minor violations are quickly rectified upon inspection determination.
 - b. The City of Brockton has established an Affirmative Fair Housing Marketing Plan for fair housing and equal opportunity, which was revised in June 2012 and submitted to HUD. Staff members of the BHA have received certification in Limited English Proficiency. The BHA, through the Mayor's office also provides access to a language line to assist those speaking limited English. Staff members have also received certification from MassHousing for Providing and Accessing Reasonable Accommodations for people with Mental/Physical Disabilities, Alcohol/Drug Addiction and HIV/AIDS.

There is a very limited number of city based MBE minority owned and WBE women owned businesses in Brockton. Attempts are being made to attract MBEs and WBEs to participate in the City's HUD funded programs through various outreach programs.

HOMELESS

Homeless Needs

*Please also refer to the Homeless Needs Table in the Needs.xls workbook.

1. *Identify actions taken to address needs of homeless persons.*
2. *Identify actions to help homeless persons make the transition to permanent housing and independent living.*
3. *Identify new Federal resources obtained from Homeless SuperNOFA.*

Program Year 4 CAPER Homeless Needs Response:

1. The South Shore Regional Network to End Homelessness, launched at the end of the 2008 program year, became fully operational during the 2009 program year. Convened by United Way of Greater Plymouth County and led by a regional coordinator, the network brings together stakeholders from the region's two CoCs: Brockton/Plymouth and Quincy/Weymouth for regional planning, improved service delivery, and testing of several initiatives with 18-month pilot funding from the Commonwealth of Massachusetts. The Plymouth County Housing

Alliance (PCHA) carries out its work through this network. Thanks to well-organized efforts to disseminate Brockton HPRP funds and to coordinate with the South Shore Network's strategy, Brockton service providers were well positioned to leverage additional HUD HPRP funds. Together, Father Bill's and MainSpring and BAMSI secured an additional \$1,800,170 in Balance of State HPRP that in turn assisted nearly 200 homeless or at-risk households, most from Brockton, to be re-housed from shelters or to prevent homelessness.

2. Father Bill's and MainSpring added 26 permanent housing units for chronically homeless individuals in 2009:
 - a. 16 units were added as are part of the new 32-unit SRO, with a portion of the funds from the new CoC07 award; and
 - b. 10 leased rental units using new funds from the CoC08 award.

The goal of the Brockton 10-Year Plan to End Chronic Homelessness is to add 10 Housing First units a year for chronically homeless individuals. This goal was exceeded.

Additional housing and services were created to serve homeless veterans:

- a. Father Bill's and MainSpring opened its new Work Express Housing. In addition to the 16 units for chronically homeless individuals, 15 transitional units were created for homeless veterans.
- b. The U.S. Department of Labor awarded Father Bill's and MainSpring a grant through the Homeless Veterans Reintegration Program to provide training and job placement services to homeless veterans in Southeastern Massachusetts, with the City of Brockton as a primary service area.

Father Bill's and MainSpring restructured its two shelters in the region, including MainSpring House in Brockton, as "triage" facilities. Every homeless person is assessed within 24-48 hours of entering the shelter with a plan developed to help him or her to exit rapidly to permanent housing or to other more appropriate settings. In the first 12 months, 199 homeless adults were moved to housing (44 of them chronically homeless) and 80 to substance abuse treatment or other specialized services.

3. In the spring of 2009, the City of Brockton was awarded \$610,110 in ARRA funds under the Homelessness Prevention and Rapid Re-Housing Program (HPRP). HPRP may be spent over three years, but with a goal of getting ARRA funds to needy households as quickly as possible. The Mayor asked United Way of Greater Plymouth County to lead the process of distribution and oversight of HPRP funds, given its coordination of the South Shore Network. Competitive grants were made to Father Bill's and MainSpring (\$232,723) to serve individuals and BAMSI (\$349,084) to serve families. Funds were used for direct client assistance, housing search, and follow-up services in order to rehouse homeless people from shelters or to prevent homelessness. Brockton HPRP funds have been rapidly disseminated. All HPRP direct assistance funds were allocated. As of June 30, 2012, all of the funding provided to Brockton Area Multi Services, Inc. has been Expended and all but \$2,428.00 of funding has been expended by Father Bill's and Mainspring. The remaining funds at Father Bill's and Mainspring will be expended during the month of July 2012.

Specific Homeless Prevention Elements

1. *Identify actions taken to prevent homelessness.*

Program Year 4 CAPER Specific Housing Prevention Elements

Response:

The South Shore Network continues to track inappropriate discharges to homeless shelter from state systems of care. During the program year, this documentation was shared locally with the leadership councils of the Brockton 10-Year Plan to End Chronic Homelessness and the South Shore Network. It was also formally presented to the state's Interagency Council on Housing and Homelessness and the Lt. Governor. The South Shore Network has been meeting with state agencies, such as the Departments of Mental Health, Public Health, and Corrections, to address discharge issues. While the departments have been cooperative, state cuts to services in other areas (mental health and substance abuse) have placed greater pressure on the homeless shelter system to shelter those who are not served by these other systems.

