



# Second Program Year CAPER

The CPMP Second 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).

## 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 2 CAPER Executive Summary response:

Program Year Period: July 1, 2010 through June 30, 2011

Grantee: City of Massillon  
Municipal Government Annex  
151 Lincoln Way East  
Massillon, Ohio 44646

Name, Address, & Telephone No. of Person Responsible for Report

Aane Aaby, Community Development Director  
Municipal Government Annex  
151 Lincoln Way East  
Massillon, Ohio 44646  
(330) 830-1721

### Certifications

The City of Massillon certifies that, during the program year period, Community Development Block Grant Program (CDBG) funds have been used:

1. To meet the community development program objectives specified in the City's Consolidated Plan and Annual Action Plan.
2. Exclusively to either benefit low- and moderate-income persons, aid in the prevention or elimination of slums or blight, or meet community development needs having a particular urgency.
3. Such that the City has complied with, or will comply with, its certification to expend not less than 70% of its CDBG funds during the specified period, on activities which benefit low/mod income persons.

I hereby certify that this report contains all HUD-required information; and further, that Federal assistance under the Community Development Block Grant Program

(CDBG) has not been used to substantially reduce the amount of local financial support for community development activities below the amount of such support prior to the start of the most recently completed CDBG program year; and that all the information stated herein, as well as any information in the accompaniment herewith, is true and accurate.

\_\_\_\_\_  
Date

\_\_\_\_\_  
Francis H. Cicchinelli, Jr.  
Mayor, City of Massillon, Ohio

Introduction

The City of Massillon is an entitlement community under the HUD Community Development Block Grant (CDBG) Program. Massillon has also joined with the City of Alliance and Stark County to form the Stark County HOME Consortium. As a member of the Consortium, the City has worked closely with these other local governments in the preparation of a Consolidated Plan for the Consortium. This plan provides a comprehensive overview of the area, identifying housing, homeless and community development needs.

However, as an entitlement community, the City of Massillon is also responsible for preparing, submitting, and administering its CDBG entitlement which it receives directly from HUD. In accordance with Federal requirements, the City has prepared its own Non-Housing Community Development Plan and One Year Action Plan. The other required elements of the Consolidated Plan were prepared through the cooperative efforts of the Stark County HOME Consortium.

The Consolidated Annual Performance and Evaluation Report (hereinafter "CAPER") is intended to provide both citizens, as well as HUD, with a comprehensive and understandable report on the City's performance and accomplishments in undertaking activities under Year 2 of its current 5-Year Consolidated Plan - Program Year 2010, for the period from July 1, 2010 through June 30, 2011.

Summary of HUD Grants and Program Income for FY 2010

PR01 - HUD Grants and Program Income Massillon, Ohio							
Program	Fund Type	Grant Number	Authorized Amount	Amount Committed to Activities	Net Drawn Amount	Available to Commit	Available to Draw
CDBG	EN	B09MC390029	\$201,151.10	\$201,151.10	\$201,151.10	\$0.00	\$0.00
CDBG	EN	B10MC390029	\$789,006.00	\$521,578.34	\$444,691.32	\$267,427.66	\$344,314.68
CDBG	EN		\$990,157.10	\$722,729.44	\$645,842.42	\$267,427.66	\$344,314.68
CDBG	PI	B09MC390029	\$198.35	\$198.35	\$198.35	\$0.00	\$0.00
CDBG	PI	B10MC390029	\$16,894.58	\$16,894.58	\$16,750.30	\$0.00	\$144.28
CDBG	PI		\$17,092.93	\$17,092.93	\$16,948.65	\$0.00	\$144.28
CDBG TOTALS			\$1,007,250.03	\$739,822.37	\$662,791.07	\$267,427.66	\$344,458.96

Summary of CDBG Activities and Expenditures

The housing and community development activities undertaken by the City of Massillon during Program Year 2010 can be summarized as follows:

City of Massillon FY 2010 CDBG Program			
Activity	CDBG Funds Committed	PY 2010 CDBG Expenditures	Project Balance
Massillon Housing Rehabilitation	\$147,151.70	\$123,578.51	\$23,573.19
Housing Code Enforcement	109,595.37	107,667.45	1,927.92
Target Area Street Improvements	98,194.54	98,194.54	0.00
Target Area Sidewalk Replacement	20,000.00	0.00	20,000.00
Massillon Main Street	24,351.86	21,634.44	2,717.42
Massillon Summer Youth Program	5,000.00	5,000.00	0.00
Neighborhood Partnership Program	16,000.00	16,000.00	0.00
Elderly Homemaker Program	9,333.32	8,000.00	1,333.32
Domestic Violence Shelter	10,000.00	8,000.00	2,000.00
Western Stark Medical Clinic	10,000.00	10,000.00	0.00
Salvation Army Housing Outreach	12,000.00	8,000.00	4,000.00
Family Living Center Operating	16,000.00	8,000.00	8,000.00
Lighthouse Visions Foster Care Program	10,000.00	6,000.00	4,000.00
Community Legal Aid Foreclosure Prevention	8,000.00	4,274.47	3,725.53
Faith in Action Elderly Caregiver Program	6,000.00	6,000.00	0.00
YWCA Child Development Center	3,000.00	3,000.00	0.00
Adult Literacy Education	6,000.00	3,000.00	3,000.00
Family Economic Success Program	3,000.00	3,000.00	0.00
Fair Housing Program	16,416.67	7,189.12	9,227.55
CDBG Administration	81,665.55	68,139.18	13,526.37
Section 108 Loan Payment	148,113.36	148,113.36	0.00
Uncommitted Funds	247,427.66		247,427.66
<b>Totals - FY 2010 Massillon CDBG Program</b>	<b>\$1,007,250.03</b>	<b>\$662,791.07</b>	<b>\$344,458.96</b>

**SUMMARY OF 1<sup>st</sup> YEAR ACTION PLAN ACCOMPLISHMENTS (PY 2010)**

**NEIGHBORHOOD IMPROVEMENT PROJECTS**

Massillon Housing Assistance Programs – The City of Massillon utilized CDBG funds from HUD and HOME funding through the Stark County HOME Consortium to provide housing rehabilitation, emergency home repair, and homebuyer assistance to low income households.

*Program Accomplishments:*  
29 low income homeowners assisted.

Housing Code Enforcement – The City of Massillon utilized CDBG funding for code enforcement of rental housing units.

*Program Accomplishments:*  
188 Rental Units brought into compliance with housing code.

Neighborhood Partnership Program – The City of Massillon provided CDBG funding to the Health Foundation of Greater Massillon for neighborhood partnership grants to

local neighborhood associations, whose members have undergone leadership training.

*Program Accomplishments:*

Funds provided to the Walnut Hills Residents Association and the Central Historic Area Residents of Massillon (CHARM) for neighborhood improvement activities and community policing.

Target Area Street Improvements – The City of Massillon utilized CDBG funding for street improvements within designated lower income residential neighborhoods.

*Program Accomplishments:*

Street improvements were completed along Wallace Avenue SE, Parkview NE, and Rodman Avenue NE

Target Area Sidewalk Replacement Program – The City of Massillon is developing a program to utilize CDBG funding for the repair and replacement of sidewalks in low income residential neighborhoods.

*Program Accomplishments:*

Guidelines for the sidewalk replacement have been developed and the program should get under during FY 2011.

Neighborhood Partnership Program – The City of Massillon provided CDBG funding to the Health Foundation of Greater Massillon for neighborhood partnership grants to local neighborhood associations for local improvement projects.

*Program Accomplishments:*

Funds were provided to the Walnut Hills Residents Association, the Young Street Association and the Central Historic Area Residents of Massillon (CHARM) for neighborhood improvement activities such as beautification, neighborhood watch and community policing, and youth programs.

## **DOWNTOWN IMPROVEMENT PROJECTS**

Massillon Main Street – CDBG funding to Massillon Main Street to provide grants for the exterior renovation of commercial buildings in the core area of downtown.

*Program Accomplishments:*

6 buildings were provided exterior renovation assistance by Massillon Main Street.

## **PUBLIC SERVICE ACTIVITIES**

Massillon Youth Recreation Program – The City of Massillon utilized CDBG funding for summer youth recreation programs at City parks serving low income neighborhoods.

*Program Accomplishments:*

172 youth served.

Elderly Homemaker Program – CDBG funding provided to Westark Family Services for in-home services to elderly and handicapped residents.

*Program Accomplishments:*

52 elderly/handicapped persons provided homemaker services.

Domestic Violence Shelter – CDBG funding provided to the Domestic Violence Project Inc. to assist in operations of the Massillon domestic violence shelter.

*Program Accomplishments:*

74 persons assisted at the City's domestic violence shelter.

Western Stark Medical Clinic – CDBG funding to the clinic, which provides free medical services to low income, uninsured persons.

*Program Accomplishments:*

401 persons received services from the Western Stark Medical Clinic.

Salvation Army Housing Outreach Program – CDBG funding to the Salvation Army which provided housing outreach services to the homeless and families in crisis to meet emergency housing needs.

*Program Accomplishments:*

221 persons received housing counseling assistance.

Family Living Center – CDBG funding provided to Community Services of Stark County to assist in operations at the Family Living Center homeless shelter.

*Program Accomplishments:*

125 homeless persons assisted

Community Legal Aid Foreclosure Prevention – CDBG funding provided legal services to assist low home homeowners threatened with foreclosure.

*Program Accomplishments:*

2 households provided with legal aid services.

Adult Literacy Education – CDBG funding provided to the Massillon Commission to Advance Literacy to assist in the promotion of adult literacy training services.

*Program Accomplishments:*

115 persons provided adult literacy training.

Faith in Action Elderly Caregiver Program – CDBG funding to this faith-based organization providing caregiver assistance to elderly, frail elderly and disabled persons.

*Program Accomplishments:*

361 elderly/frail elderly persons provided caregiver assistance.

Lighthouse Visions Life Skills for Foster Children – CDBG funding to Lighthouse Visions Inc. to provide basic life skills training for foster children ages 8-15.

*Program Accomplishments:*

50 youth served.

Family Economic Success Program – CDBG funding to Stark County Out of Poverty Partnership to operate a Volunteer Income Tax Assistance (VITA) site in Massillon to provide free income tax preparation (including EITC assistance) for low income persons.

*Program Accomplishments:*

310 persons assisted at Massillon VITA site.

**PROGRAM ADMINISTRATION AND OTHER ACTIVITIES**

CDBG Program Administration - The City of Massillon utilized CDBG funding for the planning, administration, and overall management of the CDBG Program.

Fair Housing Program – The City of Massillon utilized CDBG funding for the provision of fair housing services.

Section 108 Loan Repayment – The City of Massillon utilized CDBG funding for the payment of a portion of the principal and interest on its Section 108 Loan for the Canalview Center/Hampton Inn Project.

Attached is a copy of the CDBG Financial Summary Report for the FY 2009 Program Year.

