



# 2016 Consolidated Annual Performance Evaluation Report

## UNION COUNTY

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## Executive Summary

Union County is required to submit a Consolidated Annual Performance Evaluation Report (CAPER) to the U.S. Department of Housing and Urban Development (HUD) per 24 CFR Part 91. This report is a summary of accomplishments and actions taken for activities stated in the prior year Action Plan. The 2016 CAPER is used by HUD and the County to evaluate progress and performance during program year running from August 3, 2017 through June 30, 2017, the first program year of the 2016-2020 Consolidated Plan. The 2016-2020 Consolidated Plan describes community needs and determines local priorities for using public resources to assist low- and moderate-income residents of Union County, the City of Monroe, and the Towns of Marshville, Waxhaw, Weddington, Wingate and Stallings. The success of the plan depends on the participation of numerous agencies and local governments in the collaborative implementation of the strategies. The Union County Manager's Office is the Lead Agency responsible for plan coordination and reporting.

This report also highlights the use of Federal and other local matching funds to meet the needs of the community. Below are the strategic plan objectives and areas of high priority identified in the Consolidated Plan:

### Goal: Improved Public Facilities and Infrastructure

- Provide and maintain accessible public utility systems (specifically water and sewer) capable of accommodating and helping to direct future growth.
- Provide for new and improve existing community facilities and infrastructure. These may include, but are not limited to: parks and recreation facilities; fire equipment; community facilities; public streets, sidewalks, curbs, and rights-of-way.
- Work to improve connectivity in existing neighborhoods by repairing or constructing sidewalks and require greater connectivity in new developments.
- Explore mechanisms to allocate and reserve water/sewer capacity for future economic development uses.
- Seek opportunities with neighboring jurisdictions to expand utility systems.

The Program Year 2016 Annual Action Plan was the first developed under the County's new CDBG program and the first-year activities implemented under the 2016-2020 Consolidated Plan. Narratives detail the County's efforts to collaborate with intergovernmental agencies, affirmatively further fair housing, leverage funds, accomplish the objectives set forth in the Consolidated Plan and ensure program compliance.

The CAPER must be available for public review and comment for a minimum of 15 days 30-45 days prior to submission. This report will be submitted to HUD within 90 days of the close of the program year.

## CR-05 - Goals and Outcomes

**Progress the jurisdiction has made in carrying out its strategic plan and its action plan.**

### **91.520(a)**

The CAPER details the progress of Union County in carrying out its long-term strategy as outlined in the 2016-2020 Consolidated Plan and the 2016 Action Plan. This is the first year of a five-year consolidated planning cycle. As this was the first year of implementation for a new CDBG program, progress towards project implementation was slow. However, great effort was invested in developing administrative systems for the program, which the County feels was a great investment of time to ensure program staff and subrecipients understand the federal regulations governing the program and have tools at their disposal to ensure success under the CDBG program.

CDBG funds provided the following accomplishments in PY 2016:

#### Program Administration and Planning

- IDIS financial training for program staff
- Development of a subrecipient program manual, unique to Union County, which included process steps for project implementation, reporting, and record keeping.
- Subrecipient Training
- Development of a Subrecipient Agreement
- Completed an updated Assessment to Fair Housing

#### Project Activity

- Monroe: Concord Avenue Sidewalk Project- completed the environmental review and began procurement process for A&E services
- Wingate: Evans Street Water Project- completed the environmental review
- Wingate: E. Wilson Street Sidewalk Project- completed the environmental review
- Wingate: Old Hwy 74 Waterline Project-completed the environmental review
- Wingate: Faculty-Jeffery Street Water Line Project- completed the environmental review

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

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

**Table 1 - Accomplishments – 2016 Program Year**

Goal	Category	Outcome				
<b>Improve Public Facilities and Infrastructure</b>	Non-Housing Community Development	<b>Indicator</b>	<b>Expected</b>	<b>Actual</b>	<b>Unit of Measure</b>	<b>Percent complete</b>
		Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	25	0	Persons Assisted	0.00 %
		Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	20	0	Households Assisted	0.00 %
<b>Support Delivery of Public Services</b>	Homeless Non-Homeless Special Needs	<b>Indicator</b>	<b>Expected</b>	<b>Actual</b>	<b>Unit of Measure</b>	<b>Percent complete</b>
		Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	4000	0	Persons Assisted	0.00 %

**Table 2 - Accomplishments - Strategic Plan to Date**

Goal	Category	Funding		Outcome				
<b>Improve Public Facilities and Infrastructure</b>	Non-Housing Community Development	<b>Source</b>	<b>Amount</b>	<b>Indicator</b>	<b>Expected</b>	<b>Actual</b>	<b>Unit of Measure</b>	<b>Percent complete</b>
		CDBG	\$1,945,405.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	200	0	Persons Assisted	0.00 %
		Other	\$15,000.00					
		Other	\$5,000.00					
		Other	\$5,000.00					
		Other	\$15,000.00					
		Other	\$5,000.00	Public Facility or Infrastructure	20	0	Households Assisted	0.00

