

COMMONWEALTH OF MASSACHUSETTS

Department of Housing & Community Development

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Fiscal Years 2015 – 2016  
Community Services Block Grant (CSBG)

**Consolidated State Plan and Application**  
**September 1, 2014**

Submitted to:

Office of Community Services  
U.S. Department of Health and Human Services

August 2014

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**I. Federal Fiscal Years covered by this State Plan and Application**

The Commonwealth's Fiscal Years 2015 - 2016 Community Services Block Grant State Plan describes how the Community Services Block Grant (CSBG) program operates within Massachusetts. The Plan sets forth how the state collects and analyzes client information and outcomes, and assists in determining local service delivery, program needs, and priorities.

**II. Letter of Transmittal**  
**Letter of Designation (see next page)**

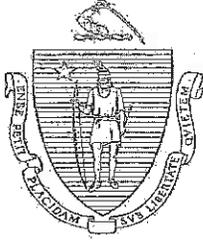
Commonwealth of Massachusetts, Department of Housing & Community Development  
FY 2015 - 2016 CSBG Consolidated State Plan and Application

Jeannie Chaffin  
Director  
Office of Community Service  
Administration for Children and Families  
U. S. Department of Health and Human Services  
370 L'Enfant Promenade, S. W.  
Washington, DC 20447

Dear Ms. Chaffin:

In accordance with Section 9908(a)(1) of the Community Services Block Grant Act, as most recently amended (42 U.S.C. Section 9901 et seq.), I hereby designate the Department of Housing and Community Development (DHCD) to act as the lead agency for the administration of the Community Services Block Grant. Aaron Gornstein, Undersecretary of DHCD, is authorized to make the certifications, provide the assurances and execute all documents required to implement the Community Services Block Grant program.

Sincerely,



OFFICE OF THE GOVERNOR  
COMMONWEALTH OF MASSACHUSETTS  
STATE HOUSE • BOSTON, MA 02133  
(617) 725-4000

DEVAL L. PATRICK  
GOVERNOR

August 31, 2012

TIMOTHY P. MURRAY  
LIEUTENANT GOVERNOR

Jeannie Chaffin  
Director  
Office of Community Service  
Administration for Children and Families  
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Sincerely,

A handwritten signature in black ink, appearing to read "Deval Patrick", written over a horizontal line.

### **III. EXECUTIVE SUMMARY**

#### **A. CSBG State Legislation**

##### Authorizing State Statute

The Massachusetts Economic Opportunity Act of 1984, as amended, M.G.L. c. 23B sec. 24.

Prior to the enactment of Chapter 204 of the Acts of 1996, the Department of Housing and Community Development (DHCD) was known as the Executive Office of Communities and Development. Section 16 of Chapter 19 of the Acts of 2007 changed the Director of DHCD to the Undersecretary of DHCD.

The Massachusetts State Legislature enacted “The Economic Opportunity Act” for low-income citizens of the Commonwealth of Massachusetts.

Consistent with the Community Services Block Grant Act, [Public Law 97-35, Section 672 et seq. as amended 42 U.S.C. Sec. 9901 et seq.], the Commonwealth of Massachusetts Economic Opportunity Act provides:

- A. A definition of terms used for programs operated by the Commonwealth of Massachusetts, e.g., Community Action Agency, Community Services Block Grant, Density of Poverty . . . ;
- B. A description of the requirements for a community action agency Board of Directors and the qualifications that must be met in order for an organization to be recognized as a community action agency;
- C. A description of the contractual relationship between the state and community action agencies, including the Undersecretary of DHCD, authority to promulgate regulations governing the use of funds, community action agency performance criteria, the de-designation procedure, and the process by which a community action agency may be designated to serve an unserved area;
- D. A description of how Community Services Block Grant funds will be distributed with ninety percent (90%) for community action agencies, five percent (5%) for discretionary Special Projects, and five percent (5%) for the Department’s grant administration expenses; and
- E. A description of the Undersecretary’s authority, subject to appropriation, to disburse additional funds, and for community action agencies to obtain funds other than those distributed by the Undersecretary of DHCD.

**B. Designation of Lead Agency to Administer the CSBG Program**

In accordance with Section 676(a)(1) of the Community Services Block Grant Act, as amended (Pub. 105-285), the Governor of the Commonwealth of Massachusetts has designated the Department of Housing and Community Development (DHCD) as the lead administering agency of the Community Services Block Grant (CSBG) program. Aaron Gornstein, as the Undersecretary of DHCD, is authorized to sign federal assurances and all other documents pertaining to the CSBG.

The State office to receive the CSBG award notices is:

Massachusetts Department of Housing and Community Development  
100 Cambridge Street, Suite 300  
Boston, MA 02114  
Office: (617) 573-1100  
Fax: (617) 573-1460  
Attention: Gerald Bell

The contact person for CSBG program is:

Gerald Bell  
Manager, Community Services Programs  
Division of Community Services  
Massachusetts Department of Housing and Community Development  
100 Cambridge Street, Suite 300  
Boston, MA 02114  
Office: (617) 573-1438  
Fax: (617) 573-1460  
E-mail: [gerald.bell@state.ma.us](mailto:gerald.bell@state.ma.us)

Employer Identification Number: **046002284**  
DUNS Number: **824848162**

C. Public Hearing Requirements

1. Public Hearing [42 U.S.C 9908 (a) (2) (B)]

DHCD provided written notification (see appendices) to CAAs and other appropriate entities announcing the DHCD's intention to hold a Public Hearing on the proposed Fiscal Years 2015 – 2016 CSBG State Plan. Notification of the public hearing date, time and location was posted on DHCD's website.

A Public Hearing on the Plan was convened on July 9, 2014 at DHCD, 100 Cambridge Street, 2<sup>nd</sup> Floor, Boston, MA 02114.

Testimony and written comments received were considered in the development of the final CSBG State Plan until July 25, 2014.

2. Legislative Hearing [42 U.S.C 9908 (a) (3)]

A Legislative Hearing was convened and held at the Massachusetts State House on June 25, 2014. The next three-year Legislative Hearing will take place in June 2017.

3. Public Inspection of State Plan [42 U.S.C 9908 (e)(2)]

The Department encourages public participation in the development of services and activities covered by this Plan, including the opportunity to review, and/or submit written comments. The draft plan was available for public inspection beginning **June 25, 2014**. In order to facilitate this requirement, the proposed plan was available on the DHCD website.

#### IV. STATEMENT OF FEDERAL AND CSBG ASSURANCES

As part of the annual or bi-annual application and plan required by Section 676 of the Community Services Block Grant Act as amended, 42 U.S.C. 9901 et seq. (The Act), DHCD acting as the lead agency for the administration of the CSBG, hereby agrees to the Assurances in Section 676 of The Act.

##### A. Programmatic Assurances

(1) Funds made available through this grant or allotment will be used:

- (a) To support activities that are designed to assist low-income families and individuals, including families and individuals receiving assistance under part A of title IV of the Social Security Act (42 U.S.C. 601 et seq.), homeless families and individuals, migrant or seasonal farmworkers, and elderly low-income individuals and families to enable the families and individuals to:
  - (i) remove obstacles and solve problems that block the achievement of self-sufficiency (including self-sufficiency for families and individuals who are attempting to transition off a State program carried out under part A of title IV of the Social Security Act);
  - (ii) secure and retain meaningful employment;
  - (iii) attain an adequate education, with particular attention toward improving literacy skills of low-income families in the communities involved, which may include carrying out family literacy initiatives;
  - (iv) make better use of available income;
  - (v) obtain and maintain adequate housing and a suitable living environment;
  - (vi) obtain emergency assistance through loans, grants, or other means to meet immediate and urgent family and individual needs; and
  - (vii) achieve greater participation in the affairs of the communities involved, including the development of public and private grassroots partnerships with local law enforcement agencies, local housing authorities, private foundations, and other public and private partners to document best practices based on successful grassroots intervention in urban areas, to develop methodologies for widespread replication; and strengthen and improve relationships with local law enforcement agencies, which may include participation in activities such as neighborhood or community policing efforts;
- (b) To address the needs of youth in low-income communities through youth development programs that support the primary role of the family, give priority to the prevention of

youth problems and crime, and promote increased community coordination and collaboration in meeting the needs of youth, and support development and expansion of innovative community-based youth development programs that have demonstrated success in preventing or reducing youth crime, such as programs for the establishment of violence-free zones that would involve youth development and intervention models (such as models involving youth mediation, youth mentoring, life skills training, job creation, and entrepreneurship programs); and after school child care programs; and

- (c) To make more effective use of, and to coordinate with, other programs (including State welfare reform efforts). [676(b)(1)]
- (2) To describe how the State intends to use discretionary funds made available from the remainder of the grant or allotment described in Section 675C(b) of The Act in accordance with the Community Services Block Grant program, including a description of how the State will support innovative community and neighborhood-based initiatives related to the purposes of the Community Services Block Grant program. [676(b)(2)]
- (3) To provide information provided by eligible entities in the State, including:
  - (a) a description of the service delivery system, for services provided or coordinated with funds made available through grants made under Section 675C(a) of The Act, targeted to low-income individuals and families in communities within the State;
  - (b) a description of how linkages will be developed to fill identified gaps in services, through the provision of information, referrals, case management, and follow-up consultations;
  - (c) a description of how funds made available through grants made under Section 675C(a) will be coordinated with other public and private resources; and
  - (d) a description of how local entities will use the funds to support innovative community and neighborhood-based initiatives related to the purposes of the Community Services Block Grant, which may include fatherhood initiatives and other initiatives with the goal of strengthening families and encouraging effective parenting. [676(b)(3)]
- (4) To ensure that eligible entities in the State will provide, on an emergency basis, for the provision of such supplies and services, nutritious foods, and related services, as may be necessary to counteract conditions of starvation and malnutrition among low-income individuals. [676(b)(4)]
- (5) That the State and the eligible entities in the State will coordinate, and establish linkages between, governmental and other social services programs to assure the effective delivery of such services to low-income individuals and to avoid duplication of such services, and State and the eligible entities will coordinate the provision of employment and training activities in the State and in communities with entities providing activities through statewide and local workforce investment systems under the Workforce Investment Act of 1998. [676(b)(5)]

- (6) To ensure coordination between antipoverty programs in each community in the State, and ensure, where appropriate, that emergency energy crisis intervention programs under title XXVI (relating to home energy assistance) are conducted in such communities. [676(b)(6)]
- (7) To permit and cooperate with Federal investigations undertaken in accordance with Section 678D of The Act. [676(b)(7)]
- (8) That any eligible entity in the State that received funding in the previous fiscal year through a Community Services Block Grant under the Community Services Block Grant program will not have its funding terminated under this subtitle, or reduced below the proportional share of funding the entity received in the previous fiscal year unless, after providing notice and an opportunity for a hearing on the record, the State determines that cause exists for such termination or such reduction, subject to review by the Secretary as provided in Section 678C(b) of The Act. [676(b)(8)]
- (9) That the State and eligible entities in the State will, to the maximum extent possible, coordinate programs with and form partnerships with other organizations serving low-income residents of the communities and members of the groups served by the State, including religious organizations, charitable groups, and community organizations. [676(b)(9)]
- (10) To require each eligible entity in the State to establish procedures under which a low-income individual, community organizations, or religious organization, or representative of low-income individuals that considers its organization, or low-income individuals, to be inadequately represented on the board (or other mechanism) of the eligible entity to petition for adequate representation. [676(b)(10)]
- (11) To secure from each eligible entity in the State, as a condition to receipt of funding, a community action plan (which shall be submitted to the Secretary, at the request of the Secretary, with the State plan) that includes a community-needs assessment for the community served, which may be coordinated with community-needs assessments conducted for other programs. [676(b)(11)]
- (12) That the State and all eligible entities in the State will, not later than fiscal year 2001, participate in the Results Oriented Management and Accountability System, another performance measure system for which the Secretary facilitated development pursuant to Section 678E(b) of The Act. [676(b)(12)]
- (13) To provide information describing how the State will carry out these assurances. [676(b)(13)] Please see the Narrative CSBG State Plan below.

B. Administrative Assurances

The State further agrees to the following, as required under The Act:

- (1) To submit an application to the Secretary containing information and provisions that describe the programs for which assistance is sought under the Community Services Block Grant program prepared in accordance with and containing the information described in Section 676 of the Act. [675A(b)]
- (2) To use not less than 90% of the funds made available to the State by the Secretary under Section 675A or 675B of the Act to make grants to eligible entities for the stated purposes of the Community Services Block Grant program and to make such funds available to eligible entities for obligation during the fiscal year and the succeeding fiscal year, subject to the provisions regarding recapture and redistribution of unobligated funds outlined below. [675C(a)(1) and (2)]
- (3) In the event that the State elects to recapture and redistribute funds to an eligible entity through a grant made under Section 675C(a)(1) when unobligated funds exceed 20% of the amount so distributed to such eligible entity for such fiscal year, the State agrees to redistribute recaptured funds to an eligible entity, or require the original recipient of the funds to redistribute the funds to private, nonprofit organization, located within the community served by the original recipient of the funds, for activities consistent with the purposes of the Community Services Block Grant program. [675C(a)(3)].
- (4) To spend no more than the greater of \$55,000 or 5% of its grant received under Section 675A or the State allotment received under Section 675B for administrative expenses, including monitoring activities. [675C(b)(2)]
- (5) In states with a charity tax credit in effect under state law, the State agrees to comply with the requirements and limitations specified in Section 675C regarding use of funds for statewide activities to provide charity tax credits to qualified charities whose predominant activity is the provision of direct services within the United States to individuals and families whose annual incomes generally do not exceed 185 percent of the poverty line in order to prevent or alleviate poverty among such individuals and families. [675C]
- (6) That the lead agency will hold at least one hearing in the State with sufficient time and statewide distribution of notice of such hearing, to provide to the public an opportunity to comment on the proposed use and distribution of funds to be provided through the grant or allotment under Section 675A or 675B for the period covered by the State plan. [676(a)(2)(B)]
- (7) That the chief executive officer of the State will designate, an appropriate State agency for purposes of carrying out State Community Services Block Grant program activities. [676(a)(1)]
- (8) To hold at least one legislative hearing every three years in conjunction with the development of the State plan.[676(a)(3)]

- (9) To make available for the public inspection each plan or revised State plan in such a manner as will facilitate review of and comment on the plan. [676(e)(2)]
- (10) To conduct the following reviews of eligible entities:
  - (a) full on-site review of each such entity at least once during each three-year period;
  - (b) an on-site review of each newly designated entity immediately after the completion of the first year in which such entity receives funds through the Community Services Block Grant program;
  - (c) follow-up reviews including prompt return visits to eligible entities, and their programs, that fail to meet the goals, standards, and requirements established by the State; and
  - (d) other reviews as appropriate, including reviews of entities with programs that have had other Federal, State or local grants (other than assistance provided under the Community Services Block Grant program) terminated for cause. [678B(a)].
- (11) In the event that the State determines that an eligible entity fails to comply with the terms of an agreement or the State plan, to provide services under the Community Services Block Grant program or to meet appropriate standards, goals, and other requirements established by the State (including performance objectives), the State will comply with the requirements outlined in Section 678C of the Act, to:
  - (a) inform the entity of the deficiency to be corrected;
  - (b) require the entity to correct the deficiency;
  - (c) offer training and technical assistance as appropriate to help correct the deficiency, and submit to the Secretary a report describing the training and technical assistance offered or stating the reasons for determining that training and technical assistance are not appropriate;
  - (d) at the discretion of the State, offer the eligible entity an opportunity to develop and implement, within 60 days after being informed of the deficiency, a quality improvement plan and to either approve the proposed plan or specify reasons why the proposed plan cannot be approved; and
  - (e) after providing adequate notice and an opportunity for a hearing, initiate proceedings to terminate the designation of or reduce the funding to the eligible entity unless the entity corrects the deficiency. [678(C)(a)]
- (12) To establish fiscal controls, procedures, audits and inspections, as required under Sections 6781D(a)(1) and 678D(a)(2) of the Act.

