

**CITY OF BURLINGTON**  
**COMMUNITY DEVELOPMENT BLOCK GRANT**

**Consolidated Annual Performance Evaluation Report**  
**Program Year 2022-23**

**City of Burlington**  
**North Carolina**



City of Burlington

Planning and Community Development Department

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**DRAFT 2022-2023 CAPER**

## CR-05 - Goals and Outcomes

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

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

During the program year 2022, the City conducted the following actions to address the goals set forth in its Five-Year Consolidated Plan, 2020-2024. Actions are based on the City's planned outcomes over a five-year period ending June 30, 2023. The City utilized funding to the best extent possible to address the goals outlined in the Action Plan. The City was able to address an aspect of all the goals to continue to improve the lives of low to moderate-income households in the community.

In the Action Plan for Program Year 2022 three of the five goals were identified:

- Goal 1: Provide Decent & Affordable Housing
- Goal 2: Provide Improved Public Facilities
- Goal 3: Provide Economic Development Opportunities
- Goal 4: Improve Quality of Public Infrastructure
- Goal 5: Homeless Shelter, Services, and Facilities Assistance

CDBG funds were used as a part of the goals identified above.

For Goal 1, the goal for affordable housing was unaccomplished due to the unavailble staff needed to coordinate the repair program projects.

For Goal 2, the City finished new upgrades to the CityGate Dream Center.

For Goal 3, there were no applicants for the micro-enterprise loan program this year.

For Goal 4, the City funded the pedestrian sidewalks at the intersections of N. Main Sidewalk/Church St./Highland, added security cameras and fiber buildout to public park in an LMI location and added an ADA accessible bathroom to another public park in an LMI area. Funds also assisted the Salvation Army's Boys and Girl Club to make upgrades to their playground.

For Goal 5, funds were provided to several non-profits to provide services such as a food pantry, childcare assistance, library programs for the community in an LMI location, help pay employee salaries at a community center and assist other programs offered to communities in low-moderate areas.

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

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

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
1A. Expand Public Infrastructure	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	25000	204	0.82%	3000	1008	33.60%
1B. Improve Access to Public Facilities	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	25000	804	3.22%			

2A. Provide Supportive Services for Special Needs	Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	5000	9579	191.58%	2000	9579	478.95%
3A. Provide for Small Business Assistance	Non-Housing Community Development	CDBG: \$ / State Grant CTP: \$	Jobs created/retained	Jobs	75	0	0.00%			
3A. Provide for Small Business Assistance	Non-Housing Community Development	CDBG: \$ / State Grant CTP: \$	Businesses assisted	Businesses Assisted	50	0	0.00%			
4A. Preserve Existing Homeowner Housing	Affordable Housing	CDBG: \$	Rental units rehabilitated	Household Housing Unit	0	0		15	0	0.00%
4A. Preserve Existing Homeowner Housing	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	15	0	0.00%			

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

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

The City of Burlington's 2020-2024 Consolidated Plan and FY 22-23 Action Plan identified the following high-priority need areas: improvement and access to local public facilities, improvement of public infrastructure and affordable housing. The other two priorities identified were small

business assistance and planning and administration which were identified as low-priority rankings. These funding priorities were established based on housing and community development needs identified through public and stakeholder input sessions. The input was also evaluated using the housing market analysis and analysis of special populations. The priorities serve very low to moderate-income households located within the City of Burlington. The funding priorities are also centered around the 2020 Assessment of Fair Housing Choice and the goals and strategies identified in that report.

## 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	1,386
Black or African American	1,824
Asian	8
American Indian or American Native	3
Native Hawaiian or Other Pacific Islander	0
<b>Total</b>	<b>3,221</b>
Hispanic	4,458
Not Hispanic	261

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

### Narrative

The data represented in this description does not include projects that are LMA (North Park Library, and infrastructure 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	public - federal	720,333	743,172
Other	public - state	0	

Table 3 - Resources Made Available

### Narrative

Expended amount:

- Public Facilities- \$25,816
- Public Infra.- \$383,918.91
- Public Services- \$163,076.94
- Public Services Covid Funds- \$61,316.34
- Planning & Admin.- \$106,230

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**Public Facilities:** The City has expended \$25,816 to fund upgrades to the CityGate Dream Center.

**Public Infra.:** The City expended \$383,918.91 in funding the pedestrian sidewalks at the intersections of N. Main St., Church St. and Highland, installing fiber build out in North Park, replacing the Smith Park restroom to make it ada accessible, and installing water and sewer connections to Faucette Rd. homeowners.

