

# CITY OF BOSTON

## DRAFT CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION REPORT (CAPER)

PROGRAM YEAR 2022: 7/1/22 to 6/30/23  
Issued for Public Comment on 10/13/23



Holborn Street, Roxbury: Single-Family, Neighborhood Homes Initiative

City of Boston  
Michelle Wu, Mayor

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**CITY OF BOSTON  
Program Year 2022 CAPER**

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## **Introduction**

Boston receives four annual formula funding allocations from the Department of Housing and Urban Development (HUD) that vary from year to year due to the amount of funds appropriated by Congress, and changes in the census data used to compute the formula allocations. As a condition of receiving the four funding allocations: 1) Community Development Block Grant (CDBG), 2) HOME Investment Partnership (HOME), 3) Housing Opportunities for Persons With AIDS (HOPWA) and 4) Emergency Solutions Grant (ESG) funds, HUD requires Boston to submit an annual Action Plan (budget) that details how the funds will be used to address priority housing and community development needs for each year of our 5-Year Consolidated Plan. At the end of each plan year, HUD requires a Consolidated Annual Performance and Evaluation (CAPER) report detailing actual accomplishments.

This Program Year (PY22) CAPER report spans from 7/1/22 to 6/30/23. HUD provides a required template for producing the report directly within HUD's Integrated Disbursement and Information System (IDIS). Once approved, this PY22 CAPER will be downloaded from the information entered to IDIS and posted on MOH's webpage ([CAPER Reports](#)). The report contains general accomplishments, program specific reporting and an appendix of information detailing activities. Note that the CAPER only reports data on completed projects that received one of the four HUD funding sources. It does not capture projects that the City funded with other resources - these are shown in the Appendix.

## **CR-05 - Goals and Outcomes**

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

**91.520(a).** This could be an overview that includes major initiatives and highlights that were proposed and executed throughout the program year.

The accomplishments detailed in Tables 1 reflect the completed projects and activities entered into HUD's Integrated Disbursement and Information System (IDIS) system during the program year. The completed projects in IDIS are a subset of all the Mayor's Office of Housing (MOH) activity because the CAPER does not report on projects for which funds have been budgeted and have not yet been set up in IDIS or projects that remain "active" at the end of the program year on June 30. This is often the case for larger scale housing development projects that often span 2-3 program years from commitment of funds to final completion and project closeout.

Table 1 summarizes the actual accomplishments during the PY22 plan year compared with the proposed accomplishments as listed in the Action Plan for PY22. The "proposed accomplishments" represent the number of units of output (housing units, jobs, etc.) expected to result from funding commitments made during the reporting period. These proposed accomplishments include projects or programs assisted with CDBG, HOME, HOPWA, ESG or other funding sources. Many projects are funded with more than one funding source, so it is generally not meaningful to report accomplishments separately for each funding source. For example, in addition to the HUD formula allocations (28% of budget), MOH's departmental budget of \$198 million for PY22 includes \$40 million in HUD and EPA competitive grant funds; plus \$34 million in COVID-19 assistance and \$69 million in City funds to allocate to programs and activities. All of the HUD funded programs are either targeted directly to low and moderate-income persons or to geographic areas with a majority of low and moderate-income persons.

Many HUD funded programs met or exceeded the estimated goals. To highlight a few: The Wu administration committed to expanding opportunities for homeownership for Boston residents yielded positive results as MOH assisted 202 first-time homebuyers, an increase of 202 homebuyers or 11% from the projected 182. The Boston Home Center provided \$2.5 million of financial assistance to 130

(64%) non-white households to enable them to purchase their first home, reducing the barriers to homeownership for Black, Indigenous and People of Color (BIPOC) households. Other homebuyer programs were launched or expanded during the program year such as the **First-Generation Homebuyer Program** in partnership with the Massachusetts Affordable Housing Alliance (MAHA) that provides eligible homebuyers with a \$5000 grant. MOH also provided support for a **Credit Booster Program**, taught by Urban Edge, and designed to help Boston residents overcome barriers to homeownership by boosting their credit scores by 20 points or more; graduates are eligible for a \$5000 grant toward the purchase of a home.

The Neighborhood Housing and Development Division (NHD) completed a total of 392 units, all but 5% are income-restricted. Another 588 units are currently in construction and 97% will be income-restricted. When complete, those projects will add 485 rental units and 103 ownership units to Boston's housing stock.

The Rental Relief Program, managed by the Office of Housing Stability, projected serving 850 households during the program year. In total, 1958 household received rental assistance and another 228 households received eviction prevention services; servicing 2.5 times the total number projected with a combination of HUD funds and Treasury funds from the Emergency Rental Assistance program.

The homeowner repair programs served a total of 824 households, about 26% more than projected. However, the lead paint abatement programs fell short of the 60 households goal addressing lead hazards in 41 households. Another 38 units are in the pipeline to be deleaded in PY23.

The CDBG funded small business programs are administered by the Mayor's Office of Economic Opportunity and the accomplishment reports from Boston Main Streets, the ReStore program and the Business Technical Assistance program are included in the appendix and program narratives are on pages 9 and 10 in this report.

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

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expect Strategic Plan	Actual – Strategic Plan
Abate Brownfields Sites for Redevelopment	Test and remediate brownfield sites	CDBG: \$207,000	Assessments or remediation tasks and testing	Other	50	55
Demolish Blighted Buildings	Demolition	CDBG: \$260,120	Buildings Demolished	Buildings	As needed	
Essential Services to Unsheltered Homeless	Homeless	ESG: \$1,502,676	Street Outreach + Homeless Prevention	Persons Assisted	355	500
Expand Fair Housing Choice	Public Service - fair housing access	CDBG: \$435,186	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	2000	2000
Housing Related Services to Homeless	Homeless	CDBG: \$315,336	Housing for Homeless added	Household Housing Unit	1325	1894
Improve Access to Affordable Owner Housing	Affordable Housing	CDBG: \$712,175	Direct Financial Assistance to Homebuyers	Households Assisted	182	202

**DRAFT City of Boston, Program Year 2022 CAPER**

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expect Strategic Plan	Actual – Strategic Plan
Improve quality existing affordable rental housing	Affordable Housing	CDBG: \$11,821,753	Rental units rehabilitated	Household Housing Unit	180	71
Improve quality of neighborhood facilities	Non-Housing Community Dev	CDBG: \$0	Other	Other	30	0
Improve the quality of owner housing	Affordable Housing	CDBG: \$4,548,550	Homeowner Housing Rehabilitated	Household Housing Unit	653	824
Increase Housing Options for HIV/AIDS	Non-Homeless Special Needs	HOPWA: \$3,248,220	Housing for People with HIV/AIDS added	Household Housing Unit	85	79
Increase self-sufficiency low-income residents	Public Service	CDBG: \$2,135,056	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	3000	3331
Increase supply of affordable housing	Affordable Housing	CDBG: \$1,289,027 HOME \$6 M	Rental units constructed	Household Housing Unit	587	338
Increase supply of lead safe housing	Affordable Housing	CDBG: \$271,430	Homeowner Housing Rehabilitated	Household Housing Unit	60	41
Maintain City-owned building and lots	property mgmt	CDBG: \$172,500	Other	Other	As needed	



**DRAFT City of Boston, Program Year 2022 CAPER**

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expect Strategic Plan	Actual – Strategic Plan
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Prevent Loss of Subsidized Housing Stock	Affordable Housing	CDBG: \$161,182	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	1600	1647
Provide business technical assistance	Non-Housing Community Development	CDBG: \$941,386	Businesses assisted	Businesses Assisted	850	795

Provide Housing Stabilization Services	Housing Stability Services	CDBG: \$927,471	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	850	2186
Provide technical assistance to owners and renters	Affordable Housing	CDBG: \$776,271	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	2000	2450
Reduce inventory of land + buildings	Sell surplus building and land	CDBG: \$10,000	Other	Other	10	21 parcels
Revitalize Business Districts	Non-Housing Community Development	CDBG: \$1,551,759	Jobs created/retained	Jobs	500	500
Support CHDOs	Operating Support	HOME: \$20,559	Other	Other	As Eligible	
Support Development Community Gardens	Public Facilities	CDBG: \$834,006	Other	Other	6	5



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

The primary uses of the CDBG funds are affordable housing development and rehabilitation (63%), public services (14%), economic development (12%) Administration (9%) and public facilities (2%).