- (13) To repay to the United States amounts found not to have been expended in accordance with the Act, or the Secretary may offset such amounts against any other amount to which the State is or may become entitled under the Community Services Block Grant program. [678D(a)(3)]
- (14) To participate, by October 1, 2001, and ensure that all-eligible entities in the State participate in the Results-Oriented Management and Accountability (ROMA) System [678E(a)(1)].
- (15) To prepare and submit to the Secretary an annual report on the measured performance of the State and its eligible entities, as described under 678E(a)(2) of the Act.
- (16) To comply with the prohibition against use of Community Services Block Grant funds for the purchase or improvement of land, or the purchase, construction, or permanent improvement (other than low-cost residential weatherization or other energy-related home repairs) of any building or other facility, as described in Section 678F(a) of the Act.
- (17) To ensure that programs assisted by Community Services Block Grant funds shall not be carried out in a manner involving the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting or resulting in the identification of such programs with any partisan or nonpartisan political activity or any political activity associated with a candidate, or contending faction or group, in an election for public or party office; any activity to provide voters or prospective voters with transportation to the polls or similar assistance with any such election, or any voter registration activity. [678F(b)]
- (18) To ensure that no person shall, on the basis of race, color, national origin or sex be excluded from participation in, be denied the benefits of, or be subjected to discrimination under, any program or activity funded in whole or in part with Community Services Block Grant program funds. Any prohibition against discrimination on the basis of age under the Age Discrimination Act of 1975 (42 U.S.C. 6101 et seq.) or with respect to an otherwise qualified individual with a disability as provided in Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 12131 et seq.) shall also apply to any such program or activity. [678F(c)]
- (19) Section 679. Operational Rule
  - “(a) Religious Organizations Included as Nongovernmental Providers.—For any program carried out by the Federal Government, or by a State or local government under this subtitle, the government shall consider, on the same basis as other non-governmental organizations, religious organizations to provide the assistance under the program, so long as the program is implemented in a manner consistent with the Establishment Clause of the first amendment of the Constitution. Neither the Federal Government nor a State or local government receiving funds under this subtitle shall discriminate against an organization that provides assistance under, or applies to provide assistance under, this subtitle, on the basis that the organization has a religious character.

(b) Religious Character and Independence

1. In General – A religious organization that provides assistance under a program described in subsection (a) shall retain its religious character and control over the definition, development, practice and expression of its religious beliefs.
2. Additional Safeguards – Neither the Federal Government nor a State or a local government shall require a religious organization –
  - a. to alter its form of internal governance, except (for purposes of administration of the community services block grant program) as provided in section 676B; or
  - b. to remove religious art, icons, scripture, or other symbols; in order to be eligible to provide assistance under a program described in subsection (a).
3. Employment practices – A religious organization’s exemption provided under section 702 of the Civil Rights Act of 1964 (42 U.S.C. 2000e-2) regarding employment practices shall not be affected by its participation in, or receipt of funds from, program described in subsection (a).

(c) Limitations on Use of Funds for Certain Purposes.---

No funds provided directly to a religious organization to provide assistance under any program described in subsection (a) shall be expended for sectarian worship, instruction, or proselytization.

(d) Fiscal Accountability.---

- (1) In General.—Except as provided in paragraph (2), any religious organization providing assistance under any program described in subsection (a) shall be subject to the same regulations as other nongovernmental organizations to account in accord with generally accepted accounting principles for the use of such funds provided under such program.
- (2) Limited Audit.—Such organization shall segregate government funds provided under such program into a separate account. Only the government funds shall be subject to audit by the government.

(e) Treatment of Eligible Entities and Other Intermediate Organizations.—If an eligible entity or other organization (referred to in this subsection as an ‘intermediate organization’), acting under a contract, or grant or other agreement, with the Federal Government or a State or local government, is given the authority under the contract or agreement to select nongovernmental organizations to provide assistance under the

programs described in subsection (a), the intermediate organization shall have the same duties under this section as the government.”

C. Other Administrative Certifications

The State also certifies the following:

- (1) To provide assurances that cost and accounting standards of the Office of Management and Budget (OMB Circular A-110 and A-122) shall apply to a recipient of Community Services Block Grant program funds.
- (2) To comply with the requirements of Public Law 103-227, Part C - Environmental Tobacco Smoke, also known as the Pro-Children Act of 1994, which requires that smoking not be permitted in any portion of any indoor facility owned or leased or contracted for by an entity and used routinely or regularly for the provision of health, day care, education, or library services to children under the age of 18 if the services are funded by a Federal grant, contract, loan or loan guarantee either directly or through state or local governments. The State further agrees that it shall require the language of this certification to be included in any subawards, which contain provisions for children's services and that all subgrantees shall certify accordingly.

Signature: \_\_\_\_\_

  
Aaron Gornstein, Undersecretary  
Department of Housing and Community Development

Date: \_\_\_\_\_



## V. THE NARRATIVE STATE PLAN

### THE NARRATIVE STATE PLAN

#### **(A) Administrative Structure**

##### (1) State Administrative Agency

The Executive Office of Housing and Economic Development's Department of Housing and Community Development (DHCD) is the Commonwealth's principal agency for public housing and community development concerns that affect the state's 351 cities and towns. In this role, DHCD utilizes state and federal funds and technical assistance available to strengthen communities and help them plan new developments, encourage economic development, revitalize areas of disinvestment, improve local government management, build and manage public housing, stimulate affordable rental and homeownership through the public/private sector, and respond to the needs of low-income people. DHCD administers the state's public housing programs, coordinates its anti-poverty efforts, allocates federal community development resources, and provides a variety of services to local government officials.

#### **Mission, Goals and Objectives**

DHCD's mission is to strengthen cities, towns and neighborhoods to enhance the quality of life of Massachusetts residents. We provide leadership, professional assistance and financial resources to promote safe, decent affordable housing opportunities, economic vitality of communities and sound municipal management.

To accomplish this mission, DHCD will provide leadership, professional assistance, and financial resources to promote safe, decent affordable housing opportunities, economic vitality of communities and sound municipal management. DHCD will forge partnerships with regional and local governments, public agencies, community-based organizations, and the business community to achieve common goals and objectives. In all of these efforts, DHCD will recognize and respect the diverse needs, circumstances, and characteristics of individuals and communities.

Governor Deval Patrick has announced the following key priorities of his administration. CAA programmatic activities, which utilize CSBG funds support the Governor's priorities in the following manner:

#### **World Class Education - Readiness Project is supported by:**

Adult Basic Education (ABE), General Equivalency Diploma (GED) assistance, Head Start and Early Head Start, day care, ESL/ESOL, school drop out prevention, alternative high school and college.

**Job Creation and Economic Growth is supported by:**

Workforce development, career counseling, skills training, job placements, Summer Youth Jobs, development for CAA employees, small business development, asset development, family self-sufficiency, homeownership opportunities, and community revitalization activities.

**Civic Engagement and Strong Communities is supported by:**

Individual and family volunteer programs, coalition and partnership building, resident participation, Retired Senior Volunteer Program, community action planning, and emergency assistance.

The Department of Housing and Community Development is committed to:

1. programs and funding that target populations of low- to moderate-incomes and those with special needs;
2. coordinated, integrated and balanced agency responses to address the comprehensive needs and interests of communities;
3. programs and technical assistance designed to facilitate informed decision making at the local level, and to encourage self-sufficiency of residents and communities; and
4. sound business practices that ensure the highest standards of public accountability and responsibility.

**The Office of the Undersecretary**

The Undersecretary is appointed by the Governor to administer and maintain executive authority over all phases of DHCD's activities and to coordinate policy with the Governor and the rest of the Administration. The Undersecretary is a member of the Board of Directors of MassHousing (formerly the Massachusetts Housing Finance Agency), the Massachusetts Housing Partnership Fund, and the Community Economic Development Assistance Corporation (Chair). The Undersecretary is also a member of the Local Government Advisory Council, and chairs the Interagency Council on Housing and Homelessness (ICHH). The Undersecretary also serves on numerous other state boards and commissions.

The Office of the Undersecretary includes the Office of the Deputy Undersecretary, Chief of Staff and the Communications Office. The Undersecretary is also assisted by the Office of the Chief Counsel, the Office of Administration and Finance and the Office of Policy Development that administers the CSBG discretionary (Special Projects) program and provides policy comments and recommendations on proposed legislation and regulations, analyzing each to ensure consistency with DHCD's goals and the Governor's priorities.

DHCD is responsible for a variety of programs and services that are administered through four (4) divisions: (Division of Community Services, Division of Public Housing and Rental Assistance, Division of Housing Development and the Division of Housing Stabilization).

DHCD also oversees the Commission on Indian Affairs, the Manufactured Homes Commission, and the American and Canadian/French Cultural Exchange Commission. In addition, the following quasi-public agencies are affiliates of DHCD: MassHousing; the Massachusetts Community Economic Development Assistance Corporation, and the Massachusetts Housing Partnership.

### **Division of Community Services**

This Division is the conduit through which DHCD serves Massachusetts' low-income population. Working in cooperation with the federal government, other state agencies, local and regional nonprofits, and the private sector, the Division is responsible for planning, implementing, and monitoring the delivery of federal and state anti-poverty efforts, activities, neighborhood economic development, homelessness prevention, fuel assistance, and weatherization programs across the Commonwealth. The Division of Community Services (DCS) is organized into five (5) components: the Community Services Unit (CSU), the Community Development Unit (CDU), the Office of Sustainable Communities (OSC), the Energy Conservation Unit (ECU) and the Fiscal and Compliance Unit (FCU).

The Community Services Unit administers the Community Services Block Grant, the Low-income Home Energy Assistance Program (LIHEAP), and the Neighborhood Housing Services (NHS) program.

The Community Development Unit is responsible for allocating financial and technical resources to assist cities and towns with their revitalization and community development needs. The Unit uses resources such as Community Development Block Grants, Neighborhood Stabilization Program, Community Investment Tax Credit Program, the Mass Downtown Initiative, and other state and federal grants, as well as the technical expertise of staff, to support a wide variety of community, housing, and economic development efforts.

The Office of Sustainable Communities is comprised of a number of programs including Urban Renewal, Urban Center Housing - Tax Increment Financing (UCH-TIF), Smart Growth, 40R, and Relocation. The OSC is DHCD's conduit for linking communities with planning and development resources, facilitating its mission to strengthen cities and towns by providing technical assistance and training, and supporting local community development and capacity building activities. The CAU's interdisciplinary staff works across programs to enhance service delivery with a focus on housing production, land use and zoning, economic development, sustainable development, and municipal governance in order to help communities effect change and better manage development.

The Energy Conservation Unit (ECU) works closely with the Community Services Unit (CSU) and administers the Heating Energy Assistance Retrofit Task Weatherization Assistance Program (HEARTWAP) and the Weatherization Assistance Program (WAP). HEARTWAP and WAP are funded by HHS and the U.S. Department of Energy (DOE) respectively.

DCS integrates the resources of the Community Development Unit, Community Services Unit, Office of Sustainable Communities and the Energy Conservation Unit.

The Fiscal and Compliance Unit manages all financial, budgeting, contractual and accounting functions of the Division.

### **Division of Public Housing and Rental Assistance**

The Public Housing and Rental Assistance Division carries out its responsibility for oversight of all state-aided public housing and various rental subsidy programs by collaborating with 240 local housing authorities and eight regional nonprofit agencies. Through this network, the division maintains a portfolio of state-assisted public housing, federal and state rental vouchers. These resources provide decent, safe and sanitary affordable homes for over 2% of Massachusetts residents – low- and moderate-income families, senior citizens and persons with disabilities. While many of these programs may serve households with incomes up to 80% of the area median, this housing generally performs as the safety net for very low-income elderly and family households.

The Public Housing and Rental Assistance Division works through three (3) bureaus:

Housing Management, which works with local housing authorities on their day-to-day operations and budgets, and performs research and advocacy about the needs for sufficient resources and professional management;

Housing Development and Construction, which provides technical assistance and project administration in the areas of design, development and construction with the goal of modernizing the entire portfolio and constructing specialized new public housing units where appropriate; and

Rental Assistance, which carries out the Division's role as Massachusetts' largest administrator of the Section 8 rental voucher program and the Massachusetts Rental Voucher Program (MRVP) and Alternative Housing Voucher Program (AHVP) programs, overseeing rental subsidies, upgrading of substandard rental housing and a wide spectrum of support services tied to a rental subsidy.