**Public Services:** The City expended \$163,076.94 on public services and \$61,316.34 of CDBG Covid funds on activities that included, rental and utility assistance for Burlington residents impacted by Covid.

**Admin.:** The City expended \$106,230 on Admin. The City used the money to fund the Comm. Dev. Technician position, as well as programmatic/planning needs.

### Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
Citywide / Non-Site-Specific	30		
Eligible LMI Block Groups	70		

Table 4 – Identify the geographic distribution and location of investments

## 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.**

During program year 2022 the City leveraged various other public and private resources to address the proposed housing and community development activities in its Consolidated Plan.



## 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	0	0
Number of Special-Needs households to be provided affordable housing units	0	0
<b>Total</b>	<b>0</b>	<b>0</b>

Table 5 – 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	5	0
Number of households supported through Acquisition of Existing Units	0	0
<b>Total</b>	<b>5</b>	<b>0</b>

Table 6 – Number of Households Supported

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

The majority of homeless households supported throughout the year were provided service through Allied Churches.

Due to shortages in project coordinators, the City of Burlington faced challenges in completing the rehabilitation of five homes, which had been set as a goal. To address the situation and mitigate the impact of staff shortages on the rehabilitation projects, the City of Burlington will consider several measures for the next coming year.

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

The City will continue to work and support homelessness programs through technical assistance, event participation, programming, and HUD funding when available.

The City plans to continue to support housing rehabilitation activities through the funding from both program income and the City's participation in the new HOME Consortium. The City maintains a goal of at least 5 properties assisted annually through the CDBG & HOME programs.

As a member of the new HOME Consortium the City plans to continue to support affordable housing development through CHDO allocations. In the past, the City has worked with two CHDOs. The City has been actively looking for a CHDO that will consistently use CHDO funds, and will continue seeking a reliable CHDO in the coming year.

The City is also exploring ways to work with non-profits to bring them up to capacity in order to develop new affordable housing units.

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

<b>Number of Households Served</b>	<b>CDBG Actual</b>	<b>HOME Actual</b>
Extremely Low-income	4,478	0
Low-income	764	0
Moderate-income	235	0
<b>Total</b>	<b>5,477</b>	<b>0</b>

**Table 7 – Number of Households Served**

**Narrative Information**

The above figures are made up of individuals serviced by Burlington Development Corporation, Allied Churches, CityGate Dream Center, United Way, The Salvation Army, The Healing Station. The majority of extremely low-income individuals reported were serviced through CityGate's Dream Youth Center and The Salvation Army .

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

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

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

The City meets its homelessness objectives by providing HUD funding to Allied Churches and Burlington Development Corporation. Both of these organizations manage rapid re-housing programs.

Allied Churches served as the Point in Time Count Regional Lead for North Carolina. The PIT counts all individuals that are experiencing homelessness on a given night once per year. These numbers are directly responsible for HUD homelessness funding in the region.

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

Emergency shelter is provided by two organizations in Burlington: Allied Churches(ACAC) and Family Abuse Services.

ACAC has been working hard to reduce the length of stay for residents at the shelter. This number directly reflects how quick we end an individual's homelessness. ACAC's average length of stay is 46 days for an individual and 60 days for a family. ACAC provides services to the homeless and the community in our five core areas: Employment, Education, Health and Mental Awareness, Family Dynamics and access to quality affordable housing. While the traditional homeless shelter model refers individuals to those services, we provide those services in house along with assertive case management to assist in the transition from homelessness to self-sufficiency.

Family Abuse Service's (FAS) emergency shelter is limited to victims of domestic violence who are in immediate danger of further victimization. The shelter and other support services are based on the empowerment model of intervention which allows clients to take back control of their decisions. Clients are linked with community resources to address any needs identified by the client. The clients are not mandated to participate in any programs.

FAS's transitional housing program only serves domestic violence victims who have gone through the emergency shelter and need additional support before moving out on their own. The program ranges from two to three years depending on the needs of the client. During the previous years, eight clients were served with the program. The set-up of the facility is for one three bedroom apartment, one two bedroom apartment, and two loft apartments.

**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**

Allied Churches (ACAC) also serve food to the community.

Although ACAC is able to provide services to help those from becoming homeless. There are some challenges. For example, ACAC continues to be the main source for individuals that may need access to housing. Thus, ACAC receives referrals from four major sources. ARMC/Cone Health, Alamance County Jail, Department of Social Services and the Department of Corrections.