The overall low-mod benefit for the CDBG program for PY22 is not yet calculated at the time of this draft report. Over the past three years, the average has been 90%, exceeding the overall 70% low-mod benefit requirement. For a snapshot of housing related accomplishments in calendar year 2022, follow this link:

<https://www.boston.gov/news/january-2022-latest-updates-mayors-office-housing>

Calendar year 2022 was a record-breaking year for income-restricted housing production. The count for permits pulled to build affordable housing units was 1,322. This is the third year in a row that Boston has started construction on more than 1,000 units of affordable housing. Details and more news are posted here: <https://www.boston.gov/news/106-million-investments-proposed-homeownership-programs-boston-residents>

During the program year, 337 low-income (non-elderly) units were permitted. Of those 337 units, 166 are designated for extremely low-income households (including homeless). An additional 421 income-restricted units were permitted for moderate and middle-income households. Another 455 new construction low-income units were permitted by the Boston Housing Authority (BHA) to replace old outdated BHA units. With respect to income-restricted units completed during the program year by household income: 42 homeless, 66 extremely-low, 72 very-low, 550 low- to moderate-income, and 52 units serving households at 81% to 100% of median income.

The greatest obstacles faced by the city in addressing underserved housing and

community development needs are:

a) the high prices of homes offered for sale are beyond the reach of most low- and moderate-income residents and even many middle-income residents. This obstacle is addressed with homebuyer assistance and offering below market homes for sale on city-owned land, to name two. The Welcome Home Boston affordable homeownership program was launched in the fall of 2022 targeted to neighborhoods with primarily BIPOC residents. A total of 202 first-time homebuyers received down payment and/or closing cost assistance during the program year. We assisted 61 more buyers than the previous program year with a combination of \$3.9 million dollars of federal and local funds.

b) Market rents are not affordable for lower-income residents, especially those with extremely low incomes. We support the creation or rehab of affordable rental units in our NHD division. As a part of this, the city requires a set aside of units for those who have experienced homelessness.

c) The lack of operating subsidies makes it difficult to finance the development of housing that is affordable to very low and extremely low-income households, and state and federal resources to address these needs are insufficient to meet the need. \$62 million in local funding sources such as the Inclusionary Development Fund (IDP), HB2030, and City Operating funds were included in the PY22 Action Plan budget to expand upon our federal and state funding.

Approximately \$4 million in CDBG funds support neighborhood businesses in the **Mayor's Office of Economic Opportunity and Inclusion** (<https://www.boston.gov/departments/small-business-development> ) for the programs below. The small business programs have strived to provide much needed support towards economic improvement and development in neighborhood businesses. Reports in the Appendix provide further details on the CDBG funded neighborhood business programs.

The **Technical Assistance** program had the most robust workshop schedule this past year, holding 36 unique sessions spreading across 11 cohorts. The workshop series were highly successful, as they were created in response to community needs. All of the virtual sessions were recorded and are available to the public to

stream anytime. Of the registered 795 the attendees of these 36 workshops, over 80% identified as women, immigrants, or minority owned businesses.

The **ReStore Boston** program assists neighborhood businesses and property owners with storefront improvements, professional design services and signage. The Restore Program completed 18 projects and the Design Services program completed 2 projects falling well short of our projection to assist 80 businesses. Though our neighborhood small businesses have shown much resilience surviving over the last couple of years, many small business owners continue their efforts to reestablish their operating margins to pre-pandemic numbers. Businesses that would typically be interested in investing in their storefronts through our program decided instead to invest in other areas, or didn't have the financial capacity for such projects. In PY23, we plan to assist 40 businesses with our Restore and/or Design Services.

The **Boston Main Streets** program had 20 active Districts during the program year; 16 Main Streets primarily serve low to moderate-income neighborhoods and are funded with CDBG dollars, the remainder are funded with local resources. In total 2,495 businesses received assistance, 81 new businesses opened and 500 local jobs were created. In the upcoming program year 2023, we are targeting a 15% increase over this year's numbers.

The **Neighborhood Business Access Loan (NBA)** provided \$160,000 to one food businesses in a low to moderate income area. NBA loans are targeted to businesses that do not typically have access to traditional bank loans to achieve their business and life goals.

**CR-10 - Racial and Ethnic composition of families assisted. Describe the families assisted (including the racial and ethnic status of families assisted). 91.520(a)**

<b>Race &amp; Ethnicity</b>	<b>CDBG</b>	<b>HOME</b>
Number of Households by Race & Ethnicity		
American Indian or American Native	1	0
Black or African American	146	8
White	34	5
Other multi-racial	29	4
TOTAL	214	17
Hispanic	35	6
Not Hispanic	179	11

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

**Narrative**

The data of households assisted with housing with CDBG and HOME funding is from IDIS report PR23 for completed housing activities. CDBG funds served 179 households: 68% Black or African American, 14% other multi-racial and 16% White. 16% of the households' report to be of Hispanic origin. The HOME funded housing units completed in PY22 served 11 households as shown in the table above.

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

Identify the resources made available

<b>HUD CPD Funds</b>	<b>Source</b>	<b>Resources Made Available</b>	<b>Amount Expended During Program Year</b>
CDBG	public - federal	\$33,152,840	\$15,427,241
HOME	public - federal	\$14,142,193	\$319,419
HOPWA	public - federal	\$6,081,063	\$728,554
ESG	public - federal	\$1,633,063	\$728,554

**Table 2 - Resources Made Available**

**Narrative**

The table above summarizes the PY22 HUD resources that were available for the program year. At the outset of PY22, we projected \$55 million to be available in HUD/CPD funds. This total includes the allocation for the program year, funds remaining from earlier program years and any program income (loan repayments) expected. Based on the IDIS PR06 *Summary of Consolidated Plan Projects* report, we committed a total of \$29 million and expended a total of \$18 million in HUD/CPD funds in PY22. Any remaining funds from the 4 HUD/CPD sources (CDBG, HOME, HOPWA and ESG) will be drawn as projects progress from start to finish. For example, larger scale housing development projects often span more than one program year and budget cycle. HUD allows grantees more than one year to spend funding, the bulk of funds spent during one, 12-month program year are often from grant monies awarded from two or more prior program years. The HOPWA program allows grant funds to be spent over three years and the ESG program rule is to spend the funds in two years.

## Identify the geographic distribution and location of investment

Most of the City's housing and community development programs are available city-wide, except for programs such as Main Streets, which serve designated neighborhood business districts, and the Housing Opportunities for Persons with AIDS (HOPWA) program, which is available throughout a wider three-county service area (Suffolk, Plymouth and Norfolk Counties). Lead Hazard Control Grant funds are available citywide, but are prioritized for areas with high numbers and percentages of children with elevated blood lead levels. All of the HUD funded programs are either targeted directly to low- and moderate-income persons or to geographic areas with a majority of low- and moderate-income persons living.

The **Boston Main Streets** program had 20 active Districts during the program year; 16 Main Streets primarily serve low to moderate-income neighborhoods and are funded with CDBG dollars, the remainder are funded with local resources. In total 2,495 businesses received assistance, 81 new businesses opened and 500 local jobs were created. In the upcoming program year 2023, the team at the Mayor's Office of Economic Opportunity and Inclusion will work to make sure all Districts are running and well-supported. For PY23 we are targeting a 15% increase over this year's numbers. A report in the Appendix details program year accomplishments by district.

**CDBG Neighborhood Revitalization Strategy Area (NRSA):** We have one designation during PY22-- the Boston Housing Authority's Whittier Choice target area is designated as an NRSA through the end of the grant period, 9/30/2024. The City committed a total of \$1.6 million in CDBG funds to BHA's Whittier Choice project. See section CR-30 of this report for more details on Whittier.

**Opportunity Zones** are Massachusetts designated census tracts offering federal tax incentives for businesses that invest in those areas and create jobs and economic activity. Boston has 13 census tracts designated in April 2018 as "Opportunity Zones"; see map #6 in the Appendix for the locations.

The maps in the appendix show the geographic distribution and locations of the projects assisted under each of our major housing and community development programs during Program Years 2018 through 2021.

We are not able to update the maps for PY22 due to a software problem. We are addressing the problem and will populate and post the maps with accomplishments for PY22 as soon as they are available.

Map 1: Homeowner Rehabilitation & Lead Paint Abatement

Map 2: Homebuyer Financial Assistance

Map 3: Affordable Housing Production and Preservation Projects

Map 4: Economic Development Programs

Map 5: Partners with Nonprofits (PNP & Grassroots

Map 6: Opportunities Zones and Whittier Choice Target Area



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

The ESG program requires that grantees match the funding received from HUD and is documented in their application for ESG funds.