Additionally, Pilot homeless prevention element initiatives launched through the South Shore Network during 2010 included:

- a. The South Shore Network received permission from the state Department of Housing and Community Development to be the first region to pilot a family "triage" model with local control of shelter placements. The region's five family shelter providers all cooperate and coordinate to implement this model. Father Bill's and MainSpring is the lead triage coordinator; Old Colony Y is the other active, Brockton family shelter provider. (The goals are to shelter families locally in settings best matched to their particular needs and to move them rapidly to housing.) In the first 5 months of the model, 180 homeless families were assessed and 188 moved rapidly to permanent housing.
- b. Homelessness prevention services and resources were increased. Community service providers have staff out-stationed at the Brockton welfare office to meet with families who request homeless shelter placement in order to help divert them to housing alternatives. Brockton Area Multi Services Inc (BAMSI) is the lead community agency, with additional participation by Self-Help, Inc. and Catholic Charities. HUD HPRP funds have played a significant role in helping to keep many of these families housed.

Emergency Shelter Grants (ESG)

1. *Identify actions to address emergency shelter and transitional housing needs of homeless individuals and families (including significant subpopulations such as those living on the streets).*
2. *Assessment of Relationship of ESG Funds to Goals and Objectives*

- a. *Evaluate progress made in using ESG funds to address homeless and homeless prevention needs, goals, and specific objectives established in the Consolidated Plan.*
 - b. *Detail how ESG projects are related to implementation of comprehensive homeless planning strategy, including the number and types of individuals and persons in households served with ESG funds.*
3. *Matching Resources*
- a. *Provide specific sources and amounts of new funding used to meet match as required by 42 USC 11375(a)(1), including cash resources, grants, and staff salaries, as well as in-kind contributions such as the value of a building or lease, donated materials, or volunteer time.*
4. *State Method of Distribution*
- a. *States must describe their method of distribution and how it rated and selected its local government agencies and private nonprofit organizations acting as sub recipients.*
5. *Activity and Beneficiary Data*
- a. *Completion of attached Emergency Shelter Grant Program Performance Chart or other reports showing ESGP expenditures by type of activity. Also describe any problems in collecting, reporting, and evaluating the reliability of this information.*
 - b. *Homeless Discharge Coordination*
 - i. *As part of the government developing and implementing a homeless discharge coordination policy, ESG homeless prevention funds may be used to assist very-low income individuals and families at risk of becoming homeless after being released from publicly funded institutions such as health care facilities, foster care or other youth facilities, or corrections institutions or programs.*
 - c. *Explain how your government is instituting a homeless discharge coordination policy, and how ESG homeless prevention funds are being used in this effort.*

Program Year 4 CAPER ESG Response:

Not Applicable; Brockton receives no ESG funding.

COMMUNITY DEVELOPMENT

Community Development

*Please also refer to the Community Development Table in the Needs.xls workbook.

1. *Assessment of Relationship of CDBG Funds to Goals and Objectives*
 - a. *Assess use of CDBG funds in relation to the priorities, needs, goals, and specific objectives in the Consolidated Plan, particularly the highest priority activities.*
 - b. *Evaluate progress made toward meeting goals for providing affordable housing using CDBG funds, including the number and types of households served.*

Program Year 4 CAPER Community Development Response:

1. *Assessment of Relationship of CDBG Funds to Goals and Objectives*
 - a. *Assess use of CDBG funds in relation to the priorities, needs, goals, and specific objectives in the Consolidated Plan, particularly the highest priority activities.*
 - b. *Evaluate progress made toward meeting goals for providing affordable housing using CDBG funds, including the number and types of households served.*
 - c. *Indicate the extent to which CDBG funds were used for activities that benefited extremely low-income, low-income, and moderate-income persons.*

Public Facilities: Brockton has certain public facility needs that are unable to be addressed through other financial means or programs or entirely through other means. These are facilities that serve large segments of the population, support the needs of low- and moderate-income persons, positively impacted the quality of life for residents. They have impact on entire neighborhoods, such as a nonprofit organization's facility in need of upgrade or a vacant school that has become an eyesore and attractive nuisance that needs to be removed. These are given a high priority by Brockton. It is believed virtually all public buildings/facilities and virtually all public housing in Brockton has now been brought into Section 504 compliance; this area is not generally an action priority for the Consolidated Plan. However, there is a need to renovate and make fully accessible the War Memorial Building which functions as Brockton's Civic Center.

Annual Plan Objective - War Memorial Accessibility

Priority: Public facilities

Objective: Suitable Living Environment [SL-3.1]

Funding: \$350,000 CDBG, \$1,595,000 prior years CDBG, \$190,000 Special EDI Grant and \$125,000 other public/private

The City of Brockton and the BRA worked to remove architectural barriers in the War Memorial Building so that all of Brockton's citizens, including the disabled, can participate in a variety of public civic and cultural events held there, thus this project is regarded as a high priority. \$350,000 in 2009 CDBG funds will continue the accessibility retrofit project of the War Memorial Building/Civic Center at 156 West Elm Street. Added to \$1,595,000 in prior year grant funds allocated, the funding will result in an accessible building with: a four-stop elevator; improved building access; existing bathrooms updated to meet ADA standards; and new handicapped bathroom facilities constructed. The project may also include other accessibility improvements such as modifications to appurtenant sidewalks and access points. The War Memorial Building functions as the City of Brockton's civic center and hosts a variety of public events. The project will make the War Memorial Building fully accessible to disabled persons and permit them to participate in these events. The City of Brockton will continue to seek funding from private donors and the Massachusetts Cultural Council to improve the War Memorial Building.

Progress: The project continues with work progressing on essential electrical upgrades, elevator installation, and bathroom upgrades.