### **Division of Housing Development**

This Division of Housing Development supports the production of affordable rental housing, including units for persons with special needs, and the construction or rehabilitation of affordable homes and condominiums for purchase by income-eligible first-time homebuyers. Among the programs that are administered by the Division of Housing Development are the Federal Home and Tax Credit programs, Housing Stabilization Fund, HOME, Housing Innovation Fund, Capital Improvement and Preservation Fund, Facilities Consolidation Fund and the Soft Second Program.

### **Division of Housing Stabilization**

The Division of Housing Stabilization (DHS) is charged with the mission of preventing homelessness, sheltering those for whom homelessness is unavoidable, and rapidly re-housing the homeless in stable, permanent housing. DHS's work is guided by the Massachusetts Commission to End Homelessness' Plan to End Homelessness and the Patrick Administration's

Interagency Council on Housing and Homelessness. DHS also oversees the Regional Networks created under the auspices of the Interagency Council on Housing and Homelessness (ICHH).

The following chart provides a profile of each eligible entity in Massachusetts (also see Appendices for additional information on geographical areas served).

CAA	FY 2014 CSBG Allocation	Number of Barriers to Self-Sufficiency Removed	Number of Individuals Served
ABCD	5,744,701	87,726	102,726
Action, Inc.	275,745	7,418	7,190
BCAC	378,039	17,413	17,401
CAAS	352,837	1,384	754
CACCI	343,941	8,663	5,017
CAI	286,123	25,329	17,921
CAPIC	302,431	7,252	17,119
CEOC	419,548	8,326	12,946
CFC	526,289	56,634	40,813
CTI	495,156	39,057	49,033
CA/FCAC	616,723	45,782	22,553
GLCAC	333,562	21,837	29,432
LEO	429,927	16,172	11,552
MOC	381,003	20,069	26,133
NSCAP	327,632	5,134	11,804
PACE	465,507	47,166	35,356
QCAP	272,781	23,974	19,477
SPCA	504,051	3,347	5,749
SHI	443,268	64,746	38,861
SMOC	300,948	55,932	56,335
SSCAC	272,781	27,375	27,952
TRICAP	401,759	20,434	17,086
VOC	338,011	31,336	45,542
WCAC	612,273	20,004	36,094
<b>Totals</b>	<b>\$14,825,036</b>	<b>574,872</b>	<b>654,846</b>

(2) Distribution and Allocation of Funds

(a) Planned Distribution of Funds for Current Fiscal Year

<b>Eligible Entities</b>	<b>Proportional share</b>
1. Action for Boston Community Development, Inc. (Boston)	38.75%
2. Action, Inc. (Gloucester)	1.86%
3. Berkshire Community Action Council, Inc. (Pittsfield)	2.55%
4. Cambridge Economic Opportunity Committee, Inc. (Cambridge)	2.83%
5. Citizens for Citizens, Inc. (Fall River)	3.55%
6. Community Action Agency of Somerville, Inc. (Somerville)	2.38%
7. Community Action Committee of Cape Cod & Islands, Inc. (Hyannis)	2.32%
8. Community Action, Inc. (Haverhill)	1.93%
9. Community Action of the Franklin, Hampshire and North Quabbin Regions (Greenfield)	4.16%
10. Community Action Programs Inter-City, Inc. (Chelsea)	2.04%
11. Community Teamwork, Inc. (Lowell)	3.34%
12. Greater Lawrence Community Action Council, Inc. (Lawrence)	2.25%
13. Lynn Economic Opportunity, Inc. (Lynn)	2.90%
14. Montachusett Opportunity Council, Inc. (Fitchburg)	2.57%
15. North Shore Community Action Programs, Inc. (Peabody)	2.21%
16. People Acting in Community Endeavors, Inc. (New Bedford)	3.14%
17. Quincy Community Action Programs, Inc. (Quincy)	1.84%
18. Self-Help, Inc. (Brockton)	2.99%
19. South Middlesex Opportunity Council, Inc. (Framingham)	2.03%
20. South Shore Community Action Council, Inc. (Plymouth)	1.84%
21. Springfield Partners for Community Action, Inc. (Springfield)	3.40%

22. Tri-City Community Action Program, Inc. (Malden)	2.71%
23. Valley Opportunity Council, Inc. (Holyoke)	2.28%
24. Worcester Community Action Council, Inc. (Worcester)	4.13%

(b) Description of Criteria and Distribution Formula

As outlined in the above table, DHCD shall award at least 90% of the CSBG funds allocated to the Commonwealth of Massachusetts to the 24 private, non-profit eligible entities. DHCD anticipates that the Commonwealth of Massachusetts will receive approximately \$16,798,721 each year in Community Services Block Grant funding from the U.S. Department of Health and Health Services (HHS) during Fiscal Years 2015 and 2016, of which 90%, \$14,825,036 will be awarded to eligible entities based on a historical funding formula.

In the event that the federal CSBG appropriation for Fiscal Years 2015 and FY 2016 is less than the amount received by the Commonwealth for FY 2014, DHCD shall allocate funding to eligible entities based on the distribution formula used for FY 2014, or in any other manner which is consistent with the requirements of the Community Services Block Grant Act. The annual funding and contracting cycle will correspond directly to the timely availability of funds from HHS.

Community Services Block Grant funds that are distributed as grants to eligible entities and have not been expended by an entity may be carried over into the next fiscal year for expenditure by the entity for program purposes, with limitations as described below.

(c) Description of Distribution and Use of Restricted Funds.

Community Services Block Grant funds that are distributed as grants to eligible entities and have not been expended by an entity may be carried over into the next fiscal year for expenditure by the entity for program purposes. Each year, DHCD tracks CSBG carry-over funds through the following three mechanisms:

1. During the CSBG Annual Application process, carry-over funds from the previous fiscal year(s) are identified in the CSBG budget.
2. Carry-over funds are then reprogrammed into the CSBG budget and reported accordingly by eligible entities.
3. Carry-over funds are also tracked by the agencies' final fiscal reports.

During the course of routine monitoring (desk and on-site reviews), DHCD will review and make recommendations to each CAA regarding the percentage of CSBG carry-over funds that the agency is showing on the books.

Although the Appropriations Act (H.R.3061) revised Section 675C (a) (3) of the CSBG Act to eliminate the carryover cap on unobligated funds from one fiscal year into the succeeding fiscal year, DHCD will continue to express its concern when the expenditures in a given fiscal year are

not reflective of the CSBG Workplan and Budget submitted for the federal fiscal year in which the funds were awarded. It is expected that a reasonable amount of carry-over may be necessary in some cases, especially if the final approval of the Federal budget is held up. However, the timely expenditure of funds does impact the funding decisions at the federal level.

During FY 2015 and FY 2016, any amount of carry-over (projected and/or actual) must be currently included in the annual CAA CSBG Workplan and Budgets, and also included in the CSBG Quarterly Reports. Subsequent expenditures should be reflective of the activity during the period of the current Federal FY CSBG award. Contracts will be updated to reflect this contract performance stipulation requiring that actual expenditures, including the carry-over must be posted in the accounting records according to that year's approved workplan and budget.

If DHCD continues to see a high percentage of funds carried over from one fiscal year beyond the succeeding fiscal year, DHCD shall move to recapture and redistribute unobligated funds in excess of 20% of the current year's CSBG allocations, according to the procedures outlined in SEC.675C (a) (3) of the Act. Such a provision shall be included in the Department's Standard Contract with all eligible entities.

The geography of poverty in the Commonwealth has changed over the past 24 years since the CSBG allocation was last reviewed. Low-income residents of the Commonwealth would be well served to have the allocation reflect more current poverty levels in the Commonwealth and other U.S. Census data. DHCD will work with all CAAs and MASSCAP to assess the current state of poverty in Massachusetts cities and towns. This is particularly relevant given that 2014 represents the 50<sup>th</sup> anniversary of President Johnson's Declaration of the War on Poverty.

The State may also consider a change in the CSBG funding formula for the following fiscal year pursuant to Section 678C(a) of the Act (42 U.S.C.9907).

(d) Description of Distribution and Use of Discretionary Funds [42 U.S.C 9908(B)(2)]

The Undersecretary, at his discretion, will distribute five (5%) percent of the FY 2015 and FY 2016 CSBG funds to non-profits for the following purpose(s):

1. Providing training and availability of technical assistance to entities in need;
2. coordinating state-operated programs and services targeted to low-income children and families with services (provided by eligible entities and other funded organizations) to ensure increased access to services provided by such state or local agencies;
3. supporting statewide coordination and communication among eligible entities;
4. analyzing the distribution of funds under the CSBG Act within the state to determine if such funds have been targeted to the areas of greatest need; and

5. supporting innovative programs and activities conducted by community action agencies or other neighborhood-based organizations to eliminate poverty, promote self-sufficiency, and promote community revitalization.

The criteria used to select activities for funding include: (1) activities that closely reflect broader policy objectives of DHCD; (2) services to assist special or unserved populations; (3) diversity in the distribution of resources throughout the Commonwealth of Massachusetts; and (4) other initiatives that expeditiously respond to the needs of low-income people, as determined by DHCD.

During fiscal year 2014, DHCD's CSBG discretionary allocation from HHS was \$823,613. Using Fiscal Years 2013 and 2014 allocations, DHCD committed a total of \$1,318,935 in grants.

The following are the lists of grants and their intended purposes:

<b>Grantee</b>	<b>Award Amount</b>
Father Bill's & Mainspring: Secure Jobs Evaluation	\$60,000
TAC: Supportive Housing Technical Assistance	\$55,750
PACE: Parent Child Home Program	\$40,000
MA Association of Community Development Corp.	\$75,000
The Neighborhood Developers: Revere Neighborhood Planning	\$20,000
CEDAC: CAA Study	\$55,845
Local Initiative Support Corp.: Resilient Communities/Resilient Families	\$50,000
Massachusetts Association for Community Action: NIQCA	\$117,100
ServiceNet: Homelessness Services	\$60,000
MA Housing & Shelter Alliance: Veterans' Homelessness Tech. Assistance	\$30,240
Springfield Housing Associates: Talk Read Succeed	\$60,000
Boston Community Capital: Working Cities Challenge	\$100,000
Family Nurturing Center: Fatherhood Initiative	\$20,000
Springfield Partners in Community Action: Mom Squad	\$50,000
Berkshire Housing Development Corp.: Homelessness Prevention	\$50,000
Community Action, of the Franklin, Hampshire, and North Quabbin Regions: Homelessness Prevention	\$50,000
Danvers Community Council: Food Pantry	\$20,000
Massachusetts Association for Community Action: VITA Hotels/Motels	\$105,000
Berkshire Community Action Council: Freedom Garden	\$35,000
Father Bill's & Mainspring: Secure Jobs	\$40,000
Springfield Neighborhood Services: Homebuyer/Financial Education	\$75,000
Project Hope: Homelessness Case Management	\$50,000
Danvers Community Council: Project Sunshine	\$25,000
Massachusetts Association of Community Development Corp.	\$75,000
<b>Total</b>	<b>\$1,318,935</b>

### **Fiscal Years 2015 – 2016 Discretionary Awards**

For Fiscal Years 2015 through 2016, DHCD has identified several priority categories in which CSBG Special Projects funding is to be directed. Priority categories identified to date are:

- Economic self-sufficiency;
- Affordable housing and homelessness efforts;
- Increasing the coordination and partnerships between Community Based Organizations (CBOs) and municipal government;
- Targeting funds for direct impact on low-income youth; and
- Community improvement, revitalization, and empowerment through civic engagement.

DHCD shall distribute discretionary fund awards on a rolling basis for projects that address specific priority areas. Special Projects categories take into consideration the Governor's priorities of World Class Education, Job Creation and Economic Growth, Civic Engagement and Strong Communities, Affordable Housing, and Homelessness Prevention.

The Undersecretary, at his discretion, may also provide financial and technical assistance grants to support a variety of anti-poverty and economic development activities that promote family self-sufficiency. Discretionary funds are awarded to community action agencies, as well as other community based nonprofit agencies, for start-up projects rather than multi-year funding.

DHCD will encourage CAAs to utilize more outcome-based metrics rather than output-reporting when being considered for discretionary grants from DHCD sources. Also, priority will be given to innovation and replicable initiatives which address both federal and state CSBG goals. Prior performance will also be considered.

#### (E) Description of Use of Administrative Funds

DHCD shall expend up to 5% of the Community Services Block Grant allocation for administrative expenses and grant management monitoring activities of the Division of Community Services and the Community Services Unit.

About 70% of the administrative funds will be earmarked for staff salaries and associated fringe benefits. The remaining 30% of the administrative funds will be used for other direct administrative expenditures such as office supplies, travel, conferences, and overhead costs.

DHCD will provide technical assistance related to the percentage of CSBG funds that eligible entities can budget for administrative purposes, pursuant to further direction from OCS. DHCD will begin to provide Training and Technical Assistance with regard to a broader range of fiscal topics including Direct Cost and Administrative Cost allocations.

#### (F) State Community Services Program Implementation

##### (1) Program Overview

As a condition for funding in accordance with the CSBG Act, each CAA develops and implements a three (3) year Community Action Plan covering three fiscal years.

Each plan includes:

- A description of the service delivery system targeted to low-income families;
- a description of how linkages will be developed to fill identified gaps in services through information, referral, case management, and follow-up consultation;
- a description of how funding under the CSBG Act will be coordinated with other public and private resources; and
- a description of how a local entity will use the funds to support innovative community and neighborhood-based initiatives related to the purpose of the CSBG, which may include fatherhood initiatives and other initiatives with the goal of strengthening family.

In order to ensure that the plan would meet statutory requirements, DHCD set benchmarks that included developing certain strategic priorities during the planning process. The first components of the Plan, The Action Planning document and needs assessment rationales describe the planning process to be used by CAAs and provide a description of all needs assessment methods and survey instrument(s) to be utilized during the community needs assessment process. The DHCD evaluation process includes a two-member review team. DHCD provides technical assistance, both on-site and via the telephone, during various developmental stages of the plan.

Fiscal Years 2013 and 2014 fell within a new three-year Community Action Planning cycle. Like previous years, DHCD hosted a training session in 2014 and provided technical assistance to all 24 CAAs in completing their current Community Action Plan encompassing Fiscal Years 2015 through 2017. The new Community Action Plan will be submitted for DHCD approval in August 2014.

