



# 2019 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. This is Union County's fourth CDBG program year as a Federal entitlement community. The County became an entitlement community August 2016. This CAPER pertains to the fourth year of the County's Five-Year Consolidated Plan.

The 2019 CAPER is used by HUD and the County to evaluate progress and performance during program year running from July 1, 2019 through June 30, 2020. The 2016-2021 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 2019 Annual Action Plan was the fourth developed under the County's new CDBG program. 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. 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)

This is the fourth year of the County's five-year consolidated planning cycle; projects were designed to address non-housing needs of residents. During PY 2019 many of the subrecipients were completing design and engineering, as well as right-of-way and temporary construction easements. While not all milestones were realized during the program year, goals were accomplished.

CDBG funds provided the following accomplishments in PY 2019:

- General program administration, subrecipient training on procurement and construction management.
- Monroe: Concord Avenue Sidewalk Project- completed right of way acquisition and began developing the final specifications to prepare for the public bid opening.
- Wingate: Old Hwy 74 Waterline Project- Construction was complete at the close of the program year.
- Waxhaw: Waxhaw-Marvin Road Sidewalk Project- Construction was complete at the close of the program year.
- East Marshville Outfall Sanitary System Improvements Project: This project was terminated as a matter of administrative issues. At the close of the calendar year the Town of Marshville was under contract to turn over ownership of the water and sewer system to Union County. Due to this pending legality it was determined the project should be canceled and brought forward at a later date under as a direct Grantee project.
- Senior Nutrition Program- Union County Senior Nutrition Program fully completed the project goals of purchasing an additional freezer to allow for storage of frozen meals, additionally 500 County residents were served home delivered meals.
- Wingate: Diane Lane Pump Station Project- easement acquisition was completed as were final designs, allowing for development of bid specifications. The bid opening was held and contract awarded prior to the close of the program year.
- Hwy 218 Water Main Replacement Project- the environmental assessment was completed.
- Beaver Lane Volunteer Fire Department Personal Protective Equipment Project- this project was added through an action plan amendment. The goal of the project is to purchase Self-Contained Breathing Apparatuses for the VFD.

**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 – 2019 Program Year**

<b>Goal</b>	<b>Category</b>	<b>Outcome</b>				
<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	1305	6220	Persons Assisted	476.63 %
<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 service activities other than Low/Moderate Income Housing Benefit	480	506	Persons Assisted	105.42 %

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

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	200	8955	Persons Assisted	4477.50%
		Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	20	0	Households Assisted	0.00%
<b>Promote Fair Housing</b>	Affordable Housing	<b>Indicator</b>	<b>Expected</b>	<b>Actual</b>	<b>Unit of Measure</b>	<b>Percent complete</b>
		Other	1	1	Other	100.00%
<b>Promote and Lead Intergovernmental Coordination</b>	Affordable Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	<b>Indicator</b>	<b>Expected</b>	<b>Actual</b>	<b>Unit of Measure</b>	<b>Percent complete</b>
		Other	1	1	Other	100.00%
<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 service activities other than Low/Moderate Income Housing Benefit	4000	506	Persons Assisted	12.65%
<b>Support Growth and Economic Development</b>	Non-Housing Community Development	<b>Indicator</b>	<b>Expected</b>	<b>Actual</b>	<b>Unit of Measure</b>	<b>Percent complete</b>
		Other	1	1	Other	100.00%

**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 2019, the fourth year of the five-year consolidated plan, all projects funded were identified as the highest priority activities. These projects included a sidewalk project that would be ADA compliant and provide access to transit options and services for area residents, and sewer improvements for lines serving residential properties that have had severe issues over the past decade. Additionally, the Senior Nutrition Program was included in the 2019 Action Plan, in order to allow for increase frozen meal delivery to seniors. All projects fell into the Public Facilities and Infrastructure category, except for the Senior Nutrition Program which fell under the Public Service category. All projects met the following identified high priority needs:

- Provide and maintain accessible public utility systems capable of accommodating and helping to direct future growth.
- Work to improve connectivity in existing neighborhoods by repairing or constructing sidewalks and require greater connectivity in new developments.
- Continue ongoing County support for community and supportive services, with special emphasis on code enforcement, services for the homeless, seniors, at-risk youth, the disabled, veterans, and other persons with special needs.

**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	355
Black or African American	136
Asian	3
American Indian or American Native	1
Native Hawaiian or Other Pacific Islander	0
Other Multi-racial	11
<b>Total</b>	<b>506</b>
Hispanic	7
Not Hispanic	499

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

**Narrative**

Only one project collected racial and ethnicity data for program participants. All other projects completed in PY2019 qualified as Area Wide benefit at the Census Block level, meaning demographic data was not collected.

## 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	\$883,566	\$817,790
Other	Town of Wingate	100,000	100,000

Table 4 - Resources Made Available

### Narrative

Union County had \$883,566 available in CDBG resources for 2019 approved projects, planning and administration. Of that amount, \$48,901 was available from prior program years. According to the IDIS Report PR-26, Union County disbursed \$817,790 in CDBG funds, other records indicate that an additional \$100,000 was contributed to projects from local and private match to 2019 projects.

### 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.

## **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.**

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

The County's 2019 Action Plan did not anticipate the provision of providing additional affordable housing units in the community. 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.

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 improved water and sewer connections for residents and provide new and safe connectivity for neighborhoods through construction of sidewalks. Additionally, Union County will continue to invest the maximum allowable amount towards various public services to ensure vital services can be delivered to County residents.

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
Extremely Low-income	361
Low-income	95
Moderate-income	40
<b>Total</b>	<b>496</b>

**Table 6 – Number of Households Served**

**Narrative Information**

In Program Year 2019 all projects funded except for one 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 6,220 unduplicated low to moderate income individuals benefited from area-wide benefit projects funded during Program Year 2019. Additionally, one project qualified under the public service category and did track household income for 506 beneficiaries, this data is reflected in Table 6 above.

**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 2019. 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**

Union County has struggled for years to keep up with the growing number of families in need of shelter. In response to this need a new shelter was constructed and opened in June of 2019. The new shelter is triple the size of the old one, with 90 bed capacity compared to 28 in the old facility and has a designated area for kids to play. Union County will continue to work with area partners and the Union County Community Shelter to assess the needs of this population and develop measures to assist with those needs.

**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 the 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 2019 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. Union County representatives do participate in various committees to help establish policies for improving delivery of housing services in Union County.

### **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 programs and supportive services designed to foster self-sufficiency and improve quality of life for residents. 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 2019 funds were dedicated to meeting underserved needs. As described in the Program Year 2019 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 2019 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 2019 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 them 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 2019 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 jurisdiction’s analysis of impediments to fair housing choice. 91.520(a)**

The focus of Union County’s efforts to Affirmatively Further Fair Housing is to raise community awareness of fair housing rights and illegal discrimination and increase low-income renters’ access to safe, decent and stable housing.

**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.

The Union County Procurement Division maintains the Minority and Small Business Guidelines and Outreach Plan. Through the Procurement Division, Minority and Small Businesses are engaged through various procurement opportunities. Several subcontractors awarded funding were WMSBs. Further, 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 September 12, 2020, which advertised a 15-day comment period for the CAPER beginning September 13, 2020 through September 27, 2020; 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.

## **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 2019, which was the fourth 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 efficiently and effectively carried out in a more reasonable timeframe.

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

No.