- **2007 CDBG** – A contract awarded to Auburn Construction in August, 2007 for renovations to the War Memorial Building. Renovations included the installation of a new elevator and restrooms to meet ADA standards. The elevator and handicapped restrooms have been

completed. The main focus of building renovation is to remove architectural barriers. The building is located in a section of the city in which more than 51% of households are low/moderate-income. Funding from 2007 has been fully expended.

- **2008 CDBG** - \$420,000.00 has been funded for continued renovations to the War Memorial Building. Electrical upgrades have been made to existing wiring that was not up to code and created a safety concern. Additional renovations include façade improvements, updating of fire alarm system and potentially upgrades to some of the existing windows. All of the funding (\$420,000) has been expended during plan year 2011.
- **2009 CDBG** - \$350,000.00 has been committed to the above renovations as an assurance the City has the funds to complete the projects. As of June 30, 2012, Electrical upgrades have been completed, additional fire protection systems not provided with the Special EDI grant were completed and drop ceilings and new lighting was installed throughout the building. As of June 30, 2012, \$143,925.00 remained. These funds will be used to provide accessibility improvements for parking and access into the building for all residents, including handicap persons. It is estimated that all remaining funds will be expended by December 2012.
- **Special EDI grant** - earmarked for the War Memorial Building of \$190,000.00 has been used for the installation of a fire protection/sprinkler system. As of June 30, 2012, the War Memorial Building has an upgraded fire protection system and sprinkler system installed. The Special EDI grant of \$190,000.00 has been expended.

Public Services: Brockton is fortunate to have an intricate network of dedicated human service providers who do much with so little to meet the needs of certain low- and moderate-income segments of the population having specific needs. Brockton intends to utilize modest amounts of CDBG funding to help them deliver services and help meet those needs. Certain Brockton human service providers help deal with substance abuse issues on a number of fronts including abuse awareness education and prevention, treatment referral services; and substance abuse counseling and support services. Employment training for the general populace in Brockton is by and large provided under the auspices of the regional office of the Massachusetts Division of Employment and Training and the regional Workforce Employment Board; nevertheless there are segments of the population who due to substance abuse issues, or because they are predominantly non-English speaking, require basic skills training to achieve employment self-sufficiency. Crime particularly in the inner core, is a major concern in Brockton. Consequently, Brockton has determined a special Mobile Anti-Crime Unit continues to be a critical need. In the 2011 program year, the City assisted with funding as indicated, nine such agencies whose projects will help accomplish these objectives in the areas of youth services, child care, economic opportunity/job skills, health services/counseling, and senior services and will provide funds for a special Mobile Anti-Crime Unit.

Annual Plan Objective - Mobile Anti-Crime Unit

Priority: Public Services

Objective: Suitable Living Environment [SL-3.2]

Funding: \$131,883 CDBG, plus municipal funds and equipment

The Brockton Police Department has taken a multi-pronged approach to crime prevention which includes such elements as public school outreach and neighborhood Watch Programs which aim to increase citizen involvement and public safety awareness. Further, in the realm of crime prevention, the Brockton Police Department has established the Mobile Anti-Crime Unit which operates in a delineated target area which is predominately low- and moderate-income in nature. The specially equipped and trained unit focuses on preventing crime by creating a high visibility profile and rapid response in areas frequented by known criminals. CDBG funds will provide partial funding to continue a four person foot patrol, the Mobile Anti-Crime Unit, dedicated to crime reduction in a targeted high crime, low- and moderate-income area of the City, specifically, census tracts: 5104, 5108, 5109, and 5114 - an area of some 16,000 residents. Funds have been utilized for partial salaries of four patrol officers in this dedicated area of the city. The project benefits an estimated 16,000 low- and moderate-income persons by improving neighborhood safety in areas prone to higher crime levels.

Progress: CDBG funding is provided to partially fund the salaries of the four policemen assigned to this area. The project benefits an estimated 16,000 low and moderate income persons by improving neighborhood safety in areas known to be prone to higher crime levels. The CDBG project was successfully completed and all funds expended.

Annual Plan Objective - Cosgrove Swimming Pool

Priority: Public Services

Objective: Suitable Living Environment [SL-3.3]

Funding: \$55,000 CDBG

CDBG funds have been used to provide salaries and to satisfy related expenses in connection with the provision of structure recreational and instructional programs at the Old Colony YMCA Cosgrove pool. The Cosgrove Pool is a significant public recreational resource which is centrally located among low-income and moderate-income areas of Brockton. During the summer months, underprivileged children and youths from surrounding low- and moderate-income neighborhoods are transported to the Cosgrove Pool where they receive swimming and water safety instruction from qualified counselors and instructors. Seasonally, over 10,000 children/youths benefit from the use of the facility and from its well structured programs.

Progress: During the summer of 2011, some 11,535 low and moderate income persons benefited from the use of the pool. The CDBG project was successfully completed. Additionally, remaining CDBG funds not used during the summer months were used to train lifeguards for the upcoming year.

Annual Plan Objective - David Jon Louison Family Center

Priority: Public Services

Objective: Suitable Living Environment [SL-3.4]

Funding: \$2,500 CDBG

CDBG funds will be used to support in part the salary of a casework/clinical coordinator to service the needs of transitional tenants of the David Jon Louison Family Center. The center provides transitional shelter and support services to

exclusively lower income homeless individuals and families in Brockton. The Center may assist as many as 150 homeless persons over the course of the coming year.