Housing Development: During PY22, MOH completed construction on 11 housing projects with 392 total units of housing comprising 315 rentals and 77 ownership units. MOH provided \$21.1 million in funding, \$2.4 million in Neighborhood Housing Trust funds and leveraged \$190 million in additional private, state, and other federal financing.

Homebuyer Assistance leverages substantial amounts of private mortgage financing with its down payment and closing cost assistance program. The City used a combination of CDBG and local funding sources to help 202 homebuyers with an average down payment assistance of \$19,500. The City's assistance in PY22 totaled \$3.9 million and leveraged \$64.8 million in private (bank) financing. Every \$1 in financial assistance leveraged \$16.50 in private investment.

Public Land: The Grassroots program is an example where vacant city-owned land supports the development of community gardens, urban farms and community-owned open spaces by neighborhood groups and nonprofits. Five new gardens completed construction in PY22 and three additional gardens were funded. Additionally, capital improvements were completed at two gardens and funded at one other.

Four projects received Grassroots funding commitments during the program year with one project (Washington Street Urban Forest in Dorchester) that will begin construction after a years-long community engagement process. Please see the Grassroots report in the Appendix.

HOME: The table below collects information regarding Boston’s compliance with match requirements. Boston satisfies the HOME match requirement through affordable housing rental vouchers issued by the Commonwealth of Massachusetts.

<b>Fiscal Year Summary – HOME Match</b>	
1. Excess match from prior Federal fiscal year	\$7,761,026
2. Match contributed during current Federal fiscal year	0
3. Total match available for current Federal fiscal year (Line 1 plus Line 2)	\$7,761,026
4. Match liability for current Federal fiscal year	\$ 216,550
5. Excess match carried over to next Federal fiscal year (Line 3 minus Line 4)	\$7,544,476

**Table 3 – Fiscal Year Summary - HOME Match Report**

<b>Program Income – Enter the program amounts for the reporting period</b>				
<b>Balance on hand at beginning of reporting period</b> \$	<b>Amount received during reporting period</b> \$	<b>Total amount expended during reporting period</b> \$	<b>Amount expended for TBRA</b> \$	<b>Balance on hand at end of reporting period</b> \$
\$4,440,633	\$1,407,226	\$0	\$0	\$5,847,859

**Table 7 - HOME Program Income**

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

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

	<b>One-Year Goal</b>	<b>Actual</b>
Number of Homeless households to be provided affordable housing units	37	44
Number of Non-Homeless households to be provided affordable housing units	825	580
Number of Special-Needs households to be provided affordable housing units	85	79
<b>Total</b>	<b>945</b>	<b>703</b>

**Table 6 – Number of Households**

	<b>One-Year Goal</b>	<b>Actual</b>
Number of households supported through Rental Assistance	85	79
Number of households supported through The Production of New Units	680	338
Number of households supported through Rehab of Existing Units	180	71
Number of households supported through Acquisition of Existing Units	0	188
<b>Total</b>	<b>945</b>	<b>703</b>

**Table 7 – Number of Households Supported**

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

The “One-Year Goal” counts in the table above are from the Affordable Housing (AP-55) section of the PY22 Action Plan. The “Actual” counts are from MOH’s Neighborhood Housing Development (NHD) completed construction projects report (in the Appendix). It is important to note that the one-year goals reflect commitments to an estimated number of housing units. The majority of these housing units are produced over multiple program years as planned developments secure funding and proceed to construction and eventually completion.

In addition to the units that completed construction during the program year, another 588 units are in construction. Of those 588 units, 97% are income-restricted, and will add 485 rental units and 103 ownership units when complete.

Further, the HUD funding sources used for housing activities (CDBG and HOME) are combined with local resources such as Neighborhood Housing Trust (NHT), Inclusionary Development (IDP), Community Preservation Act (CPA), and Housing Boston 2030 funds to make a project financially possible. Below are details about the type of household supported and the type of assistance provided to each household.

Number of **homeless households** to be supported: A total of 44 units of housing designated for the homeless completed construction in PY22, another 93 units received commitments of funding as shown in the Neighborhood Housing Division production reports in the Appendix. Rental developments with 10 units or more must set-aside at least 10% of units for homeless households.

Number of **non-homeless households** to be provided affordable housing units: A total of 392 units were completed. These units are a combination of projects in the Acquisition Opportunity Program (AOP) and units created through our

Neighborhood Housing Development (NHD) division. Another 1016 income-restricted units received funding commitments in PY22.

Number of **special-needs households** to be provided affordable housing units: The housing units for special needs households are reported in the HOPWA (Housing Options for Person with AIDS) CAPER, 79 households were provided housing subsidy assistance and 75 households received short term rental, mortgage or utility assistance.

Number of households supported through **Rental Assistance**: 79 HOPWA units were provided rental assistance in PY22.

Number of households supported through the **Production of New Units**: 321 new units completed construction in PY22.

Number of households supported through **Rehab of Existing Units**: 71 units were rehabbed; all are affordable to households at or below 80% of AMI.

Number of households supported through **Acquisition of Existing Units**: The AOP program completed 6 projects with 188 total income-restricted units.

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

The primary focus of each of Boston's Annual Action Plans (and associated 5-Year Consolidated Plan) is affordable housing. This is both because affordable housing is one of the most important challenges facing the city and its residents and because the HUD resources covered by the Plan are primarily resources for affordable housing. The housing element of the Plan aligns with the Wu Administration's housing priorities such as producing new homes to meet demand – 71,200 new homes by 2040; increasing the number of income-restricted rental units to 35% of all new production and doubling the rate of income-restricted homeownership.

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

<b>Number of Households Served – Housing Benefit</b>	<b>CDBG</b>	<b>HOME</b>
Extremely Low-income (0%-30%)	25	5
Low-income (31%-50%)	51	6
Low/Moderate-income (51%-80%)	13	6
<b>Total</b>	89	17

**Table 8 – Number of Households Served**

**Narrative Information**

The overall low-mod benefit for the CDBG program for PY22 has not yet been calculated in the HUD system at the time of posting this draft for public comment. However, Boston’s overall low-mod benefit averaged 90% for the last three program years exceeding the overall 70% low-mod benefit requirement.

Housing Permits: During the program year, 337 low-income (non-elderly) units were permitted. Of those 337 units, 166 are designated for extremely low-income households (including homeless). An additional 421 income-restricted units were permitted for moderate and middle-income households. Another 455 new construction low-income units were permitted by the Boston Housing Authority (BHA) to replace old outdated BHA units. With respect to income-restricted units completed during the program year by household income: 42 homeless, 66 extremely-low, 72 very-low, 550 low- to moderate-income, and 52 units serving households at 81% to 100% of median income.

The greatest obstacles faced by the city in addressing underserved housing and community development needs are: a) the high prices of homes offered for sale are beyond the reach of most low- and moderate-income residents and even

many middle-income residents. This obstacle is addressed with homebuyer assistance and offering below market homes for sale on city-owned land, to name two. b) Market rents are not affordable for lower-income residents, especially those with extremely low incomes. We support the creation or rehabilitation of affordable rental units in our NHD division. And, require a set aside of homeless units. C) The lack of operating subsidies makes it difficult to finance the development of housing that is affordable to very low and extremely low-income households, and state and federal resources to address these needs are insufficient to meet the need. \$68.5 million in local funding sources such as the Inclusionary Development Fund (IDP), Housing 2030, and City Operating funds were included in the PY22 Action Plan budget to expand upon our federal and state funding.

Rental developments with 10 units or more must set-aside at least 10% of units for homeless households. With respect to persons with disabilities, MOH requires that at least 10% of the units in new construction projects of 4 or more units, have universal design principles to meet the needs of residents with specific needs.



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

**Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through: Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The Mayor's Office of Housing serves as the Convening Authority (CA) for the Boston Continuum of Care (CoC), is the lead agency responsible for the development of the Consolidated Plan and is the recipient for the Emergency Solutions Grant (ESG) allocation. For this single plan jurisdiction, the homeless and homelessness prevention sections of the Plan are updated yearly by CoC and ESG staff to ensure the plan accurately reflects the current state of the CoC's homelessness response system. Staff rely on data from federal reports including the PIT, HIC, CoC application, SPM, CAPER, LSA & HMIS reports for data on clients interacting with our homeless response system in developing community goals to reduce homelessness & housing instability.

The ESG street outreach investment is overseen by the Supportive Housing Division staff, which has contracted with Pine Street Inn to deliver support and outreach services to people experiencing unsheltered homelessness.