The new Community Action Plan will remain effective from October 2014 through September 2017.

## (2) Community Needs Assessment

During the three (3) year Community Action Planning process, each eligible entity is required to develop a description of all methods used (e.g., surveys performed, interviews, focus groups, etc.), including a review of secondary data sources. In addition, a description of all needs assessment results, methods of tabulation, and how priority items were identified are to be included in the Community Action Plan.

The goal for the initial phase of a needs assessment is to collect and analyze data that describes each eligible entity's community/service area, the population demographics, and the relevant economic and social conditions. Subsequent analysis of the data produces a set of problem statements for the purpose of addressing those in the future.

By using this information, the major issues, problems, and needs within the service area are addressed by CAAs. In order for the needs assessment to provide an accurate picture of the service area's needs, DHCD encourages random sampling (to the extent possible) of all community residents.

The three (3) year Community Action Plan submitted to DHCD in August 2014, included the following sections:

- Mission Statement: a brief statement of the CAA's mission (based on the CSBG statute);
- Community Profile: a description of the CAA's service area and target populations. The profile is to be based on the community needs assessment and internal needs assessment results;
- Community Needs Assessment: a description of all methods used (e.g., surveys performed, interviews, focus groups, etc.), including secondary data sources, to determine community priority issues. In addition, a description of all needs assessment results, methods of tabulation, and identification of priorities are included in the Community Action Plan;
- Organizational Assessment: a description of the method used to identify agency staff and board of directors issues, a listing of results identified through the assessment process, and a description of how issues will be addressed;
- Service Delivery System a description of the CAAs service delivery system including details of activities and programs that are delivered to low-income individuals and families in the service area;
- Evaluation of National Indicators and other Performance Measures: a description of the Outcome Measures (one for each goal) to be used to monitor success in promoting self-sufficiency, community involvement, and increasing and improving the capacity of CAAs. This section should also include a description of the goals and strategies that the CAA plans to adopt for the next three (3) years. Strategy development should include projected program outcomes, the desired impact of the programs and activities delivered, and, strategies for achieving the goals, etc.;
- Linkages: a description of how identified gaps in services will be filled, e.g., through information and referral services, case management, follow-up consultation, advocacy for other local service providers, etc.;
- Funding Strategy: a description of how funding under the CSBG Act will be coordinated with public and private resources and a description of fundraising goals and strategies for the next three (3) years; and

- Vision Statement: a description of anticipated organizational operations and services to clients for the next three (3) years.

(3) Tripartite Board Representation

Section 676B(2) of Public Law 105-285, the Community Services Block Grant Act, requires that eligible entities receiving Community Services Block Grant funds comply with the stipulation that boards of directors be constituted so that one-third ( $\frac{1}{3}$ ) of the members are elected public officials or their representatives, and not fewer than one-third ( $\frac{1}{3}$ ) of the members are persons chosen in accordance with the democratic selection procedures adequate to ensure that they are representative of low-income individuals and families in the neighborhood and reside in the neighborhood represented. The remaining one-third ( $\frac{1}{3}$ ) represents officials or members of business, industry, labor, faith-based organizations, law enforcement, education, or other major community groups.

Although the current CSBG State Regulations located at 760 CMR 29 (effective 1999) do not include provisions for term limits, DHCD will encourage CAAs to adopt such term limit provisions in their bylaws.

(4) State Charity Tax Program (Not applicable)

(5) Programmatic Assurances

The following list shows all CSBG funded programs within applicable program categories on a statewide basis as planned for Fiscal Years 2015 and 2016.

<b>SERVICE CATEGORIES</b>	<b>Percent of CSBG funds allocated</b>	<b>Sample Programs</b>
SELF-SUFFICIENCY	3%	Family self-sufficiency; case management; and Individual Development Accounts (IDA).
EMPLOYMENT	12%	Workforce development; job/career counseling; skills training programs; staff training and development for CAA employees; economic mobility and job placements.
EDUCATION & LITERACY	15%	Adult Basic Education (ABE); General Equivalency Diploma (GED) assistance; Head Start & Early Head Start; child care; day care; educational counseling and guidance; and ESL/ESOL instructions.
INCOME MANAGEMENT	6%	Budget/credit/financial counseling; financial literacy, consumer assistance; and Volunteer Income Tax Assistance (VITA); and Earned Income Tax Credit (EITC) assistance.
HOUSING ASSISTANCE	9%	First-time homebuyer classes; affordable housing preservation; foreclosure prevention; housing search and placement; and landlord/tenant advocacy.
NUTRITION	6%	Food banks and food pantries; nutrition education and counseling; healthy eating habits, SHARE program; Summer Feeding programs; surplus food/commodities distribution; Women, Infant, and Children (WIC); and holiday food programs.
HEALTH	3%	Health care enrollment programs, alcohol and drug abuse prevention; family planning services; primary health care; transportation to medical appointments; obesity prevention, and substance abuse treatment.
EMERGENCY ASSISTANCE	14%	Crisis intervention and counseling; emergency energy assistance; emergency heating system repairs; donated goods; homeless shelters; emergency cash assistance; disaster management; and emergency transportation.
SENIOR	3%	Projects specifically designed to address the needs of elderly people, such as meals, transportation, telephone assurance, foster grandparents support, intergenerational programs.
YOUTH	3%	Summer jobs; youth recreation projects; summer youth employment; school dropout prevention; homework assistance.
LINKAGES AND COORDINATION	24%	Toy drives; transportation; community-wide board participation; coalition and partnership building; Community Action Planning; economic development; resident participation, and Benefit Enrollment & Coordination.
OTHER	2%	Organizational development and capacity building; board and staff training; planning, information technology.

Nineteen (19) out of (24) CSBG eligible entities are also the LAA for LIHEAP. Many also provide U.S. Department of Energy (DOE) Weatherization Assistance Program (WAP). DHCD will encourage eligible entities to increase their allocation of CSBG resources to self-sufficiency, employment, housing and capacity building projects during Fiscal Years 2015 and 2016.

(G) Fiscal Controls and Monitoring [42 USC 9914]

(1) State Program Monitoring

The Coats Human Services Reauthorization Act of 1998, Sections 676 and 678B, requires DHCD to perform a full onsite review of each CAA at least once during each 3-year period.

DHCD has a comprehensive and in-depth monitoring process in place. The agency has made its monitoring, assessment, oversight, and technical assistance responsibilities high priority tasks within the Division of Community Services (DCS). Consequently, the Community Services Unit (CSU) and Financial and Compliance Unit (FCU) within DCS employ a coordinated approach to ensure adequate analysis and coordination. DHCD conducts an in-depth on-site monitoring review of each CAA at least once during each three (3) year period and in accordance with a planned calendar schedule. Agencies deemed “at risk” receive a more frequent in-depth monitoring assessment, which often includes additional site visits during a three-year period.

DHCD utilizes a comprehensive in-depth monitoring and assessment tool in order to assure that the network of CAAs meets the highest standards of management and service excellence. The monitoring tool provides a comprehensive assessment protocol not only for its CSBG programs, but also for Community Action as a whole. During the assessment, each CAA’s organizational and programmatic capacities are measured and best practice activities are highlighted in the following areas:

- Board Oversight;
- Executive Leadership;
- Fiscal Oversight and Internal Controls;
- Human Resource Development;
- Sample file review;
- Program Planning and Implementation, including ROMA;
- Management Information Systems;
- Sample client file review and
- Outreach and community investment.

In order to “Strengthen CAA Capacity Building”, DHCD will support Community Action training activities in conjunction with MASSCAP and other Non-Profit vendors, which will focus on leadership transition, crisis management, back office capacity collaborations, strategic alliances, board governance and fiscal oversight. In addition, DHCD will continue to utilize an integrated assessment, which will include a combination of compliance monitoring, internal and peer feedback review, and best practice opportunities review for all CAAs.

The three-year Community Action Plan (CAP) and the annual Workplan play a fundamental role in the monitoring process. In order to determine whether a CAA is meeting the goals of the CSBG Act, CSU associates the links between the goals that CAAs establish in their CAPs and in their annual workplan to what is corroborated later in various documents submitted to DHCD (grant applications, program progress reports, and IS Surveys).

DHCD collaborates efforts with the Northeast Institute for Quality Community Action (NIQCA) and the CAAs in order to meet the highest standards of management and service excellence.

DHCD collaborates with the NIQCA to assess the overall health of the agency through the review of best practices along with regulatory compliance of Federal and State requirement standards.

By promoting excellence in management of the twenty-four Community Action Agencies located throughout Massachusetts; DHCD shall partner with NIQCA to maintain this innovative public - private partnership designed to establish a Community Action Agency management which fully complies with regulatory requirements and concurrently measures and establishes standards of excellence based on principals of best practice, innovation, integrated systems of customer focused care and efficient uses of resources. The CSBG assessments for Fiscal Years 2015 – 2016 shall go beyond compliance monitoring by incorporating best practice standards highlighted during CSU/NIQCA joint assessments. Monitoring results shall be grouped into three areas: (1) compliance; (2) management risk concerns; and (3) best practice.

This comprehensive integrated assessment process supports training and technical assistance at the State and CAA levels. The purpose of this initiative is to assure that excellence is reflected in the management of scarce resources and the delivery of essential services to the Commonwealth's most vulnerable households.

Given the important role that the CAA Board of Directors play in the oversight of the agency's Executive Director, CAA finances and direction and execution of programs, CSU will require that board and senior staff members participate in governance training through DHCD, MASSCAP, or NIQCA when made available to eligible entities.

DHCD will work with the Regional Performance Innovative Consortia (RPIC), MASSCAP, and CAAs in the planning and implementation of the FY'16 HHS proposed initiatives for CAA Organizational Standards, State and Federal Performance Accountability Measures, and ROMA Next Generation activities.

## (2) Fiscal Monitoring

The Financial and Compliance Unit (FCU) will conduct fiscal monitoring of Community Action Agency's (CAA's) and Local Administering Agency's (LAA's) on the Risk-Based criteria. Risk criteria will be based on prior year Audit (A-133) findings and prior year fiscal report findings of each CAA/ LAA. FCU will at least perform on-site fiscal monitoring to one-half of the CAAs/ LAA's in addition to in-depth program and fiscal assessment reviews required under the Coats Human Service Reauthorization Act of 1998, Public Law 105-285. FCU will conduct on-site fiscal monitoring for each CAA/ LAA every other year.

The fiscal monitoring will be conducted in accordance with the standard fiscal monitoring questionnaire, which will be updated when changes occur with the program. The objective of the fiscal monitoring review is to ensure that all programs are operated in compliance with applicable State and Federal laws, regulations, contracts and budgets. A representative sample of transactions and associated source documentation are tested to ensure compliance. This is not an

audit, and therefore all areas examined are only examined for the purposes of obtaining an assessment of fiscal compliance related to CSBG.

In addition to the state’s single audit, DHCD mandates that eligible entities of CSBG funds comply with OMB Circular A-133. Each eligible entity receiving CSBG funds shall submit a single agency-wide audit performed by an independent auditor in conformance with Circular A-133 and shall maintain an agency-wide budget to account for and track revenue and expenditures of all funds received during each fiscal year. The single audits are reviewed, and where necessary, a Management letter is issued by DHCD. The Financial and Compliance Unit follows through to resolve any audit findings reported in the single audit and risks identified in the agency-wide budget.

**DIVISION OF COMMUNITY SERVICES  
 TENTATIVE IN-DEPTH MONITORING ASSESSMENT SCHEDULE**

<b>YEAR 1 January – December 2014</b>	<b>YEAR 2 January – December 2015</b>	<b>YEAR 3 January - December 2016</b>
January – PACE	January - QCAP	January – SHI
February – NSCAP	February	February - SSCAC
March - CAAS	March – MOC	March - WCAC
April – BCAC	April	April - CTI
May – CAI	May – SPCA	May - SMOC
June - CACCI	June	June - CFC
July - VOC	July - ACTION	July
August	August	August
September	September	September
October - LEO	October – CEOC	October – GLCAC
November	November CAI	November
December - CAPIC	December - TRI-CAP	December - ABCD

(3) Corrective Action Termination or Reduction of Funding [42 U.S.C 9908(b)(8); 42 U.S.C 9915]

The monitoring system strengthens the possibility for corrective action by increasing the opportunities to identify deficiencies in a CAA’s programmatic and/or organizational areas. To the extent possible, DHCD utilizes a proactive approach in identifying and addressing programmatic and organizational deficiencies and provides assistance to agencies in implementing measures to avoid crises and stabilize operations where necessary. However, if it is determined that an agency has failed to deliver services and comply with requirements as provided in The Act, DHCD will follow procedures under Section 678 C of The Act.

DHCD has delineated its termination procedures in Section 29.05 “Corrective Action: Termination and Reduction of Funding” of 760 CMR 29.00 of the Department of Housing and Community Development’s Community Services Block Grant Regulations. These procedures are set forth below:

- (a) If the Undersecretary of DHCD determines, on the basis of a final decision in a review pursuant to Section 678B of The Act and 760 CMR 29.09 that an eligible entity fails to comply with the terms of a DHCD funding agreement, or the Consolidated CSBG State Plan to provide services under the CSBG Act or to meet

appropriate standards, goals, and other requirements established by the State (including performance objectives), DHCD shall:

- (i) inform the entity of the deficiency to be corrected;
  - (ii) require the entity to correct the deficiency;
  - (iii) offer training and technical assistance, if appropriate, to help correct the deficiency, and prepare and submit to the Secretary of HHS a report describing the training and technical assistance offered; or if DHCD determines that such training and technical assistance are not appropriate, prepare and submit to the Secretary a report stating the reasons for the determination;
  - (iv) at the discretion of DHCD (taking into account the seriousness of the deficiency and the time required to correct the deficiency), allow the entity to develop and implement, within 60 days after being informed of the deficiency, a quality improvement plan to correct such deficiency within a reasonable period of time, as determined by the Undersecretary of DHCD and not later than 30 days after receiving from an eligible entity a proposed quality improvement plan, either approve such proposed plan or specify the reasons why the proposed plan cannot be approved; and
  - (v) after providing adequate notice and an opportunity for a hearing, initiate proceedings to terminate the designation of or reduce the funding of the eligible entity unless the entity corrects the deficiency.
- (b) A determination to terminate the designation or reduce the funding of an eligible entity is reviewable by the Secretary in accordance with The Act.
- (c) The procedures set forth in 760 CMR 29.05 are intended to be carried out consistent with the protections and procedures provided in the CSBG Act; as it may be amended and any applicable federal regulations. In the case of a conflict, the federal requirements shall prevail.
- (d) A community action agency (CAA) or other eligible entity will not have its present or future funding terminated and DHCD will not de-designate a CAA or other eligible entity until Section 678C of The Act procedures are followed and a review by the Secretary of HHS is completed pursuant to Section 678C(B) of The Act. Nor will it have its funding reduced below the proportional share of funding it received the previous fiscal year, except in accordance with the requirements of The Act.