CDBG FINANCIAL SUMMARY FOR PROGRAM YEAR 2009		
07-01-2010 TO 06-30-2011		
MASSILLON, OH		
<b>PART I:</b>	<b>SUMMARY OF CDBG RESOURCES</b>	
	01 UNEXPENDED CDBG FUNDS AT END OF PREVIOUS PROGRAM YEAR	201,349.45
	02 ENTITLEMENT GRANT	789,006.00
	03 SURPLUS URBAN RENEWAL	0
	04 SECTION 108 GUARANTEED LOAN FUNDS	0
	05 CURRENT YEAR PROGRAM INCOME	16,894.58
	06 RETURNS	0
	07 ADJUSTMENT TO COMPUTE TOTAL AVAILABLE	0
	08 TOTAL AVAILABLE (SUM, LINES 01-07)	1,007,250.03
<b>PART II:</b>	<b>SUMMARY OF CDBG EXPENDITURES</b>	
	09 DISBURSEMENTS OTHER THAN SECTION 108 REPAYMENTS AND PLANNING/ADMINISTRATION	439,349.41
	10 ADJUSTMENT TO COMPUTE TOTAL AMOUNT SUBJECT TO LOW/MOD BENEFIT	0
	11 AMOUNT SUBJECT TO LOW/MOD BENEFIT (LINE 09 + LINE 10)	439,349.41
	12 DISBURSED IN IDIS FOR PLANNING/ADMINISTRATION	75,328.30
	13 DISBURSED IN IDIS FOR SECTION 108 REPAYMENTS	148,113.36
	14 ADJUSTMENT TO COMPUTE TOTAL EXPENDITURES	0
	15 TOTAL EXPENDITURES (SUM, LINES 11-14)	662,791.07
	16 UNEXPENDED BALANCE (LINE 08 - LINE 15)	344,458.96
<b>PART III:</b>	<b>LOWMOD BENEFIT THIS REPORTING PERIOD</b>	
	17 EXPENDED FOR LOW/MOD HOUSING IN SPECIAL AREAS	0
	18 EXPENDED FOR LOW/MOD MULTI-UNIT HOUSING	0
	19 DISBURSED FOR OTHER LOW/MOD ACTIVITIES	417,714.97
	20 ADJUSTMENT TO COMPUTE TOTAL LOW/MOD CREDIT	0
	21 TOTAL LOW/MOD CREDIT (SUM, LINES 17-20)	417,714.97
	22 PERCENT LOW/MOD CREDIT (LINE 21/LINE 11)	95.08%
	LOW/MOD BENEFIT FOR MULTI-YEAR CERTIFICATIONS	
	PROGRAM YEARS(PY) COVERED IN CERTIFICATION PY: PY: PY:	
	24 CUMULATIVE NET EXPENDITURES SUBJECT TO LOW/MOD BENEFIT CALCULATION	0
	25 CUMULATIVE EXPENDITURES BENEFITING LOW/MOD PERSONS	0
	26 PERCENT BENEFIT TO LOW/MOD PERSONS (LINE 25/LINE 24)	0.00%
<b>PART IV:</b>	<b>PUBLIC SERVICE (PS) CAP CALCULATIONS</b>	
	27 DISBURSED IN IDIS FOR PUBLIC SERVICES	88,274.47
	28 PS UNLIQUIDATED OBLIGATIONS AT END OF CURRENT PROGRAM YEAR	26,058.85
	29 PS UNLIQUIDATED OBLIGATIONS AT END OF PREVIOUS PROGRAM YEAR	23,333.32
	30 ADJUSTMENT TO COMPUTE TOTAL PS OBLIGATIONS	0
	31 TOTAL PS OBLIGATIONS (LINE 27 + LINE 28 - LINE 29 + LINE 30)	91,000.00
	32 ENTITLEMENT GRANT	789,006.00
	33 PRIOR YEAR PROGRAM INCOME	11,203.73
	34 ADJUSTMENT TO COMPUTE TOTAL SUBJECT TO PS CAP	0
	35 TOTAL SUBJECT TO PS CAP (SUM, LINES 32-34)	800,209.73
	36 PERCENT FUNDS OBLIGATED FOR PS ACTIVITIES (LINE 31/LINE 35)	11.37%
<b>PART V:</b>	<b>PLANNING AND ADMINISTRATION (PA) CAP</b>	
	37 DISBURSED IN IDIS FOR PLANNING/ADMINISTRATION	75,328.30
	38 PA UNLIQUIDATED OBLIGATIONS AT END OF CURRENT PROGRAM YEAR	1,416.66
	39 PA UNLIQUIDATED OBLIGATIONS AT END OF PREVIOUS PROGRAM YEAR	2,833.33
	40 ADJUSTMENT TO COMPUTE TOTAL PA OBLIGATIONS	0
	41 TOTAL PA OBLIGATIONS (LINE 37 + LINE 38 - LINE 39 +LINE 40)	73,911.63
	42 ENTITLEMENT GRANT	789,006.00
	43 CURRENT YEAR PROGRAM INCOME	16,894.58
	44 ADJUSTMENT TO COMPUTE TOTAL SUBJECT TO PA CAP	0
	45 TOTAL SUBJECT TO PA CAP (SUM, LINES 42-44)	805,900.58
	46 PERCENT FUNDS OBLIGATED FOR PA ACTIVITIES (LINE 41/LINE 45)	9.17%

## 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.
2. Describe the manner in which the recipient would change its program as a result of its experiences.
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.
4. Describe Other Actions in Strategic Plan or Action Plan taken to address obstacles to meeting underserved needs.
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.

Program Year 2 CAPER General Questions response:

### 1. ASSESSMENT OF ONE YEAR GOALS AND OBJECTIVES

The City of Massillon's housing and community development strategy includes an assessment of the City's housing and homeless needs, public facilities, infrastructure improvements, public services, accessibility, historic preservation, economic development, and planning needs.

#### Housing and Community Development Objectives and Priorities

The City's housing and community development strategy has been developed in order to coordinate resources and address the national goals of the CDBG Program, including:

- The provision of decent housing that is affordable to low and very low income households.
- The provision of a suitable living environment, improving the safety and livability of neighborhoods, increasing access to quality facilities and services, improving housing opportunities, and revitalizing deteriorated neighborhoods.
- The expansion of economic opportunities, creating jobs that promote long term economic and social viability and that are accessible to low and very low income persons.

### Housing Priorities

- Upgrade the existing housing stock through code enforcement, rehabilitation and redevelopment to meet the needs of existing homeowners and renters.
- Increase the supply of available and affordable housing for very low income owner and renter households, including assistance for first time home buyers.
- Increase the supply of suitable owner and renter housing to meet the needs of the elderly and other groups with special housing needs.

### Non-Housing Community Development Priorities

- Neighborhood upgrading and improvement - Target the use of Federal resources to those neighborhoods where the majority of residents are low and very low income and where housing conditions are substandard, yet suitable for rehabilitation. Besides housing activities, funds are allocated for public facilities and infrastructure improvements; social, health, education, and recreation services; and youth programs.
- Central Business District Development - Undertake preservation and revitalization activities designed to maximize the existing assets of the downtown area while providing a positive and direct incentive for private investment.
- Economic Development - Establish a program to promote the retention and expansion of existing industry and business jobs, with an emphasis on the creation of new permanent jobs through the coordination of public investment with private development.

### Community Development Needs

The City of Massillon has identified its community development needs as follows:

- Housing rehabilitation and homeownership assistance programs to provide affordable housing and improve housing opportunities for low and very low income households.
- Public facility and public improvement projects to improve low income neighborhoods and the facilities serving low income residents of these areas.
- Economic development programs to create and retain jobs in the community, particularly to improve employment opportunities for low income persons.
- Public service activities to meet the social, economic, health, and educational needs of low income persons, including the homeless and those threatened with homelessness.

### Analysis of CDBG Program Expenditures by Program Goals and Expenditures

The following charts describe how the activities undertaken by the City of Massillon during Program Year 2010 addressed Strategic Plan goals and objectives.



Office of Community Planning and Development  
 U.S. Department of Housing and Urban Development  
 Integrated Disbursement and Information System  
 Expenditure Report  
 Use of CDBG Funds by MASSILLON, OH  
 from 07-01-2010 to 06-30-2011

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Matrix Code	Activity Group	Matrix Code Name	Disbursements	Percent of Total
14E	ED	Rehab; Publicly or Privately-Owned Commercial/Industrial	21,634.44	3.26%
<b>Subtotal for : Economic Development</b>			<b>21,634.44</b>	<b>3.26%</b>
14A	HR	Rehab; Single-Unit Residential	123,578.51	18.65%
15	HR	Code Enforcement	107,667.45	16.24%
<b>Subtotal for : Housing</b>			<b>231,245.96</b>	<b>34.89%</b>
03K	PI	Street Improvements	98,194.54	14.82%
<b>Subtotal for : Public Facilities and Improvements</b>			<b>98,194.54</b>	<b>14.82%</b>
03T	PS	Operating Costs of Homeless/AIDS Patients Programs	8,000.00	1.21%
05	PS	Public Services (General)	11,000.00	1.66%
05A	PS	Senior Services	14,000.00	2.11%
05C	PS	Legal Services	4,274.47	0.64%
05D	PS	Youth Services	11,000.00	1.66%
05G	PS	Battered and Abused Spouses	8,000.00	1.21%
05H	PS	Employment Training	3,000.00	0.45%
05K	PS	Tenant/Landlord Counseling	8,000.00	1.21%
05L	PS	Child Care Services	3,000.00	0.45%
05M	PS	Health Services	10,000.00	1.51%
05V	PS	Neighborhood Cleanups	8,000.00	1.21%
<b>Subtotal for : Public Services</b>			<b>88,274.47</b>	<b>13.32%</b>
21A	AP	General Program Administration	68,139.18	10.28%
21D	AP	Fair Housing Activities (subject to 20% Admin Cap)	7,189.12	1.08%
<b>Subtotal for : General Administration and Planning</b>			<b>75,328.30</b>	<b>11.37%</b>
19F	W	Planned Repayment of Section 108 Loan Principal	148,113.36	22.35%
<b>Subtotal for : Repayment of Section 108 Loans</b>			<b>148,113.36</b>	<b>22.35%</b>
<b>Total Disbursements</b>			<b>662,791.07</b>	<b>100.00%</b>

Summary of Program Accomplishments

Most of the City's FY 2009 Action Plan activities were directed to those areas of the City with high concentrations of low income and minority households. These neighborhoods primarily include the following census tract areas: 7137, 7138, 7141, 7142, 7143.01, 7143.02/BG 2, and 7144.

Directing the majority of HUD funds to these areas insures that these activities benefit low and very low income households, as well as minority populations within the City. Other projects that have been identified as primarily City-wide in scope also serve the residents of these areas. As previously described and documented in the Financial Summary Report, City CDBG expenditures in PY 2009 that benefited low and moderate income persons comprised over 75% of applicable expenditures.

Under its FY 2010 Action Plan, the City of Massillon undertook a variety of activities designed to address under-served housing needs and address affordable housing issues. The City operates its own housing rehabilitation program, offering deferred payment loans to very low income homeowners for the repair and rehabilitation of their homes. The City also operates an emergency home repair program to assist very low income homeowners with needed repairs to correct particular emergency

housing problems, such as electrical, heating, plumbing, or roof repairs. The City also operated a housing code enforcement program, targeting rental units in low income neighborhoods.

The City continues to work with the newly re-organized Habitat for Humanity of Greater Stark & Carroll Counties, providing additional homeownership opportunities for low income Massillon residents through new housing construction.

The City also utilized CDBG funding for public facilities and improvements within low income areas. For example, street repaving projects help to improve the public infrastructure in low income neighborhoods. The City is also developing a sidewalk replacement program designed to serve low income neighborhoods.

The City also provided CDBG funding to the Health Foundation of Greater Massillon for its Neighborhood Partnership Program, which provides grant assistance to neighborhood associations, whose members complete leadership training classes sponsored by the Stark County Foundation. Neighborhood Partnership grants are used by these associations for a variety of improvement activities, such as streetscapes, beautification, clean-up, neighborhood watch and crime prevention.

The City also provided CDBG funds for downtown revitalization activities. The City utilized block grant funds to replace deteriorated sidewalks within the Central Business District. The City also provided CDBG funding to Massillon Main Street which provides funding assistance to downtown property owners for the exterior renovation of their buildings.