Boston continues to address the humanitarian crisis at Massachusetts Avenue and Melnea Cass Boulevard (Mass & Cass) through continued investment in non-congregate emergency housing and rapid rehousing for unsheltered individuals in the Mass & Cass encampment. Like most major cities across the country, Boston has seen an increase in homelessness. Main drivers of this trend include an increase in households seeking shelter access as pandemic restrictions recede, the extremely tight and increasingly expensive housing market and the lack of a cohesive federal immigration policy.

To ensure all unsheltered homeless persons in need are identified and engaged, not just those in the Mass & Cass encampment, the CoC deploys street outreach to known locations via regular day and overnight routes. Supplementing the street outreach is the CoC's Coordinated Response Team. This Team assesses individual needs and refers persons with severe service needs to shelter case management, public health workers, safety first responders, healthcare facilities, veteran service organizations, youth or mental health providers for additional follow up and treatment. Clients are coded as unsheltered in Boston's HMIS system to track engagement and ensure continuity of care. Our CoC street outreach network covers 100% of our CoC geographic area. Locations are continually updated via 311 Helpline requests in hard to access areas like highway tunnels, transit hubs, Logan Airport or urban wilds are covered through joint outreach with state partner agencies like Mass Port, MA Highways, MBTA, Boston Park Rangers or the outreach arm of the Boston Police Department. Street Outreach coverage takes place 365 days/year 24/7 via Pine Street's O-Van. Additionally, Recovery Services are available 7am-7pm daily at Mass & Cass and via BPD Street Outreach and BEST clinicians city-wide 8 am to 12 midnight daily. The CoC uses multiple strategies to ensure persons unknown to the system or least likely to seek shelter or services are assisted.

A twenty agency City-wide Task Force coordinates trauma-informed health, safety and basic needs outreach to those least likely to seek assistance. High Users of Emergency Services (HUES) with untreated mental, behavioral and / or severe medical needs are reviewed bi-weekly by Boston Health Care for the Homeless, Boston EMS, Massachusetts Department of Mental Health and the Pine Street Inn. A City dashboard tracks encampment engagement, narcotic related incidents, harm reduction outreach to opioid users, SUD treatment referral, low-barrier shelter and permanent supportive housing placements. Two new housing outreach teams were added in the Mass & Cass area through Eliot Community Health, our State PATH agency. Clients are assessed and enrolled in the CoC's Coordinated Entry for potential matching to supportive housing programming.

Housing, shelter and support services information is shared and made accessible to all regardless of race, national origin, religion, sex, gender identity, sexual orientation, age, familial status or disability. All outreach is multilingual. Spanish, Chinese, Haitian or Cape Verdean Creole and other spoken language translation is available. Additionally, ASL and Braille communication are available via mobile devices and tablets, the Mayor's Health Line, community health centers and the MA Commission for the Blind.

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

The Boston CoC initiated a process in the fall of 2021 to revitalize shelters, engaging stakeholders including those with lived experience. This led to a Shelter Transformation Plan, driving efforts to end unsheltered homelessness, enhance shelter conditions, and prevent the spread of infectious diseases through additional non-congregate sheltering practices. In January 2022, the City established advanced low-threshold shelters—Roundhouse, Envision, Shattuck Cottages, and Willows at Woods. In total, there were six new low-threshold shelters with increased capacity of 131 non-congregate shelter beds plus 79 low-threshold one- and two-bedroom units within smaller congregate spaces set off from large dormitories for a total of 210 beds across the sites. These shelters were staffed with clinical experts, offering medical attention, overdose monitoring, naloxone, and fostering autonomy. Funding sources included ESG-CV, ARPA, city, state, and local contributions for behavioral health and housing services.

Building upon these initiatives, the CoC is leveraging the progress achieved to date. A pivotal stride involves a transformative pilot program encompassing the largest shelters—Pine Street Inn (PSI) and Boston Public Health Commission (BPHC). This initiative is concentrated on enhancing services for the elderly and revolutionizing bed allocations, service provisions and housing results.

Additionally, BPHC has successfully converted a shelter floor into a more open arrangement named Friend's Floor. Recognizing the diverse needs within our population, it's crucial to underscore the significance of providing additional shelter options for women. The Mass & Cass area has unfortunately become an epicenter for sex trafficking and victimization, disproportionately affecting women who are already vulnerable due to their homelessness. Women facing homelessness are at an elevated risk of falling prey to exploitation within such environments. In response to this reality, the City of Boston established a non-congregate shelter for women, composed of 50 beds. What initially began as a winter planning initiative has evolved into a vital resource for unsheltered women. Through targeted efforts like this non-congregate shelter, we're striving to create an environment where women can regain their agency, find stability, and move into permanent housing.

The CoC also increases non-congregate family beds as necessary. To further supplement emergency housing options available to individuals, families and unaccompanied youth, the CoC has successfully competed for bonus funding through the annual CoC competition to establish four Joint Component housing programs containing both transitional housing and rapid rehousing rental assistance.

**Permanent Housing:** The CoC continues its long-standing partnership with the Boston Housing Authority (BHA) to administer a homeless admission preference for Housing Choice Voucher, Project Based Voucher and its public housing portfolio. BHA is the largest affordable housing provider in the CoC and works cooperatively to target the most vulnerable households via Coordinated Entry (CE) prioritization. BHA's Administrative Plan gives a homeless priority across its portfolio and also has a long-term homeless preference for the entire PBV portfolio, created as a result of advocacy from the CoC. The BHA has adopted a policy that households in all Rapid Rehousing (RRH) programs (regardless of funding source) maintain their homeless status for Move-On participation. BHA

has Memoranda of Agreement (MOA) with numerous homeless, public health, hospital or social services agencies, including Justice 4 Housing, a provider that works with citizens returning to the community from correctional facilities.

Over 1,000 public housing units and Project- or Tenant-based Vouchers go to family households with children via: A Healthy Start in Housing (BPHC); Health Starts at Home (Boston Medical Center), HomeBase FastTrack (Metro Boston Housing Partnership), Leading the Way Home match BHA mobile vouchers and State Emergency Assistance -funded stabilization to Boston families with the longest length of stay in emergency shelter; Family Unification Program (FUP) vouchers and the Foster Youth to Independence (FYI) house over 190 DCF-involved families and unaccompanied youth. Senior leadership from the CoC lead agency as well as the Coordinated Entry Operator team meet weekly with BHA senior leadership to review utilization, ensure smooth referral from CoC agencies to the BHA and monitor service match for the Emergency Housing Vouchers (EHV) as well as other Coordinated Entry partnerships. BHA is a leader on the CoC Board, participating in the case conferencing work and veterans work group. The BHA dedicated 100 Mainstream Vouchers (MSVs) to mitigate rising unsheltered homelessness via Street 2 Home and is adding 200 subsidized housing units for the CoC Special Unsheltered implementation, including 47 Stability vouchers.

While the second largest public housing authority, the state's Executive Office of Housing and Livable Communities (EOHLC), doesn't have an overall homeless preference in their portfolio, the Boston CoC advocates for and partners with EOHLC for specific vouchers targeted to people experiencing homelessness including the Massachusetts Rental Voucher Program (MRVPs) that provide both tenant- and project-based vouchers for City of Boston homeless set-aside units targeting households exiting homelessness and 29 HUD Stability vouchers for the Unsheltered NOFO implementation.

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are likely to become homeless after being discharged from publicly funded**

**institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

As part of its Front Door Triage program, individuals that present at shelter are assessed to determine if the guest has any safe alternatives to shelter and, if so, to facilitate the reconnection to that housing option. In addition, the city advocated with the state to institute stronger discharge protocols related to ensuring people leaving hospitals and other institutions of care have a housing plan, rather than a direct discharge to shelter, which are ill-equipped to support individuals with high acuity medical and recovery needs. In response, the state released new protocols and guidance in the spring of 2021. The city and CoC are expanding partnerships and investments in grassroots organizations that serve historically marginalized populations, such as formerly incarcerated persons, to ensure the appropriate services and housing pathways are available to prevent discharge into the homeless system. The city recognizes the enormous cost that unnecessary evictions of low-income households' place on systems of care, not to mention the trauma it inflicts on households. The City's Office of Housing Stability (OHS) focuses on homelessness prevention. The Boston CoC continues its partnership with non-profit providers and the Boston Housing Court, in working to prevent the eviction of low-income tenants from subsidized units.

**Assisting Renters:** Significant developments occurred during the program year in the realm of rent stabilization in the city of Boston.