As part of the monitoring process, the CAA is provided a draft report for review and comment. CAAs are provided information on how they are meeting the CSBG assurances. The CAA is given a period of time to provide a written response to the monitoring report. Monitoring of subgrantee agencies emphasizes the identification of training needs as well as compliance with federal and state regulations. Training may be provided both on-site

during monitoring and in follow-up sessions. If further action is needed, DHCD may form a Committee comprised of DHCD, MASSCAP, and grantee representatives. The Committee may convene regular meetings concerning the oversight and status of recommendation tasks. DHCD believes this approach eliminates any interruption of services to communities, and avoids increasing any negative public perceptions.

(4) Fiscal Controls, Audits, and Withholding

- (a) The assurance at Section 676 (b) (7): the State will permit and cooperate with Federal investigations undertaken in accordance with section 676D of The Act.
- (b) The assurance at Section 676 (b) (8): A CAA or other eligible entity will not have its present or future funding terminated and DHCD will not de-designate a CAA or other eligible entity until Section 678C procedures of The Act are followed and reviewed by the Secretary of HHS is completed pursuant to Section 678C(B) of The Act. Nor will it have its funding reduced below the proportional share of funding it received the previous fiscal year, except in accordance with the requirements of The Act.
- (c) Petitioning for Adequate Representation: 676 (b)(10) and 760 CMR: Section 29.06 (4) require that the by-laws of a CAA or other eligible entity include a description of procedures for selecting new board members in case of a vacancy on the board.

(H) ACCOUNTABILITY AND REPORTING REQUIREMENTS

- (1) RESULTS ORIENTED MANAGEMENT AND ACCOUNTABILITY (ROMA) IMPLEMENTATION, 42 U.S.C 9908 (b)(12); 42 U.S.C 9917.

DHCD has been working with eligible entities since the Government Performance and Results Act (GPRA) passed in 1993 to facilitate CAAs, and DHCD's transition from service-based to outcome-based approaches using guidelines available mainly due to the passage of Results-Oriented Management and Accountability (ROMA) Act in 1998.

During fiscal years 2015- 2016, DHCD will continue its on-going effort of ROMA implementation in the following additional areas:

- DHCD's Benefit Enrollment and Coordination System (BECS) has created seamless links between local agency software and BECS and by giving access to other non-profit agencies [such as the Housing Consumer Education Centers (HCECs), Local Housing Authorities (LHAs), and other non-profit organizations.] Many CAAs have included their agency information and identified their local/regional partners, so that they refer clients to each other and outside of their CAA network. The use of BECS is a mandated contractual obligation for all 24 Massachusetts CAAs.
- Offer training for DHCD and eligible entity staff on the Benefit Enrollment and Coordination System (BECS) and the Results Oriented Management and Accountability (ROMA) process.

- Verify client outcomes of the 12 National Performance Indicators during the semi-annual and annual reviews of the workplans.

## **The National Indicators of Community Action Performance**

*CAAs in Massachusetts have been reporting on National Indicators since Fiscal Year 2005.*

### **Goal 1: Low-Income People Become More Self-Sufficient**

#### *National Performance Indicator 1.1 – Employment*

*The number and percentage of low-income participants in community action employment initiatives who get a job or become self-employed as measured by one or more of the following:*

- A. Unemployed and obtained a job.
- B. Employed and maintained a job for at least 90 days.
- C. Employed and obtained an increase in employment income and/or benefits.
- D. Achieved “living wage” employment and/or benefits.

#### *National Performance Indicator 1.2 – Employment Supports*

The number of low-income participants for whom barriers to initial or continuous employment are reduced or eliminated through assistance from community action as measured by one or more of the following:

- A. Obtained pre-employment skills/competencies required for employment.
- B. Completed ABE/GED and received certificate or diploma.
- C. Completed post-secondary education program and obtained certificate or diploma.
- D. Enrolled children in before or after school programs.
- E. Obtained care for child or other dependents.
- F. Obtained access to reliable transportation and/or driver’s license.
- G. Obtained health care services for themselves or family member.
- H. Obtained safe and stable housing.
- I. Obtained food assistance.
- J. Obtained non-emergency LIHEAP energy assistance.
- K. Obtained non-emergency Weatherization energy assistance.
- L. Obtained other non-emergency energy assistance (State/local/private energy programs).

#### *National Performance Indicator 1.3 – Economic Asset Enhancement and Utilization*

The number and percentage of low-income households that achieve an increase in financial assets and/or financial skills as a result of community action assistance, and the aggregated

amount of those assets and resources for all participants achieving the outcome, as measured by one or more of the following:

***Enhancement –***

1. Number and percent of participants in tax preparation programs who identify any type of Federal or State tax credit and the aggregated dollar amount of credits.
2. Number and percentage obtained court-ordered child support payments and the expected annual aggregated dollar amount of payments.
3. Number and percentage enrolled in telephone lifeline and/or energy discounts with the assistance of the agency and the expected aggregated dollar amount of savings.

**B. Utilization –**

1. Number and percent demonstrating ability to complete and maintain a budget for over 90 days.
2. Number and percent opening an Individual Development Account (IDA) or other savings account.
3. Of participants in a Community Action assets development program (IDA and others):
  - a. Number and percent of participants capitalizing a small business with accumulated savings.
  - b. Number and percent pursuing post-secondary education with accumulated savings.
  - c. Number and percent purchasing a home with accumulated savings.
  - d. Number and percent of participants purchasing other assets with accumulated savings.

**Goal 2: The Conditions in Which Low-Income People Live are improved**

*National Performance Indicator 2.1 Community Improvement and Revitalization*

Increase in, or safeguarding of threatened opportunities and community resources or services for low-income people in the community as a result of community action projects/ initiatives or advocacy with other public and private agencies, as measured by one or more of the following:

- A. Jobs created, or saved, from reduction or elimination in the community.
- B. Accessible living wage jobs created, or saved from reduction or elimination in the community.
- C. Safe and affordable housing units in the community
- D. Safe and affordable housing units preserved or improved through construction, weatherization or rehabilitation achieved by community action activity or advocacy.

- E. Accessible and affordable health care services/facilities for low-income people created or saved from reduction or elimination.
- F. Accessible safe and affordable childcare or child development placement opportunities for low-income families created or saved from reduction or elimination.
- G. Accessible before school and after school program placement opportunities for low-income families created or saved from reduction or elimination.
- H. Accessible new or expanded transportation resources, or those that are saved from reduction or elimination, that are available to low-income people, including public or private transportation.
- I. Accessible or increased educational and training placement opportunities, or those that are saved from reduction or elimination, that are available for low-income people in the community, including vocational, literacy, and life skill training, ABE/GED, and post-secondary education.

### **National Performance Indicator 2.2 -- Community Quality of Life and Assets**

The quality of life and assets in low-income neighborhoods are improved by community action initiative or advocacy, as measured by one or more of the following:

- A. Increases in community assets as a result of a change in law, regulation or policy, which results in improvements in quality of life and assets.
- B. Increase in the availability or preservation of community facilities.
- C. Increase in the availability or preservation of community services to improve public health and safety.
- D. Increase in the availability or preservation of commercial services within low income neighborhoods.
- E. Increase or preservation of neighborhood quality of life resources.

### **National Performance Indicator 2.3 -- Community Engagement**

The number of community members working with Community Action to improve conditions in the community.

- A. Number of community members mobilized by Community Action that participate in community revitalization and anti-poverty initiatives.
- B. Number of volunteer hours donated to the agency.

### **National Performance Indicator 2.3 – Employment Growth (No longer used)**

The total number of jobs created or saved, at least in part by ARRA funds, in the community.

- A. Jobs created at least in part by Recovery Act (ARRA) funds.
- B. Jobs saved at least in part by Recovery (ARRA) funds.

### **Goal 3: Low-Income People Own a Stake in Their Community**

*National Performance Indicator 3.1 – Community Enhancement through Maximum Feasible Participation*

The number of volunteer hours donated to community action.

A. Total number of volunteer hours donated by low-income individuals to Community Action.

**National Performance Indicator 3.2 – Community Empowerment through Maximum Feasible Participation**

The number of low-income people mobilized as a direct result of community action initiative to engage in activities that support and promote their own well-being and that of their community as measured by one or more of the following:

- A. Number of low-income people participating in formal community organizations, government, boards or councils that provide input to decision-making and policy setting through community action efforts.
- B. Number of low-income people acquiring businesses in their community as a result of community action assistance.
- C. Number of low-income people purchasing their own homes in their community as a result of community action assistance.
- D. Number of low-income people engaged in non-governance community activities or groups created or supported by community action.

**Goal 4: Partnerships Among Supporters and Providers of Service to Low-Income People are Achieved**

*National Performance Indicator 4.1 – Expanding Opportunities through Community-Wide Partnerships*

The number of organizations, both public and private, community action actively works with to expand resources and opportunities in order to achieve family and community outcomes.

- A. Non-profit organizations
- B. Faith Based
- C. Local Government
- D. State Government
- E. Federal Government
- F. For-Profit Business or Cooperation
- G. Consortiums/Collaboration
- H. Housing Consortiums/Collaboration
- I. School Districts
- J. Institutions of Post Secondary Education/Training
- K. Financial/Banking Institutions

- L. Health Service Institutions
- M. State wide associations or collaborations

**Goal 5: Agencies Increase Their Capacity to Achieve Results**

*National Performance Indicator 5.1 – Broadening the Resource Base*

The number of human capital resources available to Community Action that increase agency capacity to achieve family and community outcomes, as measured by one or more of the following:

- A. *Number of C-CAPs*
- B. *Number of ROMA Trainers*
- C. *Number of Child Development Trainers*
- D. *Number of staff attending trainings*
- E. *Number of board members attending trainings*
- F. *Hours of staff in trainings*
- G. Hours of board members in trainings

**Goal 6: Low-Income People, Especially Vulnerable Populations, Achieve Their Potential by Strengthening Family and Other Supportive Systems**

*National Performance Indicator 6.1 – Independent Living*

The number of vulnerable individuals receiving services from community action that maintain an independent living situation as a result of those services:

- A. *Senior Citizens*
- B. Individuals with Disabilities (Ages: 0-17; 18-54 and 55 and over)

*National Performance Indicator 6.2 – Emergency Assistance*

The number of low-income individuals or families served by community action that sought emergency assistance and the percentage of those households for which assistance was provided, including such services as:

- A. *Food*
- B. Emergency vendor or utility payments funded by LIHEAP or other public and private funding sources.
- C. Emergency Rent or Mortgage Assistance
- D. Emergency Car or Home Repair
- E. Emergency Temporary Shelter
- F. Emergency Medical Care
- G. Emergency Protection from Violence
- H. Emergency Legal Assistance
- I. Emergency Transportation
- J. Emergency Disaster Relief

## K. Emergency Clothing

### *National Performance Indicator 6.3 – Child and Family Development*

The number and percentage of all infants, children, youth, parents, and other adults participating in developmental or enrichment programs that achieve program goals, as measured by one or more of the following:

#### A. Infant and Children –

1. Infants and children obtain age appropriate immunizations, medical and dental care.
2. Infant and child health and physical development are improved as a result of adequate nutrition.
3. Children participate in pre-school activities to develop school readiness skills.
4. Children who participate in pre-school activities are developmentally ready to enter Kindergarten or 1<sup>st</sup> Grade.

#### B. Youth –

1. Youth improve physical health and development.
2. Youth improve social/emotional development.
3. Youth avoid risk-taking behavior for a defined period of time.
4. Youth have reduced involvement with criminal justice system.
5. Youth increase academic, athletic or social skills for school success by participating in before or after school programs.

#### C. Parents and Other Adults –

1. Parents and other adults learn and exhibit improved parenting skills.
2. Parents and other adults learn and exhibit improved family functioning skills.

### *National Performance Indicator 6.4 – Family Supports (Seniors, Disabled and Caregivers)*

Low-income people who are unable to work, especially seniors, adults with disabilities, and caregivers, for whom barriers to family stability are reduced or eliminated, as measured by one or more of the following:

- A. Enrolled children in before or after school programs
- B. Obtained care for child or other dependents
- C. Obtained access to reliable transportation and/or driver's license
- D. Obtained health care services for themselves or family member
- E. Obtained safe and affordable housing
- F. Obtained food assistance
- G. Obtained non-emergency LIHEAP energy assistance
- H. Obtained non-emergency WX energy assistance
- I. Obtained other non-emergency energy assistance  
(State/local/private energy programs. Do Not Include LIHEAP or Weatherization)

*National Performance Indicator 6.5 – Service Counts*

The number of services provided to low-income individuals and/or families, as measured by one or more of the following:

- A. Food Boxes
- B. Pounds of Food
- C. Units of Clothing
- D. Rides Provided
- E. Information and Referral Calls

(2) ANNUAL REPORT: SECTION 678(a) (3)

Each year, DHCD submits its Community Services Block Grant (CSBG) Information System (IS) Survey to the National Association for State Community Services Programs (NASCSPP). The Fiscal Year 2013 CSBG IS Survey was submitted in March 2014. During Fiscal Years 2015 and 2016, the CSBG IS Survey or the Annual Report shall be submitted within the due date.

