

# City of Greenwood 2019 Consolidated Annual Performance Evaluation Report (CAPER)

Community Development Block Grant



CITY OF GREENWOOD  
Community Development Services  
300 S. Madison Ave.  
Greenwood, IN 46142

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

### **Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)**

The U.S. Department of Housing and Urban Development (HUD) awards Community Development Block Grant (CDBG) funds to “Entitlement Communities” across the United States. Awards are based on formula calculations including factors such as the population of the community, pre-1940’s housing stock, growth and decline. The City of Greenwood, located south of Indianapolis, Indiana, in Johnson County is a new entitlement community, and received an allocation of \$330,444 in CDBG funds for the 2019 program year (PY2019).

In addition, the City also received a supplemental allocation of \$211,126 in Community Development Block Grant Coronavirus (CDBG-CV) funds from the Coronavirus Aid, Relief, and Economic Security Act, also known as the CARES Act. The City allocated those funds towards public services to assist low- and moderate-income households impacted by the COVID-19 pandemic.

In order to receive CDBG funding, the City must prepare a five-year comprehensive plan and an annual action plan. The annual action plan describes how funding will be spent to meet the goals and strategies developed in the five year comprehensive plan. To achieve these goals, the City partners with a variety of organizations working towards specific goals. This year end report, or CAPER, will report the progress made during the first year of the 2019-2023 Consolidated Plan.

The City of Greenwood set five goals to achieve in PY2019. Most of the program year was focused on program startup, resulting from the City’s new status as an Entitlement Community.

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

It was expected that much of PY2019 would be occupied with program startup, owing to the City’s new status as an Entitlement Community. Furthermore, administration of the PY2019 program was disrupted by the COVID-19 pandemic, and the subsequent need to conduct a program amendment to accommodate the CDBG-CV monies that were allocated.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Administration and Fair Housing		CDBG: \$	Other	Other	1	1	100%	1	1	100%
Housing - Owner Occupied Repair	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	25	0	0.00%	5	0	0.00%
Public Facility Improvement	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	2000	0	0.00%	100	0	0.00%
Public Infrastructure - Neighborhood Improvements	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	2500	0	0.00%	100	0	0.00%
Self Sufficiency - Basic Public Services	Homeless Non-Homeless Special Needs	CDBG: \$ / CDBG-CV: \$211126	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	500	49	9.80%	12050	49	0.41%

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Self Sufficiency - Basic Public Services	Homeless Non-Homeless Special Needs	CDBG: \$ / CDBG-CV: \$211126	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	0	3		0	3	
Self Sufficiency - Basic Public Services	Homeless Non-Homeless Special Needs	CDBG: \$ / CDBG-CV: \$211126	Direct Financial Assistance to Homebuyers	Households Assisted	0	0		0	0	
Self Sufficiency - Basic Public Services	Homeless Non-Homeless Special Needs	CDBG: \$ / CDBG-CV: \$211126	Tenant-based rental assistance / Rapid Rehousing	Households Assisted	0	6		0	6	
Self Sufficiency - Seniors	Non-Homeless Special Needs	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	10	62	620.00%	150	62	41.33%

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

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

All CDBG funds were used to support programs and activities that met national objectives to benefit low to moderate income individuals. The City funds activities with CDBG that provides 100% cumulative benefit to low income households. The greatest need and expenditure was for public infrastructure, consistent with the City’s highest priority for the use of funds, followed by public services, particularly with CDBG-CV funding.

All service providers applying for a source of federal funding and requiring a certification of consistency with the City's Consolidated Plan, received the certifications in a timely manner. Greenwood collaborates with a number of community based organizations to achieve its goals and objectives for community development.

Adhering to the CDBG program's national objectives, priority was given to projects that address the housing and community development needs of low- and moderate-income persons. Due to limited time restraints and the newness of the program, the City of Greenwood has allocated funding to city directed projects, such as park improvements. This was to allow for the City to become better acquainted with the federal regulations as it implements the project.

The City of Greenwood allocated a small portion of its allocation towards housing preservation for low to moderate income residents. The City of Greenwood also allocated the maximum amount allowed for public services, 15 percent. The City of Greenwood will have an application process in the fall to determine which specific programs will receive funding under the 15 percent allocation.

The City of Greenwood spent most of the PY2019 to start the implementation of a new program. Efforts included setting up new policies and forms, writing and approving of a contract template, reaching out to projects that need the funding and have the capacity for implementation. As the CDBG programs were about to begin, the COVID-19 pandemic began and slowed some of the efforts to get programs started and funding into the hands of those who needed it most. In PY2019, the following projects were able to move forward before the end of PY2019.