MOH's Rental Relief Fund (RRF), operated by the Office of Housing Stability division, marked a three-year anniversary in April 2023. The RRF was established due to the financial strain caused by the COVID-19 pandemic. The RRF has awarded \$43.4 million to 7,700 households across the city. To receive funds, Boston residents must have incomes at or below 50% of the area median income.

In April 2023, the Boston City Council took a substantial step by passing a rent control measure aimed at addressing the city's escalating housing costs. This measure, championed by Boston Mayor Michelle Wu, restricts annual rent increases to a maximum of 10 percent. Rent hikes are now tied to inflation, and there is a cap in place to ensure affordability. It's important to note that this plan provides exemptions for smaller landlords and units in buildings that are less than 15 years old. Roughly 55 percent of Boston's 313,000 rental units would be covered by this measure, according to city data.

In a significant development in September 2023, Attorney General Andrea Joy Campbell certified a proposal that could potentially lead to a referendum on the issue of rent control. State Rep. Mike Connolly filed this proposal, aiming to lift the ban on rent control that had been in place for nearly 30 years. While the fate of rent control in the city is still being decided in the legislature, these developments underscore the growing momentum towards addressing housing affordability and rent stabilization in Boston.

Despite these policy changes and debates surrounding rent control, the Office of Housing Stability (OHS) has continued its commitment to supporting residents in need. OHS has provided approximately \$4,938,677 in rental assistance funds to 1,031 households during this program year. This support remains crucial in helping families stay in their homes and avoid displacement.

Furthermore, OHS has been diligently working on transitioning the Rental Relief Fund into a permanent program. This initiative reflects the city's long-term commitment to providing ongoing rental assistance to those in need, ensuring housing stability for its constituents.

In summary, Boston has witnessed significant progress in addressing rent stabilization, with the passage of rent control measures and the potential for a referendum on the issue. These developments reflect the city's dedication to addressing housing affordability. Amid these policy changes, the Office of Housing



Stability remains steadfast in its mission to provide critical rental assistance and ensure the well-being of Boston's residents. <https://www.boston.gov/departments/housing/rent-stabilization>

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

The Boston CoC continues to add to its portfolio of housing resources, including \$750k annually in local funds towards its Housing Works Partnership program, a rapid rehousing partnership that includes five provider agencies that offer an array of housing assistance, access to mainstream benefits, job training and placement pathways.

Through its collaboration with the Boston Housing Authority, the CoC has successfully integrated a number of PHA resources into its Coordinated Entry system. As Collaborative Applicant for the CoC, the Mayor's Office of Housing continues to invest in building out its landlord network to incent property owners to rent to households with high barriers. The city has invested \$2.2 million, which included an initial commitment of \$550,000 from ESG Cares Act grant, and has been supplemented with \$1.6 million in local funding. As a result of this investment, the CoC recruited 130 new landlords who have contributed 671 units for rental to households exiting homelessness. To date, 283 housing placements have been made through this inventory. The City continues to work with its partners at the State level to explore coordination on the prioritization of resources for people experiencing homelessness.

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

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

Primary responsibility for public housing and resident initiatives rests with the Boston Housing Authority (BHA) and is reported separately in the BHA's annual report to HUD: BHA Annual Plan which includes an attachment called the *5 Year Plan Progress Report* which provides an update on BHA's progress towards its goals. The BHA is the largest public housing authority in New England and the sixth largest in the nation. In total, BHA currently owns and/or oversees approximately 10,000 rental units of public housing in Boston and houses more than 17,000 people under the public housing program. The BHA owns 56 housing developments. Of the 56 developments, 32 are designated as housing for senior and residents with disabilities and 24 are designated for low-income families.

In addition to public housing, the BHA administers approximately 14,979 rental assistance vouchers, otherwise known as Tenant-Based Section 8 vouchers, that allow families to rent in the private market and apply a subsidy to their rent. Vouchers through the Massachusetts Rental Voucher (MRVP) Program assist an additional 867 households. With this assistance, residents are able to pay approximately 30-40 percent of their income toward rent and BHA pays the remainder. BHA helps provide housing to approximately 34,000 people under these programs. In addition, BHA provides subsidies to more than 2400 households under its Section 8 Project-Based Voucher and Moderate Rehabilitation programs.

The Public Housing Waiting List is open and has more than 28,000 applicants at this time. The Leased Housing Waiting List includes about 2,000 applicants at this time; however, it has been closed to all new applicants except the highest priority emergencies since 2008. In December 2020, the City of Boston announced the BHA's efforts to target 1000 Housing Choice Vouchers towards homeless families with children enrolled in Boston Public Schools.

Historically, housing authorities have been limited by the US Department of

Housing and Urban Development (HUD) to one payment standard, known as Fair Market Rent (FMR), for each metropolitan area. However, under new HUD regulations, Small Area Fair Market Rent (SAMFR) can be used by the BHA to adjust its payment standards for each zip code, more precisely matching the actual rental costs. As a result, families will now have the choice to rent in areas that have historically been unaffordable with a voucher. This change affirmatively furthers fair housing goals and takes steps towards deconcentrating voucher families by providing expanded housing choices in Boston and the surrounding areas. A chart of the current payment standards by zip code can be found here: <https://www.huduser.gov/portal/datasets/fmr/smallarea/index.html>

The BHA has a \$2 billion redevelopment pipeline, one of the most ambitious development initiatives in its 75-year history. The BHA has designated developer partners for one-to-one replacement of 4,300 units of distressed public housing, as well as for the creation of more than 5,000 new units of mixed income housing. The City of Boston and BHA are advancing plans to address the capital needs of the Mildred C. Hailey, Bunker Hill, and Mary Ellen McCormack federal family developments through a mix of public investment and public-private redevelopment partnerships. The City and BHA are also investing in repairs across the BHA's federal elderly/disabled portfolio and pursuing updates to these properties.

The Department of Housing and Urban Development's (HUD) Choice Neighborhoods Initiative awarded to the Boston Housing Authority and the residents of the Whittier Street public housing development a \$30 million Choice Neighborhoods implementation grant. The grant followed a three-year community engagement process involving resident meetings, neighborhood workshops, surveys, youth focus groups, and public hearings.

The \$30 million grant leverages an additional \$260 million in private and public funds to transform Whittier Street and the surrounding community by providing educational and economic opportunities for low-income residents and investing

in community amenities and infrastructure that will improve the quality of life for all residents in the lower Roxbury neighborhood.

The partnership is led by the Boston Housing Authority, the City of Boston, the Whittier Street Tenant Task Force, Madison Park Development Corporation, Preservation of Affordable Housing, and Dudley Street Neighborhood Initiative.

Full details on the redevelopment are posted here:

<http://whittierchoice.org/properties/>

Phase One completed in 2020 comprised of 92 new apartments (known as Flat 9 at Whittier) in three buildings. Phase Two, completed in December 2021, created 52 mixed-income units, including 24 BHA replacement units. The remainder of the BHA site will be redeveloped as Phase 3, which will include 172 apartments in a 12-story building, including approximately 9,000 square feet of ground-floor commercial retail and shared community space, roof decks, fitness and other shared community amenities, and landscaped outdoor space. Construction began in January 2023. The entire Whittier redevelopment is expected to be completed by spring 2025.

The City provides support to selected programs serving public housing residents through its CDBG-funded human service programs; and provides CDBG, HOME or other funding to BHA redevelopment projects through the Rental Housing Preservation or the Rental Housing Production programs.

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

BHA activities to increase resident involvement include

1. the Resident Advisory Board which is a group of residents elected to represent and reflect the diversity of residents served by BHA and to advise on the development and implementation of the Annual Plan;
2. Local Tenant Organizations which are elected by their peers and represent residents in public housing developments and advocate for the needs of residents on all matters;
3. Section 8 Tenants Incorporated which works on behalf of leased housing participants on areas of education and resident rights and advocates for the needs of leased housing

participants; and

4. the Resident Empowerment Coalition which is composed of residents and advocates.

With respect to homeownership, residents participating in the BHA's Section 8 Homeownership Voucher program are encouraged to enroll in MOH's homebuyer education and counseling programs and, upon completion of the program, are eligible to receive down payment and closing cost assistance from MOH if they are purchasing a home in Boston.

