

City of Battle Creek, Michigan  
Community Development

2021-22 CAPER

Prepared for the  
U.S. Department of Housing  
and Urban Development



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## **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 City of Battle Creek, through its Community Development Division, is the entitlement grant administrator of the City's allocation of Community Development Block Grant (CDBG) program and HOME Investment Partnership (HOME) program. The Consolidated Annual Performance and Evaluation Report (CAPER) meets the reporting requirements in Section 104(e) of the Housing and Community Development Act of 1974, as amended, 24 CFR Part 91 regarding the Consolidated Planning requirements.

The CAPER provides information on the outcomes of projects and activities proposed in the City's 2021-22 Annual Action Plan highlighting the community development initiatives accomplished during the period of July 1, 2021 through June 30, 2022. This is the City of Battle Creek's second annual performance report for the 2020 – 2024 Consolidated Plan.

In the 2021-22 program year the City of Battle Creek's Community Development Division made progress towards fulfilling the goals of the City's 2020-24 Consolidated Plan, but ongoing challenges related to the coronavirus pandemic impacted the City's community development priorities and staff operations. Significant disruptions to division operations included supply chain issues, higher demand for construction services, increased construction material costs, and high staff turnover due to a tight job market. At the same time, the City received additional resources to address needs arising from the pandemic, including \$1,004,976 CDBG-CV funds and \$1,094,358 of HOME-ARP funds.

In recent years the City has also made raising awareness about lead poisoning and abating lead hazards in homes a priority. In the 2021-22 program year the City spent \$1.2 million on lead abatement through its Medicaid-funded MDHHS lead hazard control grant. The City also was awarded a \$3.4 million lead hazard control grant from the Department of Housing and Urban Development (HUD).

### **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)**

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

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Attainable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Rental units rehabilitated	Household Housing Unit	12	3	25.00%	4	0	0.00%
Attainable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Homeowner Housing Added	Household Housing Unit	4	0	0.00%	2	0	0.00%
Attainable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Homeowner Housing Rehabilitated	Household Housing Unit	217	95	43.78%	42	46	116.67%
Attainable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Direct Financial Assistance to Homebuyers	Households Assisted	50	0	0.00%	15	0	0.00%
Attainable Housing	Affordable Housing	CDBG: \$ / HOME: \$	Tenant-based rental assistance / Rapid Rehousing	Households Assisted	90	10	11.11%	18	0	0.00%
Facility Improvements	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	800	0	0.00%	0	0	0.00%

Housing Code Enforcement	Affordable Housing Non-Housing Community Development	CDBG: \$	Housing Code Enforcement/Foreclosed Property Care	Household Housing Unit	10000	5698	56.98%	2000	4647	232.35%
Infrastructure Improvements	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	2000	0	0.00%	0	0	0.00%
Infrastructure Improvements	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	2400	0	0.00%	1200	0	0.00%
Public Service Grants	Affordable Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$ / CDBG-CV: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	2605	639	24.53%	25	619	2476%

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

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

The goal of the City’s Five Year Consolidated Plan is to ensure safe, prosperous, and equitable communities by creating strong, sustainable, and inclusive neighborhoods and quality affordable homes for all people of Battle Creek.

In order to achieve this goal, the plan has six strategic priorities. The accomplishments of the City and it’s partners from the 2021-22 program year highlight the progress being made to address these priorities:

**Local Priority 1: Ensure Housing is Affordable, Accessible, and Safe**

Communities are stronger when people have access to quality, affordable and safe housing. This priority encompasses preserving current affordable housing, development of new units, increasing the diversity of housing options, ensuring that low and moderate income neighborhoods benefit from housing resources, and ensuring that rental housing is safe.

- The City’s Minor Home Repair program completed 46 projects for low and moderate income home owners.
- The City’s CHIP Medicaid-funded Lead Safe Program completed full lead abatement of 31 residential units.
- Code Compliance completed 889 rental property registrations within CDBG target areas.
- City Manager’s Office facilitated a site visit by community leaders to an active Upholdings, LLC permanent supportive housing (PSH) development in Indiana as part of an effort to develop 50-60 units of PSH in Battle Creek on vacant or underutilized land near downtown. The City has proposed the use of HOME-ARP funds to provide gap funds for the project.

**Local Priority 2: Activate Underutilized Land in Low Income Neighborhoods**

The City will encourage the activation of public, vacant and/or underutilized land in low income areas, consistent with the City’s master plan. Activation of these spaces enables communities to preserve natural resources for public use; promote higher densities and a wider range of land uses around downtown and major corridors; assemble property for larger scale developments and improve connectivity between neighborhoods and the downtown.

- The Calhoun County Land Bank Authority (CCLBA) conducted two lot clean up’s in the Fremont/McKinley Revitalization Area, one at Fremont Garden in the summer of 2022 and the other at a nearby lot on Wendell Street—resulting in the removal of a dumpster load of trash. Two more clean ups are planned in the area this year.
- The CCLBA added fresh pop up art on vacant lots in the Post/Franklin Neighborhood Revitalization area.
- The CCLBA created a Washington Heights Neighborhood Advisory Committee to help guide grant work in the Washington Heights Revitalization Area. The committee will help create a land reuse plan for the Land Bank’s 246 properties in the neighborhood as well as shape program areas such as the activation of vacant land, creation of a skilled trades program, future development opportunities, and financial education.