		Other	\$7,500.00	Activities for Low/Moderate Income Housing Benefit					%				
<b>Promote Fair Housing</b>	Affordable Housing	<b>Source</b>	<b>Amount</b>	<b>Indicator</b>	<b>Expected</b>	<b>Actual</b>	<b>Unit of Measure</b>	<b>Percent complete</b>					
		CDBG	\$5,000.00						Other	1	0	Other	0.00 %
<b>Promote and Lead Intergovernmental Coordination</b>	Affordable Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	<b>Source</b>	<b>Amount</b>	<b>Indicator</b>	<b>Expected</b>	<b>Actual</b>	<b>Unit of Measure</b>	<b>Percent complete</b>					
		CDBG	\$2,500.00						Other	1	0	Other	0.00 %
<b>Support Delivery of Public Services</b>	Homeless Non-Homeless Special Needs	<b>Source</b>	<b>Amount</b>	<b>Indicator</b>	<b>Expected</b>	<b>Actual</b>	<b>Unit of Measure</b>	<b>Percent complete</b>					
		CDBG	\$110,759.00						Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	0	0	Persons Assisted	0 %
									Public service activities other than Low/Moderate Income Housing Benefit	4000	0	Persons Assisted	0.00 %
<b>Support Growth and Economic Development</b>	Non-Housing Community Development	<b>Source</b>	<b>Amount</b>	<b>Indicator</b>	<b>Expected</b>	<b>Actual</b>	<b>Unit of Measure</b>	<b>Percent complete</b>					
		CDBG	\$3,329.00						Other	1	0	Other	0.00 %

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

During the PY 2016, the first year of the new CDBG program, Union County began to make progress towards meeting its goals from the five-year strategic plan. The following narrative gives a description of the outcomes that will be achieved when the PY 2016 projects are complete. Five projects were funded during PY 2016 all projects fell under the high priority goal area of Public Facilities and Infrastructure.

Four of these high priority projects are located within the Town of Wingate.

- Evans Street Water Project: The Evans Street portion of the project calls for the replacement of existing pipe with 2" PVC. The new water line will serve multiple homes in the census block and will benefit approximately 1,160 LMI area wide residents.
- East Wilson Street Sidewalk Project: This project consists of construction of approximately 1,100 linear feet of new sidewalk with CDBG funds, local funds will construct a small six car parking area. The parking area will be at the trail head for several of the greenway trails the Town of Wingate has already constructed. This section was included in the comprehensive bike and pedestrian plan as well as the Carolina thread trail master plan. This project will serve approximately 1,520 LMI area residents.
- Old Hwy 74 Waterline Project: This high priority project will replace approximately 550 feet of aging 2" galvanized pipe with 2" PVC pipe; this will allow for increase service and continuity of service for residents. This project will serve approximately 2,680

Lastly, the fifth project funded during PY 2016 was located within the City of Monroe.

- Concord Avenue Sidewalk Project: This is a phased project with Phase II funded in PY2017. Phase I will construct approximately 1,800 linear feet of new sidewalks as a part of the 2015 Concord Avenue Area Master Plan with the purpose and intent to improve the safety, appeal of the Concord Avenue corridor through these revitalization efforts. The project will provide ADA safe sidewalks, creating new and improve connectivity to existing services for area residents. This project will benefit approximately 2,287 area wide LMI residents.

## CR-10 - Racial and Ethnic composition of Families Assisted

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

91.520(a)

	CDBG
White	0
Black or African American	0
Asian	0
American Indian or American Native	0
Native Hawaiian or Other Pacific Islander	0
<b>Total</b>	<b>0</b>
Hispanic	0
Not Hispanic	0

Table 3 – Table of assistance to racial and ethnic populations by source of funds

### Narrative

All projects funded for PY2016 qualified as Area Wide benefit at the Census Block level demographic data was not collected and therefore available to report the racial and ethnic composition of those proposed to benefit from the PY 2016 projects. Only figures for universal population and LMI population were available for these projects.

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

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	CDBG	759,810	\$97,062
Other	Other	7,500	\$13,900

Table 4 - Resources Made Available

### Narrative

Union County had \$759,810 available in CDBG resources for 2016 approved projects and planning and administration. According to the IDIS Report PR-50, Union County disbursed \$97,062 in CDBG funds, other records indicate that an additional \$13,900 was contributed to projects from local and private match.



## Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
Union County and member jurisdictions	100	100	Project area includes the ETJ areas of Union County, the City of Monroe, and the Towns of Marshville, Stallings, Waxhaw, Weddington, and Wingate.

Table 5 – Identify the geographic distribution and location of investments

### Narrative

Union County does not allocate CDBG funds geographically. Applications for CDBG funds are received annually from participating municipalities and qualifying area non-profits. Applications are evaluated based on type and severity of need, number of beneficiaries served and meeting national objectives set by HUD. The County Manger’s Office reviews the applications and makes awards based on application ratings. The County Manger’s Office seeks to distribute funds equitably throughout Union County in order to meet the needs of the community.

### Leveraging

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

Unlike some other federal grant programs, CDBG regulations do not require matching funds on behalf of the Grantee. While there are no federal match requirements for CDBG funds, Union County highly recommends that organizations provide matching funds, if possible. Match funding sources include contributions derived from other eligible federal and nonfederal sources and the value of third party in-kind contributions, (i.e. volunteers, personnel, office space, materials, equipment, and supplies). However, while matching funds are not required, applications will receive favorable scoring based on leveraging funds. All the PY 2016 subrecipient’s did provide cash match contribution towards the projects. The City of Monroe contributed \$4,400 that covered 100% of the cost of the environmental review portion of the project. The Town of Wingate contributed \$9,500 towards the cost of completing the environmental review for four projects funded in 2016.

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

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

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	50	0
Number of Special-Needs households to be provided affordable housing units	0	0
<b>Total</b>	<b>50</b>	<b>0</b>

Table 6 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	0	0
Number of households supported through Acquisition of Existing Units	0	0
<b>Total</b>	<b>0</b>	<b>0</b>

Table 7 – Number of Households Supported

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

The County's 2016 Action Plan did not anticipate the provision of providing additional affordable housing units in the community, which is reflected in Table 6, above. The County did anticipate providing resources to those at risk of becoming homeless through the Emergency Housing Assistance program administered by the Union County Community Shelter (UCCS) and is separate from the CDBG program. UCCS tracks beneficiaries and reports these metrics to the Piedmont Regional Continuum of Care. UCCS has the capacity to assist 28 men and women at any given time with emergency housing.

Union County has identified affordable housing as a low priority for the CDBG program, and recognizes that gaps do exist within the affordable housing realm. However, given the limited funds made available, projects with housing benefits will center on providing updated and new infrastructure and facilities to serve housing units across the County. Institutional delivery systems with dedicated

resources currently exist that provide for increasing and sustaining affordable housing units in Union County. Therefore, due to the limited CDBG funding, affordable housing projects will only receive CDBG funds if excess funds are available. As Union County lays the foundation for the CDBG program, it is anticipated that in future Consolidated Plans assistance may be available to support affordable housing initiatives.

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

The County will continue to invest CDBG resources to provide improve water and sewer connections for residents and provide new and safe connectivity for neighborhoods through contraction of sidewalks.

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

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	0	0
Low-income	0	0
Moderate-income	0	0
<b>Total</b>	<b>0</b>	<b>0</b>

**Table 8 – Number of Households Served**

**Narrative Information**

In Program Year 2016 all programs funded qualified via area wide benefit, based on census tract data provided by HUD. This data was not provided per family size or income strata, the income was provided based on total low-to-moderate income persons living within the census tract. An estimated 7,647 low to moderate income individuals will benefit from the project funded during Program Year 2016.

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

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

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

As described in the Consolidated Plan, the County has been working with the Piedmont Regional Continuum of Care to reach the local homeless population during Program Year 2016. The County will continue to work with and support the Piedmont Regional Continuum of Care, to reach the local homeless populations and assess their needs and identify resources to support the need.

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

No activities in the Program Year 2016 Action Plan address the emergency shelter and transitional housing needs of local homeless persons. The Consolidated Plan identified additional shelter space to address this need; this is to be achieved through the construction of a new shelter to be located on donated land within the City of Monroe. The County will support this project as allowable per CDBG in future action plans.

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

Homeless needs are addressed in the community through other organizations, including but not limited to the Union County Community Shelter. However, as the County is able in future CDBG funding may be available to eligible agencies that provide emergency housing assistance to those at risk of becoming homeless.

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

The Consolidated Plan did not identify the need for transitional housing as a priority for the County's CDBG program as there are limited resources. No resources were dedicated during PY 2016 to address this need.

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

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

The Monroe Public Housing Authority is independent from Union County; therefore, the County does not participate directly in addressing public housing needs.

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

The Monroe Housing Authority offers a number of resident programs and supportive services designed to foster self-sufficiency and improve quality of life. The Monroe Housing Authority also collaborates with many community organizations that provide resources to assist clients.