The CSBG IS Survey provides information in the following categories:

- (a) Planned vs. actual use of CSBG funds
- (b) Accomplishments and coordination of funds
- (c) CSBG expenditures by Service Categories
- (d) Other resources leveraged by the CSBG network
- (e) Program participants' characteristics
- (f) Outcomes of efforts – National Performance Indicators
- (g) Training and technical assistance survey

COORDINATION AND LEVERAGING OF OTHER FUNDING AT STATE LEVEL [42 U.S.C 9908 (b)(5); 42 U.S.C 9908 (b)(6); 42 U.S.C 9908 (b)(9)]

1. DHCD ensures coordination, linkage, and partnership between the CSBG program and other entities by active participation on numerous boards, including, but not limited to the State Mental Health Planning Council, Commonwealth Coordinating Committee to Support Families, Schools, and the Community Collaboration. DHCD is also seated on the three regional boards of the Emergency Food and Shelter Program operated by the United Way. In addition, DHCD has a working relationship with regional RPIC and MASSCAP, the state association representing CSBG grantees. Meetings are often coordinated between MASSCAP and various DHCD representatives so that information may be shared concerning a variety of issues concerning low-income individuals.
2. The Massachusetts Executive Office of Labor and Workforce Development (EOLWD) serves as the agency responsible for implementing the Workforce Investment Act (WIA). In Massachusetts the limited engagement between Community Action Agencies and state and regional workforce development systems calls for the creation of an effective self-sufficiency continuum. Further integration of the workforce development network and CAAs will help move low-income Massachusetts residents from unemployment or under-employment to living wage jobs. DHCD will continue to work to ensure greater participation and coordination of CSBG-funded programs in the areas of workforce development.

## **ADMINISTRATIVE CERTIFICATIONS**

### **Certification Regarding Lobbying**

No federal appropriated funds have been paid or will be paid by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement.

If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions.

The undersigned shall require that the language of this certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all Subrecipients shall certify and disclose accordingly.

This certification is a material representative of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by Section 1352, Title 31 U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

### **Statement for Loan Guarantees and Loan Insurance:**

The undersigned states, to the best of his or her knowledge and belief, that:

If any funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of congress, or an employee of a Member of Congress in connection with this commitment providing for the United States to insure or guarantee a loan, the undersigned shall complete and submit Standard Form LLL "Disclosure Forms to Report Lobbying," in accordance with its instructions.

**Certification Regarding Debarment, Suspension, and Other Responsibility Matters Primary Covered Transactions**

The Commonwealth of Massachusetts, by signing and submitting this CSBG State Plan and Application, certifies to the federal government that it agrees to comply with the assurances set out below:

- (a) The inability of a person to provide the certification required below will not necessarily result in denial of participation in the covered transaction. If necessary, the Commonwealth of Massachusetts shall submit an explanation of why it cannot provide the certification. The certification or explanation will be considered in connection with HHS's determination whether to enter into the transaction. However, a failure of the Commonwealth of Massachusetts to furnish a certification or explanation shall disqualify Year such person from participation in the transaction.
- (b) The certification in this clause is a material representation of fact upon which reliance was placed when HHS determined that the Commonwealth of Massachusetts knowingly rendered an erroneous certification, in addition to other remedies available to federal government, HHS may terminate this transaction for cause or default.
- (c) The Commonwealth of Massachusetts shall provide immediate written notice to the HHS agency to which this Plan is submitted if at any time the Commonwealth of Massachusetts learns that its certification was erroneous when submitted or has become erroneous by reason of changed circumstances.
- (d) The terms "covered transaction," "debarred," "suspended," "ineligible," "person," "primary covered transaction," "principal," "proposal," and "voluntarily excluded," as used in this clause, have the meanings set out in the Definitions and Coverage sections of the rules implementing Executive Order 12549 at 45 CFR Part 76.
- (e) The Commonwealth of Massachusetts agrees by submitting this Plan that, should the proposed covered transaction be entered into, it shall not knowingly enter into any lower tier covered transaction with a person who is debarred, suspended, declared ineligible, or voluntarily excluded from participation in this covered transaction, unless authorized by HHS.
- (f) The Commonwealth of Massachusetts further agrees by submitting this Plan that it will include the clause titled "Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion - Lower Tier Covered Transactions," provided by HHS without modification, in all lower tier covered transactions and in all solicitations for lower tier covered transactions.
- (g) A participant in a covered transaction may rely upon a certification of a prospective participant in a lower tier covered transaction that it is not debarred, suspended, ineligible, or voluntarily excluded from the covered transaction, unless it knows that the certification is erroneous. A participant may decide the method and frequency by which it determines the eligibility of its principals. Each participant may, but is not required to, check the Non-procurement List (of excluded parties).

- (h) Nothing contained in the foregoing shall be construed to require establishment of a system of records in order to render in good faith the certification required by this clause. The knowledge and information of a participant is not required to exceed that which is normally possessed by a prudent person in the ordinary course of business dealings.
  - (i) Except for transactions authorized under paragraph 6 of these instructions, if a participant in a covered transaction knowingly enters into a lower tier covered transaction with a person who is suspended, debarred, ineligible, or voluntarily excluded from participation in this transaction, in addition to other remedies available to the federal government, HHS may terminate this transaction for cause or default.
- (1) The Commonwealth of Massachusetts certifies to the best of its knowledge and belief, that it and its principals:
- (a) are not presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from covered transactions by any federal department or agency;
  - (b) have not within a 3-year period preceding this Plan been convicted of or had a civil judgment rendered against them for commission of fraud or a criminal offense in connection with obtaining, attempting to obtain, or performing a public (federal, state or local) transaction or contract under public transaction; violation of federal or state antitrust statutes or commission of embezzlement, theft, forgery, bribery, falsification or destruction of records, making false statements, or receiving stolen property;
  - (c) are not presently indicted or otherwise criminally or civilly charged by a governmental entity (federal, state or local) with commission of any of the offenses enumerated in paragraph (1) (b) of this certification; and
  - (d) have not within a 3-year period preceding this Plan had one or more public transactions (federal, state or local) terminated for cause or default.
- (2) Where the Commonwealth of Massachusetts is unable to certify to any of the statements in this certification, the Commonwealth of Massachusetts shall attach an explanation to this Plan.

### **Drug-Free Workplace Act Certification**

The Commonwealth of Massachusetts, by submitting this CSBG State Plan and Application, is providing the certification set out below which requires, by regulations, the implementation of the Drug-Free Workplace Act of 1988, 45 CFR Par 76, Subpart F. The regulations, published in the May 25, 1990 Federal Register, require certification by grantees that they will maintain a drug-free workplace. The certification set out below is a material of fact upon which reliance will be placed when the U.S. Department of Health and Human Services (HHS) determines to award the grant. If it is later determined that the grantee knowingly rendered a false certification, or otherwise violates the requirement of the Drug-Free Workplace Act, HHS, in addition to any other remedies available to the federal government, may take action authorized under the Drug-Free Workplace Act. False certifications shall be grounds for suspension of payments, suspension or termination of grants, or government-wide suspension or debarment.

Workplaces under grants, for grantees other than individuals, need not be identified on the certification. If known, they may be identified in the grant application. If the grantee does not identify the workplaces at the time of application, or upon award, once workplaces are identified, the grantee must keep the identity of the workplace(s) on file in its office and make the information available for federal inspection. Failure to identify Year all known workplaces constitutes a violation of the grantee's drug-free workplace requirements.

Workplace identifications must include the actual address of buildings (or parts of buildings) or other sites where work under the grant takes place. Categorical descriptions may be used (e.g., all vehicles of a mass transit authority or state highway department while in operation, state employees in each local unemployment office, performers in concerts hall or radio studios).

If the workplace identified to HHS changes during the performance of the grant, the grantee shall inform the agency of the change(s), if it previously identified the workplaces in questions (see above).

Definitions of terms in the Nonprocurement Suspension and Debarment common rule and Drug-Free Workplace common rule apply to this certification. Grantees' attention is called, in particular, to the following definitions from these rules:

"Controlled substance" means a controlled substance in Schedule I through V of the Controlled Substance Act (21 U.S.C. 812) and as further defined by regulation (21 CFR 1308.11 through 1308.15).

"Conviction" means a finding of guilt (including a plea of nolo contendere) or imposition of sentence, or both, by any judicial body charged with the responsibility to determine violations of the federal or state criminal drug statutes;

"Criminal drug statute" means a Federal or non-federal or state criminal drug statute involving the manufacture, distribution, dispensing, use, or possession of any controlled substance;

"Employee" means the employee of a grantee directly engaged in the performance of work under a grant, including: (i) All "direct charge" employees; (ii) temporary personnel and consultants who are directly engaged in the performance of work under the grant and who are on the grantee's payroll. This definition does not include workers not on the payroll of the grantee (e.g., volunteers, even if used to meet a matching requirement; consultants or independent contractors not on the grantee's payroll; or employees of Subrecipients of subcontractors in covered workplaces).

The Commonwealth of Massachusetts certifies that it will or will continue to provide a drug-free workplace by:

- (a) publishing a statement notify employees that the unlawful manufacture, distribution, dispensation, possession, or use of a controlled substance is prohibited in the grantee's workplace and specify that actions that will be taken against employees for violation of such prohibition;
- (b) establishing an on-going drug-free awareness program to inform grantees about:
  - (1) the dangers of drug abuse in the workplace;
  - (2) the state's policy for maintaining a drug-free workplace;
  - (3) any available drug counseling, rehabilitation, and employee assistance programs; and
  - (4) the penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
- (c) making it a requirement that employees to be engaged in the performance of the grant be given a copy of the statement required by subparagraph (a);
- (d) Notify the employee and grantee in the statement required by subparagraph (a) that, as a condition of employment under the grant, the employee will:
  - (1) abide by the terms of the statement; and
  - (2) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five (5) calendar days after such conviction;
- (e) Notify the agency in writing, within ten (10) calendar days after receiving notice under subparagraph (d)(2) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;
- (f) taking one of the following actions within thirty (30) calendar days of receiving notice under subparagraph (d)(2), with respect to any employee who is convicted:

- (1) taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
  - (2) requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a federal, state, or local health, law enforcement, or other appropriate agency;
- (g) making a good faith effort to continue to maintain a drug-free workplace through the implementation of paragraphs (a), (b), (c), (d), (e), and (f).

Signature:  Date: 8-21-2014  
Aaron Gornstein, Undersecretary  
Department of Housing and Community Development

**Grant Number: CFDA # 93.569**

## VI. APPENDICES

- Notice of Public Hearing
- State Legislation - The Massachusetts Economic Opportunity Act of 1984
- DHCD Regulations 760 CMR 29.00: Community Services Block Grant Program
- Department of Housing and Community Development - Organizational Structure
- CAA Address List
- FY 2015 Federal Poverty Level

FG/AR

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The Joint Committee on Community Development and Small Business will hold a public hearing on **Wednesday, May 18<sup>th</sup> at 10:00 AM** in State House **Room B-1**. If you have any questions, please contact the Committee Staff, Esinam Quarcoo or Stephanie Keller at x2080, [Esinam.quarcoo@mahouse.gov](mailto:Esinam.quarcoo@mahouse.gov), or [Stephanie.keller@mahouse.gov](mailto:Stephanie.keller@mahouse.gov).

## Joint Committee on Community Development and Small Business

### Public Hearing

Wednesday May 18, 2011

10:00 AM

State House, Room B-1

Linda Dorcena Forry

*House Chairman*

Sal DiDomenico

*Senate Chairman*

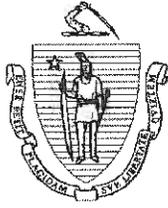
### Community Service Block Grants

Community Services Block Grant (CSBG) is a federally funded, antipoverty program that was created in 1964 to promote and provide an array of services and activities to encourage self-sufficiency and to make permanent improvements in the lives of low-income families and individuals.

This program funds Community Action Agencies which provide services, programs, and activities that promote self-sufficiency for low-income residents.

The Department of Housing and Community Development (DHCD) has been designated as the lead agency in the Commonwealth to administer CSBG. This hearing is fulfilling the CSBG Act requirement that the designated lead agency conduct at least one public hearing to provide an opportunity for comment on the proposed use and distribution of funds, in conjunction with development of the CSBG state application and plan. It is required that a legislative hearing is held once every three years.

To learn more, please join us for the hearing on May 18<sup>th</sup>!



Commonwealth of Massachusetts

**DEPARTMENT OF HOUSING & COMMUNITY  
DEVELOPMENT**

Deval L. Patrick, Governor ♦ Aaron Gornstein, Undersecretary

**NOTICE OF JOINT PUBLIC HEARING**

**Fiscal Year 2015 - 2016 Community Services Block Grant (CSBG)  
and**

**Fiscal Year 2015 Low-Income Home Energy Assistance Program (LIHEAP)**

**Wednesday, July 9, 2014, 1:00 PM- 3:00 PM**

A joint public hearing on the draft Fiscal Year 2015 - 2016 Community Services Block Grant (CSBG) and Fiscal Year 2015 Low-Income Home Energy Assistance Program (LIHEAP) State Plans will be held from 1:00 - 3:00 PM, Wednesday, July 9, 2014. The public hearing will take place at the Department of Housing and Community Development (DHCD), Conference Rooms C & D, 2<sup>nd</sup> Floor, 100 Cambridge Street, Boston, MA 02114.

A copy of the draft State Plan will be posted by June 23, 2014, to the DCS/DHCD web site ([www.mass.gov/dhcd](http://www.mass.gov/dhcd)) prior to the hearing. If you would like a hard copy of the draft State Plan(s), please call the Division of Community Services at 617-573-1400, or e-mail at [community\\_services@hotmail.com](mailto:community_services@hotmail.com).

Written comments on the draft State Plan(s) will be accepted until July 25, 2014. Comments may be sent to: Gerald Bell, Manager, Community Services Unit, Division of Community Services, Department of Housing and Community Development, 100 Cambridge Street, Boston, MA 02114.

GB/dlm

ACTS, 1983. - Chap. 705.

Chap. 705. RELATIVE TO ECONOMIC OPPORTUNITY FOR  
LOW INCOME CITIZENS OF THE COMMONWEALTH.

Be it enacted, etc., as follows:

Chapter 23B of the General Laws is hereby amended by striking out section 24, added by chapter 1179 of the acts of 1973, and inserting in place thereof the following section:-

Section 24. As used in this section the following words, unless the context requires otherwise, shall have the following meaning:

"Community action agency", a nonprofit agency which has previously been designated and authorized to accept funds from the federal Community Services Administration for community action agencies under the federal Economic Opportunity Act of 1964, unless such designation is rescinded by the secretary in accordance with the provisions of this section, or any agency formed as may be designated as a community action agency by the secretary to succeed any agency that the secretary determines fails to meet federal requirements, or fair and reasonable requirements established by the secretary, or any agency designated as a community action agency by the secretary to serve previously unserved areas in accordance with the provisions of this section.