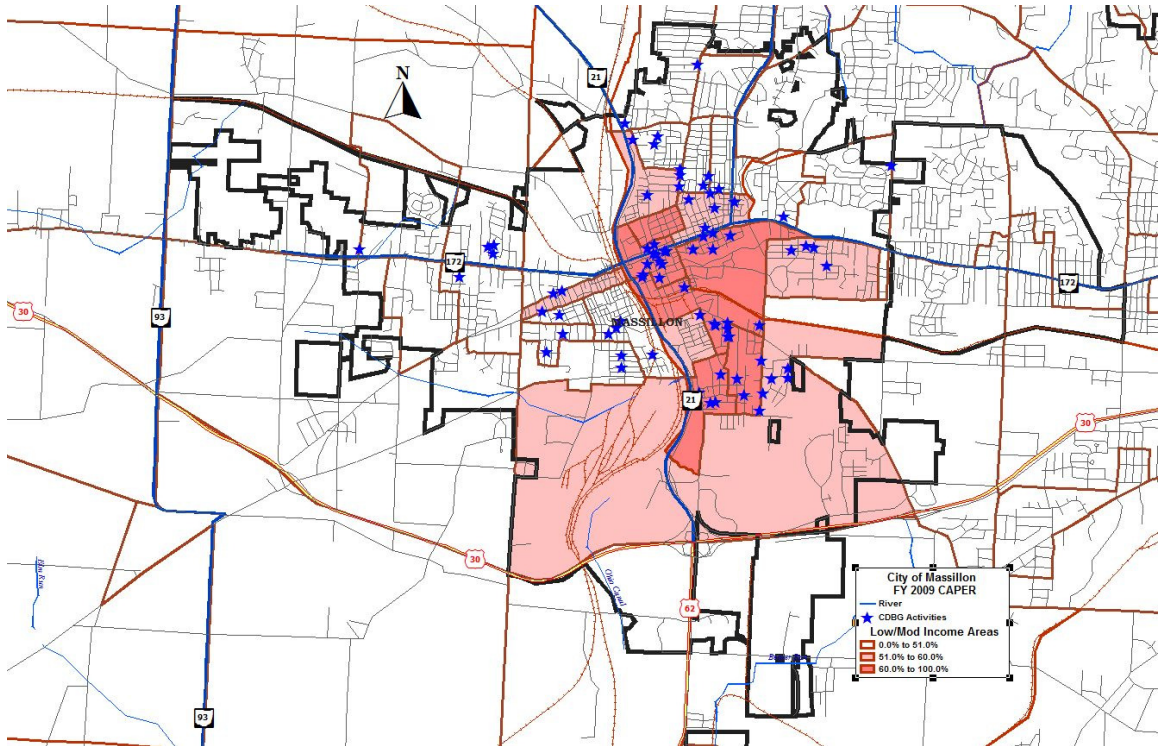
The City also utilized CDBG funds for a variety of public service programs designed to meet the needs of low income persons in the community. Low income youth needs are served by the City Summer Youth Program and the Lighthouse Visions Life Skills Education Program. Elderly and handicapped needs are served by the Elderly Homemaker Program operated by Westark Family Services and the Faith in Action Elderly Caregiver Program. The West Stark Medical Clinic provides free medical care for low income persons. The Domestic Violence Project operates a women's shelter in Massillon. Adult Literacy Training Program provides needed educational services to assist low income persons with literacy problems. Homeless persons are served through the Family Living Center operated by Community Services of Stark County, and by the Salvation Army's Housing Outreach Officer. Community Legal Aid assists low income households threatened with foreclosure. The Family Economic Success Program, sponsored by the Stark County Out of Poverty Partnership, opened a VITA site in Massillon, helping low income families prepare their income taxes and take advantage of the Earned Income Tax Credit Program.

#### Geographic Distribution of CDBG Expenditures

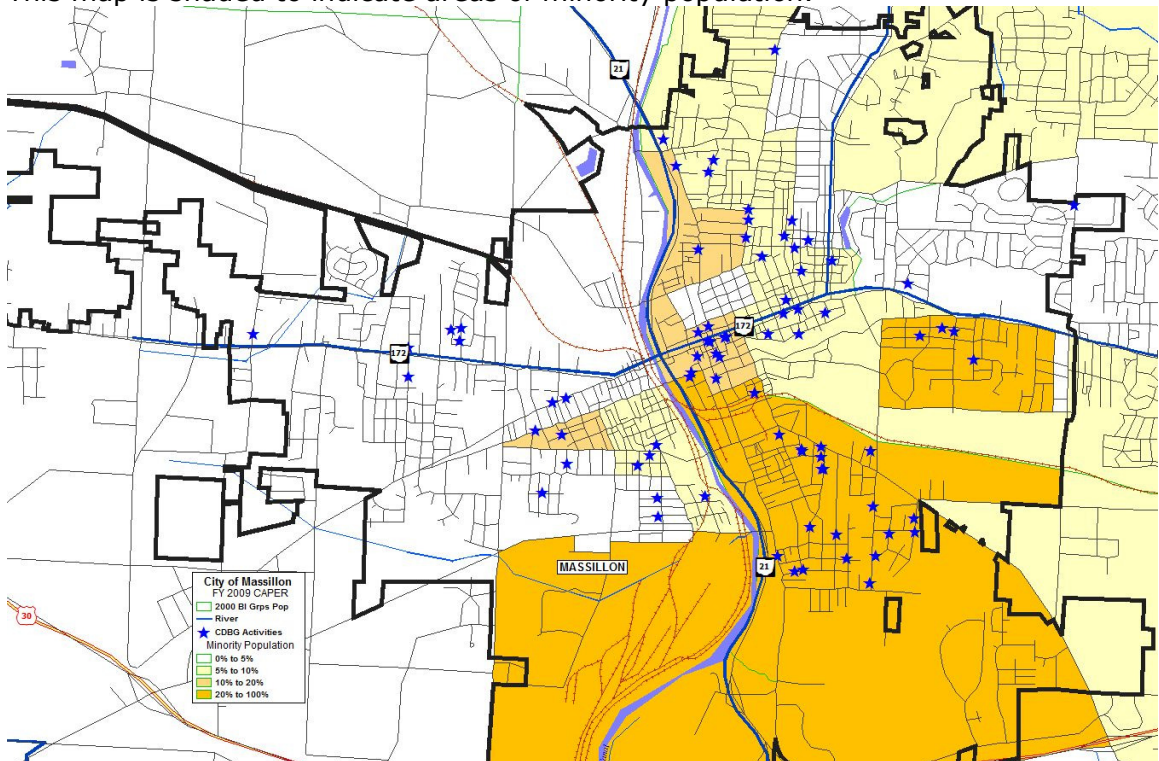
In regards to the geographic distribution, the following map provides a graphic description of the distribution of CDBG funding by Census Tract and by HUD designated low and moderate income Block Groups; and documents the City of Massillon's contention that it has carried out its CDBG Program during PY 2009 so as to give maximum feasible priority to activities that benefit low and moderate income persons with a special emphasis on serving the priority housing needs of low and moderate income households. A second map has been prepared which shows the location of CDBG-funded activities in relation to areas of minority population.

# Massillon

Map showing location of PY 2010 CDBG Activities in Massillon. The map is shaded to indicate low/moderate income neighborhoods.



This map is shaded to indicate areas of minority population.



## 2. CHANGES TO PROGRAM OBJECTIVES

To date, there have no changes to program objectives in the planning and administration of the City of Massillon Consolidated Plan and Community Development Block Grant Program. The City continues to strive to carry out a comprehensive program of housing and community development activities designed to provide decent housing and a suitable living environment and to expand economic opportunities for low and moderate income persons.

## 3. AFFIRMATIVELY FURTHERING FAIR HOUSING

The City of Massillon operates its own Fair Housing program which is designed to improve and promote housing opportunities in the community, including education and outreach, monitoring and evaluation, and administration of Fair Housing Laws. Fair Housing activities undertaken during FY 2010 are as follows:

The City continues to receive approximately fifty calls and visits per month regarding fair housing and landlord/tenant issues. Most of the calls are regarding landlord/tenant problems or for information regarding the Fair Housing Law. Information is provided to tenants and landlords regarding their rights, and to assist tenants in the avoidance of eviction. The City consistently checks for questionable advertisements in the classified section of the local newspaper for housing discrimination.

The City's Fair Housing Board held a meeting in March and will have another meeting this fall. The Board feels that two meetings a year are adequate at this time and if necessary, will call a special meeting. The Housing Department staff and Fair Housing Board members attended a Fair Housing Month celebration sponsored by the local Board of Realtors (SCAR). Awards were presented to an individual leader, realtor, lender, and an organization in recognition of their efforts and support of Fair Housing.

The City is very active with the Stark County Housing Task Force (SCHTF), which is comprised of housing providers, lenders and government entities remaining aware of and working to resolve housing issues in Stark County. Stark County Housing Task Force helped to organize the Save Our Homes (SOH) Coalition in an attempt to educate the public, and assist people who may be dealing with foreclosures.

The cities of Massillon, Canton, and Alliance and Stark County are currently working together on a new Analysis of Impediments Study. It is currently underway and should be completed in the Fall of 2011.

The City continues to address impediments to fair housing choice identified in the most recent update of the Analysis of Impediments to Fair Housing Choice:

*Impediment #1: Lack of knowledge about the Fair Housing Law and Enforcement.*  
Many persons are unfamiliar with the Fair Housing Law, what is prohibited by their terms, and how they are enforced. Housing providers need to know the law because they must comply with it. Housing consumers need to know the law so that they can protect their rights.

City Action:        *Increase community awareness on the Fair Housing Law through*

*education. Provide training, counseling, publications, seminars, etc. to educate the public.*

During the application process for Home Buyer's Assistance Program, the Department provides information on Fair Housing.

The City's Housing Department staff regularly attends neighborhood association meetings in an effort to educate residents on Fair Housing and Landlord/Tenant laws.

*Impediment #2: Insurance companies provide limited services or refuse to insure properties in older or less desirable neighborhoods, thereby limiting housing choice because of higher housing costs. In declining and older neighborhoods, some insurance companies refuse to insure properties, especially in predominantly minority neighborhoods.*

*City Action: Increase testing to identify insurance companies who are redlining. Testing is critically important in detecting insurance discrimination.*

During the application process for housing rehabilitation and home buyer's assistance, clients are counseled about homeowner's insurance.

*Impediment #3: Actions and acts of housing discrimination restrict housing choices of low and moderate-income population and minorities. Lower income groups tend to experience the greatest segregation in housing. These groups are more likely to reside in less desirable neighborhoods.*

City Action: *Educate minorities regarding housing opportunities in non-traditional areas throughout the City. Increase community awareness on the Fair Housing Law through training, counseling, publications, seminars, etc.*

During the application process of the Home Buyer's Assistance Program, the City counsels minority applicants to consider non-traditional areas of the city.

The City participates in home buyer's assistance training, and conducts Tenant Landlord Law/Fair Housing seminars.

The City participated in area meetings held by local real estate organizations and county coalitions to educate housing providers about Fair Housing, Landlord/Tenant Laws, and home buyers assistance programs.

*Impediment #4: A large number of Section 8 recipients (especially families with children) find it difficult to obtain a landlord who will accept Section 8 certificates. The Section 8 program is a major Federal Program to help low-income persons secure safe, decent, and sanitary*

housing. The Section 8 program impacts upon whether protected classes have access to fair housing. Many private landlords refuse to rent to Section 8 recipients. The landlords believe there are some confusion, burdensome restrictions, a lot of red tape, and meticulous inspections in regard to the Section 8 Program. This leaves many families abandoned.

City action: *Presently, the program is on hold, due to funding limitations, in the Section 8 Program.*

The City is committed to provide housing for low – moderate income housing residents.

A new senior housing development, Bradley Place, was approved and has been constructed in downtown Massillon under the Low Income Tax Credit (LITC) Program. Bradley Place is a 52-unit, 4-story senior housing apartment complex that will provide affordable rental housing for low income senior citizens.

The City's Housing Director, along with representatives from Canton, Stark County and other Stark County agencies and foundations, serve on the Evaluation Committee for Stark County Interagency Council on Homelessness (SCICH). The Committee reviews and makes recommendations regarding Stark County's Continuum of Care (CoC) program and application for funding for housing for low income persons under HUD's program to prevent homelessness. This is an intense effort of reviewing applications, participating in site visits, and providing input to housing providers serving low income persons.

The City participates in community outreach efforts to educate residents about HUD Certified Counseling, and other available resources to prevent foreclosure.

The City participates in a Stark County intermediary organization, Community Building Partnership, which provides funding, training and other support to Community Development organizations that develop affordable housing.