- Continued work with community-based organizations that participated in the City-sponsored funders symposium in 2021 that brought together local community-based organizations and local, state, and federal funders around projects that involved the redevelopment of vacant or underutilized vacant land. A number of local organizations had their proposed redevelopment projects scored against the Consolidated Plan using the City's strategic value score card were successful in securing MSHDA NEP funds or City ARPA funds for their projects.

### **Local Priority 3: Alleviate Poverty**

Individuals and families can be said to be in poverty if they have resources far below those of an average individual or family and if the impact is that they are essentially excluded from ordinary patterns, customs, activities, or quality of life. This priority encompasses strategies that raise income, reduce the impact of being low income, and break up concentrated poverty.

- 17 domestic violence shelter clients were provided hotel vouchers to address lost shelter beds due to COVID-19 and the need for social distancing.
- 250 people received services through Legal Services' eviction diversion program.
- Voces provided housing advocacy and interpretation services to 49 Hispanic and Latino families to help them access resources.
- The Battle Creek Shelter expanded shelter hours to provide safe and socially distanced indoor space during evening and weekends where consistent shelter hours were not available prior to COVID-19 resulting in the provision of shelter for 283 individuals.

The City had planned to fund down payment assistance (DPA) and transit infrastructure programs during the program year, but delayed start of the programs due to the pandemic related challenges. The City intends to fund both programs in 2022.

### **Local Priority 4: Community Engagement Through Collaboration and Empowerment**

This priority promotes engagement and empowerment at all levels of the community. Empowerment refers to the process by which people gain control over the factors and decisions that shape their lives. To that end, this priority puts an emphasis on projects that promote ownership, create or clarify pathways for community members to access and utilize resources; and/or that engage them in community decision making processes.

Other objectives in this priority promote organizing at the institutional and organizational level to create a sense of shared purpose, increase capacity, coordinate planning, partner across sectors and build coalitions.

- City staff serve as members of the "Beyond Separation" Design Team of the Truth, Racial Healing, and Transformation (TRHT) Initiative. TRHT is a community-wide collaborative initiative funded by the W.K. Kellogg Foundation focused on creating a racial equity movement in Battle Creek. The Beyond Separation team is focused on housing and addressing segregation and is comprised of representatives from the City, the Battle Creek Area Association of Realtors, the Fair Housing Center of Southwest Michigan, the Urban League, and community members.
- The Beyond Separation Design Team has held three in-person learning events with the option to join virtually.

- City staff collaborated with TRHT to provide a Health Equity Expo in an effort to provide access to health care services and wellness resources to Black, Indigenous, People of Color (BIPOC) communities. This inaugural event was held in collaboration with Juneteenth Family Day. A special survey was created to capture information from community members about their experience, needs and recommendations as it relates to health care and wellness services in Battle Creek. Over 500 people attended the Expo.
- City staff continue to serve on the Battle Creek Homeless Coalition and Housing Solutions Board.

#### **Local Priority 5: Affirmatively Further Fair Housing**

Fair housing is the right to choose housing free from unlawful discrimination. Federal, state and local fair housing laws protect people from discrimination in housing transactions such as rentals, sales, lending, and insurance. When accepting grant funds from HUD, the City agrees to use the funds affirmatively further fair housing.

- Staff continues to work with the City's Human Relations board, which reviews and advises on fair housing issues and the results of systemic investigations.
- The Fair Housing Center of Southwest Michigan conducted 2 fair housing trainings that resulted in 20 individuals being trained on fair housing rights.
- Hired Truth, Racial Healing, and Transformation (TRHT) Initiative to complete an Affirmative Marketing Report and Plan for the implementation of the City's CDBG-CV grants. Available online at: [Affirmative Marketing Report & Plan - Google Docs](#).
- Based on findings of the Affirmative Marketing Report, the City funded a position at VOCES to provide housing case management for Latinx individuals and families affected by the pandemic.

#### **Local Priority 6: Restore Vitality in Low Income Neighborhoods**

Vibrant and strong neighborhoods make a strong city. They possess a sense of place and a feeling of safety and familiarity. Houses are occupied and well maintained and public spaces are inviting, walkable, and lively. Strategies and projects that successfully address this priority create, facilitate, ensure, or enhance these conditions.

- Code compliance completed 4647 enforcements in CDBG target areas to address health and safety issues
- Code Compliance completed 26 new vacant building enforcements and issued 33 citations to secure vacant buildings that were previously identified.



## CR-10 - Racial and Ethnic composition of families assisted

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

91.520(a)

	CDBG	HOME
White	328	0
Black or African American	300	0
Asian	1	0
American Indian or American Native	9	0
Black/African American & White	11	0
Other Multi-Racial	<b>77</b>	<b>0</b>
<b>Total</b>	<b>726</b>	<b>0</b>
Hispanic	69	0
Not Hispanic	657	0

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

### Narrative

The numbers represent outcomes from the CDBG and HOME programs. The number of persons served includes persons that benefitted from the following programs: minor home repair, CDBG-CV emergency hotel vouchers, CDBG-CV eviction diversion services, CDBG-CV housing case management, and Tenant-based Rental Assistance.

African-Americans made up 43 percent of beneficiaries served by City programs, a level above what is considered proportionate to the need. While African Americans make up 16.6 percent of the general population in Battle Creek, they comprise 42 percent of Battle Creek's severe housing cost burdened population and 41 percent of the low- and moderate- income population. Since City housing programs are targeted at low- and moderate- income families, in particular those that experience housing cost hardships, the expectation is that roughly 40 percent of the beneficiaries of our programs would be African American.