A recent initiative is BHA's *First Home* Program, a partnership with the City of Boston Mayor's Office of Housing where the City is providing eligible BHA residents with enhanced down payment assistance of up to \$75,000 for a home purchased within the City of Boston. This program is available to all BHA residents who purchase a home within the City of Boston. <https://www.bostonhousing.org/en/For-Section-8-Leased-Housing/Resident-Information/BHA-First-Home-Program.aspx>

**Actions taken to provide assistance to troubled PHAs - Not applicable**

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

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

**Income- Restricted Housing in Boston**

The Massachusetts Comprehensive Permit Law (Chapter 40B) aims for every municipality in the state to income-restrict at least 10 percent of its housing stock for low- and middle-income households. With 57,404 income-restricted housing units, Boston far surpasses this threshold and has one of the highest percentages of income-restricted units in the country, as 19.2 percent of all housing units, and 27 percent of all rental units are income-restricted. While individual neighborhoods are not subject to the state’s Chapter 40B law, which allows developers to seek special permits when a municipality does not have 10 percent of its units in income-restricted buildings, income-restricted units are distributed throughout the city, but some neighborhoods have much higher concentrations than others. Roxbury has the most income-restricted units as a percent of its total housing stock (54 percent), followed by Chinatown (50 percent), the South End (33 percent), and Charlestown (25 percent).

Eight neighborhoods do not meet the 10 percent threshold: Back Bay, Bay Village, Beacon Hill, Hyde Park, the Leather District, the Longwood Medical Area, the North End, and the South Boston Waterfront (Seaport).

Housing affordability has been a central concern of Boston residents for many years, especially after the repeal of rent control in the mid-1990s deregulated 22,000 apartments occupied by low income and elderly tenants. In addition, Boston’s growing, high-tech economy has further contributed to rapid increases in housing costs. Mayor Michelle Wu, who took office in November 2021, ran on

a commitment to increasing housing affordability. As a result of this commitment, 30 percent of the housing permits in 2022 were income restricted.

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

The greatest obstacles faced by the City in addressing underserved housing and community development needs are:

- a. the high prices of homes offered for sale are beyond the reach of most low- and moderate-income residents and even many middle-income residents;
- b. market rents are not affordable for lower-income residents, especially those with extremely low incomes;
- c. rapid increases in rents have led to hardship and displacement for Boston's renters;
- d. lack of operating subsidies makes it difficult to finance the development of housing that is affordable to very low and extremely low-income households and
- e. state and federal resources have not grown with the needs.

During the program year, Boston continued to advocate for additional funding for federal programs such as CDBG, HOME, for rental assistance programs such as HOPWA, Shelter Plus Care and Section 8, and for State programs such as the Affordable Housing Trust, the Housing Stabilization Program and the Mass. Rental Voucher Program. MOH aggressively pursued all available resources for housing and community development.

In total, CDBG and HOME funds support 12 housing and homeless programs. In addition, CDBG funds support our economic development, public service and property management programs. Both HOME and CDBG-funded housing activities provide significant benefits to the lowest income levels. The HOME program reaches a lower-income population because the program is primarily used for development of new housing in conjunction with Low Income Housing Tax Credits and Section 8 subsidies.



The Wu Administration took significant steps during PY22 to increase housing affordability by:

- a. Submitting a home rule petition for a real estate transfer fee to the state legislature, which will raise millions of dollars each year from the development and preservation of income restricted housing;
- b. Submitting a home rule petition to the state legislature that will limit rent gouging and stabilize rents, while also extending just cause eviction protections to Boston's renters; and
- c. Proposing an update to Boston's Inclusionary Development Policy that will both increase the percentage of income restricted units developers will have to create, and deepen the affordability of the units created.

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

MOH's Boston Home Center (BHC) administers Boston's nationally recognized Lead Safe Boston (LSB) program. The program utilizes federal, state and homeowner funds to assist the abatement of lead hazards in existing housing. In partnership with HUD, since its inception of the lead hazard programs in 1994, LSB has been directly responsible for the abatement of over 3000 housing units in Boston. MOH was awarded a \$4.3 million dollar grant with a start date of January 2, 2020 from HUD's Office of Lead Hazard Control and Healthy Homes to abate 200 privately owned units over 42-months.

Due to COVID restrictions, a grant extension was negotiated through June 2024 to complete the 200 units. A total of 41 units were completed during this program year, below the program estimated goal of 60 units. The COVID- 19 pandemic continues to impact production with some homeowners and tenants remaining hesitant to temporarily relocate for the lead paint abatement work to be completed. The pipeline of projects is 38 units in process from intake to construction.

A significant development in 2018 was the Massachusetts Department of Public Health's Childhood Lead Poisoning Prevention Program (CLPPP) amended its Lead

Poisoning Prevention and Control Regulation. Major changes included reducing blood lead levels that constitute poisoning from 25 to 10 ug/dl. Deleading standards were also changed, which reduced the number of intact surfaces considered lead hazards. These regulation changes increased demand for MOH's services to address lead paint while reducing abatement costs by about 15%. The resources of Lead Safe Boston are available citywide, but assistance is prioritized:

1. First priority is given to addressing lead hazards in properties citywide where a child under age 6 has been found to have an actionable blood lead level under Massachusetts law (EBLL  $\geq 10$  ug/dL) and the property owner has been ordered by the court to abate the lead hazards.
2. Second priority is given to abating lead hazards in properties with a child under age 6 that is located in target neighborhoods where the numbers and incidence rate of elevated blood lead levels is higher than the citywide average.
3. In addition, MOH works closely with the Boston Housing Authority's Leased Housing Division and Metro Housing Boston to abate units being leased by tenant-based Section 8 certificate holders.

***The abatement of lead in existing housing units is an important part of the City's three-pronged plan for addressing an impediment to fair housing faced by low-income families with children.***

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

The City provides extensive funding for anti-poverty activities such as job training and education initiatives through the Office of Workforce Development (OWD), a division of the Economic Development Industrial Corporation doing business as the Boston Planning and Development Agency. Approximately \$2.2 million funded 44 organizations serving 3331 people in PY22. These funds were targeted to support programs providing services to Boston residents facing multiple barriers to employment, with a goal of increasing the household income and financial stability of those served. A report in the Appendix shows the grant awards.

OWD set aside a portion of CDBG-PS funds to support Adult Basic Education and English as a Second Language (ESOL) programming through a separate request for proposal (RFP) process. This separate RFP was developed in response to a strategic review of ABE and ESOL services in Boston, which identified a lack of higher-level services to assist students looking to complete a secondary credential and transition to post-secondary education. Five organizations provide contextualized ESOL and ABE.

In addition, every winter the City runs a volunteer-staffed program to assist low-income families take advantage of the Earned Income Tax Credit (EITC).

Over the last five years, while the number of family households has increased, the number of families below the poverty level has declined. According to the most recent American Community Survey data, Boston had a total of 128,147 family households in the 2017-2021 survey, an increase of 3.2% since the 2012-2016 survey. Of these, 16,018 (12.5%) have incomes below the poverty level, a decrease of 4,723 or 22.8%.

	<b>2012-2016</b>	<b>2017-2021</b>	<b># Change</b>	<b>% Change</b>
# Family HHs	<b>124,198</b>	<b>128,147</b>	<b>3,949</b>	<b>3.2%</b>
% Below poverty level	<b>16.7%</b>	<b>12.5%</b>	<b>-4.2%</b>	<b>-25.1%</b>
# Below poverty	<b>20,741</b>	<b>16,018</b>	<b>-4,723</b>	<b>-22.8%</b>

Source: American Community Survey 5-year estimates, Table S1702

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

Some of the nation’s strongest and most experienced community development corporations are based in Boston. The City of Boston provides financial support for this network by using 5% of its HOME funds to provide operating assistance to CDCs and other Community Housing Development Organizations (CHDOs). In prior years, CHDO funds were available on a rolling basis throughout the program year; eligible CDCs would apply for funds when they had an eligible project. Presently, the City of Boston is not providing operating assistance to CDCs and

other CHDOs as we await new HUD guidelines on providing CHDO funded assistance.

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

Over the last several years, MOH has developed extensive email lists that includes all homeless and at-risk agencies, mainstream service and housing agencies, community development organizations, civic leaders, etc. We use these email lists regularly to inform agencies of planning efforts, funding opportunities, changes in policy and practice or any other information that the agencies find useful. Often, other agencies including state agencies will solicit our assistance to get the word out on a variety of topics and opportunities.

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

In July 2015 HUD issued a new Rule replacing the Analysis of Impediments to Fair Housing Choice (AI) with a new process called an Assessment of Fair Housing (AFH). The Rule required consultation and community participation in the analysis of fair housing data, an assessment of fair housing issues and contributing factors, and an identification of fair housing priorities and goals. The AFH planning process was designed to help communities analyze challenges to fair housing choice and establish their own goals and priorities to address the fair housing barriers in their community.