*Impediment #5: Developers and builders are not complying with the multi-family accessibility provisions of the Fair Housing Law for new construction. The accessibility provisions in the 1988 Amendments Act are relatively inexpensive to meet if done at the time that the buildings are constructed. Some Builders are not researching the laws to make sure they comply. Most non-compliance appears to be due to the ignorance of the contractor, architect, and/or developer about the fair housing requirements.*

City Action: *Educate the developers, builders, and architects on the accessibility requirements of the Fair Housing Act for new multi-family construction. Conduct periodic field inspections during the building of these projects to see that accessibility standards are being met.*

The City's Plans Examiner educates developers, builders, and architects on the accessibility requirements of the Fair Housing Act for new multi-family construction.

*Impediment #6: The conditions of existing housing in need of major repair limit housing choice. Some low to moderate income persons live in deteriorated conditions because they do not have the funds to repair their house. Homebuyers are hesitating to purchase housing in need of repairs.*

City Action: *Housing rehabilitation and home ownership programs are effective tools in providing needed funds to rehabilitate aging housing stock and enable low and moderate income persons to become home owners. Continued support, encouragement, and referrals to the appropriate entity will assist those persons in need of rehabilitation or home ownership assistance.*

The City operates Home Buyer's Assistance and Housing Rehabilitation Programs to assist eligible low to moderate income persons with purchase and/or repairs to their homes. The City continues to consider housing rehabilitation a high priority due to the need for assistance by low income homeowners.

The City of Massillon has also received Neighborhood Stabilization Program (NSP) funding from the State of Ohio, Department of Development, to undertake housing rehabilitation/development and homebuyer assistance activities in areas impacted by the problems of vacant, abandoned, and foreclosed housing. All homebuyers receiving NSP assistance are required to receive 8 hours of counseling from a HUD-certified counseling agency.

Housing Department staff provides information to neighborhood associations about the City's programs. Information about other housing rehabilitation programs throughout Stark County is also made available.

The City Housing Department also works closely with the Stark County Community Action Agency. Information about available programs, including HEAP, and home weatherization are regularly provided to area residents.

The City Housing Department collects and distributes information about available housing rehabilitation and home weatherization programs, as well as programs to assist residents with utility costs.

*Impediment #7: Minorities tend not to purchase or rent outside of areas of racial concentrations and non-minorities do not pursue housing opportunities in neighborhoods that are predominantly minority, which limits housing choice. Minorities, as well as non-minorities, do not have the information or knowledge on purchasing and renting outside of their areas of racial concentrations.*

City Action: *Continue education through counseling, training, and publications to inform people that they can live anywhere they can afford.*

During the application process of the Home Buyer's Assistance Program, the City counsels applicants to live where they choose, taking all areas of the city into consideration. When counseling on landlord/tenant rights, the City also informs residents of housing opportunities throughout the area regardless of racial composition of the area.

The responsibility, agencies involved, and the resources for the Impediments and Action Plan lies with the Alliance, Canton, Massillon and Stark County Fair Housing Offices (ACMS Consortium).

The time period for addressing all identified impediments is continuous and ongoing. Due to the detailed involvement and nature of these impediments, it is impossible to achieve the action plans within a short-term period. Therefore, ACMS finds it necessary to initiate the action plans on a regular and continuous basis.

#### 4. OTHER ACTIONS TAKEN TO MEET UNDERSERVED NEEDS

The Stark County Consortium has identified several classes of the population with special needs. Those groups which have been identified as needing supportive housing include: elderly persons with severe mental illnesses, developmentally disabled persons, persons with AIDS and related diseases, and persons with alcohol and other drug addictions. The Consortium continues to work together to address these housing issues.

#### 5. LEVERAGING RESOURCES

##### City of Massillon

In carrying out its housing and community development strategy, the City of Massillon utilizes CDBG entitlement funding which it receives directly from HUD and HOME funding which it receives through its participation in the Stark County Consortium. In operating its housing rehabilitation programs, the City also leverages private funding, particularly from investor owners. The City also leverages financing from local lending institutions, through its homebuyer assistance programs.

##### Local Non-Profit Organizations

Public housing agencies, local non-profit organizations, and other service providers also utilize a variety of Federal, state, and local funding in carrying out their activities, as follows:

Massillon Main Street uses CDBG funding from the City to leverage private matching contributions from the owners of downtown commercial properties as part of its exterior facade renovation program.

Westark Family Services uses CDBG funding from the City to leverage Title XX funding from the Stark County Department of Human Services for elderly homemaker services.

Community Services of Stark County uses CDBG funding from the City to leverage additional funding for the operation of its Family Living Center homeless shelter. Other funding sources include the Emergency Shelter Grant Program of the Ohio Housing and Community Partnerships Division of the Ohio Department of Development.

## **Managing the Process**

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

Program Year 2 CAPER Managing the Process response:

1. The City of Massillon is the lead agency for the implementation of activities under its One Year Action Plan. In particular, the Massillon Community Development Department is responsible for the planning and general administration of CDBG activities. However, as stated elsewhere, Massillon is also a member of the Stark County HOME Consortium and the City works closely with the Stark Regional Planning Commission (the HOME PJ) in the administration and management of HOME funded activities in Massillon.

2. The Consolidated Plan was developed by the Stark County Consortium, with the Stark County Regional Planning Commission (SRPC), as the Participating Jurisdiction in the Consortium, taking the lead role in the development of the Plan. The City participated in this planning process, which called for citizen participation to be obtained through public meetings and input solicited from relevant State, County, and City agencies and from other organizations providing housing and community development services and/or advocacy for persons of low- and moderate incomes.

## **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 requirement 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 2 CAPER Citizen Participation response:

1. The City of Massillon made its Consolidated Annual Performance and Evaluation Review report for Program Year 2009 available to the general public by notice dated August , 2011. To date, the City has received comments regarding the CAPER.
2. See the Attachments section of the report for a copy of the Presentation information, including maps indicating the geographic distribution and location of investment, including areas of minority concentration.

## **Institutional Structure**

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

Program Year 2 CAPER Institutional Structure response:

Through its participation in the Stark County HOME Consortium, the City of Massillon works closely with the cities of Alliance and Canton and with Stark County to provide an area-wide approach to housing and community development issues.

The City also participates in the Stark County Housing Task Force, an association of banking, governmental, social service providers, non-profit housing providers, Realtors, SMHA, and Legal Aid. The Task Force meets monthly to discuss relevant housing issues. Subcommittees of the Task Force have assisted in preparation and review of both the CHAS and the Consolidated Plan. Other subcommittees continue to meet to discuss affordable housing and continuum of care issues.

The City also participates in the Stark County Intergovernmental Council on Homelessness, which was formed in 2004 to develop a comprehensive, long range plan to prevent and end chronic homelessness in Stark County, while providing a coordinated safety net of emergency services for those in a short term housing crisis.

## **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 2 CAPER Monitoring response:

The overall goal of Massillon's community planning and development programs is to provide decent housing and a suitable living environment and the expansion of economic opportunities, principally for low and moderate income persons.

#### Impact on Identified Needs

In evaluating its efforts, the City has concluded that its activities and strategies are making an impact on identified needs, particularly with respect to affordable housing programs. The City's affordable housing programs for homeowners, in particular, including both housing rehabilitation and homebuyer assistance programs, are very successful in meeting local housing needs. The City is assisting rental tenant households through its housing code enforcement program.

The City combines its housing efforts with public improvements and public facilities projects designed to improve living conditions in lower income residential neighborhoods. Such activities as street and sidewalk improvements, park and recreation projects, and neighborhood facilities and services complement the City's housing efforts to improve neighborhoods. Through its Neighborhood Partnership Program, the City also works closely with local neighborhood associations in providing services and developing programs to better serve their areas.

The City also assists local non-profit organizations in their community improvement and public service efforts. A list of local organizations assisted by the City reads as follows: Massillon Main Street, Westark Family Services, West Stark Medical Clinic, Community Services of Stark County, Community Legal Aid, the Salvation Army, the Massillon Commission to Advance Literacy, the Stark Domestic Violence Project, and Faith in Action of Western Stark County, Lighthouse Visions, and Stark County Out of Poverty Partnership. These agencies have been able to utilize CDBG dollars from the City to leverage additional funding for their programs and thus, make significant contributions to the community well-being.

The City has provided for Central Business District improvements through block grant assistance to Massillon Main Street, a downtown-based organization that operates an exterior renovation program for downtown commercial buildings. Main Street funding is matched by the property owners and the resulting renovation has helped to spur revitalization of the core area of the downtown, bringing new businesses back into these buildings.

CDBG funds used for renovation activities and public improvement contracts also provide for contracting opportunities, especially for smaller contractors. Thus, this type of CDBG activity not only helps residents, but also expands economic opportunities through third party contracting.

The City also has a variety of incentives for economic development that are not funded through the CDBG Program. Chief among these is tax abatement through the City's Enterprise Zone Program. The State of Ohio has certified a large area of the City, including most of its low and moderate income residential areas and industrial areas, as an Enterprise Zone. The City encourages economic expansion and development within this enterprise zone and offers tax exemptions on both real and personal property in return for private economic investment in businesses and industries that create and retain jobs. Currently, the City has 25 tax abatement agreements with local companies that have resulted in the creation of 454 new jobs and the retention of 401 existing jobs.

### Performance Measurement

The Consolidated Plan is a concept that is designed to enable officials and citizens to become more aware of the larger picture and the extent to which all related programs are effective in collectively solving neighborhood and community problems. Moving beyond the compilation of program outputs, there must be a focus on results that will allow a community to assess progress in meeting the priority needs and specific objectives identified in the strategic plan and action plan in order to help make Massillon's vision of the future a reality.

The overall goal of the City's community planning and development programs included in the Consolidated Plan is to provide decent housing and a suitable living environment and expanding economic opportunities, principally for low and moderate income persons.

The Massillon Community Development Department is responsible for monitoring all programs funded with Federal funds under the City's Action Plan to assure compliance with HUD regulations and policies. Program objectives are reviewed during the year to determine whether these objectives are being adequately addressed by the Action Plan.

The City currently utilizes the Consolidated Annual Performance and Evaluation Report (CAPER) as the main document for reporting on the programs carried out during the year. The City developed its performance measurement system so that it can be integrated into the CAPER process. The information contained in this report is designed to assist the City in assessing the effectiveness of its community development strategy as well as to help Massillon determine what changes may be necessary in order to improve the effectiveness of the City's housing and community development programs.

The City of Massillon has recognized the need to establish a performance measurement system for its housing and community development program activities. Such a system provides an organized process for gathering information to determine how well programs and projects are meeting needs and then using that information to improve performance and better target resources.

On a national level, HUD has established a performance-based outcome measurement system. The City of Massillon has taken the necessary steps to implement this system locally.

The City's Performance Measurement System is as follows:

1. Identification of Housing and Community Development Needs

These needs are identified through the CPMP tool, including the Priority Needs Housing Worksheet, the Homeless Needs Worksheet, and the Community Development Needs Worksheet.

2. Establishment of Housing and Community Development Program Objectives

For each identified need that is proposed to be addressed in the Consolidated Plan, the City of Massillon identifies the community development program objective to be addressed. These objectives are defined as follows:

- Creation of a suitable living environment.
- Provision of decent affordable housing
- Creation of economic opportunities

3. Identification of housing and community project Activities to be undertaken

Using a combination of CDBG entitlement funds and funding allocated through the Stark HOME Consortium, the City prepares an annual Action Plan of projects and activities designed to address identified needs and meet its program objectives.

4. Development of Outcome Measures

Three types of outcome measures have been established:

- The effect of an activity on the Availability/Accessibility of housing, public improvements, facilities, or services to low income persons.
- The effect of an activity on the Affordability of housing, public improvements, facilities or services to low income persons.
- The effect of an activity on the Sustainability of the community, a district, or a particular neighborhood.