"Community services block grant", funds designated to ameliorate the causes of poverty in communities within the commonwealth, distributed by the federal government to the commonwealth pursuant to section 672(a) et. seq. of the Omnibus Budget Reconciliation Act of 1981, or its successor.

"Density of poverty", percentage of total population in area to be served representing persons at one hundred per cent of poverty as defined by the United States Office of Management and Budget.

A community action agency shall maintain a board structure which consists of the following:

(i) one-third of the members shall be elected public officials, currently, holding office, or their representatives, except that if the number of elected officials reasonably available and willing to serve is less than one-third of the membership on the board, membership on the board of appointive public officials may be counted in meeting such one-third requirement; (ii) at least one-third of the members shall be persons chosen in accordance with democratic selection procedures adequate to assure that they are representative of the poor in the area served; and (iii) the remainder of the members shall be officials or members of the business, industry, labor, religious, welfare, education, or other major groups and interests in the community.

ACTS, 1983. - Chap. 705.

In order to qualify as a community action agency, such agency must be one which is community based and operated as set forth in this section and which:-

(i) is designed to provide a range of services and activities having a measurable and potentially major impact on causes of poverty in the community or those areas of the community where poverty is a particularly acute problem; (ii) has been developed and has organized and combined projects and activities undertaken by the agency in a manner appropriate to carry out all the purposes of this section; and (iii) includes programs to assist low income participants, including the elderly poor, such as programs to: secure and maintain meaningful employment, attain an adequate education; provide and maintain adequate housing and a suitable living environment; receive energy assistance and weatherization services; obtain emergency assistance through loans or grants to meet immediate and urgent individual and family needs, including the need for health services, nutritious food, housing and employment-related assistance; remove obstacles and solve personal and family problems which block the achievement of self-sufficiency; and achieve greater participation in the affairs of the community.

The commonwealth, acting by and through the secretary, may enter into contracts with community action agencies, and such other organizations as the secretary determines, to provide services consistent with the purposes of this section. Any such agency shall comply with such requirements as the secretary may establish by regulation or otherwise, including, but not limited to, reporting and monitoring requirements, and evaluation procedures, and, in the case of community action agencies, procedures for the designation and the suspension or rescision of designation as a community action agency. Procedures for the suspension or rescision of designation as a community action agency shall include adequate notice and an opportunity for a hearing.

The secretary may designate an agency as a community action agency to serve a previously unserved area, if the secretary finds that: there are sufficient additional community services block grant funds appropriated to provide for the addition and continuing operation of such agency, and that such agency will serve an area having a population in excess of seventy-five thousand and a density of poverty which exceeds seven per cent.

The provisions of this section shall be applicable to the awarding of contracts by the secretary under the federal community services block grant program. Not less than ninety per cent of the total of any such community services block grant funds

ACTS, 1983. - Chap. 706.

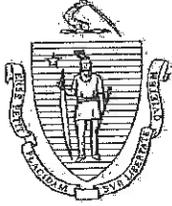
received by the commonwealth during any fiscal year shall be contracted directly with community action agencies in existence at the beginning of such fiscal year. Not more than five per cent of the total of any such community services block grant funds received by the commonwealth shall be allocated to the secretary for administrative expenses. Not more than five per cent of the total of any such community services block grant funds received by the commonwealth shall be awarded by the secretary for innovative anti-poverty projects or programs operated by nonprofit organizations.

The commonwealth, acting by and through the secretary, may, subject to appropriation, provide supplementary funds to community action agencies in accordance with the provisions of this section.

Recognition of a community action agency by the secretary shall not preclude the agency from receiving other grants or contracts from federal or local agencies, private organizations, or individuals or state agencies to pay the cost of providing services to the poor.

Approved December 22, 1983.

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Commonwealth of Massachusetts  
**DEPARTMENT OF HOUSING &  
COMMUNITY DEVELOPMENT**

Deval L. Patrick, Governor ♦ Timothy P. Murray, Lt. Governor ♦ Aaron Gornstein, Undersecretary

**760 CMR 29:00**  
**The Community Services Block Grant (CSBG) Regulations**  
Updated November 1999

**760 CMR 29.00:**

**COMMUNITY SERVICES BLOCK GRANT PROGRAM**

29.01: Effective Date

29.02: Definitions

29.03: Administration of CSBG

29.04: Purpose and Designation of an Eligible Entity and Areas to be Served

29.05: Corrective Action, Termination and Reduction of Funding

29.06: Requirements for Board of Directors

29.07: Community Action Plan, Funding Application, and Financial and Personnel Procedures

29.08: Citizen Access

29.09: Monitoring of CAAs and Other Eligible Entities

29.10: State Accountability and Performance Measures

29.11: Severability

**29.01: Effective Date**

760 CMR 29.00, as amended, is effective on 1/1/1999. It supersedes the regulatory text previously promulgated on April 18, 1997, and amended on October 30, 1998.

**29.02: Definitions**

CAA. A Community Action Agency.

CSBG. The Community Services Block Grant program established by section 671 et seq. of the federal Omnibus Budget Reconciliation Act of 1981, as amended (the CSBG Act).

Department. The Massachusetts Department of Housing and Community Development.

Director. The Director of the Department.

Eligible Entity. An entity

(1) that is an eligible entity described in section 673(1) (as in effect on the day before the date of enactment of the Coats Human Services Reauthorization Act of 1998) as of the day before such date of enactment or is designated by the process described in section 676A (including an organization serving migrant or seasonal farmworkers that is so described or designated); and

(2) that has a tripartite board or other mechanism described in section 676B, subsection (a) or (b), as appropriate. Secretary. The Secretary of the U.S. Department of Health and Human Services (HHS).

The State. The Commonwealth of Massachusetts

### **29.03: Administration of CSBG**

The Department has been designated by the Governor of the Commonwealth of Massachusetts to serve as the lead agency under the CSBG Act. The CSBG shall be administered in accordance with 760 CMR 29.00, the CSBG Act and other applicable federal and state laws and with guidelines or information memoranda issued from time to time by the Department. The Department shall offer CAAs and other eligible entities an opportunity to comment on proposed guidelines prior to official issuance when the Department deems such opportunity to comment reasonable and appropriate.

### **29.04: Purpose and Designation of an Eligible Entity and Areas to be Served**

(1) Purpose. A CAA or other eligible entity shall have the following responsibilities:

- (a) to fulfill the purposes of the CSBG program within the area which it is designated to serve.
- (b) to provide substantive comment on projects proposed to be built, operated or both by the Commonwealth of Massachusetts within its designated area in order for the projects to meet the needs of low income persons and city(ies) or town(s) whenever reasonably possible.
- (c) to assure access to its programs for all low income persons in its designated service area.

(2) Areas to be Served. A CAA or other eligible entity may conduct CSBG funded programs and activities only in the city(ies) or town(s) included in its designated service areas which are not included in another CAA or other eligible entity's designated service area.

(3) Designation of Eligible Entities in Unserved Areas.

(a) The existing CAAs in Massachusetts are eligible entities which receive

CSBG funding to carry out programs and activities in their designated service areas. If a city or town has not been, or ceases to be served by an existing CAA under the CSBG, the Department may at any time initiate a process for the designation of a CAA or other eligible entity pursuant to provisions of applicable federal and state law, including the CSBG Act and M.G.L. c. 23B 24 and in accordance with 760 CMR 29.04(3).

(b) The procedure for existing CAAs or other eligible entities shall be as follows:

1. The Department will notify in writing and request written applications from:

- a. any private nonprofit organization that is geographically located in the unserved area, that is capable of providing a broad range of services designed to eliminate poverty and foster self-sufficiency, and that meets the requirements of the CSBG Act; and

b. any private nonprofit eligible entity that is geographically located in an area contiguous to or within reasonable proximity of the unserved area and that is already providing related services in the unserved area.

2. Requirement. In order to serve as the areas designated eligible entity, an entity described in 760 CMR 29.04(3)(b)1.b. shall agree to add additional members to the board of the entity to ensure adequate representation:

a. in each of the three (3) required categories described in the CSBG Act and 760 CMR 29.06, by individuals who reside in the community comprised by the unserved area; and

b. in the category relating to low income individuals; by members that reside in the neighborhood to be served.

3 Special Consideration. The designation shall be granted to an organization of demonstrated effectiveness in meeting the goals and purposes of the CSBG. Priority may be given to eligible entities that are providing related services in the unserved area, consistent with the needs identified by a community-needs assessment.

4 No Qualified Organization in or Near Area. If no private, nonprofit organization is identified or determined to be qualified under 760 CMR 29.04(3) to serve the unserved area as an eligible entity, an appropriate political subdivision may be designated to serve as an eligible entity for the area. In order to serve as the eligible entity for that area, the political subdivision shall have a board or other mechanism as required in section 676B(b) of the CSBG Act and 760 CMR 29.06.

(c) The Department will establish timeframes, selection criteria and submission requirements for the applications, including but not limited to descriptions and evidence of management and organizational capacity, neighborhood support, local impact, and service delivery/coordination plans. If more than one satisfactory application is received pursuant to a request made under 760 CMR 29.04(3)(b), the Department shall consider the applications and determine which CAA or other eligible entity is the most capable of serving the best interests of the low income population.

(d) During the process the Department shall solicit comments from the chief elected official and/or other local official(s) of a city or town in which it intends to designate a CAA or other eligible entity, and from the Massachusetts Community Action Program Directors Association, Inc.

#### **29.05: Corrective Action, Termination and Reduction of Funding**

(1) Determination. If the Director of the Department determines, on the basis of a final decision in a review pursuant to section 678B of the CSBG Act and 760 CMR 29.09 that a CAA or other eligible entity fails to comply with the terms of a Department funding agreement, or the Annual Consolidated CSBG State plan, to provide services under the CSBG Act or to meet appropriate standards, goals, and other requirements established by the State (including performance objectives), the Department shall:

(a) inform the entity of the deficiency to be corrected;

(b) require the entity to correct the deficiency;

(c) 1. offer training and technical assistance, if appropriate, to help correct the deficiency, and prepare and submit to the Secretary a report describing the training and technical assistance offered; or

2. if the Department determines that such training and technical assistance are not appropriate, prepare and submit to the Secretary a report stating the reasons for the determination;

(d) 1. at the discretion of the Department (taking into account the seriousness of the deficiency and the time required to correct the deficiency), allow the entity to develop and implement, within 60 days after being informed of the deficiency, a quality improvement plan to correct such deficiency within a reasonable period of time, as determined by the Director of the Department; and

2. not later than thirty (30) days after receiving from an eligible entity a proposed quality improvement plan, either approve such proposed plan or specify the reasons why the proposed plan cannot be approved; and

(e) after providing adequate notice and an opportunity for a hearing, initiate proceedings to terminate the designation or reduce the funding of the eligible entity unless the entity corrects the deficiency.

(2) Review. A determination to terminate the designation or reduce the funding of an eligible entity is reviewable by the Secretary in accordance with the CSBG Act.

(3) Federal Requirements. The procedures set forth in 760 CMR 29.05 are intended to be carried out consistent with the protections and procedures provided in the CSBG Act, as it may be amended, and any applicable federal regulations. In the case of a conflict, the federal requirements shall prevail.

#### **29.06 Requirements for Board of Directors**

(1) A CAA or other private, nonprofit eligible entity shall administer the CSBG through

a tripartite board as described in Section 676B(a) of the CSBG Act and 760 CMR 29.06. The board shall consist of at least 15 members total. The board shall be selected by the CAA or other eligible entity and composed to assure that -

(a) Representatives of Low Income Persons - Representatives of low income

persons are selected in accordance with democratic procedures adequate to assure that they represent the low income persons in the neighborhood served by the CAA or other eligible entity. Among the selection procedures which may be used, either separately or in combination, are:

1. Nominations and elections within the neighborhoods;

2. Selection at a meeting of low income persons such that the date, time, and place of such a meeting have been adequately publicized;

3. Selection on a small area basis (such as a city block or town) of representatives who in turn select members for the CAA or other eligible entity's board of directors;

4. The CAA or other eligible entity's board may recognize a group(s) or organization(s) composed primarily of low income persons and representing the interests of the low income population, of which the membership may select one or more representatives to the CAA or other eligible entity's board. Persons at or below 175% of the poverty line shall be permitted to vote in these selection processes. A CAA or other eligible entity may request a waiver from this eligibility requirement of 175% of the poverty line in order to establish residency or other criteria as a basis for eligibility. The CAA or other eligible entity must submit the request in writing to the Director including specific justification. The Director may grant such a waiver for good cause shown.

(b) Representatives of Business, Industry, Labor, Religious, Law Enforcement, Education, or Other Major Groups and Interests. The CAA or other eligible entity board shall select organizations representing business, industry, labor, religious, law enforcement, educational or other major groups and interests in the neighborhood. Once an organization is selected and indicates its agreement to be represented it shall choose the person to represent it on the board.

(c) Public Officials - One third of the board shall be elected public officials holding office on the date of selection, or their representatives, except that membership of appointive public officials or their representatives may be counted under the terms of 676B(a)(2)(a) of the CSBG Act.

(2) An eligible entity which is a public organization shall administer the CSBG through a tripartite board or another mechanism specified by the State as described in section 676B(b) of the CSBG Act and 760 CMR 29.06.

(3) Residency Requirement - Each member of the board selected to represent a specific neighborhood within the CAA or other eligible entity's designated service area shall reside in the neighborhood he/she represents.

(4) By-law Requirements - The by-laws of the CAA or other eligible entity shall include the following:

(a) The total number of seats on the board and the allotment of seats to public officials, representatives of low income persons, and representatives of business, industry, labor, religious, law enforcement, educational or other major groups or interests.

(b) Procedures for selecting board members in accordance with 760 CMR 29.06(1) through (3).

(c) A description of any performance standards, including standards of conduct and attendance standards for members of the board, the violation of which may be grounds for removal.

(d) A description of specific procedures to be followed in the case of removal of board members, provided that only representatives of public officials and not the public officials themselves may be removed, while such public officials continue to hold office.