Progress: During 2011, over 200 persons of extremely low income were assisted by this program. All of the persons assisted were provided with housing services and assistance toward reducing barriers to obtaining housing. The David Jon Louison Family Center is committed to ending homelessness, one family at a time.

Annual Plan Objective - Father Bill's & Mainspring

Priority: Public Services

Objective: Economic opportunity [EO-1.1]

Funding: \$6,000 CDBG

CDBG funding will help support the expanding Work Express program created by Father Bill's & Mainspring and previously funded in part by a McKinney grant. Work Express seeks to mainstream homeless persons to productive employment and independence by means of the provision of transitional housing, intensive case management, substance abuse counseling and basic skills development. CDBG dollars will help fund the personnel cost of a training coordinator and supervisor. The program enrolls 20 trainees at a time and deals with 60 cases in the course of a year. Trainees often work at public benefit assignments involving street sweeping, graffiti removal and vacant lot clearance. The Work Express program is a six to twelve month training program for homeless men and women in Brockton. Individual training is given to participants as they are placed in 20 hour per week work slots with local businesses, the Plymouth County District Attorney's Office and the Brockton Department of Public Works.

Progress: In program year 4, the Work Express program continued to provide homeless men and women with a means of returning to productive employment. During the program year Father Bill's and Mainspring assisted 108 extremely low persons, which surpassed the projected number of 60 persons. \$6,000.00 of CDBG funds were used to support the costs of a training coordinator for the Work Express job placement and training Program.

Annual Plan Objective - Associacao Cabo Verdiana de Brockton

Priority: Public Services

Objective: Economic Opportunity [EO-1.2]

Funding: \$2,500 CDBG

The Associacao Cabo Verdiana de Brockton, Inc. provides essential services which link members of their non-English speaking community with the larger general Brockton community. Among the services offered: outreach and referral for educational, medical and legal resources available to low- and moderate-income persons. The Association also provides translation services, literacy classes, a citizenship preparation class, and conducts English as a Second Language classes for its clients, who are primarily low- income and moderate-income. CDBG funds will be used to partially support its staffing needs.

During 2011, the Cape Verdean Association continued the very successful Youth Enhancement Program (YEP) for the assistance and development of City youths. The program is designed to meet the needs of children and provide a safe environment, away from the lures of drugs and negative behavior.

Progress: In the 2011 program year, the Youth Enhancement Program at the Cape Verdean Association assisted a number of youths find jobs, assisted other youths with after school programs by providing homework assistance and recreational activities. Additionally, these summer programs provided a safe, nurturing environment for participants of the program. This program exceeded its initial expectation of 75 persons by providing assistance to 81 persons during the year. The program has expended all funds and had a successful year.

Annual Plan Objective - Dorn Davies Senior Center (BAMSI)

Priority: Public Services

Objective: Suitable Living Environment [SL-3.6]

Funding: \$2,500 CDBG

BAMSI operates the Dorn Davies Senior Center in the Campello High Rise elderly residence. Satellite programs are run from the Dorn Davies Center at three other well placed locations, as are outreach programs for the Brockton elder community at large. Programs focus on senior citizens health and nutritional needs as well as recreation and socialization among other things. CDBG funds will provide roughly 2.5% of the center's operating budget for the next year. The Dorn Davies Senior Center's clientele are exclusively low- and moderate-income persons. With effective outreach programs, the center expects to assist an estimated 3,800 seniors in the coming year, providing them with access to health and social services as well as nutrition.

Progress: The achievements of this program during the 2011 program year have been notable with over 3,000 persons being assisted. The majority of those assisted are on a very limited income with no family to rely on. The objective of this program is to try to fill that void with programs and services. By providing these services, the Dorn Davies Senior Center takes the burden and worry from the clients and their caregivers. Clients who were once isolated, lonely and vulnerable are now supported and more independent. All CDBG funding has been expended.

Annual Plan Objective - Camp Massasoit

Priority: Public Services

Objective: Suitable Living Environment [SL-3.7]

Funding: \$2,500 CDBG

CDBG funds provided operating support for the Old Colony YMCA's Camp Massasoit. Camp Massasoit is a summer day camp of six weeks duration, which is operated at Massasoit Community College for the benefit of low- and moderate-income children aged nine (9) to 12 years who come from throughout Brockton. Organized programs are not only recreational in nature, but are also focused on: values orientation, health and fitness, self-esteem and confidence building, appreciation for ethnic and cultural diversity, and problem solving skills development. Camp Massasoit provided summer day programs for approximately 300 youths this year. Children from low- and moderate-income families benefited from organized activities and supervised day camp programs and will consequently have less exposure to the lure of drugs, gang activity, vandalism and negative behavior.

Progress: During the summer months of July and August 2011, Camp Massasoit served 88 low and moderate income single parent children living in the City of Brockton within elevated crime areas. These children would normally not have access to a summer camp program. Campers were able to expand their knowledge and build resiliency. Many of these children are considered at risk by school administrators and were recommended for the program.

Annual Plan Objective – HelpLine, Inc.

Priority: Public Services

Objective: Suitable Living Environment [SL-3.8]

Funding: \$2,500 CDBG

Helpline is a program operated by Brockton Area Multi-Services, Inc (BAMSI) the local anti-poverty umbrella organization serving the City and surrounding areas. Helpline is an information and referral resource that has for the past decade helped many thousands of Brockton residents to locate services and assistance for a variety of needs. CDBG funds will help support one part-time position for the Housing First Program – a key initiative to prevent families and elderly persons from becoming homeless and to provide emergency assistance to low-income households facing severe financial hardships which render them in danger of becoming homeless.