5. Development of Performance Indicators

These indicators include a quantifiable measurement chosen to best identify the performance of an activity in meeting the City's housing and community development objectives. The City has identified such measures in the CPMP Project Workbook for each activity and includes such indicators as number of homes rehabilitated, number of homebuyers assisted, number of persons provided shelter assistance, number of low income persons living within a designated area served by an assisted public facility or improvement.

The City of Massillon, using the CPMP tool, will work with and continue to refine this performance measurement system during the 5 year Consolidated Plan period.

Barriers to Strategic Plan

The main impediment to the development of the City of Massillon's FY 2010 Action Plan was the lack of sufficient CDBG funding for all proposed project activities. The

City's FY 2010 CDBG entitlement grant was \$789,006, and even through this represented a slight increase from FY 2008, overall funding levels have decreased around 25% since 2001. However, local needs remain the same. The ongoing reduction in block grant funding makes it very difficult for the City to effectively operate a comprehensive program, including funding for local agencies. Proposed changes in the entitlement formula also add much uncertainty to the overall program, making it difficult to engage in long range planning.

The City's PY 2010 CDBG total project expenditures of \$662,791 represented 84% of its FY 2010 CDBG entitlement amount. Thus, carrying out its Consolidated Plan is not a problem for Massillon. With increased funding, the City could accomplish more, rehabilitate more housing, assist more homebuyers, undertake additional public improvements and increase access to needed public service activities.

CDBG-R and NSP funding have provided additional resources for housing and community development activities. The City received \$195,062 in CDBG-R funding which is being used for public infrastructure improvements serving low income neighborhoods and low income senior housing. The City also received \$1,578,149 in NSP 1 funds from the State of Ohio for housing rehabilitation/development and demolition/clearance activities in neighborhoods impacted by vacant, abandoned, and foreclosed housing. This additional funding has been very helpful to the City in meeting its housing and community development goals and objectives.

#### Status of Grant Programs

Sixty days prior to the end of PY 2010 the City had an adjusted CDBG Letter of Credit Balance of \$406,763 (See the attached Grantee Timeliness Report). This figure represents 52% of the City's FY 2010 CDBG entitlement of \$789,006, and is well within HUD Guidelines of 150% of the most recent grant. This also means that all prior years' CDBG grant funds have been drawn down and indicates that the status of the City's grant programs is very good in terms of program expenditures.

#### Activity Timetables for Completion

Most of the City's CDBG funded activities are on schedule. The City's percent of program expenditures demonstrates this.

#### Timeliness of Grant Disbursements

As described previously, during PY 2010, City CDBG expenditures totaled 84% of its FY 2010 entitlement. In regard to the timelessness of actual disbursements after draw down of funds, the City does not maintain excessive CDBG cash balances. Funds are expended in a timely manner upon draw down and receipt.

#### Expenditures vs. Draw Downs

The total amount of CDBG funds drawn down by the City of Massillon during Program Year 2010 equals the total CDBG expenditures for the period as shown below:

Total Program Year Expenditures: \$662,791.07

Total CDBG Draws from IDIS: \$662,791.07

Amount to Be Reconciled     \$0.00

At the end of PY 2010, the City's CDBG cash on hand was \$144.28. This amount represents program income on hand near the end of the program year and which had not yet been expended. However, all CDBG funds drawn were expended during the reporting period.

### Major Goals

In summary, the City of Massillon has concluded that the programs and activities that were undertaken during PY 2010 are addressing the housing and community development goals and objectives outlined in its Consolidated Plan.

### Adjustments or Improvement to Strategies and Activities

The City needs to continue to coordinate its Consolidated Plan activities with area organizations and agencies, including other local governments and non-profit organizations. During the year, the City continued to work with Stark County, and the cities of Alliance and Canton, as well as with local housing and development organizations, on area-wide housing and community development issues. At these planning sessions and in public meetings, the City interacted with local organizations in discussing community needs and the programs that are available to address these needs.

Due to the limited amount of CDBG funding available to Massillon, the City should continue to seek to leverage additional sources of funding for program activities. Non-profit organizations, in particular, should aggressively seek additional funding from other sources such as the HUD Super NOFA or the State of Ohio. This type of leveraging will only improve the effectiveness of local programs and services. In particular, the City has received NSP1 (Neighborhood Stabilization Program) funds from the State of Ohio. These NSP funds are being used to deal with housing issues affecting neighborhoods of greatest need.

## **Lead-based Paint**

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

Program Year 2 CAPER Lead-based Paint response:

The City contracts with the Canton City Health Department for lead-based testing as part of its housing rehabilitation program activities.

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## HOUSING

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### **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 2 CAPER Housing Needs response:

According to the 2000 census, the City of Massillon has a total of 13,567 housing units, of which 5,205 or 38% were constructed prior to 1939. The total number of occupied housing units is 12,677. Owner occupied units constitute 69% of the total number of occupied housing units (up from 67.3% in 1990). 71% of White households and 51% of African American households live in owner occupied housing. Of the total number of housing units in Massillon, 10,039 or 74% are one-unit, detached structures.

The total number of housing units in Massillon increased by 753 (6%) from 1990 to 2000. Owner occupied units increased by 595 while renter occupied units decreased by 28 units. The vacancy rate in 2000 was 6.6%; with a vacancy rate of 1.8% for owner-occupied housing units and 7.2% for rental units.

The 2000 median value of owner-occupied units in Massillon was \$82,500, compared with \$100,000 for Stark County. The City's median gross rent was \$445, compared with \$486 for the county. The percentage of renters in Massillon burdened with a gross rent greater than 35% of their household income is 26.2%, down from 32.1% in 1990.

From 1990 to 2000 the number of low income households in Massillon was nearly the same. However, the number of extremely low income households (0-30% MFI) decreased by 24% during this same period. The number of very low income households (31-50% MFI) increased 5.5% and the number of low income households (51-80% MFI) increased 13.9% from 1990 – 2000. The percentage of home ownership among all low income households increased by 0.6% during the decade while the percentage of renter households decreased by 0.8%.

Extremely Low-Income Households (0-30% MFI) - 38% owners, 62% renters. Of the total homeowners, 53% are elderly. Of the renter households, 34% are elderly, 36% are small family related and 3% are large family related. 28% of the homeowners and 25% of the renters pay between 30-50% of their income on housing and are considered cost burdened. 40% of the homeowners and 37% of the renters pay more than 50% of their income on housing and are considered severely cost burdened.

Very Low-Income Households (31-50% MFI) - 50% owners, 50% renters. Of the homeowners, 63% are elderly. Of the renters, 31% are elderly, 32% are small family related, and 7% are large family related. 25% of the homeowners and 48% of the renters are considered cost burdened, while 18% of the owners and 11% of the renters are considered severely cost burdened.

Low-Income Households (51-80% MFI) - 65% owners, 35% renters. Of the homeowners, 36% are elderly. Of the renters, 18% are elderly, 43% are small family related, and 10% are large family related. 23% of the homeowners and 11% of the renters are considered cost burdened, while 6% of the owners and 1% of the renters are considered severely cost burdened.

Among these income categories, the largest numbers with housing needs are elderly homeowners, followed by small family related homeowners, then small family related renters. The groups with the highest percentage in need of housing assistance are

large family related renters, followed by large family related homeowners, then small family related homeowners.

In addition, two out of every three minority households are classified as being very low and low income, indicating a severe need for housing assistance for minorities in general.

#### Priority Housing Needs

The relatively low median values of the housing stock in Massillon, along with the age of this housing, reflect the higher amount of substandard housing in the City compared with the County as a whole. In addition, combining these factors with the relatively low effective vacancy rate demonstrates the continuing need for housing rehabilitation programs in the City. Very low income homeowners and renters both have been shown to be cost burdened with respect to housing, and are in need of rehabilitation assistance programs to maintain their units as well as to increase the supply of affordable owner and rental housing.

For this reason, the City of Massillon allocates CDBG and HOME dollars for housing rehabilitation programs to assist low and moderate income homeowners maintain their dwellings.

Homeownership programs are also a high priority, both on a local as well as a national level. Homeownership not only helps to improve a family's economic status and wellbeing, but also stabilizes and revitalizes residential neighborhoods. While there are a variety of lender programs available to assist first-time homebuyers, the restrictions placed on these programs often preclude very low income households from participating, as such households may lack the resources necessary for required downpayment and closing costs.

For this reason, homeownership assistance programs are needed to provide increased affordable housing opportunities for first time, low income homebuyers. The City of Massillon allocates HOME dollars from the Stark County Consortium to provide homebuyer assistance to low and moderate income households.

The relatively high percentage of elderly households in the City, and the fact that the elderly population continues to grow, indicates the need for increased affordable housing for the elderly, both in terms of rehabilitation assistance for low income elderly homeowners and an increased supply of affordable rental senior housing.

For this reason, the City has encouraged the development of a low income housing tax credit new construction senior housing project in downtown Massillon. This 52 unit four story building will be completed in the Summer of 2011. The City allocated a portion of its HOME dollars from Stark County to assist this development. In addition, the City allocated a portion of its CDBG-R funding for the replacement of deteriorated sidewalk around the project site.

### **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 2 CAPER Specific Housing Objectives response:

During FY 2010, the City of Massillon undertook the following projects designed to meet under-served housing needs and address affordable housing issues:

### **Owner-Occupied Housing Programs**

#### 1. Housing Rehabilitation Program

The City of Massillon, in an effort to upgrade its residential neighborhoods, offers housing rehabilitation financial assistance to lower income homeowners. The City utilizes HOME funds from the Stark Consortium to provide deferred payment loans, of up to \$25,000, to low income owner/occupants to make repairs and improvements to their dwellings to bring these units up to local code standards. This funding assistance is being provided to achieve the following rehabilitation objectives, in order of priority: 1) eliminate the presence of lead based paint hazards; 2) bring the property into compliance with Residential Rehabilitation Standards (RRS); 3) make other repairs deemed by the City to be a housing problem threatening the health and/or safety of the owner-occupants; 4) energy conservation purposes, such as installation of storm windows and doors; and 5) cosmetic corrections to the interior and exterior of the dwelling.

To be eligible for assistance, the applicant must be the owner/occupant of a dwelling situated within the city limits of Massillon, and must maintain taxes and insurance on the property.

Financial assistance is secured by a Promissory Note and a Mortgage, which will be forgiven without repayment after ten years provided the property continues to be in the name of and the principal residence of the applicant, and is not used as collateral for a subsequent loan.

Housing Objective: Provision of decent affordable housing by upgrading the existing housing stock through selective rehabilitation and redevelopment to meet the needs of existing low income homeowners.

Proposed Outcome: Undertake a total of 5 units of rehabilitation over the 1-year plan period.

Actual Outcome: 5 single unit structures provided full housing rehabilitation assistance, with 1 dwelling unit completed. Also, 1 housing rehabilitation project was completed that was initially committed in PY 2009.

Funding Sources: CDBG Entitlement and HOME funds from Stark Consortium.

## 2. Home Repair Program

The City utilized CDBG funds to provide home repair assistance to low income homeowners, up to \$8,000, for the repair of housing problems needing immediate assistance. Eligibility requirements are the same as for the City's housing rehabilitation program. Financial assistance will be secured by a promissory note and mortgage and will be forgiven without repayment after five years.

Housing Objective: Provision of decent affordable housing by upgrading the existing housing stock through selective rehabilitation and redevelopment to meet the needs of existing low income homeowners.

Proposed Outcome: Undertake a total of 20 units of emergency home repair rehabilitation during the 1-year plan period.

Actual Outcome: 17 housing repair projects were undertaken and 16 completed during PY 2010.

Funding Sources: CDBG Entitlement, Other Funds

## 3. Homebuyer Assistance Program

The City of Massillon recognizes the need to promote homeownership in the community, which helps to stabilize residential neighborhoods, as well as improve the economic well-being of families. For this reason, the City offers homebuyer assistance programs for low/moderate income households who wish to become homeowners, but who lack the resources to cover all initial costs, such as downpayment and closing costs. The City of Massillon utilizes HUD funds for the following homebuyer assistance programs:

The City will provide an eligible applicant up to \$3,000 to be used towards both downpayment and closing costs. Funds cannot exceed lender's criteria regarding third party contributions and some funds must come from purchaser's resources. Pre-paid expenses, such as insurance, taxes, interest, and loan discount fees may not be paid through this assistance program. Housing Rehabilitation assistance may also be provided, as needed and as available, up to an additional \$5,000.