- The Social utilized PY2019 CDBG funds for cleaning products and other supplies to re-open their Rock Steady Boxing program, benefiting 62 seniors.
- The United Way of Johnson County utilized CDBG-CV funds to assist with rent and utilities for those affected by COVID-19 Pandemic, benefiting 6 households.
- SS Francis and Clare of Assisi Harvest Food Pantry utilized CDBG-CF funds to provide food to people in need as a result of the COVID-19 Pandemic, benefiting 120 individuals.

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

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

91.520(a)

	CDBG
White	177
Black or African American	3
Asian	2
American Indian or American Native	0
Native Hawaiian or Other Pacific Islander	0
<b>Total</b>	<b>182</b>
Hispanic	1
Not Hispanic	181

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

### Narrative

The City funded programs and activities that served a diverse population and households with the greatest need. The total number of persons assisted with CDBG *and* CDBG-CV was 182. Of these, 97% were White, 2% were African American, and 1% were Asian. 99% of all persons assisted were Hispanic. These percentages slightly overrepresent Whites, which according to the 2010 United States Census constitutes about 90% of the population.

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

### Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	\$330,444	\$11,225.00
Other (CDBG-CV)	public - federal	\$211,126	\$6,683.15

Table 3 - Resources Made Available

### Narrative

Activities carried out to meet priorities from the Consolidated Plan and the PY2019 Action Plan were funded from CDBG and CDBG-CV funds. These funds were targeted to meet the greatest needs, and expenditures were directly related to programs that supported the City's Consolidated Plan. Because this was a startup year for the program, the total expenditures are low relative to the grant amount; the City expects this completion rate to balance out in future years as it becomes more familiar with the program.

At the end of PY2019, the City received an allocation of the CDBG-CV funds from the CARES Act. The City allocated those funds towards social services to assist low-mode income households impacted by the CARES pandemic. Because of the timing of the CDBG-CV funds availability, associated programs were only starting to be implemented by the conclusion of PY2019. Accordingly, full reporting on the use of the CARES Act CDBG-CV funds will be included in the PY2020 CAPER.

### Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
City Wide Initiatives	35	100	See below
Low Mod Census Tracts	65	0	See below

### Narrative

Greenwood does not have a specific target area; funds were used city-wide. The City provided programs and services identified in its Consolidated Plan and other local plans to households with the greatest need. Therefore, most activities served eligible low-income households on a citywide basis and these applicants applied for assistance on a program-by-program basis. Physical activities, including housing and neighborhood improvements, are generally provided within Census Block Group Areas that have the greatest concentrations of low-income households. These activities take a longer lead time for implementation, and were also relegated to lower priority status during the COVID-19 outbreak.



## Leveraging

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

As a new Entitlement Community that is just now initiating its CDBG program, the City of Greenwood does not require projects to provide match. However, Greenwood will fund projects and programs that will only require gap financing and have other funds to complete the project. In future years, if demand for CDBG funding increases, the City of Greenwood may update its policies to require match or a certain percent of leveraging. During the 2019 program year no additional funding was identified.

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

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

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	5	0
Number of Special-Needs households to be provided affordable housing units	0	0
<b>Total</b>	<b>5</b>	<b>0</b>

Table 4 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	5	0
Number of households supported through Acquisition of Existing Units	0	0
<b>Total</b>	<b>5</b>	<b>0</b>

Table 5 – Number of Households Supported

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

Much of the City's first year as an Entitlement Community was spent in program startup activities, including an orientation to CDBG requirements and systems, including IDIS. Also, the COVID-19 Pandemic became a public policy issues in the second half of the program year, and an amendment to the PY 2019 Annual Plan was adopted that programmed \$211,126 in additional CDBG-CV funding. This additional funding was applied to public services that assisted low- and moderate-income households impacted by COVID-19.

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

The uncertain timing and duration of the COVID-19 pandemic creates difficulties in making firm projections on future years' activities. With \$51,526 of the CDBG-CV being held in reserve for as-yet-undefined needs, the City's PY2020 Action Plan intends to resume the achievement of the goals and objectives outlined in the five-year (2019-2023) Strategic Plan.