Progress: Initially BAMSI’s Helpline indicated they would assist as many as 550 low and moderate income persons with basic needs services. During the program year, the number of households assisted was over 850. These households were assisted with housing counseling, utility assistance, food vouchers, domestic violence referrals, emergency shelter, financial assistance and advocacy services. The total number of persons assisted includes 137 in person and 711 telephone assisted persons. All of those assisted were Brockton residents who were provided with the ability to stay in their homes and in the community. This program was very successful and expended all CDBG funds.

Annual Plan Objective - Brockton Family and Community Resources, Inc.

Priority: Public Services

Objective: Suitable Living Environment [SL-3.9]

Funding: \$2,500 CDBG

Brockton Family and Community Resources, Inc operates a program to provide specifically tailored services to adults and their children who are victims of domestic violence and who reside in Brockton Housing Authority owned or operated units. CDBG funds helped support the salary of an advocate who provided crisis intervention assistance, counseling and case management for these victims of domestic violence, and provided referral services to others in the local and state social service provider network. With the support of this CDBG funding and other leveraged funds, Brockton Family and Community Resources, Inc. expects to be able to aid some 100 victims of domestic violence in public housing over the course of the program year.

Progress: The domestic violence program at Family Community and Resources provided a continuum of services to adult victims and their children who were homeless as a direct result of family violence. Individualized service plans and advocacy assisted victims with critical safety planning, knowledge of community and state resources to assist them in identifying housing resources, individual and group supportive counseling enabling them to understand the dynamics of family violence, advocacy services with community stakeholders to assist victims with housing stabilization and safety. Nearly 50 persons were assisted using CDBG funds during this program year.

Economic Development: Brockton has taken major steps to attract new job generating business to the community by such means as financial participation in the development of a new desalinization plant, clean-up of brownfields with state and local assistance, the designation of five districts under Chapter 40R of the Massachusetts General Laws, through the use of Tax Increment Financing and through planning for major roadway improvement to facilitate access to development sites. Brockton has also targeted major downtown buildings for mixed re-use and major industrial/commercial sites for various types of growth industries such as food services and distribution. A variety of economic development incentives and mechanisms at the state level are being accessed for this purpose. There is currently a major initiative underway to revitalize the downtown core and stem disinvestment occurring there. One need in this area is the construction of more of-street parking facilities in the downtown core to both encourage greater use of mass transit facilities and to support economic development. The City of Brockton may seek to use CDBG funds to meet design costs and/or matching fund requirements for parking facilities to be constructed with state Public Works Economic Development or Transit Related Development grants. The City of Brockton has also established a commercial Area Revitalization District [CARD] for the downtown center pursuant to Chapter 40D of the Massachusetts General Laws. Among other things, this designation makes for-profit businesses within the district eligible to receive tax-exempt Industrial Development Bond financing. The City is also an Economic Target Area pursuant to Massachusetts Economic Development Investment Program [EDIP] statute and under that designation has created 12 "Economic Opportunity Areas" in the downtown and other parts of the City. Such designations permit for-profit developments therein to seek state investment tax credits for substantive new job-generating physical plant investment.

In August 2009 the City of Brockton made certain changes to its economic development strategy by means of a substantial amendment, which significantly broadening the scope of activities that could be undertaken. Brockton is utilizing CDBG funds to provide patient, interest free declining balance forgiveness loans for façade improvements in the downtown central business district and as funding allows, in other neighborhood business districts. Annual declining balance loans are for a term of five or ten years and CDBG funds will provide up to 50% of the cost of improvement projects.

Annual Plan Objective - Façade Improvements/Business Assistance

Priority: Economic Development

Objective: Economic Opportunity [EO-2.1]

Working with the nonprofit community-based Brockton 21st Century Corporation, BRA will utilize funds to provide forgivable no-interest declining balance loans for façade improvements and other short and longer term business expansion efforts in

the downtown central business district and if funding allows, in other neighborhood business districts. It is anticipated that most individual loans will be capped at \$35,000 per business property but that most will not exceed \$20,000; however larger investments may be made to upgrade key anchor business properties. All code violations will be corrected in assisted businesses. Program income (loan repayments) will be utilized for future loans under this program. Brockton 21st Century Corporation will monitor the loans to determine that at least one full-time equivalent job has been created or retained for each \$35,000 of CDBG funds advanced. Brockton 21st Century Corporation may use a portion of these funds for reasonable program delivery costs. With these CDBG funds, to the greatest extent possible, BRA and Brockton 21st Century Corporation will strive to leverage private investment in the form of equity or credit investments in these businesses.

Progress: During the 2011 program year, the Façade Improvement Program was not fully on target. Systematic changes to the program and revised document changes were implemented. As of May 2012, the program was back to fully operational and presently four façades are being considered for funding. No funds were expended during this program year.

2. *Changes in Program Objectives*

- a. *Identify the nature of and the reasons for any changes in program objectives and how the jurisdiction would change its program as a result of its experiences.*

During the 2009 program year there were no fundamental changes in program objectives.