The Department of Corrections referrals have drastically increased due to new legislation that requires offenders to be released back to the county in which they were initially charged. Because of the strict rules of probation and parole, judicially served individuals are being strongly encouraged to utilize the shelter if they do not have a regular address for probation/parole. Not having a regular address could violate their terms and conditions of post release custody.

ARMC being the Regional Hospital is constantly having individuals sent there for care. These individuals come from all parts of the State and once they are stabilized, they are discharged from the Hospital as homeless. Often, individuals are dropped off at the shelter from ARMC without a referral. While we understand hospital policies, this results in a lot of referrals that are from out of county but are stranded/left in Alamance County because of ARMC's services.

While ACAC does have a contract with the Department of Social Services to house and assist families experiencing homelessness, there is no monetary assistance for the many individuals that experience homelessness. These funds come from the County in the form of a Fee for Service.

**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**

ACAC manages Serenity Home, which serves as community integrated living for women and families that are making strides to become self-sufficient. Through this program, community members also receive case management services to ensure that once they are housed, they continue to stay on track to remain self-sufficient.

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

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

Two public housing authorities, Burlington Housing Authority (BHA) and Graham Housing Authority (GHA), own and operate public housing units that are available to low and extremely low-income residents throughout the County. Graham Housing Authority also administers a countywide Section 8 housing choice vouchers program.

In December 2019 the Burlington Housing Board approved partial Rental Assistance Demonstration (RAD) conversion of current units.

The RAD Disposition Combo allows the authority to convert 75 percent of its portfolio voluntarily, while keeping the other 25 percent of units as fair market-rate apartments. In doing so, the authority is expected to increase its net operating income, which will be directed toward repairing the housing facilities.

The move also will keep BHA from having to convert to a voucher program, which would require partnering with another area housing authority that currently has a voucher program set up, such as Graham or Greensboro.

After the conversion, BHA expects to have a net operating income of \$908,256 for all of the properties. Based on that income, BHA can support \$13.2 million in debt over a 30-year loan for the repair of their facilities. Yearly debt service payments have been estimated at \$759,060, leaving BHA with an estimated cash flow of \$149,196 each year.

Graham Housing Authority continues to maintain affordable housing with offering 170 renovated and affordable apartments located in 13 neighborhoods in Graham NC, 100 one and two bedroom units using Section 8 new construction, Ralph Clayton Homes, and use of Section 8 Housing Choice Voucher program providing rental assistance in the private market. GHA implemented a Resident Advisory Board. Board participation is down currently but the four active members are recruiting new members and hopes to implement beneficial activities in the coming years. One of the main goals of the RAB is to implement a neighborhood watch program.

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

Burlington Housing Authority participates in the Family Self Sufficiency Program. Both programs have Resident Advisory Boards.

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

Burlington Housing Authority and Graham Housing Authority are not considered troubled

PHAs. However, several Alamance County residents have contacted the City of Burlington with complaints regarding Section 8 landlords, which is administered by Graham Housing Authority. Communication with GHA can be somewhat challenging.

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

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

The City Council adopted an Analysis of Impediments & Regional Fair Housing Assessment. It detailed five goals and supporting strategies to address housing issues in the City.

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

The City addresses obstacles by funding organizations that work to provide services. This program year, the City funded Allied Churches, United Way, North Park Library, Family Exchange Club, CityGate Dream Youth Center, The Healing Station, The Salvation Army and the Positive Attitude Youth Center.

The City will continue its partnerships with organizations offering services to the youth, affordable homeownership opportunities, homelessness, and employment training programs.

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

As part of its housing activities, the City continued actions previously instituted to raise its program participants' awareness of lead-based paint hazards. The City's policy is to inform residents of units scheduled for rehabilitation or potential homebuyers about the health dangers of lead poisoning, especially to children. Staff gives additional information on how to prevent and protect young children from lead poisoning to residents of older housing units.

During the program year, the City has not completed any lead inspections. Any units rehabbed in the coming fiscal year will follow proper protocol for assessing and addressing lead hazards.

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

The City continues to fund several non-profit organizations that implement or support social programs that provide financial assistance, housing, and food assistance to low-income families. Other funded organizations establish workforce development programs to provide job training, education, and skills enhancement for individuals in poverty, helping them acquire the skills necessary to access better job opportunities.

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

For program year 2022, the City took several steps to eliminate gaps in the institutional structure for conducting its affordable and supportive housing programs.