Homes must be inspected for compliance with HUD's Housing Quality Standard (HQS). Financial assistance will be secured by a Promissory Note and a Mortgage and will be forgiven without repayment after five years provided the property continues to be in the name of and the principal residence of the applicant, and is not used as collateral for a subsequent loan. Applicants must participate in a credit counseling session as a condition of assistance being provided.

Housing Objective: Increase access to decent affordable housing by providing homeownership opportunities for low and moderate income households and for minority households.

Proposed Outcome: Outcome: Provide homebuyer assistance to 5 LMI households during the 1-year plan period.

Actual Outcome: 2 low income households were provided homebuyer assistance during PY 2010. In addition, another 10 homeowner projects were completed that were initiated during 2009. All of these dwelling units included some type of rehabilitation.

Funding Sources: HOME Funding from the Stark Consortium.

### **Renter Occupied Housing Programs**

#### 1. Target Area Code Enforcement

Under this project activity, the City of Massillon utilizes CDBG funding to operate a housing code enforcement program within the City's identified low income target area neighborhoods, Census Tracts 7137, 7138, 7139, 7141, 7142, 7143.01, 7143.02 (BG 2,) and 7144 (BG 2). The City's code enforcement officers inspect rental dwelling units within these neighborhoods, report all code violations to the property owner, require mandatory rehabilitation and repair of these violations, and provide follow-up inspections to determine compliance with repair orders.

Housing Objective: Increase the availability of decent affordable rental housing through enforcement of local housing codes. This project activity will help to preserve and improve the City's quality of affordable existing rental housing for low income households and will help to improve living conditions within the City's identified LMI neighborhoods.

Proposed Outcome: 200 rental units to be brought into City housing code compliance during the 1-year plan period.

Actual Outcome: During PY 2009, a total 188 rental units were inspected and brought into compliance with City housing code standards.

Funding Sources: CDBG Entitlement.

#### 2. Massillon Senior Apartments Tax Credit Project

Massillon Senior Apartments is a proposed 52-unit low-income housing tax credit project for seniors that is under construction in downtown Massillon. The City worked with the NRP Group, a for-profit housing developer, in the development of this project. This project is scheduled for completion in the summer 2011.

Housing Objective: Increase the availability of decent affordable rental housing for low income households.

Outcome: 52 units of scattered site renter-occupied housing to be constructed during the subsequent 5-year Consolidated Plan period.

Actual Outcome: Project construction will be completed in the summer of 2011.

Funding Sources: Low Income Housing Tax Credits from the State of Ohio, HOME Funds from the Stark Consortium, and CDBG-R Recovery Act Funds from HUD.

**Affordable Housing Needs Performance**

The City’s performance in utilizing HUD funds to meet the housing needs of lower income persons can also reported as follows, broken down by type of housing activity and income levels of those households assisted.

HOUSEHOLDS ASSISTED	0-30 % MFI	31-50% MFI	51-80% MFI	Total Households Assisted	Sec. 215 Affordable Housing
<i>Owner Households Assisted</i>	5	16	9	30	14
City Housing Rehabilitation	5	7	6	18	2
City Homebuyer Assistance	0	9	3	12	12
<i>Renter Households Assisted</i>	0	0	0	0	0
<i>Total Households Assisted</i>	5	16	9	30	14

The same data can also be summarized a different way as follows:

HOUSEHOLDS ASSISTED	0-30 % MFI	31-50% MFI	51-80% MFI	Total Households Assisted	Sec. 215 Affordable Housing
Housing Rehabilitation	5	7	6	18	2
Homebuyer Assistance	0	9	3	12	12
New Housing Construction	0	0	0	0	0
Total Affordable Housing	5	16	9	30	14

In regard to low and moderate income households assisted through the City’s various housing programs, of the 30 households assisted, 21 or 70% were very low income households at or below 50% of the area median income, and 5 or 17% were extremely low income households at or below 30% median income.

In regard to rehabilitation programs, of the 18 households assisted, 12 or 67% were very low income households at or below 50% of the area median income, and 5 or 28% were extremely low income households at or below 30% median income.

In regard to homebuyer assistance programs, of the 12 households assisted, 9 or 75% were low income households at or below 50% of the area median income.

This data indicates that the City of Massillon’s housing assistance programs were very effective in serving mostly low and extremely low income households.

Attached below is a chart indicating the race by income levels of those households receiving housing assistance during FY 2009.

HOUSEHOLDS ASSISTED	0-30 % MFI			31-50% MFI			51-80% MFI			Total Households		
	White	Black	Other	White	Black	Other	White	Black	Other	White	Black	Other
Housing Rehabilitation	3	2	0	5	1	1	6	0	0	14	3	1
Homebuyer Assistance	0	0	0	8	0	1	3	0	0	11	0	1
New Housing Construction	0	0	0	0	0	0	0	0	0	0	0	0
Total Affordable Housing	3	2	0	13	1	2	9	0	0	25	3	2

This data indicates that of the 30 total households assisted during PY 2009, 83%

were White, 10% were African American, and 7% were Other Races.

Of the total households provided housing rehabilitation assistance, 77% were White, 17% were African American, and 6% were Other.

Of the total households receiving homebuyer assistance, 92% were White, and 8% were Other.

This data indicates that the City is making a positive effort to provide needed housing assistance to minority households in the community.

With regard to “worst case housing needs”, the City of Massillon has a waiting list for housing rehabilitation applicants. The number of units that can be rehabilitated in one year is largely dependent of the amount of funding available. The City’s CDBG entitlement has decreased over 25% in the last few years. These funding decreases limit the ability of the City to significantly increase its housing assistance efforts. In addition, the City’s maximum housing rehabilitation amount is set at \$25,000, and over the years, this amount has been sufficient to handle practically all proposed rehab projects.

With regard to the housing needs of persons with disabilities, the City works with the Greater Stark County United Way on a program to install ramps in dwelling units occupied by households with at least 1 person with a disability.

## **Public Housing Strategy**

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

Program Year 2 CAPER Public Housing Strategy response:

The Stark Metropolitan Housing Authority (SMHA) owns and manages 2,536 PHA housing units in Stark County. SMHA has a total of 288 public housing units within the City of Massillon.

SMHA also provides Section 8 rental subsidies to another 1,400 households, with long waiting lists for both PHA units and Section 8. There is a high need for additional resources for both public housing and Section 8 assistance.

The Low Income Housing Tax Credit Program can provide housing to bridge the gap between public and market rate housing. As described elsewhere, the City is currently working with the NRP Group on Massillon Senior Apartments, a proposed tax credit project to construct a 52-unit senior housing development in downtown Massillon.

The City reviews and supports SMHA's Comprehensive Grant Program. The City and SMHA continue to meet on these and other issues, including crime prevention and drug elimination programs, and other programs designed to improve public housing in the community and to increase resident participation and resident initiatives in public housing management issues.

## **Barriers to Affordable Housing**

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

Program Year 2 CAPER Barriers to Affordable Housing response:

The Stark County HOME Consortium Consolidated Plan indicates that, in order to address the need to remove barriers to affordable housing, local zoning codes should be reviewed. Large minimum lot requirements, along with lack of suitable infrastructure (water, sewer, roads) can increase the cost of housing. These factors tend to restrict the opportunities for low income residents to live in many areas of the County, impose higher costs of home ownership and maintenance, and reduce the range of housing types and choice in many suburban neighborhoods. Strategies to reduce these negative policy effects include improved community support services, closer to home job opportunities, and fair housing programs.

Several years ago, the City of Massillon amended its zoning code to add a new zoning district: R-U One Family Residential. The R-U district allows for smaller lot sizes (6,000 square feet) that will help to promote the development of affordable housing allotments. A local for-profit developer is currently using this new zoning district to develop an affordable, non-subsidized, market-rate housing subdivision on the southwest side of town.

## **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 2 CAPER HOME/ADDI response:

The City of Massillon is a member, along with the City of Alliance and Stark County, in the Stark HOME Consortium. Stark County is the Participating Jurisdiction (PJ) responsible for administration and management of HOME Consortium dollars. Both

Alliance and Massillon receive an allocation of HOME dollars from the Consortium for housing activities.

During FY 2010, the City of Massillon utilized HOME funds from the Stark County Consortium for owner-occupied housing rehabilitation activities and for homebuyer downpayment assistance. These activities are described in detail in the earlier part of this Housing Narrative.

## 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 2 CAPER Homeless Needs response:

In 2004, the cities of Alliance, Canton and Massillon and Stark County, in collaboration with local social service agencies, foundations and the United Way of Greater Stark County, launched the Stark County Interagency Council on Homelessness (SCICH). The Council's goal is to work to end the problem of homelessness in Stark County. Other agencies involved in the SCICH include: Stark Community Mental Health Board, ADAS board, United Way of Greater Stark County, Sisters of Charity Foundation of Canton, ICAN Inc., Stark Metropolitan Housing Authority, Alliance Community Hospital, Aultman Health Foundation, Mercy Medical Center, Stark County Sheriff's Department, Stark County Courts, the Stark Community Foundation, Stark County Job and Family Services, Stark County Regional Planning Commission, Quest Recovery Service and the Salvation Army.

The mission statement of the Council is to develop and implement strategies and solutions to address the problem of homelessness throughout Stark County, including the development of supportive housing options and the securing of federal, state and local resources and other measures designed to:

- 1) Prevent and end chronic homelessness in Stark County
- 2) Insure a coordinated safety net of emergency services for those in a short term housing crisis
- 3) Coordinate and consolidate local efforts to provide a cost-effective and streamlined system for addressing homelessness.

The Stark County Interagency Council on Homelessness has become the entity responsible for the Continuum of Care homeless assistance grant application process in Stark County. For FY 2010, SCICH was awarded over \$1.62 million in HUD funds for 15 homeless assistance programs, including Supportive Housing Program and Shelter Plus Care assistance.

The Council is currently working on the development of a long range Strategic Plan for the prevention and elimination of chronic homelessness in Stark County. The Council is also establishing a Homeless Management Information (HMIS), a data collection system to track and describe the problem of homelessness in Stark County. All Continuum of Care recipients must have an HMIS system that meets HUD requirements. An HMIS system should assist the community in defining its needs in regards to homelessness, develop programs to meet needs and measure the impact of the programs. HMIS systems can provide data for research, and assist in identifying trends for further investigation by the community.

The Stark County Council on Homelessness HMIS uses a single point of entry strategy with single point case creation and measures homelessness as a time defined event including all events related to the event.

### **Specific Homeless Prevention Elements**

1. Identify actions taken to prevent homelessness.

Program Year 2 CAPER Specific Housing Prevention Elements response:

The following activities were assisted under the City's FY 2010 Action Plan and have been identified as benefiting the homeless, preventing homelessness, or benefiting other special needs populations:

Family Living Center/Community Services of Stark County - The center operates as a homeless shelter serving families and single women and includes supportive services to enable residents to make the transition from homelessness to independent living. A total of 125 homeless persons received shelter services during the program year.

2<sup>nd</sup> Year (2010) Action Plan CDBG funding    \$8,000

Domestic Violence Shelter/Domestic Violence Project - This center provides short term emergency housing for women and children who are victims of domestic violence, including case management and counseling services, transportation, parenting training, and child care. A total of 74 domestic violence victims received shelter services during the program year.

2<sup>nd</sup> Year (2010) Action Plan CDBG funding    \$8,000

Salvation Army Housing Outreach Specialist – The Salvation Army has a housing outreach specialist on staff who works with the homeless and families in crisis to help meet emergency housing needs. A total of 221 persons received housing outreach services during the program year.