Hispanic and Latino persons make up 6.7 percent of the population, but in the past ten years have only represented between one and three percent of beneficiaries of CDBG and HOME programs. In 2021-22 significant strides were made engaging Hispanic and Latino families, who made up 9.5% of Minro Home Repair beneficiaries. This flips the narrative on a long standing trend of under representation in City programs and is largely attributable to follow up actions from the Affirmative Marketing Plan created for the City's CDBG-CV grant and the VOCES housing case management position funded in May of 2021.

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

### Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	CDBG	1,276,730	1,032,607
HOME	HOME	302,247	125,483
CDBG-CV	CDBG-CV	708,897	308,505
HOME-ARP	HOME-ARP	54,718	25,306

**Table 3 - Resources Made Available**

#### CDBG available:

- CDBG General Administration \$115,000
- Planning Administration \$141,637
- Code Enforcement \$210,000
- Housing Rehab – Minor Home Repair \$570,385
- Rental Rehabilitation Program \$175,000
- Fair Housing and Case Management \$25,000
- Transit Vouchers – Vulnerable Populations \$25,000
- Housing Case Mgmt – Eviction Diversion \$25,000
- Housing Case Mgmt – Vulnerable Populations \$35,000

#### HOME available:

- HOME General Administration \$30,224
- Infill Housing Program \$140,000
- Tenant Based Rental Assistance \$32,023
- Down Payment Assistance Program \$100,000

#### CDBG-CV available:

- General Administration (CDBG-CV) \$142,176
- Housing Case Management \$105,000
- Rental Assistance \$403,800
- Utility Assistance \$54,000
- Eviction Diversion \$20,000
- Emergency Homeless Shelter Improvements \$80,000
- Homeless Shelter Operating Costs \$200,000

#### HOME-ARP available:

- HOME-ARP General Administration \$50,000

**Identify the geographic distribution and location of investments**

<b>Target Area</b>	<b>Planned Percentage of Allocation</b>	<b>Actual Percentage of Allocation</b>	<b>Narrative Description</b>
Fremont/McKinley Revitalization Area	20	24	
Northcentral Revitalization Area	25	28	
Post/Franklin Revitalization Area	20	12	
Urbandale Revitalization Area	10	9	
Wilson/Coburn Revitalization Area	15	17	
Balance of City	10	10	

**Table 4 – Identify the geographic distribution and location of investments**

The Northcentral Revitalization Area received the most CDBG, CDBG-CV and HOME resources. The HOME homeowner rehab and ADR programs were targeted in this Neighborhood, and while these programs didn't complete projects in 2021-22, three large projects have nearly completed. A significant portion of Minor Home Repair funds were spent in this neighborhood as well. In the past year there has been a concerted effort to layer programs and resources from a number of different stakeholders in this neighborhood.

## 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.**

A great deal of money was used in this community that was not HUD money. This includes dollars received by the Battle Creek Housing Commission, Neighborhoods Inc., and Community Action.

- Community Action Agency completed 126 minor home repair projects for seniors totaling \$353,132 for seniors. The program is funded by the Calhoun County Senior Millage.
- Neighborhoods, Inc. of Battle Creek completed 18 Federal Home Loan Bank rehab projects totaling \$263,571 CDBG target areas in the past year.
- The Homeless Coalition of Battle Creek and Calhoun County also administered \$129,400 of HUD Continuum of Care funds.
- The City's Lead Safe Program completed 31 full lead abatement projects. The program is funded through a \$1.5 million grant from the Michigan Department of Health and Human Services.

<b>Fiscal Year Summary – HOME Match</b>	
1. Excess match from prior Federal fiscal year	\$268,848
2. Match contributed during current Federal fiscal year	\$0
3. Total match available for current Federal fiscal year (Line 1 plus Line 2)	\$268,848
4. Match liability for current Federal fiscal year	\$0
5. Excess match carried over to next Federal fiscal year (Line 3 minus Line 4)	\$268,848

**Table 5 – Fiscal Year Summary - HOME Match Report**

Match Contribution for the Federal Fiscal Year								
Project No. or Other ID	Date of Contribution	Cash (non-Federal sources)	Foregone Taxes, Fees, Charges	Appraised Land/Real Property	Required Infrastructure	Site Preparation, Construction Materials, Donated labor	Bond Financing	Total Match
		0	0	0	0	0	0	0
		0	0	0	0	0	0	0

Table 6 – Match Contribution for the Federal Fiscal Year

HOME MBE/WBE report

Program Income – Enter the program amounts for the reporting period				
Balance on hand at beginning of reporting period \$	Amount received during reporting period	Total amount expended during reporting period \$	Amount expended for TBRA	Balance on hand at end of reporting period
0	0	0	0	0

Table 7 – Program Income

<b>Minority Business Enterprises and Women Business Enterprises – Indicate the number and dollar value of contracts for HOME projects completed during the reporting period</b>						
	Total	Minority Business Enterprises				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
<b>Contracts</b>						
Dollar Amount	0	0	0	0	0	0
Number	0	0	0	0	0	0
<b>Sub-Contracts</b>						
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0
	Total	Women Business Enterprises	Male			
<b>Contracts</b>						
Dollar Amount	0	0	0			
Number	0	0	0			
<b>Sub-Contracts</b>						
Number	0	0	0			
Dollar Amount	0	0	0			