1. Cooperated with other City departments for Connecting Burlington Communities CBC initiative to improve the overall quality of life.
2. Communicated, exchanged information, and made referrals between various government agencies and non-profits that provide support facilities and services and/or housing programs.
3. Explored ways to create new affordable housing in Burlington and how to creatively use the existing housing stock to create adequate affordable housing units (Possible re-structuring of loan program and offering other finance options for different stakeholders such as landlords and non-profits).

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

The City of Burlington facilitated coordination among its partner agencies that resulted in a broadly shared understanding of community needs, collaborative and complementary approaches to addressing needs, and responsiveness to changes in conditions. The City has started to conduct more community meetings with agencies and community groups. Additionally, the City continued to provide economic development funds, indicating a commitment to leveraging all possible resources to meet needs. By establishing set-asides to govern CDBG and HOME spending, the City is ensuring that high-priority public and private housing and social service agencies and their programs will continue to receive the resources required to achieve an appreciable impact.

The greatest gap in meeting the housing, community development, and economic development needs in the City is the reduced capacity of many agencies, given funding limitations in recent years, to carry out their work to the extent that is needed in the community. Reductions in work force resulting from the dwindling of resources pose a serious challenge to meeting escalating demand for affordable housing and related services. In order to overcome this gap, the City focused its capacity and delivery on priority needs.

Strategic planning and evaluation will continue to be performed periodically to ensure the streamlining of operations. The City experienced major staff turnover in the Community Development Division this program year. Because of the staff turnover, Community Development division policies and procedures were evaluated, as well as strategic relationships with public and private housing and social service agencies. The City will continue to work with past organizations, but will also seek out new partners.

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

The city has created policies and procedures for working with developers applying for LIHTCs. The city has also improved the physical environment by using CDBG funds for public facilities and infrastructure. There is open dialogue with agencies regarding ways to partner and how to move forward to combat affordable housing issues. The city plans to work with CHDOs to explore ways to use HOME funds to develop affordable housing in high-opportunity areas.



## **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**

Monitoring is conducted by the Planning and Community Development Technician. HUD checklists are utilized to ensure all partner agencies are evaluated using the same criteria.

All files were updated, along with documentation reviewed and added to each file for audit purposes.

For its public service projects, reviewed monthly reimbursement requests and expenditure reports for all partners.

For public facilities and infrastructure improvements, the City visited each project site to ensure compliance with Davis Bacon Labor standards and procedures.

As a policy, the City Community Development Division examines dwellings to assess the condition and feasibility of the proposed rehabilitation project. Throughout the project, staff and/or the rehabilitation specialist inspect as needed. Both the frequency and duration of inspections depend upon the progress, problems or uniqueness of the job. Periodically, the Community Development Administrator and Community Development Technician inspect progress on a job. In addition, the Community Development Division requires documentation of inspections by the City's Inspection Department and the Rehabilitation Specialist/Class 3 Building Inspector before paying a contractor. At the completion of a project, the Rehabilitation Technician and the property owner inspect a job to ensure satisfactory completion. The City's Chief Building Inspector and the Rehabilitation Specialist/Class 3 Building Inspector also must certify final inspection of the job.

For each CHDO project, with the assistance of the City, the Lead Entity of the Housing Consortium re-certifies the eligibility of the designated local CHDO to participate in the HOME Program. Throughout the year, the City provides technical assistance and monitors and inspects the work on the houses developed by the CHDO. The CHDO provides to the City information documenting the eligibility of the homebuyers and other pertinent records pertaining to the project.

The City will also conduct a thorough audit of grant subrecipients and offering technical assistance as needed to help the agency become in compliance with HUD regulations.

**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 City of Burlington places a notice of the preparation of its Consolidated Annual Performance and Evaluation Reports in the local newspaper. The notice states the date of public hearing for program year 2022. Copies of the report are noted to be available for public review for fifteen days. A copy of the notice is attached to this report. No comments were received from the public during the open 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.**

Traditionally, housing rehabilitation has been the main focus of the Community Development Division. However, the City has noticed that the CD Division does not have much of a neighborhood presence. Thus, the CD Division is exploring Neighborhood Improvement programs to ensure that community needs are met, and to ensure that community residents have a voice.

The CD Division has implemented forgivable loans for its rehabilitation program and believes this will increase the applicant pool for work and should increase the spending in this area.

The CD Division is also encouraging development partnerships. The City recognizes that new affordable housing units are lacking. Thus, the City is exploring a partnership with a non-profit to build new affordable single-family homes. In addition, the City is seeking partners for tiny home communities and other innovative affordable ideas.

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

No

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