(e) Procedures for selecting new board members in the case of a vacancy on the board. For the purpose of 760 CMR 29.06(4)(e), there is a vacancy on the board when a member has been removed from the board; when a member notifies the board of his/her resignation; when a member dies; when a member who is a public official leaves or is removed from office; or, in the case of a representative of a public official, when the appointing official leaves or is removed from office.

1. With respect to representatives of low income persons, the by-law shall include one of the following two (2) methods for filling a vacancy:

a. the selection procedure under 760 CMR 29.06(1) may be repeated, or

b. the remaining low income representatives may select a replacement to serve for the remainder of the term. In the latter case, the person selected must, to the maximum extent possible, represent the same constituency as the original representative.

2. When the seat of a representative of a group is vacant, the board shall ask the organization which made the selection to select another representative to serve the remainder of the term. In the event that the organization chooses not to select a new representative, the board shall choose another organization to name a representative of the group.

3. When the seat filled by the representative of a public official is vacant, the board shall request that the public official name a replacement.

(f) A description of the selection and service of an alternate member of the board shall include, at a minimum, the following:

1. An alternate shall be elected/selected in the same manner and at the same time as a representative.

2. Representatives of public officials may not select an alternate to substitute for them.

3. The selection of an alternate shall be reflected in the records of the CAA or other eligible entity showing the membership of the board of directors.

4. No alternate may be counted toward a quorum or cast a vote when the person, for whom he or she is an alternate, is present at a meeting.

5. No alternate may hold office on the board of directors.

(g) Procedures regarding board meetings, shall include at a minimum:

1. Quorum. A quorum shall consist of a number of members equal to fifty percent (50%) of the non-vacant seats on the board.

2. Frequency and Notice of Meetings. The board shall meet on a regular basis. The board shall meet at least six (6) times annually. The meetings shall be scheduled for the convenience of its members and for the general public. The CAA or other eligible entity shall provide notice (in writing) of any meeting and an agenda to all members at least seven (7) days in advance. The CAA or other eligible entity shall provide public notice of its meetings at least five (5) days in advance.

3. Open Meetings. All meetings of the board shall be open to the public. Executive sessions relating to programs, activities, and other matters funded by CSBG, should be held according to the procedures and for the purposes set forth in the Massachusetts Open Meeting Law (M.G.L. c. 39 23B).

4. Minutes. The board and its committees shall keep written minutes for each meeting. Minutes shall be made available to the public upon request. The board shall make available to the public, upon request, translations of the minutes in the appropriate language, if a significant portion of the low income population does not speak English and speaks such language. Copies of minutes of each meeting of the board shall be submitted to the Department within ten (10) days after the date of the meeting at which they were approved by the board.

#### **29.07: Community Action Plan, Funding Application, and Financial and Personnel Procedures**

(1) Community Action Plan. As a condition for funding in accordance with the CSBG Act, each CAA or other eligible entity shall develop and submit a Community Action Plan to the Department for review and approval. The Community Action Plan (and any subsequent amendments) shall be approved by the CAA or other eligible entity's board of directors prior to submission to the Department.

#### **(2) Documents and Funding Application.**

(a) The Department shall annually notify the CAA or other eligible entity of the amount of funds to be received in accordance with the Annual Consolidated CSBG State Plan, and of any special conditions for funding.

(b) Not later than sixty (60) days before the beginning of the CSBG program year, the CAA or other eligible entity shall submit a funding application and any other necessary documents, in conformance with all requirements of the Department. The application shall include, in a form prescribed by the Department, but shall not be limited to:

1. A workplan with administration and program objectives and activities for the CAA or other eligible entity to accomplish during its CSBG program year. The plan shall describe in relevant detail each project to be funded; and

#### **2. A CSBG budget**

(3) Financial Procedures. Each CAA or other eligible entity shall maintain written financial procedures which conform to applicable federal and state requirements. These procedures (and any amendments thereto) shall be approved by the CAA or other eligible entity's board of directors and a copy of same shall be submitted to the Department. These procedures shall be reviewed and amended by the CAA or other eligible entity as necessary at least once every two (2) years.

(4) Personnel Procedures. The CAA or other eligible entity's personnel policy shall include, but not be limited to, procedures for hiring, conducting an annual evaluation of, and the suspension and termination of the executive director/CEO.

### **29.08: Citizen Access**

(1) Documents Available for Inspection. The following documents shall be made available for inspection by a member of the public upon request:

- (a) Funding application submitted to the Department for CSBG funds;
- (b) The CAA or other eligible entity's current Articles of Incorporation, by-laws, board membership list, and Community Action Plan;
- (c) All contracts (including, but not limited to, contracts for funding, consulting, and goods and services) pertaining to CSBG funds;
- (d) All final reports (including audits) submitted to the Department on projects funded with CSBG funds;
- (e) Minutes of the meetings of the board of directors and its committees; and
- (f) Position title, salary range, and job description for all CSBG-funded positions.

(2) Document Availability and Fees. Any such document(s) shall be made available to a member of the public, upon his or her request, at a reasonable time as agreed by the CAA or other eligible entity and by the person requesting the information. If such person wishes copies of the documents and it is feasible to provide such copies, the CAA or other eligible entity may charge a reasonable fee, not to exceed actual costs, for the copying of such documents.

### **29.09 Monitoring of CAAs or Other Eligible Entities**

In General. In order to determine whether CAAs or other eligible entities meet the performance goals, administrative standards, financial management requirements, and other requirements of the State, the Department shall conduct the following reviews:

- (a) A full on-site review of each such entity at least once during each three (3) year period.
- (b) An on-site review of each newly designated entity immediately after the completion of the first year in which such entity receives funds through the Community Services Block Grant.
- (c) Follow-up reviews including time-specified return visits to eligible entities, and their programs, that fail to meet the goals, standards, and requirements established by the State.
- (d) Other reviews as appropriate, including reviews of programs that have had other Federal, State, or local grants (other than assistance provided under this subtitle), terminated for cause.

**29.10. State Accountability and Performance Measures**

Performance Measurement: All CAAs and other eligible entities in the Commonwealth shall participate in a performance measurement system as prescribed in Section 676(b)(12) of the CSBG Act and approved by the Department.

**20.11: Severability**

The provisions of 760 CMR 29.00 are severable, and if any provision is held unconstitutional or a violation of statute by any court of competent jurisdiction, or shall otherwise cease to be effective, all other provisions of 760 CMR 29.00 shall remain in effect.

**REGULATORY AUTHORITY**

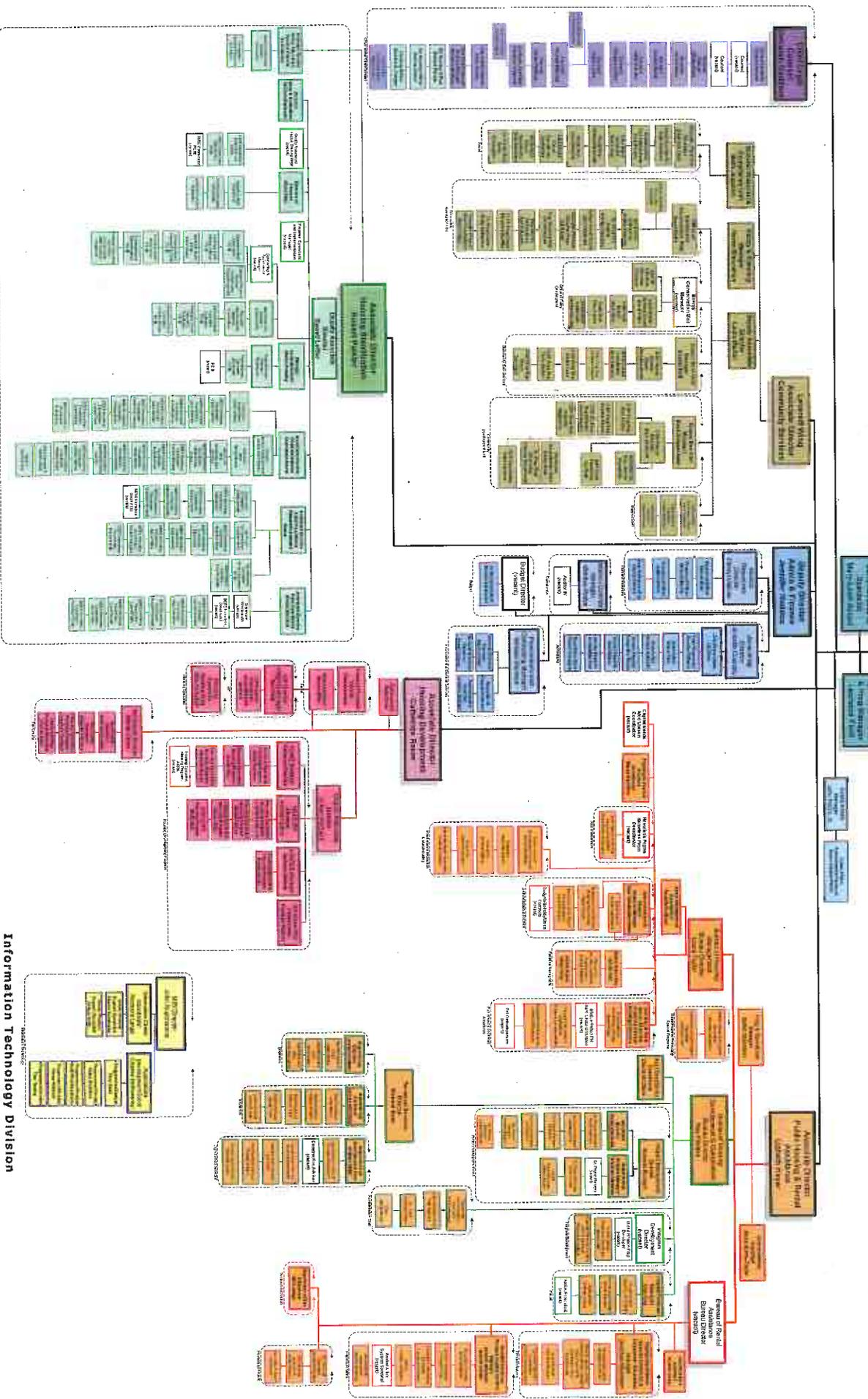
**760 CMR 29.00: M.G.L. c. 23B:**

# DHCD Organizational Chart

**Undersecretary**  
Aaron Gomstein



**Department of Housing and Community Development**  
January, 2012



Division of Housing Stabilization

Information Technology Division

Communitywealth of Massachusetts, Department of Housing & Community Development

Community Action Agency Address List

Community Action Agency (CMAA)	Agency Acronym	Agency Street Address	City	State	Zip Code
Action for Boston Community Development, Inc.	ABGD	128 TREMONT STREET	BOSTON	MA	02111
Action, Inc.	ACTION	180 MAIN STREET	GLoucester	MA	01930
Berkshire Community Action Council	BCAC	1531 EAST STREET	PITTSFIELD	MA	01201
Community Action Agency of Somerville, Inc.	CAAS	66-70 UNION SQUARE	SOMERVILLE	MA	02143
Community Action Committee of Cape Cod & Islands, Inc.	CACCI	372 NORTH STREET	HYANNIS	MA	02601
Community Action, Inc.	CAI	145 ESSEX STREET	BEVERLYHILL	MA	01832
Community Action Programs, Inter-City	CAPIC	100 HYERETT AVENUE	CHELSEA	MA	02150
Cambridge Economic Opportunity Council, Inc.	CEOC	11 INMAN STREET	CAMBRIDGE	MA	02139
Citizens for Citizens, Inc.	CFC	250 GREEN STREET	FALL RIVER	MA	02724
Community Networks, Inc.	CNI	155 MERRIMACK STREET, 2ND FLOOR	LOWELL	MA	01852
Community Action of the Franklin, Hampshire and North Quabbin Regions	CA	393 MAIN STREET	GREENFIELD	MA	01660
Greater Lawrence Community Action Council, Inc.	GLCAC	305 ESSEX STREET	LAWRENCE	MA	01840
Kyan Economic Opportunity, Inc.	LEO	156 BROAD STREET	LYNN	MA	01901
Massachusetts Opportunity Council, Inc.	MOC	133 RICHARD STREET	FITCHBURG	MA	01420
North Shore Community Action Programs, Inc.	NSCAP	98 MAIN STREET	PEABODY	MA	01960
People Acting in Community Endeavors, Inc.	PACE	P.O. BOX 5626, 166 WILLIAM STREET	NEW BEDFORD	MA	02742
Quincy Community Action Programs, Inc.	QCAP	1509 HANCOCK STREET	QUINCY	MA	02169
Self-Help, Inc.	SHI	780 WEST MAIN STREET	AVON	MA	02322
South Middlesex Opportunity Council, Inc.	SMOC	300 HOWARD STREET	FRAMINGHAM	MA	01701
Springfield Partners for Community Action, Inc.	SPCA	721 STATE STREET, 2ND FLOOR	SPRINGFIELD	MA	01103
South Shore Community Action Council, Inc.	SSCAC	265 SOUTH MEADOW ROAD	PLYMOUTH	MA	02360
Tri-City Community Action Program, Inc.	TRICAP	110 PEASANT STREET	MALDEN	MA	02148
Valley Opportunity Council, Inc.	VOC	300 HIGH STREET	HOLYOKE	MA	01040
Worcester Community Action Council, Inc.	WCAC	484 MAIN STREET	WORCESTER	MA	01698

**Fiscal Year 2015  
Community Services Block Grant (CSBG)  
Income Eligibility Chart**

<b>Family Size (# of people in the household)</b>	<b>100% of Federal Poverty Level</b>	<b>125% of Federal Poverty Level</b>
1	\$ 11,670	\$ 14,588
2	\$ 15,730	\$ 19,663
3	\$ 19,790	\$ 24,738
4	\$ 23,850	\$ 29,813
5	\$ 27,910	\$ 34,888
6	\$ 31,970	\$ 39,963
7	\$ 36,030	\$ 45,038
8	\$ 40,090	\$ 50,113

**For each additional person, add \$4,060**

Source: Annual Update of the HHS Poverty Guidelines", *Federal Register*, 2014-01303, Wednesday, January 22, 2014