**Table 8 - Minority Business and Women Business Enterprises**

<b>Minority Owners of Rental Property – Indicate the number of HOME assisted rental property owners and the total amount of HOME funds in these rental properties assisted</b>						
	Total	Minority Property Owners				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0

**Table 9 – Minority Owners of Rental Property**

<b>Relocation and Real Property Acquisition – Indicate the number of persons displaced, the cost of relocation payments, the number of parcels acquired, and the cost of acquisition</b>						
Parcels Acquired		0		0		
Businesses Displaced		0		0		
Nonprofit Organizations Displaced		0		0		
Households Temporarily Relocated, not Displaced		0		0		
<b>Households Displaced</b>	<b>Total</b>	<b>Minority Property Enterprises</b>			<b>White Non-Hispanic</b>	
		<b>Alaskan Native or American Indian</b>	<b>Asian or Pacific Islander</b>	<b>Black Non-Hispanic</b>	<b>Hispanic</b>	<b>Hispanic</b>
Number	0	0	0	0	0	0
Cost	0	0	0	0	0	0

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

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

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	15	0
Number of Non-Homeless households to be provided affordable housing units	141	291
Number of Special-Needs households to be provided affordable housing units	15	54
<b>Total</b>	<b>171</b>	<b>345</b>

	One-Year Goal	Actual
Number of households supported through Rental Assistance	20	0
Number of households supported through The Production of New Units	2	0
Number of households supported through Rehab of Existing Units	49	47
Number of households supported through Acquisition of Existing Units	10	0
Housing Case Management	90	298
<b>Total</b>	<b>171</b>	<b>345</b>

Table 12 – Number of Households Supported

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

The City deferred implementation of a number of its planned programs, including curb cut installation, transit passes, down payment assistance and infill housing development. Outcomes for CDBG and HOME funded affordable housing programs that were implemented generally met goals. Some activities were affected by delays caused by the coronavirus epidemic.

Minor home repair program outcomes met the goal. Code compliance outcomes, which were down considerably in 2020-21 from previous program years, rebounded to pre-pandemic levels. An ADR



projects were started, but not completed—with the time needed for construction almost doubling from pre-pandemic norms. A four unit rental rehab project was started, but did not complete during the programs year, due to substantial delays caused by the pandemic. One homeowner rehab projects was completed in the fall of 2021.

A number of new programs did not launch in 2021-22 as planned. These included the Home funded down payment assistance program and the CDBG-funded transit infrastructure program.

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

The construction delays, significant staff turnover and the infusion of CDBG-CV funds to address emerging needs arising from the pandemic mean that city staff have some catching up to do to get funds spent. Staff have made necessary adjustments to increase service volume and the goal is to get caught up on spending for all delayed programs by the end of the 2021-22 program year. The largest challenge remains contractor capacity, as demand for contractors in the private sector has made it extremely challenging to find contractors for community development and housing programs.

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

<b>Number of Households Served</b>	<b>CDBG Actual</b>	<b>HOME Actual</b>
Extremely Low-income	166	1
Low-income	112	0
Moderate-income	66	0
<b>Total</b>	<b>344</b>	<b>1</b>

**Table 13 – Number of Households Served**

**Narrative Information**

**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**

Outreach to homeless people is conducted by the staff of the Haven and Kalamazoo IST. Staff regularly visit camps of homeless people. Day shelter is provided by the Share Center which is open daily from 8:00 am-7:00 pm., and offers coffee, computer access, bathrooms and laundry facilities. During bad weather, it stays open 24 hours a day. It maintained its 3 meal a day schedule through the pandemic, but average attendance shrunk from 120 people per day to about 50 people per day. The SHARE Center works closely with the Department of Veterans Affairs to support all the veterans who use the Center and receives funding from Summit Pointe, Battle Creek's Community Mental Health Authority. The SHARE Center also houses Summit Pointe's Housing program. The SHARE Center does intake assessments and uses HMIS. Staff at the Haven and S.A.F.E. Place also engage people in services and help find housing. The VA also has outreach staff who work with the shelters to enroll homeless veterans in services. The Ark of Kalamazoo also conducts outreach in Battle Creek to engage homeless youth under the age of 18.

Each year the Homeless Coalition organizes a Homeless Health Fair/Project Homeless Connects/VA Stand Down which offers free haircuts, meals, toiletries, blankets, health care services and other services to engage homeless people. In a typical year, the annual outreach event is hosted at the City's recreation facility, Full Blast and serves 500 people in need of housing and services. In recent years, due to the pandemic, the Homeless Coalition has organized a tote bag distribution event instead. In October 2021, 500 totes were distributed through various community organizations.

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

The coronavirus epidemic and the requirement to social distance created a severe shortfall in the City of Battle Creek's inventory of emergency and transitional beds. This was addressed in the short term with the conversion of the City's Full Blast recreational facility into a homeless shelter. The long term solution has been to open another permanent shelter facility close to the Haven of Rest and City Hall, called the Battle Creek Homeless Shelter.

There is a continuing need for case management to help people connect to housing, employment and services, and rental assistance to help families and individuals move to permanent housing. Cares Act CDBG-CV funds were used during the program year to address these needs. HOME-ARP funds to be distributed in the 2021-22 program year prioritize case management and other supportive services. Shelter and services for victims of domestic violence are provided by S.A.F.E. Place which is always full and is seeking to expand their programming and stabilize ongoing funding of operations.