From January 2017 to May 2018, the Boston Housing Authority (BHA), the Mayor's Office of Housing (MOH), the City's Office of Fair Housing and Equity (OFHE) and the Boston Planning and Development Agency (BPDA) worked collaboratively on a draft Assessment of Fair Housing with other City agencies and a Community Advisory Committee, made up of advocates from Boston's neighborhoods, civil rights organizations, tenant and housing organizations and legal assistance organizations. The goal of this work was to complete an

Assessment of Fair Housing (AFH) that would replace the Analysis of Impediments to Fair Housing as directed by HUD's new AFFH Rule.

However, in May 2018, HUD announced that it was withdrawing its AFH Tool for Local Governments and directed grantees that they were not to submit their AFHs for HUD review until further notice. Despite HUD's decision, MOH and the BHA were committed to completing a locally tailored affirmatively furthering fair housing plan. This plan was released in January 2022, which was accompanied by an Executive Order, signed by Mayor Michelle Wu, to implement the plan. The plan can be found at

[https://docs.google.com/document/d/1A59pPt03h1bnTfL\\_HptUjpiZkIPrlqfV59dXurFUBEg/edit](https://docs.google.com/document/d/1A59pPt03h1bnTfL_HptUjpiZkIPrlqfV59dXurFUBEg/edit).

In support of both the requirements and spirit of this plan, the City of Boston is making progress on new efforts to Affirmatively Further Fair Housing, including:

- **Implementing the nation's first Affirmatively Furthering Fair Housing Zoning Ordinance:** Under this new ordinance, passed in late 2020, any project with a residential component undergoing Large Project Review and/or Planned Development Area Review under Article 80 of Boston's zoning code must consider impacts on area residents historically discriminated against so that steps can be taken to reduce those impacts, provide new housing opportunities, and address past histories of exclusion. Developers are required to complete the already approved Accessibility Checklist as well as a new AFFH Assessment Tool, guided by a displacement analysis and historical exclusion data, provided by the Boston Planning & Development Agency. The newly created Boston Interagency Fair Housing Development Committee (BIFDC) reviews each project's efforts to Affirmatively Further Fair Housing and their recommendations are incorporated into the development review process. Now approaching its second year of implementation, this committee meets each Friday to review projects and make recommendations. As a result, projects are providing more income-restricted units, with some at affordability levels that are deeper than required under the Inclusionary Development Policy. More information can be found at:

<http://www.bostonplans.org/housing/affirmatively-furthering-fair-housing-article-80>.

- **Make More Healthy Housing Available to Families:** Through its Lead Safe Boston program MOH provided funding to homeowners to abate lead hazards in 41 units of housing (another 38 units are in their pipeline) reducing barriers to housing for families with children.
- **Overcome Barriers to Homeownership and Wealth Creation:** In program year 2022, the Boston Home Center provided \$3.9 million in financial assistance to 202 buyers. The Boston Home Center provided \$2.5 million of these funds to 130 non-white households to enable them to purchase their first home, reducing the barriers to homeownership for Black, Indigenous and People of Color (BIPOC) households. The **One+ Mortgage** program, launched in program year 2019, “buys down” the mortgage interest rate expanding buyers’ opportunities in Boston’s high priced housing market. In program year 2022, 162 home buyers accessed the **One + Mortgage** program and \$1,778,841 was provided to buy down the interest rates for these buyers. In addition, another 40 homebuyers were provided down payment and closing cost assistance. As of October 2022, this assistance has been provided as a grant to buyers. Eligible buyers at or below 100% of the area median income (AMI) may be eligible for up to \$50,000 in down payment and closing cost assistance and eligible buyers between 101-135% AMI may be eligible for up to \$35,000 in assistance. Boston Housing Authority buyers are also eligible for an additional \$25,000 in assistance.

**Creating Programs that Meet the Needs of Protected Classes:** The Massachusetts economy shut down due to COVID-19 in mid-March 2020. As a result, thousands of Boston families, many of whom are households of color and/or have limited English proficiency, lost their incomes and were at risk of losing their homes. Not only is this a tragedy for each family, it undermines the financial and physical health of entire communities. It is for this reason that MOH used our understanding of the disparities of income and wealth to craft a rental relief program (RRF) that responded to the needs, both financial and in terms of

language access, for these communities. As of 6/30/23, the RRF awarded \$43.4 million to 7,700 households across the city.

**State Legislation:** During program year 2022, the city advocated for a range of state legislative efforts that would assist protected classes and promote more inclusive communities:

- Legislation that would allow Boston the right to charge a transfer fee on property sales of \$2 million or more, to fund affordable housing;
- Legislation that would create provisions whereby tenants would be able to purchase their building;
- Legislation that would create a permanent right to counsel in evictions program;
- Legislation that would regulate rents and create just cause eviction protections for Boston's renters.

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

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

**Monitoring Procedures and Standards:** MOH has a long and successful track record in administering HUD-funded housing and community development programs. The Compliance Unit in MOH has the primary responsibility for ensuring that projects and programs are in compliance with program eligibility and has established review procedures to ensure that all statutory and regulatory requirements are met, and that the information submitted is complete and accurate. In addition, sub-recipients are monitored through a combination of periodic reporting and site visits.

**Jobs Monitoring:** The Compliance Unit also has the primary responsibility for monitoring adherence to all federal requirements relating to meeting the national objective standards for creating and/or retaining permanent jobs in the CDBG and Section 108 programs. MOH has adopted and is following a Jobs Monitoring Plan.

**URA Compliance:** Procedures are in place for MOH staff to ensure compliance with Uniform Relocation Act (URA) requirements. The Assistant Director for Housing Development in MOH's Neighborhood Housing Development Division has the primary responsibility for URA compliance.

**Rent, Income & Housing Quality Monitoring:** The Compliance Unit has undertaken a thorough review of its affordable housing database which will assist in meeting the requirements of the rent and income certification and housing quality standards under the HOME regulations and City policies. Procedures and electronic workflows are in place to ensure on-going compliance. The Boston Housing Authority and MOH are operating under an agreement for conducting Uniform Physical Condition Standards (UPCS) inspections for units that both



agencies monitor.

**Boston Residents Jobs Policy:** The City has an Equity and Inclusion Unit in Economic Development which reviews all projects to ensure compliance with the City's jobs ordinances and with the requirements of Section 3, Davis-Bacon and other employment related requirements.

**Fair Housing:** MOH manages the affirmative marketing plans in partnership with the City's Fair Housing Commission to ensure compliance with Fair Housing requirements and with the terms of the Consent Decree.

<https://www.boston.gov/departments/fair-housing-and-equity>

**IDIS:** The Compliance Unit monitors IDIS on a weekly basis and follows up on any CDBG and HOME projects with IDIS "flags" with the appropriate program divisions and project managers to address any problems.

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

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

There were no substantial changes during Program Year 2022 with existing programs funded with CDBG as described in our Action Plan. However, with respect to the \$20 million in CARES Act funding through the CDBG program, MOH amended the CDBG-CV budget transferring all of the funds (\$7,150,000) from the rental relief fund to our Neighborhood Housing and Development division for the purchase of 114 units of rental housing in East Boston that will be income restricted housing.

**Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants? No**

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

**CR-50 - HOME 91.520(d)**

**Include the results of on-site inspections of affordable rental housing assisted under the program to determine compliance with housing codes and other applicable regulations**

**Please list those projects that should have been inspected on-site this program year based upon the schedule in §92.504(d). Indicate which of these were inspected and a summary of issues that were detected during the inspection. For those that were not inspected, please indicate the reason and how you will remedy the situation.**

A total of 89 HOME units were inspected in PY22 for Uniform Physical Condition Standards (UPCS). HOME units are inspected on a three-year cycle. A report in the Appendix lists the developments and the total number of HOME-funded units inspected for each development.

**Provide an assessment of the jurisdiction's affirmative marketing actions for HOME units. 92.351(b)**

MOH, in partnership with the Boston Fair Housing Commission, administers the ***Affirmative Marketing Program*** fostering equitable access to government-assisted housing and inclusionary developments by providing technical assistance to developers/managers in the preparation of affirmative marketing and tenant/buyer selection plans; and by monitoring the implementation of plans approved by the Commission.

<https://www.boston.gov/housing/affirmative-marketing>

Affirmative Fair Housing Marketing is required for all developments with five or more units with government assistance including land acquisition or financial assistance from the Mayor's Office of Housing (MOH), the Boston Planning and Development Agency (BPDA), the Commonwealth of Massachusetts (including DHCD), or the federal government (HUD).