3. *Assessment of Efforts in Carrying Out Planned Actions*

- a. *Indicate how grantee pursued all resources indicated in the Consolidated Plan.*
b. *Indicate how grantee provided certifications of consistency in a fair and impartial manner.*
c. *Indicate how grantee did not hinder Consolidated Plan implementation by action or willful inaction*

a. During the 2011 program year, the City of Brockton successfully pursued most other resources identified in the Action Plan as well as others that became available during the program year, and succeeded in securing HUD EDI funds, NSP 1, public housing modernization funds and HPRP funds. Brockton continues to pursue a number of sources including financial institution support of economic development initiatives. Sub-grantee public service providers continue to pursue a variety of foundation and other resources and largely succeeded in doing so.

b. During program year 2011, the City of Brockton conducted all activities in a fair and impartial manner consistent with all applicable federal and state laws and HUD Regulations and fully adhered to the terms and conditions of the certifications submitted in the 2011 Action Plan.

c. Nothing the City of Brockton or its sub-recipients did during the 2011 program year hindered Consolidated Plan implementation by either action or willful inaction. Rather, the City and its sub-recipients took substantive action to

increase capacity and better carry out the goals and objectives of the Consolidated Plan.

4. *For Funds Not Used for National Objectives*

No CDBG funds were used for purposes or activities that fail to meet National Objectives

5. *Anti-displacement and Relocation – for activities that involve acquisition, rehabilitation or demolition of occupied real property*

a. *Describe steps actually taken to minimize the amount of displacement resulting from the CDBG-assisted activities.*

The City of Brockton working through the BRA and the United Way continues to be acutely conscious of the possibility of displacing persons in the course of its efforts to address the crisis of abandoned/foreclosed housing. In cases involving tenants in rental units of foreclosed properties, it is the City's preferred practice to allow these renters to continue tenancy as the property is rehabilitated and re-sold. Should temporary relocation be unavoidable, the City's contracted housing providers will work with dislocated persons and families to find suitable temporary replacement housing. The City has not and will not otherwise relocate persons for any other CDBG assisted activities.

b. *Describe steps taken to identify households, businesses, farms or nonprofit organizations who occupied properties subject to the Uniform Relocation Act or Section 104(d) of the Housing and Community Development Act of 1974, as amended, and whether or not they were displaced, and the nature of their needs and preferences.*

Projects are carefully evaluated by sub-recipient organizations and by the BRA to ascertain tenancy and potential displacement and relocation scenarios so as to avoid displacement to the greatest extent possible; no such displacements occurred during the program year.

c. *Describe steps taken to ensure the timely issuance of information notices to displaced households, businesses, farms, or nonprofit organizations.*

No steps needed to be taken as no households, businesses, farms, or nonprofit organizations were displaced during the program year. Had this not been the case, affected persons and entities would have been provided timely notice, a copy of the City's relocation plan, and information as applicable pertaining to the Uniform Relocation Act or Section 104 of the housing and Community Development Act of 1974 as amended.

6. *Low/Mod Job Activities – for economic development activities undertaken where jobs were made available but not taken by low- or moderate-income persons*

No jobs have yet been created using CDBG funds targeted for economic development

7. *Low/Mod Limited Clientele Activities – for activities not falling within one of the categories of presumed limited clientele low and moderate income benefit*

With the exception of Rescue of Foreclosed homes and the War Memorial retrofit project, all non-economic development targeted activities, specifically public

services, are presumed to benefit a limited clientele of low and moderate income persons. Rescued homes will only be placed back in service for occupancy by income eligible First-time buyers and rent protected low-moderate income tenants. The War Memorial retrofit for accessibility benefits the whole City of Brockton which is over 51% low and moderate income in its entirety.

8. Program income received

Program income received in the reporting period 2010 was \$19,851.36.

9. Prior Period adjustments

No prior period adjustments were made this reporting period for expenditures made in previous reporting periods, that have been disallowed.

10. Loans and other receivables

No float funded activity, nor other loans have been outstanding during the reporting period

11. Lump sum agreements

Brockton has no lump sum agreements with any financial institutions

12. Housing Rehabilitation

No housing rehabilitation projects/units were completed during the program year

13. Neighborhood Revitalization Strategies

Brockton does not have a HUD approved Neighborhood Revitalization strategy.

Antipoverty Strategy

- 1. Describe actions taken during the last year to reduce the number of persons living below the poverty level.*

Program Year 4 CAPER Antipoverty Strategy Response:

During 2011 the Brockton Housing Authority's Family Self Sufficiency Program (FSS), as a new recipient of a HUD ROSS Grant, hired a FSS Public Housing Program Aide. Seven new participants were signed up. Since 1996, the BHA has operated a combined FSS program for residents residing in its federally-funded public housing developments as well as residents in its Housing Choice program.

Due to current market conditions, the year 2011 is shaping up to be one of the first years in which the BHA did not have a first-time homeowner. Under the direction of the BHA, however, the Milton FSS program did have one homeowner. BHA residents continue to work on their credit worthiness, however, while at the same time they

are busy preparing themselves for jobs that support themselves and their families without government assistance. Thus, the FSS program is growing, and along with it, its residents. The program continues to educate residents that the key to homeownership is a job that supports a mortgage, and the path to that job is post-secondary education. For some time, residents in all the BHA housing programs have pointed out that this type of information is crucial to their moving forward economically, and that tips on how to acquire self-sufficiency should be made available to everyone.

In 2011, the BHA took the concept of broadcasting self-improvement tips to residents to another level. "Raising Champions" makes use of resident mentors, social networking media, and other campaign strategies in an attempt to change family norms for a target population of residents who are raising children under the age of six. The campaign is proving beneficial in several ways:

- By offering residents assistance in areas where their true interests lie, they have become more appreciative of the two programs sponsoring the Campaign; namely FSS and BAMSI service coordination.
- FSS participants who assist in this campaign are inspiring their fellow neighbors to begin self-improvement steps prior to joining FSS.
- Through implementing this particular Campaign, the BHA is garnering more contact with agencies that offer services to its residents, and thus both FSS and BAMSI staff are in a better position to introduce residents to the services they need.