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

Not applicable.

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

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

The demand to live in Union County increases the pressure on the county's housing market. One of the biggest challenges in the county is the huge disparity between housing costs and what people with low and moderate incomes can afford to pay. It is because of these factors that fostering and maintaining the existing supply of affordable housing continues to be a priority for the County. Union County will continue to develop policies that help foster the development of new affordable housing units. Additionally, Union County and its municipal partners will also continue to support the efforts of local housing providers who carry out strategies to retain and create affordable housing options throughout the region.

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

No Program Year 2016 funds were dedicated to meeting underserved needs. As described in the Program Year 2016 Action Plan, the County works with local agencies, to address obstacles to meeting the needs of underserved residents of Union County. The County will continue to work with area agencies, the Piedmont Regional Continuum of Care agency, and other public and governmental agencies to find solutions that leverage the resources available and to efficiently and effectively meet program goals.

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

None of the activities undertaken as a part of the County's CDBG program for Program Year 2016 had an impact on lead-based paint exposure. However, Union County ensures the reduction of adverse health effects on area residents caused by rehabilitation of lead-based paint surfaces by providing educational materials to all housing contractors and citizens receiving housing rehabilitation assistance.

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

Union County is committed to reducing the number of households with incomes below the poverty level by supporting programs to motivate and assist them to move toward self-sufficiency. The County will continue to support the efforts of local agencies who are working with consumers who may be at the poverty level or below the poverty level. Jurisdictions work with various service providers and other units of local government to provide low-income citizens with supportive services.

The County continues to provide programs to address human service needs in the community. These

services and programs included children and family services, adult services, daycare, Medicaid, child support, food and nutrition services, Work First program, Program Integrity and many others. These programs and services help to build a foundation upon which individuals and families can find a pathway to self-sufficiency.

As a means of reducing the number of persons with incomes below the poverty line, the County will continue to coordinate efforts with other public and private organizations providing economic development and job training programs.

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

Union County manages the institutional delivery structure surrounding the acceptance and allocation of federal grant funds for Consolidated Plan programs. The goals and objectives of the Strategic Plan could not have been developed without residents' informed assistance.

Implementation of CDBG funds is overseen by the County Manager's Office. The participating jurisdictions and area non-profits will coordinate and assist in the implementation of approved projects, centered on delivering public improvements and facilities. The Union County Board of Commissioners approves projects and programs that meet the County's goals.

During Program Year 2016 Union County brought in consultants to complete IDIS training for finance and program staff. The County has conducted several technical assistance sessions with subrecipients to orientate on program administration and developed a Subrecipient Manual specific to the Union County program.

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

Coordination between providers is essential to improve the conditions and address gaps in services for Union County residents. Actions taken during Program Year 2016 included:

- Encouraging agencies to work together to apply for CDBG funds to leverage resources to the fullest extent.
- Working with the Piedmont Regional Continuum of Care (PRCC) to address issues of poverty and homelessness.
- Providing referrals to organizations that would benefit from the leadership, programs, services, or collaboration with other organizations.

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

One priority activity identified during the Consolidated Planning process was to address the County's expiring Assessment of Fair Housing. During the 2016 Program Year the County completed the draft Assessment of Fair Housing, and at the close of the year was scheduling a public comment period and

public meeting.

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

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

The County, with input from HUD, developed a CDBG grant recipient agreement in accordance with applicable federal requirements. This agreement structure sets up the programmatic requirements and delivery expectations of the County's CDBG program. The County and its recipients established a quarterly reporting and reimbursement process that will allow County program managers early opportunities to work with grant recipients should programmatic issues occur. The County has developed a monitoring checklist for each type of CDBG-funded activity that will ensure long-term compliance with requirements of the program.

No minority-owned businesses were identified in the 2016 Program Year. Recipient agreements require good-faith efforts to provide minority and women-owned businesses an opportunity to participate in the performance of the contract.

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

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

The County published a notice in the *Enquirer Journal* on August 18, 2017, which advertised a 15-day comment period for the CAPER beginning August 18, 2017 through September 1, 2017; for the purpose of soliciting input from the general public and CDBG stakeholders on the County's CDBG program. The same notice was posted on the County's website and also emailed directly to agencies and interested parties. The draft CAPER was made available for review in print at the County Manager's Office, and electronically on the County's website.

No comments were received during the public comment period.

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

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

Reasonable delays in the implementation of project activities were to be expected during Program Year 2016, which was the first program year of the County's new CDBG program. The County worked diligently to develop necessary procedures, materials, and reports for the program. In the upcoming

years, the County expects that implementation of activities identified in the Annual Action Plan will be more efficient and effectively carried out in a more reasonable timeframe.

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

No.

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

Not applicable.