There is an unmet need for permanent supportive housing and affordable housing in quality condition for families and individuals. Homeless providers work creatively to obtain private donations government funding and foundation funding to fulfill their missions to help homeless people and others leaving unsafe home situations. They work constantly to maintain funding for their current inventory of shelter beds and services. The HOME-ARP planning process also prioritized permanent supportive housing and the City's allocation plan proposes funding for a 50-60 unit PSH development.

**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**

Organizations that provide homelessness prevention in Battle Creek include Neighborhoods Inc., which is the Housing Access Resource Agency (HARA) for Calhoun County and provides eviction prevention services and help for homeless people to find housing as well as providing foreclosure counseling to homeowners; Goodwill Financial Opportunities Center which also provides budget and foreclosure counseling; Legal Services which provides legal intervention and education about foreclosures and evictions; and Summit Pointe Housing. Summit Pointe Housing helps homeless people through four funding streams, three of which receive funding from the Michigan Housing Development Authority (MSHDA). Calhoun County Department of Health and Human Services, Salvation Army and Community Action also provide security deposit and utility assistance to prevent and resolve homelessness.

VOCES, a community-based organization serving the Latinx community in Calhoun County has a Housing Outreach Coordinator that is funded with a combination of CDBG-CV and local funds to provide housing case management and interpretation services to families whose housing situation has been affected by the pandemic. Summit Pointe and Neighborhoods, Inc. of Battle Creek (NIBC) are provided rent assistance using State of Michigan CERA funds. In the 2021-22 program year, NIBC was awarded rent assistance, housing case management, and TBRA grants from the City of Battle Creek, funded with CDBG-CV and HOME dollars. NIBC began accepting applications for these programs in the spring of 2022, but did not have outcomes to report in the 2021-22 program year. These programs will continue to be administered in 2022-23.

The Haven's Jail Ministry works with people in Calhoun County's jail who do not have a place to live after release. CityLinC runs a Second Wind program that links people released from jail with employment and support.

**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**

There is a shortage of safe, quality, deeply subsidized housing in Battle Creek for extremely low-income families and individuals, but the larger problem is access. Many families or individuals that are unable to locate stable housing are being denied housing because they are perceived to be a higher risk due to a past eviction, poor credit, or a criminal history.

Homeless people can seek housing assistance from Neighborhoods, Inc., located at 47 N Washington Street. A housing case manager works with families and individuals to see if they qualify for available housing assistance. The Haven, Neighborhoods, Inc., Summit Pointe Housing and the Volunteers of America's Supportive Services for Veteran Families all use the SPDAT, needs assessment tool to prioritize housing services to those in highest need.

Other sources of short term rental and utility assistance include the Calhoun County Department of Health and Human Services State Emergency Relief, the Salvation Army's Social Services Program, Community Action and area churches. Currently, families and individuals in need of housing assistance need to approach each individual organization for assistance.

The Haven provides case management to help families and individuals gain a regular income to pay for housing and to access community resources to help prevent further episodes of homelessness. Goodwill's Financial Opportunities Center has a financial fitness program to help people work through debt and low credit scores. Legal Services provides legal services and eviction prevention. Women's Co-op provides support for women leaving poverty and seeking help through their store, volunteering and the Solutions Highway Program. Neighborhoods, Inc. provides homeownership counseling for those interested and able to own their own home, and also rents units to people recovering from homelessness. The Haven provides limited supportive permanent housing, currently three single family units for families and 15 units for individuals.

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

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

The Battle Creek Housing Commission provides subsidized housing through various programs in the City of Battle Creek. The Commission was created on August 9, 1960 through a City ordinance. The five member Housing Commission is appointed to five year terms by the mayor with approval by the City Commission. The Housing Commission owns and manages 320 public housing units, administers the Housing Choice Voucher program and owns and manages 22 units of scattered site homeowner units. The following is a list of the public housing facilities and unit type.

Northside Drive Homes – (16) 2 and 3-bedroom single family homes

Parkway Manor – (84) 1, 2, 3 and 4-bedroom townhomes

Cherry Hill Manor – (150) 1-bedroom apartments

Kellogg Manor – (70) Efficiency and 1-bedroom apartments

Home Ownership Program – (24) 2, 3, and 4-bedroom single family homes

The public housing units provided by the Battle Creek Housing Commission are in good condition and currently there are 71 families on the waiting list. The Housing Commission receives from \$350,000 to 450,000 yearly for renovation and maintenance expenses from HUD'S Capital Fund Program. In 2022, the Commission received a \$892,933 grant.

In addition to the public housing units and the scattered site homeowner units, the Battle Creek Housing Commission administers the Housing Choice Voucher program. Currently, it administers a and has a budget for 809 vouchers in Battle Creek, Albion and Portage. Of those 809, 615 are currently being utilized. The majority of vouchers utilized are in Battle Creek (535). The current waiting list is estimated at 228.

The Housing Commission assists mostly extremely low income and very low-income households in its public housing units and mostly very low and low-income families with Housing Choice vouchers. The homeownership program predominantly assists low-income households. According to Commission representatives, families interested in the homeownership program must earn at least \$18,000 per year and have full time employment. Many of the existing residents of the homeowner units were former public housing and/or Housing Choice voucher recipients. The opportunity for homeownership provided the needed incentive for these families.