All income-restricted units under the City of Boston's Inclusionary Development Program (IDP) are subject to Affirmative Marketing requirements.

Developers and their agents are compelled to affirmatively further fair housing by taking steps that are stipulated in the Plan. Their responsibilities include informing those least likely to apply for housing because of the location of that housing, and to not discriminate or permit discrimination in the sale and/or rental use and occupancy of the property.

**Refer to IDIS reports to describe the amount and use of program income for projects, including the number of projects and owner and tenant characteristics**

IDIS Report PR23 "*HOME Summary of Accomplishments*" shows that 17 units were completed in PY22. Of the 17 units, 5 served extremely low income (up to 30% of area median income); 6 units served households between 31% to 50% of area median income and 6 units served households between 51%-60% of area median income. With respect to the race of the households served, 47% are Black/African American, 29% are White and 24% reported as multi-racial.

**Describe other actions taken to foster and maintain affordable housing.**  
**91.220(k)**

The **Acquisition Opportunity Program (AOP)** protects Boston's rental housing stock from market forces. The AOP give loans to help responsible investor-owners buy occupied, multi-family rental properties. The AOP benefits residents by:

- creating affordable housing for Boston residents who can't afford market-rate rents
- funding developments that have more restricted units, or have units restricted to lower incomes, and
- fighting the forces of gentrification. We work to make sure tenants' apartments don't become unaffordable over time.

The AOP also benefits developers whom we pre-qualify for a set amount of funding. These potential buyers can then become more competitive in the real estate market. During PY22, a total of \$51 million in funds were awarded to six

acquisitions projects with a total of 188 income-restricted rental units. A report in the Appendix lists these projects.

Public Land: Boston strives to expand affordable housing opportunities and employment opportunities utilizing strategic land acquisition, site assembly and disposition. During PY22, 21 parcels and 1 building totaling more than 160,000 square feet were sold for redevelopment. When these projects are complete, a total of 75 housing units will be created (35 rentals and 40 ownership). The rental units will all be for residents earning up to 60% of the area median income (AMI) and the ownership units will serve residents earning up to 100% AMI. In addition, over 38,000 square feet of land will be preserved and improved as public open space

With respect to emergency transfer requests, the property management company is responsible to notify MOH if there is a safety concern in a HOME funded unit. MOH will then work with the management company to determine a course of action to protect the safety of the tenant. MOH is not aware of any emergency transfers during the program year.

**CR-55 - HOPWA 91.520(e)**

**Identify the number of individuals assisted and the types of assistance provided**

**Table for report on the one-year goals for the number of households provided housing through the use of HOPWA activities for: short-term rent, mortgage, and utility assistance payments to prevent homelessness of the individual or family; tenant-based rental assistance; and units provided in housing facilities developed, leased, or operated with HOPWA funds.**

<b>Number of Households Served Through:</b>	<b>One-year Goal</b>	<b>Actual</b>
STRUM: Short-term rent, mortgage, and utility assistance to prevent homelessness of the individual or family	45	75
TBR: Tenant-based rental assistance	85	79
Units provided in permanent housing facilities developed, leased, or operated with HOPWA funds	0	0
Units provided in transitional short-term housing facilities developed, leased, or operated with HOPWA funds	0	0

**Table 9 – HOPWA Number of Households Served**

**Narrative**

Boston re-procured the HOPWA program in Spring 2022 and initiated new three-year contracts with five (5) non-profit organizations. This report represents accomplishments for year 2 of the multi-year contracts. The array of contracted agencies allows for HOPWA-eligible households to receive services across the Boston EMSA, which includes Suffolk, Norfolk and Plymouth Counties. The areas of investment are Tenant-Based Rental Assistance (TBRA), Short Term Rental

Assistance, Mortgage and Utility Assistance (STRMU), Permanent Housing Placement (PHP), Housing Information Services (HIS) and Housing-Related Supportive Services (HRSS). There continues to be a need for permanent affordable housing for HOPWA-eligible households. To directly address this need, Boston increased funding for its HOPWA Tenant Based Rental Assistance program, to allow for rental increases to sustain existing tenancies and allowing for the release of a limited number of additional TBRA slots for People Living with HIV/AIDS.

The scant supply of affordable, safe housing makes it critical that People Living with HIV/AIDS (PLWHA) maintain current housing situations or rapidly secure new housing when needed. Therefore, continued funding for financial assistance and housing-related supportive services is critical to ensure tenancy stabilization. Financial assistance to support housing stability includes funds for short-term rent, mortgage, and utility assistance, which 75 households were able to access and an additional 38 households were able to secure new units with financial assistance for rental startup costs.

With the ever-increasing rents in the Boston EMSA, there is an on-going need for STRMU assistance to prevent the loss of housing.

### **HOPWA-CV Accomplishments/Challenges**

The Boston EMSA allocated its full HOPWA-CV award to housing and service providers that manage HOPWA programs in the region. Final CV expenditures were made during the current reporting period and the full CV award has been expended to support HOPWA-eligible households adversely impacted by the pandemic. Providers utilized this funding for additional cleaning services and supplies, personal protective equipment, such as masks for staff and clients, and grocery cards and deliveries for clients. HOPWA -CV also allowed for additional program support in STRMU and PHP to assist clients economically impacted by the pandemic with short-term rental, mortgage and utility assistance, as well as start-up costs to assist with obtaining affordable permanent housing.

**Summary:**

During the operating year 7/1/22 to 6/30/23, the Boston EMSA HOPWA -funded providers were able to maximize their resources in providing services to eligible households; Commonwealth Land Trust (CLT) was able to provide Housing - Related Supportive Services to 52 SRO residents. Father Bill's- MainSpring (FBMS), which covers Norfolk & Plymouth Counties, successfully housed 7 individuals and supported 24 HOPWA households with a variety of Housing Information Services. Justice Resource Institute (JRI) ensured 152 individuals successfully remained housed, and leveraged their JRI PACT Community Health team to ensure Medication Adherence occurred and facilitated linkage to PCPs for those struggling to take medications. Fenway Health / AAC assisted 75 households to remain stably housed through its STRMU program and assisted an additional 38 HOPWA - eligible households with start-up costs to obtain permanent housing.

The Boston EMSA's largest HOPWA investment is its Tenant Based Rental Assistance contract, administered by Metro Housing Boston (MHB). Metro successfully supported 79 HOPWA eligible households in the TBRA portfolio.

Through its HOPWA investments, the Boston EMSA served 618 HOPWA-eligible households with housing assistance and housing-related supportive services for the program year that concluded on 6/30/2023.



**CR-60 - ESG 91.520(g) (ESG Recipients only)** HUD requires ESG recipients to submit their financials and program accomplishments in the Sage HMIS reporting platform rather than in IDIS. A summary of the SAGE report will be included in this PY22 CAPER when it is complete. The table below shows the organizations funded in PY22 with ESG. In total, 232 persons were served in the street outreach contract (154 placements in temporary destinations such as transitional housing or emergency shelter and 78 clients placed in permanent housing). The homeless prevention contracts assisted 228 households with eviction prevention services.

MOH is not aware of any emergency transfers in ESG programs for domestic violence. Domestic violence transfer requests are directed to the CoC.

<b>Emergency Solutions Grant Subrecipients: Program Year 2022</b>			
	<b>Provider</b>	<b>Contract Amount</b>	<b>ESG Component</b>
1	Asian American Civic Association	\$292,635	Homelessness Prevention
2	Boston Medical Ctr.	\$226,716	Homelessness Prevention
3	Pine Street Inn St.	\$687,740	Street Outreach
9	ABCD	\$167,5158	Homelessness Prevention
	<b>TOTAL</b>	\$1,374,898	
	Grant Administration	\$111,165	
	<b>GRAND TOTAL</b>	<b>\$1,486,063</b>	

**Project Outcomes Data measured under the performance standards developed in consultation with the CoC(s)**

All contracts with agencies that are funded with McKinney-Vento resources, including ESG, are required to participate in Boston’s Homeless Management Information System (HMIS). Programs are required to collect the HUD prescribed Universal Data Elements and Program Specific Data Elements for their clients and provide data for the Annual Homeless Assessment Report and the annual McKinney-Vento funding application to HUD. Program Specific Data Elements are required to be captured at program entry and program exit. HUD also requires McKinney-Vento recipients to collect data regarding a client’s homeless status in regards to HUD’s definition and the number of chronically homeless served.