2<sup>nd</sup> Year (2010) Action Plan CDBG funding    \$8,000

## 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 subrecipients.
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 2 CAPER ESG response:

Not applicable. Massillon does not receive 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.
  - c. Indicate the extent to which CDBG funds were used for activities that benefited extremely low-income, low-income, and moderate-income persons.
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.
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.
4. For Funds Not Used for National Objectives
  - a. Indicate how use of CDBG funds did not meet national objectives.
  - b. Indicate how did not comply with overall benefit certification.
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.
  - 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.
  - c. Describe steps taken to ensure the timely issuance of information notices to displaced households, businesses, farms, or nonprofit organizations.
6. Low/Mod Job Activities – for economic development activities undertaken where jobs were made available but not taken by low- or moderate-income persons
  - a. Describe actions taken by grantee and businesses to ensure first consideration was or will be given to low/mod persons.
  - b. List by job title of all the permanent jobs created/retained and those that were made available to low/mod persons.
  - c. If any of jobs claimed as being available to low/mod persons require special skill, work experience, or education, provide a description of steps being taken or that will be taken to provide such skills, experience, or education.

7. Low/Mod Limited Clientele Activities – for activities not falling within one of the categories of presumed limited clientele low and moderate income benefit
  - a. Describe how the nature, location, or other information demonstrates the activities benefit a limited clientele at least 51% of whom are low- and moderate-income.
8. Program income received
  - a. Detail the amount of program income reported that was returned to each individual revolving fund, e.g., housing rehabilitation, economic development, or other type of revolving fund.
  - b. Detail the amount repaid on each float-funded activity.
  - c. Detail all other loan repayments broken down by the categories of housing rehabilitation, economic development, or other.
  - d. Detail the amount of income received from the sale of property by parcel.
9. Prior period adjustments – where reimbursement was made this reporting period for expenditures (made in previous reporting periods) that have been disallowed, provide the following information:
  - a. The activity name and number as shown in IDIS;
  - b. The program year(s) in which the expenditure(s) for the disallowed activity(ies) was reported;
  - c. The amount returned to line-of-credit or program account; and
  - d. Total amount to be reimbursed and the time period over which the reimbursement is to be made, if the reimbursement is made with multi-year payments.
10. Loans and other receivables
  - a. List the principal balance for each float-funded activity outstanding as of the end of the reporting period and the date(s) by which the funds are expected to be received.
  - b. List the total number of other loans outstanding and the principal balance owed as of the end of the reporting period.
  - c. List separately the total number of outstanding loans that are deferred or forgivable, the principal balance owed as of the end of the reporting period, and the terms of the deferral or forgiveness.
  - d. Detail the total number and amount of loans made with CDBG funds that have gone into default and for which the balance was forgiven or written off during the reporting period.
  - e. Provide a List of the parcels of property owned by the grantee or its subrecipients that have been acquired or improved using CDBG funds and that are available for sale as of the end of the reporting period.
11. Lump sum agreements
  - a. Provide the name of the financial institution.
  - b. Provide the date the funds were deposited.
  - c. Provide the date the use of funds commenced.
  - d. Provide the percentage of funds disbursed within 180 days of deposit in the institution.
12. Housing Rehabilitation – for each type of rehabilitation program for which projects/units were reported as completed during the program year

- a. Identify the type of program and number of projects/units completed for each program.
- b. Provide the total CDBG funds involved in the program.
- c. Detail other public and private funds involved in the project.

13. Neighborhood Revitalization Strategies – for grantees that have HUD-approved neighborhood revitalization strategies

- a. Describe progress against benchmarks for the program year. For grantees with Federally-designated EZs or ECs that received HUD approval for a neighborhood revitalization strategy, reports that are required as part of the EZ/EC process shall suffice for purposes of reporting progress.

Program Year 2 CAPER Community Development response:

1. Use of CDBG Funds

a. The following charts provide an assessment of Use of CDBG Funds to Program Goals & Objectives during the PY 2010 Program Year.

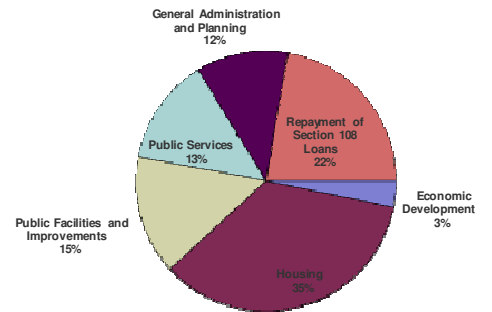
**Program Year 2010 Funds**

2010 CDBG Allocation	\$789,006.00
Program Income Received During Program Year 2010	\$16,894.58
<b>Total Available</b>	<b>\$805,900.58</b>

**Expenditures by Type of Activity (%)**

**Expenditures**

Type of Activity	Expenditure	Percentage
Economic Development	\$21,634.44	3.26%
Housing	\$231,245.96	34.89%
Public Facilities and Improvements	\$98,194.54	14.82%
Public Services	\$88,274.47	13.32%
General Administration and Planning	\$75,328.30	11.37%
Repayment of Section 108 Loans	\$148,113.36	22.35%
<b>Total</b>	<b>\$662,791.07</b>	<b>100.00%</b>



**Timeliness**

Timeliness Ratio - unexpended funds as percent of 2010 allocation	0.52
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**Expenditure Report**  
**Use of CDBG Funds by MASSILLON,OH**  
**from 07-01-2010 to 06-30-2011**

<b>Matrix Code</b>	<b>Activity Group</b>	<b>Matrix Code Name</b>	<b>Disbursements</b>	<b>Percent of Total</b>
14E	ED	Rehab; Publicly or Privately-Owned Commercial/Industrial	21,634.44	3.3%
<b>Subtotal for : Economic Development</b>			<b>21,634.44</b>	<b>3.3%</b>
14A	HR	Rehab; Single-Unit Residential	123,578.51	18.6%
15	HR	Code Enforcement	107,667.45	16.2%
<b>Subtotal for : Housing</b>			<b>231,245.96</b>	<b>34.9%</b>
03K	PI	Street Improvements	98,194.54	14.8%
<b>Subtotal for : Public Facilities and Improvements</b>			<b>98,194.54</b>	<b>14.8%</b>
03T	PS	Operating Costs of Homeless/AIDS Patients Programs	8,000.00	1.2%
05	PS	Public Services (General)	11,000.00	1.7%
05A	PS	Senior Services	14,000.00	2.1%
05C	PS	Legal Services	4,274.47	0.6%
05D	PS	Youth Services	11,000.00	1.7%
05G	PS	Battered and Abused Spouses	8,000.00	1.2%
05H	PS	Employment Training	3,000.00	0.5%
05K	PS	Tenant/Landlord Counseling	8,000.00	1.2%
05L	PS	Child Care Services	3,000.00	0.5%
05M	PS	Health Services	10,000.00	1.5%
05V	PS	Neighborhood Cleanups	8,000.00	1.2%
<b>Subtotal for : Public Services</b>			<b>88,274.47</b>	<b>13.3%</b>
21A	AP	General Program Administration	68,139.18	10.3%
21D	AP	Fair Housing Activities (subject to 20% Admin Cap)	7,189.12	1.1%
<b>Subtotal for : General Administration and Planning</b>			<b>75,328.30</b>	<b>11.4%</b>
19F	W	Planned Repayment of Section 108 Loan Principal	148,113.36	22.3%
<b>Subtotal for : Repayment of Section 108 Loans</b>			<b>148,113.36</b>	<b>22.3%</b>
<b>Total Disbursements</b>			<b>662,791.07</b>	<b>100%</b>

5 Year Consolidated Plan (FY 2009 – FY 2013)

FY 2010 represents the 2<sup>nd</sup> year of the City of Massillon’s current 5 Year Consolidated Plan period. The following is a chart detailing Massillon’s CDBG expenditures during the Five-Year Consolidated Plan Period to date (FY 2009 – 2010):

<b>Use of CDBG Funds by Community Development Objective</b>		
	<b>Year 1 - FY 2009</b>	<b>Year 2 - FY 2010</b>
<b>CD Goals and Objectives</b>	<b>CDBG Expenditures</b>	<b>CDBG Expenditures</b>
<b><i>Priority Housing Needs</i></b>	<b>\$297,219.47</b>	<b>\$247,245.96</b>
Owner Housing Needs	183,203.39	123,578.51
Renter Housing Needs	100,516.08	107,667.45
Homeless Needs	13,500.00	16,000.00
<b><i>Public Facility &amp; Improvement Needs</i></b>	<b>\$66,482.40</b>	<b>\$98,194.54</b>
Street Improvements		98,194.54
Sidewalk Improvements	66,482.40	
<b><i>Public Service Needs</i></b>	<b>\$47,198.03</b>	<b>\$72,274.47</b>
Youth Services	14,864.69	11,000.00
Senior Services	13,333.34	14,000.00
Health Services	10,000.00	10,000.00
Neighborhood Improvement Services		16,000.00
Housing Counseling	4,000.00	8,000.00
Legal Services		4,274.47
Child Care Services	2,000.00	3,000.00
Economic Assistance	3,000.00	6,000.00
<b><i>Economic Development Needs</i></b>	<b>\$47,131.85</b>	<b>\$21,634.44</b>
Commercial/Industrial Rehabilitation	47,131.85	21,634.44
<b><i>Demolition and Clearance Activities</i></b>	<b>\$3,160.23</b>	<b>\$0.00</b>
Demolition of Vacant, Dilapidated Structures	3,160.23	
<b><i>Program Administration</i></b>	<b>\$101,556.31</b>	<b>\$75,328.30</b>
CDBG Program Administration	88,983.96	68,139.18
Fair Housing	12,572.35	7,189.12
<b>Section 108 Loan Payments</b>	<b>158,512.95</b>	<b>148,113.36</b>
<b>Total CDBG Program Expenditures</b>	<b>\$721,261.24</b>	<b>\$662,791.07</b>

In addition, please refer to the Summary of Specific Annual Objectives Table identifying total program accomplishments during the Consolidated Plan Period (FY 2009-2013) that is included in Attachments I, Item 6 as part of this CAPER. This Summary Table identifies program accomplishments: 1) in relation to HUD

Outcomes/Objectives Performance Objectives; and 2) in relation to the City’s own strategic plan objectives.

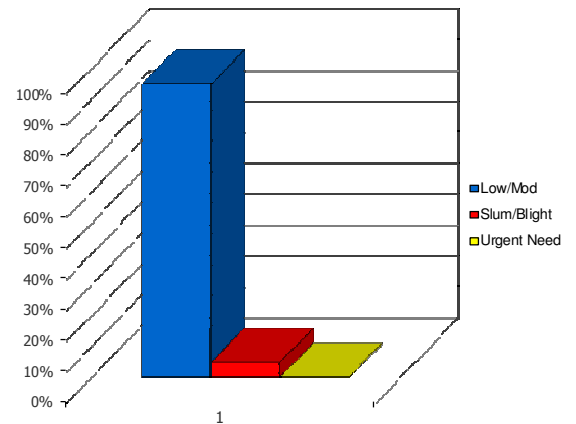
b. Progress Toward Meeting Affordable Housing Goals

Please refer to the Housing Narrative Section of the CAPER for an in depth discussion of the City’s progress toward meeting its affordable housing goals during PY 2010, including reports on the number and types of households served by these programs.

c. The following charts indicate the extent to which CDBG funds were used for activities that benefited extremely low-income, low-income, and moderate income persons.