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

During the program year the Battle Creek Housing Commission conducted resident input meetings to obtain feedback regarding the types of activities and improvements which are most needed and would

provide the greatest benefit to Public Housing residents and the community. The general public as well as members of local government were extended invitations to participate in these meetings. The meetings are also used to inform residents of planned facilities improvements and serve to assure the proper expenditure of Capital Grant Funds.

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

The Battle Creek Housing Commission is not and has never been a troubled public housing authority.

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

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

The City of Battle Creek hired Truth, Racial Healing, and Transformation (TRHT) Initiative in 2020 to complete an Affirmative Marketing Report and Plan for the implementation of the City's CDBG-CV grants. Available online at: [Affirmative Marketing Report & Plan - Google Docs](#). While not directed at public policies that serve as barriers to affordable housing, the plan did identify systemic barriers to vulnerable populations accessing affordable housing and housing resources.

In recent years, the City of Battle Creek has completed two housing studies and one review of redevelopment practices that speak to the impact of public policies on affordable housing. No ordinances were specifically identified as creating a barrier to the development of affordable housing, but a number of procedural changes and new policy ideas were proposed for further consideration by the City. In 2013, McKenna Associates prepared a comprehensive housing study and an analysis of impediments to fair housing that recommended a number of specific ordinance amendments and development incentives. In 2015, the City was selected as a Redevelopment Ready Community (RRC) program participant by Michigan Economic Development Corporation which involved an assessment of the City's community revitalization efforts and provided recommendations for improving redevelopment efforts. These reports are available online at [www.battlecreekmi.gov/186](http://www.battlecreekmi.gov/186).

Additional actions that have been taken in recent years include:

- The City hired Paul Fate and Associates in 2019 to complete an assessment of the community development delivery system in Battle Creek. This report assessed current market conditions, strengths and gaps in housing and neighborhood strategy, national best practices for creating vital cities, the state of nonprofit capacity and recommendations for strengthening the ecosystem. Available at: <http://www.battlecreekmi.gov/DocumentCenter/View/6150>.
- The City's Planning Division made a number of changes to its development review policies and procedures to improve and expedite service to the community and developers including: offering conceptual site plan review meetings for applicants; incorporating neighborhood planning council outreach information into the public participation strategy; and creating greater clarity around the development process by adding development review process flowcharts with timelines to the city website.
- Held a number of community conversations on the City's building inspections process that resulted in the creation of an advisory group with citizen and stakeholder representation that recommends changes to inspections policies and procedures.
- Modified the City's Vacant and Abandoned Buildings ordinance to create greater accountability around the most derelict properties while easing some provisions in order to help private owners return properties to productive use. Many of these properties are located in low- and

moderate-income neighborhoods.

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

Public funding for community development activities is limited and the problems to be addressed in neighborhoods are complex and numerous. Strategies are based on giving neighborhoods tools to address blight and make rentals safe by funding code compliance and demolition; eviction diversion and housing case management services to help people stay housed or secure new housing; and home repair for those who cannot afford to repair their homes. CDBG funding was also used for program delivery costs, public engagement and strategic planning for 20% of the CDBG allocation. Planning and public engagement has been a key to pursuing additional funds from the State and local funders.

For the HOME program, funds were allocated to preserve affordable housing by funding rehabilitation of housing and by providing tenant-based rental assistance in partnership with nonprofit organizations. With the onset of the coronavirus pandemic, the need for rental assistance increased dramatically, whereas demand for home owner rehab declined due to the need for social distancing. As a result, City staff reprogrammed its 2019 HOME funds through an amendment to the 2019 Annual Action Plan, reducing home owner rehab funds and increasing TBRA to meet the need. Some of these reallocated funds were spent in 2020, but were awarded to a new sub-recipient in late 2021 and will be administered through 2022.

While almost all funded activities occur in low- and moderate-income areas, the unmet need is large. The City has hundreds of registered vacant buildings; nearly a thousand people experience homelessness each year; rents are increasing dramatically; and, approximately 3,550 households are severely housing cost burdened meaning that they pay over 50% of their income in housing and utility costs. Funds are targeted to be strategically used to address community needs. The 2021 public engagement process and needs assessment for the Consolidated Plan informed these allocation priorities. In a typical year (i.e., non-pandemic influenced), numerous public workshops are held to ensure that the strategies developed continue to address priority needs.

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

Any housing unit that is rehabilitated, modernized, weatherized, or reconstructed using City or entitlement dollars must address lead paint hazards that are present. When Lead Inspections/Risk Assessments are required, they are done before work begins and when finished a Lead Clearance is required, all provided by a licensed Lead Inspector. All sub-recipients must comply with federal regulations for lead hazard reduction and/or abatement in an effort to reduce the hazards of lead paint in the community. Every homeowner is provided a pamphlet education about the lead risks before any rehabilitation work begins. The City verifies these requirements have been met by monitoring programs yearly.

The Calhoun County Public Health Department and the City of Battle Creek started a Lead Poisoning Prevention Task Force in January of 2016 as a way for agencies within Calhoun County to share information about lead resources and activities. The initial focus was on stakeholders that serve areas



that have had high levels of positive lead testing in the past.

The task force is a diverse group with representation from state, county, city, village and township governments; public health agencies, early childhood service providers, and non-profit housing providers. Up until the start of the pandemic the group met monthly to create action in three areas: increasing lead testing in children, decreasing lead exposures in homes and the environment, and creating greater public awareness about the risks of lead poisoning.