Moving residents towards self-sufficiency is becoming a collaborative effort involving local services providers, BAMSI, current FSS participants and the families housed by the BHA.

Brockton has an extensive network of social service providers who work together even while singularly focused on a variety of specific socio-economic problems. As a group they approach trending problems from multiple perspectives and a depth of very particular experiences yet they all dedicate their efforts to reducing the numbers of persons living in poverty in Brockton and/or counteracting the negative social consequences of poverty. Economic development efforts in Brockton are focused on attracting businesses and developments that will create sustainable job opportunities for unemployed and underemployed lower income residents. Brockton consistently records higher unemployment rates than the Boston metropolitan area. Brockton, a city that thrived on the shoe industry has suffered acute effects of the loss of manufacturing jobs that has plagued the region over the past half-century. Now too, Brockton is forced to deal with the fallout of the housing crisis coupled with severe national unemployment that is even more acutely manifest in the City of Brockton. In 2011, The City of Brockton has sought to improve the quality of life for its residents by reducing the number of families living at or below the poverty level and by trying to deal as best its resources permit, with the socio-economic factors contributing to – and caused by the housing foreclosure crisis. Many agencies and social service providers are working to alleviate the effects and eliminate the causes of poverty in Brockton. A number of them were provided CDBG funding for programmatic support over the 2011 program year; specifically:

- ***Associacao Cabo Verdiana de Brockton, Inc.*** (Cape Verdean Association of Brockton, Inc.) a multi-service agency providing low- and moderate-income predominantly Cape Verdean families and persons with

outreach and referral services, ESL and literacy assistance, consular services, and citizenship preparation classes;

- **Old Colony YMCA**, which operates a number of facilities, including Camp Massasoit and the Cosgrove Swimming Pool which provide predominately low-and moderate income urban children and adults with safe, supervised recreational outlets and programming; In addition, the YMCA also operates the David Jon Louison Family Center which provides transitional housing to homeless individuals and their families.
- **Brockton Area Multi-Services, Inc. [BAMSI]** BAMSI operates the "Helpline" Program, a central and comprehensive referral service for low-and moderate income families in need of a variety of social services. The City of Brockton continues to support programs and activities benefitting community members who live at or below the poverty level.
- **Father Bill's and Mainspring's Work Express Program** which provides basic skills training and short term work assignments to formerly homeless adults in transition.

NON-HOMELESS SPECIAL NEEDS

Non-homeless Special Needs

*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

1. *Identify actions taken to address special needs of persons that are not homeless but require supportive housing, (including persons with HIV/AIDS and their families).*

Program Year 4 CAPER Non-homeless Special Needs Response:

As cited in the Consolidated Plan Housing Market Analysis section, there are several special needs non-homeless sub-population groups that can be targeted for assistance by Brockton and its instrumentalities or by private housing providers over the 2008-2012 timeline of the Consolidated Plan. These are persons who are Elderly, Frail Elderly and Physically Disabled - including some with HIV or AIDS - who may require housing in the form of independent living units or specialized supportive units. Some may be able to continue living independently with the provision of necessary supportive services from specialized human service providers.

Elderly: Brockton has 8,955 residents aged 65 or older, and 30% of all Brockton households have at least one member aged 60 or older. Of these, 3,114 individuals (34%) have some type of disability, including sensory, physical, mental, self-care and other types of limitations.

Disabled: Brockton is home to 15,502 people ages five (5) and over (18% of the community's total population) who have some type of disability, including sensory, physical, mental, self-care, and other types of limitations. Of the 15,502 people with disabilities in Brockton, 9.3% have one type of disability and 8.6% have two or more

types of disabilities. Of these, 3,780 people with disabilities (24.4% of the community's disabled population) had income below the poverty level in 2006.

Given these relatively high numbers of Elderly residents (8,955), Frail Elderly residents (as many as 3,114) and Disabled residents (15,502 of whom 3,780 are below the poverty level), efforts to address those needs are important within the context of the Consolidated Plan. At the same time, resources remain extremely limited given high demand for federal and state funding and given the current severe economic downturn particularly as effects the financial markets. Nevertheless, Brockton hopes that during the course of the five year plan, 75 Elderly/Disabled units can be developed, rehabilitated or adapted, including those for Elderly, Frail Elderly and Disabled persons in need of supportive housing, and including both market-rate and affordable units developed by for-profit and nonprofit organizations. At least some of the remaining needs of the Elderly, Frail Elderly and Disabled can be met by the provision of in-home or outside supportive services provided by public and private human services operating in the region.

People with HIV/AIDS: There were 369 Brockton residents with HIV or AIDS as of October 1, 2007. This represents .39% of Brockton's total population; however, it is important to note that many of these individuals, especially those with AIDS, are also counted in the Disabled population numbers (above) due to self-care and other limitations. Others receive supportive services from Brockton and regionally based human service providers. Consequently, Brockton has not established separate goals for persons with HIV or AIDS in its Consolidated Plan. Other Special Needs Populations: Lastly, while there are sub-population group needs consisting of people with Developmentally Disabilities and people with Severe Mental Illness and those who have Alcohol and Drug Addictions, given the specialized care required, these are best dealt with through the network of human service providers and state funded programs. In the case of the Developmentally Disabled, DMH and other public agencies are best equipped to coordinate services and housing. Those with Severe Mental Illness and/or Alcohol and Drug addictions are largely the focus of state programs and the Continuum of Care housing and supportive services coordinated by the Plymouth County Housing Alliance membership. Therefore these need categories are not established as priorities in the Consolidated Plan.