**Program Targeting**

1 -Percentage of Expenditures Assisting Low- and Moderate-Income Persons and Households Either Directly or On an Area Basis	95.08%
2 -Percentage of Expenditures That Benefit Low/Mod Income Areas	50.50%
3 -Percentage of Expenditures That Aid in The Prevention or Elimination of Slum or Blight	4.92%
4 -Percentage of Expenditures Addressing Urgent Needs	0.00%
5 -Funds Expended in Neighborhood (Community For State) Revitalization Strategy Areas and by Community Development Financial Institution.	\$0.00
6 -Percentage of Funds Expended in Neighborhood (Community For State) Revitalization Strategy Areas and by Community Development Financial Institution	0.00%



**CDBG Beneficiaries by Racial/Ethnic Category**

Race	Total
White	74.67%
Black/African American	19.34%
Asian	0.05%
American Indian/Alaskan Native	0.11%
Native Hawaiian/Other Pacific Islander	0.00%
American Indian/Alaskan Native & White	0.74%
Asian & White	0.11%
Black/African American & White	2.33%
Amer. Indian/Alaskan Native & Black/African Amer.	0.05%
Other multi-racial	2.60%
Asian/Pacific Islander (valid until 03-31-04)	0.00%
Hispanic (valid until 03-31-04)	0.00%

**Income of CDBG Beneficiaries**

<b>Income Level</b>	<b>Percentage</b>
Extremely Low Income (<=30%)	39.16%
Low Income (30-50%)	45.36%
Moderate Income (50-80%)	14.04%
Total Low and Moderate Income (<=80%)	98.57%
Non Low and Moderate Income (>80%)	1.43%

As seen in this report, the City’s CDBG expenditures during PY 2010 had a 95% benefit to low and moderate income persons. For a detailed listing of these expenditures, please refer to the complete Financial Summary Report, attached as an Exhibit to this CAPER.

For a detailed breakdown of CDBG program beneficiaries, detailed by income levels – extremely low, low, and moderate income, as well as by race and ethnicity, please refer to the IDIS Program Year 2010 Summary of Accomplishments Report, attached as an Exhibit to the CAPER.

**2. Changes in Program Objectives**

To date, there have been no changes to the program objectives.

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

The City of Massillon certifies that it has carried out the planned actions described in its Action Plan as part of its certifications that is following a current HUD-approved Consolidated Plan. The discussion of the City’s efforts in carrying out its planned activities is located in the Self Evaluation Narrative Section of this CAPER.

In assessing its compliance efforts, the City of Massillon affirms the following:

- (1) The City of Massillon has pursued all resources that it previously indicated it would pursue. This issue has been addressed in the section on “Leveraging Resources” located in the General Narrative Statement section of the CAPER.
- (2) The City of Massillon provided requested certifications of consistency for HUD Programs in a fair and impartial manner, for which the City indicated that it would support application by other entities. See attachments for examples of this certification.
- (3) The City of Massillon did not hinder Consolidated Plan implementation by action or willful inaction. The discussion of the City’s efforts in addressing its Consolidated Plan is contained in the above noted Self Evaluation Statement.

**4. Funds Not Used for National Objectives**

Not applicable

**5. Anti-Displacement and Relocation**

The City of Massillon reports that no CDBG activities undertaken during Program Year 2010 involved the acquisition or demolition of occupied real property. Thus, there was no displacement resulting from these types of activities.

In regards to the rehabilitation of occupied property, the City of Massillon operates housing rehabilitation programs for owner-occupied property. The City of Massillon's rehabilitation program for owner-occupants does not result in the displacement of any owner-occupants.

During PY 2010, there was no displacement of any households resulting from CDBG-assisted rehabilitation activities. It is the policy of the City of Massillon to minimize displacement of persons as a result of from CDBG-assisted activities.

#### 6. Low/Mod Job Activities

Not applicable.

#### 7. Low/Mod Limited Clientele Activities

During PY 2010, the City of Massillon undertook CDBG-assisted activities which served a limited clientele not falling within one of the categories of presumed limited clientele low and moderate income benefit. Below is a narrative description as to how the nature, location, or other information demonstrates that this activity benefits a limited clientele at least 51% of whom are low and moderate income.

##### Narrative for Limited Clientele, Direct Benefit Activities

CPS No. 7    FY 2010 Local Project No. 2010.07    HUD IDIS No. 885  
Public Services:    Massillon Neighborhood Youth Recreation Program

The City of Massillon, through its Park and Recreation Department, utilized CDBG funding to operate a free youth summer recreation program serving primarily the youth residing in the City's low income neighborhoods. Program services were provided at the following designated park sites in the City – the City Recreation Center (Census Tract 7138), Reservoir Park (Census Tract 7143.01), and Oak Knolls Park (7141).

The summer recreation program offers a variety of games, sports, contests, field trips and special events and ran for an 8 week period during the summer of 2010. CDBG funds were used to hire the part time young adult employees who supervised the park sites. This program was designed to provide increased recreational opportunities for the City's underserved youth. The residential areas served by these parks have a low-moderate income percentage of 59.6%.

#### 8. Program Income

During PY 2010, the City of Massillon received \$16,894.58 in program income, described below as follows:

##### Program Income Received

- a.     Amount of program income returned to a revolving loan fund:  
         Not applicable. The City no longer maintains a separate revolving loan

- fund for its economic development loans.
- b. Amount repaid on each float-funded activity:  
Not applicable.
  - c. All other loan repayments or income by category:

Housing Rehabilitation Program	\$ 6,607.50
Demolition Program	10,108.96
<u>Administration</u>	<u>178.12</u>
Total Program Income	\$16,894.58
  - d. Amount of income from sale of property by parcel:  
Not applicable

In addition, the IDIS Report "Program Income Details by Fiscal Year and Program" is attached as an Exhibit to this CAPER.

9. Prior Period Adjustments

Not applicable.

10. CDBG Loans and Other Receivables

a. Float funding activities

Not Applicable

b. Loans Outstanding

CDBG Loans

G & F Industries (IDIS Activity No. 143) Economic Development Loan  
Principal Balance Outstanding as of 6/30/2010: \$19,035.09

Section 108 Loan

Canalview Center Section 108 Project  
Principal Balance Outstanding as of 6/30/2010: \$ 1,725,000.00

c. Deferred/Forgivable Loans

As explained in the Housing Narrative section of this CAPER, the City of Massillon provides housing rehabilitation assistance to low income homeowners through deferred payment loans that are forgivable over a period of 5 years for home repair assistance and over 10 years for full rehabilitation assistance. The total number of current active deferred payment loans is not available at this time.

d. CDBG loans in default

Not applicable

e. Parcels Available for Sale

Not applicable.

11. Lump Sum Agreements

Not applicable

12. Housing Rehabilitation

- a. Identify the type of program and the number of units completed for each program.
- b. Provide the total CDBG funds involved in the program.
- c. Detail other public and private funds involved in the project.

For information regarding the City of Massillon's Housing Rehabilitation Program, please refer to the Housing Narrative Section of this CAPER, including charts providing information of the number of units completed under each type of housing program offered by the City, as well as the total CDBG, HOME, and other funding dollars expended on these programs.

13. Neighborhood Revitalization Strategy Areas

Not applicable.

## **Antipoverty Strategy**

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

Program Year 2 CAPER Antipoverty Strategy response:

Through its citizen participation process and through its cooperation with other local governments in the Stark County Consortium, the City of Massillon has worked to develop a structure to enhance coordination between local government and social service organizations serving the community. Because the continued existence of poverty is due to a complex combination of factors - some economic, some social, including housing, education, and personal problems, there needs to be strong coordination between the local government and the various agencies that deal with poverty issues.

The City carries out a comprehensive program of activities and programs designed to address these poverty issues:

1. Housing rehabilitation and homeownership assistance programs to provide affordable housing and improve housing opportunities.
2. Public facility and public improvement projects, along with housing code enforcement, to improve low income neighborhoods and the facilities serving low income residents of these areas.
3. Economic development programs to create and retain jobs in the community, particularly to improve employment opportunities for low income persons.
4. Public service activities to meet the social, economic, health, and educational needs of low income persons, including the homeless and those threatened with homelessness.

## 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 2 CAPER Non-homeless Special Needs response:

The following projects undertaken as part of the City's FY 2009 Action Plan have been identified as benefiting non-homeless special needs populations:

Westark Family Services Elderly Homemaker Program

This program provides public services to the City's elderly, frail elderly and handicapped population. The types of supportive services include in-home assistance, health care and hospice.

Faith in Action Elderly Caregiver Program

This program provides a faith-based organizational approach to serving the City's frail elderly, ill and disabled with home-based caregiver assistance.

### 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 2 CAPER Specific HOPWA Objectives response:

Not applicable – The City of Massillon does not receive HOPWA funding.

## OTHER NARRATIVE

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

Program Year 2 CAPER Other Narrative response:

### Section 108 Loan

During PY 1998, the City applied for and received \$2,250,000 in Section 108 Loan funding to assist in the development of the Canalview Center Project. Located in downtown Massillon, Canalview Center is a multi-purpose facility consisting of a Stark Area Regional Transit Authority (SARTA) bus station on the ground floor, a 3-story 198 space parking deck, and a 75 unit Hampton Inn at the top level of the facility. The total project cost was \$8.5 million.

The City utilized the \$2,250,000 in Section 108 funds as a loan to Downtown Massillon Hotel Ltd, to assist in the development of the hotel portion of the Canalview Center Project.

The SARTA bus station provides a customer service center for mass transit customers, allowing bus passengers to transfer from one vehicle to another, providing both drivers and passengers with a waiting area, and accommodating a car-to-bus park and ride facility.

On top of the SARTA station is a three-story 198 space parking deck used by the general public, SARTA passengers, and Hotel guests.

The project is located within a designated slum and blighted area in the City's downtown area. The project site was a former surface parking area. The development of this project has helped to revitalize the downtown area.

The Hampton Inn opened for business in 2000 and is currently the only hotel in Massillon. Occupancy rates exceed the current industry-wide rates, but the industry itself is suffering from the economic downturn and the overall decrease in travel. Hotel occupancy rates are below project projections, and rates have also had to remain below projections to keep the hotel in line with area competitors' rates. For this reason, the hotel has not been able to generate the cash flow to make full repayment on its Section 108 loan to the City. Subsequently, the City has had to make up the difference with its CDBG funds. For FY 2010, the City used \$148,113 in CDBG funds towards payment of its Section Loan from HUD.

CDBG-R Program

During PY 2009, the City of Massillon applied for and was awarded \$195,062 in Federal Recovery Act Stimulus Program CDBG-R Funds.

The City of Massillon is using these CDBG-R funds to undertake the following activities:

\$147,074 for street improvements in low income residential neighborhoods. The City will utilize CDBG-R funds for a street improvement program to reprofile and repave streets in designated low income residential neighborhoods, including the removal of built-up roadway surface and resurfacing with permanent asphalt paving. This project meets the goals of the Recovery Act, which include: preserving and creating jobs and promoting economic recovery; investing in transportation and infrastructure improvements; and maintaining basic services to residents of the community.

\$35,000 to construct replacement curb and sidewalk along David Canary Drive SW to assist development of a 52 unit senior housing tax credit project at this location. The proposed project, Massillon Senior Apartments, will be a 52-unit, four-story housing development located in the City's Central Business District. All units will provide two bedrooms and one bath, and serve residents, aged 55 and over, who earn 35%, 50%, and 60% of local area gross median income. The project is being developed by the NRP Group and the Association for Better Community Development (ABCD), a Canton nonprofit organization. The Ohio Housing Finance Agency has approved the tax credits for this project, and construction is scheduled to begin in June 2010. The City proposes to utilize CDBG-R funding to replace deteriorated curb and sidewalk at the project site.

\$12,988 for payment of administrative costs associated with the CDBG-R Program.

Below is a summary of CDBG-R obligations and expenditures through the FY 2010 Program Year:

**Expenditure Report**  
**Use of CDBG-R Funds by MASSILLON, OH**  
**from 7/1/2009 to 6/30/2011**

<b>Matrix Code</b>	<b>Activity Group</b>	<b>Matrix Code Name</b>	<b>Disbursements</b>	<b>Percent of Total</b>
03K	PI	Street Improvements	147,073.76	93.6%
<b>Subtotal for : Public Facilities and Improvements</b>			<b>147,073.76</b>	<b>93.6%</b>
21A	AP	General Program Administration	10,038.78	6.4%
<b>Subtotal for : General Administration and Planning</b>			<b>10,038.78</b>	<b>6.4%</b>
<b>Total Disbursements</b>			<b>157,112.54</b>	<b>100.0%</b>