Since the beginning of the pandemic the task force has been on hiatus. , but a number of the partners have continued to coordinate activities. The City and Community Action continue to implement the \$1.5 million per year CHIP Medicaid Lead Hazard Control Grant from the Michigan Department of Health and Human Services (MDHHS). The City was also awarded a \$3.4 Lead Hazard Control and Healthy Homes grant from HUD in 2020. Neighborhoods, Inc. is working with the City as a sub-recipient to do lead abatement projects in the areas outside the City. Over three years the city anticipates completing 85 lead hazard control projects.

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

CDBG and HOME funded programs serve as the cornerstone of the City’s efforts to address community development needs, including poverty. Programs and projects funded during the 2021-22 program year which addressed the causes, as well as the symptoms of poverty, included the following:

- Housing rehabilitation for low- and moderate-income individuals unable to secure financing to address health, safety, and accessibility issues in their homes.
- Financial literacy and budgeting classes offered through Neighborhoods, Inc. to encourage asset growth and proper money management techniques and responsible use of credit.
- Tenant-based Rental Assistance to assist people that are trying to get back on their feet with access to affordable housing.
- CDBG-CV rental assistance and CDBG-CV utility assistance to help families whose housing situation has been affected by the pandemic to avoid eviction.

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

The City of Battle Creek continues to improve, and expand on, its collaborative efforts. Efforts are made to fill gaps identified through Consolidated Planning Workshop sessions, outreach sessions with citizen groups, meetings of local collaborative bodies and consultations with sub-recipients and other service organizations with similar missions. Staff will continue to identify and reach out to agencies and organizations that may be key partners in addressing the needs of low and moderate income persons within Battle Creek.

Community Development staff are involved with the Battle Creek Area Homeless Coalition, The Coordinating Council, the Housing Solutions Board, the Human Relations Board and various other boards and committees. As required, staff also continue to meet with many agencies in the community and provide technical assistance for those in need.

The City and the Calhoun County Land Bank Authority (CCLBA) continue to collaborate on housing and neighborhood development activities in Battle Creek neighborhoods.

The City, Neighborhoods Inc, Community Action, Habitat for Humanity, and the CCLBA and other local agencies continue to work together to coordinate housing services and programs to families and to do joint planning to increase neighborhood impact. Working groups to coordinate the work of agencies building wheel chair ramps, collaborate in doing outreach to local and MBE/WBE contractors, to develop new lead abatement programs and to review neighborhood data and choose target areas for services, are examples of progress being made in this area.

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

Actions taken to enhance coordination between public and private housing and social service agencies include the City’s participation in rental property owner outreach, the Calhoun County Lead Poisoning Prevention Task Force and BC Vision.

City staff serve as members of the “Beyond Separation” Design Team of the Truth, Racial Healing, and Transformation (TRHT) Initiative. TRHT is a community-wide collaborative initiative funded by the W.K. Kellogg Foundation focused on creating a racial equity movement in Battle Creek. The Beyond Separation team is focused on housing and addressing segregation and is comprised of representatives from the City, the Battle Creek Area Association of Realtors, the Fair Housing Center of Southwest Michigan, the Urban League, and community members.

The City held a funders symposium that brought together local community-based organizations redeveloping vacant land and local, state, and federal funders in 2021 and continues to work with these groups to secure State and local funds for their projects. Each organization has had their proposed redevelopment projects scored against the Consolidated Plan using the City’s strategic value score card, and numerous have received State, local foundation, or City ARPA funding.

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

As a condition of receiving HOME and other HUD formula based funding, the City of Battle Creek is required to certify that it will affirmatively further fair housing. This requires the City to identify and address impediments to fair housing choice. HUD defines an impediment to fair housing choice as:

Any actions, omissions, or decisions taken because of race, color, religion, sex, disability, familial status, or national origin which restrict housing choices or the availability of housing choices;

And any actions, omissions, or decisions which have the effect of restricting housing choices or the availability of housing choices on the basis of race, color, religion, sex, disability, familial status, or national origin.

The City extended its contract with the Fair Housing Center of Southwest Michigan from the 2019-20 program year through the end of the 2021-22 program year. In part this was needed as the pandemic made fair housing education and conferences all but impossible to conduct. The fair housing center was able to do 2 educational sessions, a virtual conference, and a public fair housing awareness campaign during the 2021-22 program year.

The City continued its work with the Human Relations Board to increase constructive communication among all people regardless of race, ethnicity, color, religion, national origin, sex, age, height, weight, marital status, physical or mental disability, family status, sexual orientation, gender identity, or socioeconomic status to promote productive relationships and equitable access to community resources for all. The board continued to meet virtually and reviewed and advised on a number of equity related issues including housing, policing and hiring at the city.

In 2021, the City hired MGT Consulting to complete an equity audit and develop an equity plan. The focus of the audit was on hiring practices and policing, but one of the recommendations was for the city to hire a Diversity, Equity, and Inclusion (DEI) Officer to champion DEI throughout the organization. The City is in the process of hiring for this position.

City staff serve as members of the “Beyond Separation” Design Team of the Truth, Racial Healing, and Transformation (TRHT) Initiative. TRHT is a community-wide collaborative initiative funded by the W.K. Kellogg Foundation focused on creating a racial equity movement in Battle Creek. The Beyond Separation team is focused on housing and addressing segregation and is comprised of representatives from the City, the Battle Creek Area Association of Realtors, the Fair Housing Center of Southwest Michigan, the Urban League, and community members. The team held two homebuyer education workshops in 2022 directed at BIPOC audiences.