During this program year, the City of Brockton did not identify any untapped Federal, State, local or private resources with which to address these Non-homeless Special Needs. Should any such resources become available during the remainder of the 2008-2012 Consolidated Plan, Brockton will make every effort to secure these resources and help address these needs.

Specific HOPWA Objectives

*Please also refer to the HOPWA Table in the Needs.xls workbook.

1. *Overall Assessment of Relationship of HOPWA Funds to Goals and Objectives*
Grantees should demonstrate through the CAPER and related IDIS reports the progress they are making at accomplishing identified goals and objectives with HOPWA funding. Grantees should demonstrate:
 - a. *That progress is being made toward meeting the HOPWA goal for providing affordable housing using HOPWA funds and other resources for persons with HIV/AIDS and their families through a comprehensive community plan;*

- b. *That community-wide HIV/AIDS housing strategies are meeting HUD's national goal of increasing the availability of decent, safe, and affordable housing for low-income persons living with HIV/AIDS;*
 - c. *That community partnerships between State and local governments and community-based non-profits are creating models and innovative strategies to serve the housing and related supportive service needs of persons living with HIV/AIDS and their families;*
 - d. *That through community-wide strategies Federal, State, local, and other resources are matched with HOPWA funding to create comprehensive housing strategies;*
 - e. *That community strategies produce and support actual units of housing for persons living with HIV/AIDS; and finally,*
 - f. *That community strategies identify and supply related supportive services in conjunction with housing to ensure the needs of persons living with HIV/AIDS and their families are met.*
2. *This should be accomplished by providing an executive summary (1-5 pages) that includes:*
- a. *Grantee Narrative*
 - i. *Grantee and Community Overview*
 - (1) *A brief description of your organization, the area of service, the name of each project sponsor and a broad overview of the range/type of housing activities and related services*
 - (2) *How grant management oversight of project sponsor activities is conducted and how project sponsors are selected*
 - (3) *A description of the local jurisdiction, its need, and the estimated number of persons living with HIV/AIDS*
 - (4) *A brief description of the planning and public consultations involved in the use of HOPWA funds including reference to any appropriate planning document or advisory body*
 - (5) *What other resources were used in conjunction with HOPWA funded activities, including cash resources and in-kind contributions, such as the value of services or materials provided by volunteers or by other individuals or organizations*
 - (6) *Collaborative efforts with related programs including coordination and planning with clients, advocates, Ryan White CARE Act planning bodies, AIDS Drug Assistance Programs, homeless assistance programs, or other efforts that assist persons living with HIV/AIDS and their families.*
 - ii. *Project Accomplishment Overview*
 - (1) *A brief summary of all housing activities broken down by three types: emergency or short-term rent, mortgage or utility payments to prevent homelessness; rental assistance; facility based housing, including development cost, operating cost for those facilities and community residences*
 - (2) *The number of units of housing which have been created through acquisition, rehabilitation, or new construction since 1993 with any HOPWA funds*
 - (3) *A brief description of any unique supportive service or other service delivery models or efforts*
 - (4) *Any other accomplishments recognized in your community due to the use of HOPWA funds, including any projects in developmental stages*

that are not operational.

iii. Barriers or Trends Overview

- (1) Describe any barriers encountered, actions in response to barriers, and recommendations for program improvement*
- (2) Trends you expect your community to face in meeting the needs of persons with HIV/AIDS, and*
- (3) Any other information you feel may be important as you look at providing services to persons with HIV/AIDS in the next 5-10 years*

b. Accomplishment Data

- i. Completion of CAPER Performance Chart 1 of Actual Performance in the provision of housing (Table II-1 to be submitted with CAPER).*
- ii. Completion of CAPER Performance Chart 2 of Comparison to Planned Housing Actions (Table II-2 to be submitted with CAPER).*

Program Year 4 CAPER Specific HOPWA Objectives Response:

Not applicable; Brockton receives no HOPWA funding.

OTHER NARRATIVE

Include any CAPER information that was not covered by narratives in any other section.

Program Year 4 CAPER Other Narrative Response:

There are no other narratives.

Program Year 4 CAPER Other Attachments:

The substance of these reports are included in the prior narrative. They will be inserted prior to submission of the CAPER.

Attached to this narrative report are the following:

ATTACHMENT A1: IDIS REPORTS CDBG (PR01)

ATTACHMENT A2: IDIS REPORTS CDBG (PR03)

ATTACHMENT A3: IDIS REPORTS CDBG (PR06)

ATTACHMENT A4: IDIS REPORTS HOME (PR22)

ATTACHMENT B1: CDBG FINANCIAL SUMMARY REPORT
(PR26)

ATTACHMENT B2: CDBG ACTIVITY REPORT (PR02)

ATTACHMENT C1: SECTION 3 REPORT CDBG

ATTACHMENT C2: SECTION 3 REPORT HOME

ATTACHMENT D: HOME ANNUAL PERFORMANCE REPORT

ATTACHMENT E: HOMEMATCH REPORT