The City hired Truth, Racial Healing, and Transformation (TRHT) Initiative to complete an Affirmative Marketing Report and Plan for the implementation of the City’s CDBG-CV grants. Available online at: [Affirmative Marketing Report & Plan - Google Docs](#). Based on findings of the Affirmative Marketing Report, the City funded a position at VOCES to provide housing case management for Latinx individuals and families affected by the pandemic.

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

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

The City of Battle Creek attempts to monitor all sub-recipients every program year. All programs (including those internally administered) are required to submit quarterly progress reports. Community Development staff meet two times a month to discuss comprehensive planning and progress towards addressing priority needs.

Regarding the HOME program:

CFR 92.251 (b) (3) Frequency of inspections states that "the participating jurisdiction must conduct an initial property inspection to identify the deficiencies that must be address. The participating jurisdiction must conduct progress and final inspections to determine that work was done in accordance with work write-ups."

The City of Battle Creek has established a policy that requires at least three inspections on every HOME-funded Homeowner Rehab, ADR and Rental Rehab project. The City's Housing Rehab Coordinator inspects properties and provides a written statement documenting each inspections and its results for the file. The Housing Rehab Coordinator does a pre-construction inspection with a cost specification before any rehab project is approved, then a mid-construction inspection is scheduled around the second draw of funds or when the project is nearing its mid-point. Before the final draw of funds is made, the Housing Rehab Coordinator checks to see that all City permits have been finalized and a certificate of occupancy has been issued, and then conducts a final inspection.

All units assisted with TBRA receive a Housing Quality Standards (HQS) inspection by a Code Compliance officer. All units assisted are also required to be registered rentals with the City of Battle Creek. All registered rentals have to be inspected every three to six years depending on the renewal schedule and whether any complaints have been received.

All Rental Rehab properties, whether assisted with HOME funds or CHDO-Proceeds are inspected the required at least three times during the construction process and within 12 months of project completion. They are then inspected every three years by a Code Compliance Officer. Annually, the nonprofit owner of the rental rehab properties certifies that each property is suitable for occupancy, taking into account State and local health, safety, and other applicable codes, ordinances and requirements.

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

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

The following measures were undertaken in accordance with the City's Citizen Participation Plan to ensure citizens have reasonable notice and an opportunity to comment on performance reports:

The City notified the public via a public notice ad in the Shopper News on August 12, 2022 that under the Housing and Community Development Act of 1974, as amended and the Cranston- Gonzalez National Affordable Housing Act of 1990, the City of Battle Creek is required to do the following:

- Complete a performance report detailing the progress of the Community Development Block Grant and HOME Investment Partnership programs.
- Make the report available for public comment for at least 15 days.
- Hold a public hearing.

The Battle Creek City Commission held a public hearing on Tuesday, September 20, 2022, at 7:00 p.m. for the purposes of hearing public comment on the Consolidated Annual Performance Evaluation Report (CAPER).

A copy of the CAPER was made available from Wednesday, September 7, 2022, through Thursday, September 22, 2022 online at [www.battlecreekmi.gov/183](http://www.battlecreekmi.gov/183).

Comments received: TBD.

## **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.**

The City amended its 2019 Annual Action Plan to include a second allocation of CARES Act CDBG-CV funds during the 2021-22 program year, bringing the total allocation of CDBG-CV funds to \$1,004,976. CDBG-CV funds were allocated to activities that address the emerging needs caused by the pandemic such as the reduction of homeless shelter beds due to the need to social distance, hotel vouchers for temporary stays for domestic violence victims, rent assistance, utility assistance, housing case management, and eviction diversion services.

Even with additional housing funds from the State it is expected that the resources for rent and utility assistance will not meet the demand from displaced households going into 2022. Also, it is expected that an increase in mortgage and tax delinquency will begin to present a problem. City staff will continue to monitor these areas and may consider further amendments to its plans to address emerging needs.

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

No

## **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.

All Rental Rehab properties, whether assisted with HOME funds or CHDO-Proceeds are inspected the required at least three times during the construction process and within 12 months of project completion. They are then inspected every three years by a Code Compliance Officer. Annually, the nonprofit owner of the rental rehab properties certifies that each property is suitable for occupancy, taking into account State and local health, safety, and other applicable codes, ordinances and requirements.

The only property that is subject to this requirement is 94-96 Harvard St., which was last inspected in August of 2019 and is scheduled to be inspected in fall of 2022.

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

No City of Battle Creek rental or homebuyer projects contain five or more HOME-assisted housing units. All properties assisted with HOME funds for HOR or ADR are single family properties. All HOME sub-recipients and nonprofit CHDO developers follow Fair Housing law and principles.

Currently all assisted properties are occupied. ADR properties and rental rehab properties are widely advertised in the local papers, at the Battle Creek Housing Commission and on the internet. When our CHDO was slow to rent and sell assisted properties, the City required a monthly report on marketing activities. All properties were sold or rented with the regulatory timeframes.

### **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**

No program income was received during the program year.

### **Describe other actions taken to foster and maintain affordable housing. 91.220(k) (STATES ONLY: Including the coordination of LIHTC with the development of affordable housing). 91.320(j)**

The City of Battle Creek continues to strengthen its relationship with Neighborhoods Inc. and is working to certify them as a CHDO. The City has provided technical assistance to one other organizations considering CHDO certification.