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

<b>Number of Households Served</b>	<b>CDBG Actual</b>
Extremely Low-income	0
Low-income	0
Moderate-income	0
<b>Total</b>	<b>0</b>

**Table 6 – Number of Households Served**

**Narrative Information**

The 2020 Action Plan lists out a new program, Servants at Work, who will provide accessible ramps to households with person(s) living with a disability. This will be the first project the City of Greenwood will utilize CDBG funding to address affordable housing. City staff are reaching out to other organizations in the community and surrounding communities who would have an interest in an affordable housing project with future funds. The City remains committed to addressing affordable housing needs.

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

**Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:**

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

Greenwood, as part of Johnson County, is part of Region 11 in the State of Indiana Continuum of Care, made up of seven counties: Bartholomew, Brown, Decatur, Jackson, Jennings, Johnson, and Shelby. The council has meetings every other month at Human Services, Inc. in Bartholomew County. The group has taken an active role in the Point in Time Count and is working with a formally homeless individual to help "find" homeless neighbors in the community. The CoC is in the process of strengthening the homeless service network, improving the assessment of the homeless community and its needs, and encouraging more providers to utilize HMIS data tracking systems and Coordinated Entry systems.

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

The City of Greenwood does not have any crisis shelter or emergency beds. Households seeking crisis housing often rely on shelters in neighboring communities.

### **Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

Human Services, Inc. in neighboring Bartholomew County is the only CoC funded program with Rapid Re-Housing program in Region 11. Due to low point in time count numbers in Johnson County and its proximity to Marion County/Indianapolis, homeless services are often found in other counties of the Region where a need and number of homeless individuals is greater. The Consolidated Plan suggests that a Rapid Re-Housing program located in Greenwood would be an easier program to implement than an emergency shelter, but circumstances during PY2019 have not allowed for more discussion in this area.

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

Limited financial resources prohibit the City of Greenwood from supporting any one project or program with a significant amount of funds. As per federal regulations, the City can spend up to 15 percent of its annual allocation towards public services, which the City intends to use to support programs that help the

most vulnerable households achieve self-sufficiency. CDBG-CV funds were applied to public services most closely associated with need arising from COVID-19, primarily food pantries and health services. Other programs such as legal services, childcare, and transportation are expected to be funded in the next five years.

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

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

The City of Greenwood does not have a locally based public housing provider nor a housing choice voucher provider. The State of Indiana, through the Indiana Housing and Community Development Authority subcontracts the housing choice voucher program to Human Services, Inc, to serve Johnson, Shelby, Bartholomew, Decatur, and Jackson Counties. Human Services, Inc. has several locations but the Johnson County location is in Franklin, IN. There are no public housing units, or multifamily housing owned by a public housing agency, located within the City of Greenwood. Households utilizing housing choice vouchers must locate rental properties that accept housing choice vouchers within the City of Greenwood.

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

The City of Greenwood will require public service recipients to have available information about affordable homeownership programs and fair housing in all locations where CDBG funded services are provided. Voucher recipients may find information about homeownership opportunities if they receive supportive services from a CDBG supported program.

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

N/A

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

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

While barriers to affordable housing can come from anywhere, the U.S. Department of Housing and Urban Development (HUD) recognizes a few universal barriers. Local and state regulations on zoning and building are the most recognized barriers to affordable housing. With increased regulation comes an increased cost to build housing that meets all regulations. The City of Greenwood created a new Analysis of Impediments to Fair Housing in Program Year 2019. The document found the following impediments:

- Housing problems are localized in areas of low to moderate income households.
- Higher rates of denials are found in census tracts with higher concentrations of racial minorities.
- The lack of affordable housing in the community affects housing choice and may adversely affect the protected classes.
- Knowledge of fair housing laws and reporting options vary in the community.
- Institutional and regional coordination of enforcement and advocacy needs to improve.

Knowing that its first year as an Entitlement Community would be spent formalizing the CDBG Program's internal policies, procedures, and controls, the City prioritized public policy actions for later in the Consolidated Plan's timeframe. One relevant item, a formal discussion with stakeholders about the impacts of the zoning ordinance's residential design requirements, was to be implemented during the City's next regular update of its Comprehensive Plan and associated development ordinances, a timeframe for which has yet to be determined.

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

The City funded several activities that addressed obstacles to meeting the underserved needs, primarily in food pantries and health assistance.

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

The City will comply with lead-based paint hazards for rehabilitation projects. Prior to the use of federal funds, all existing units will be screened for lead-based paint, if applicable. Housing units identified as having lead-based paint hazards will be treated so the lead-based paint hazards are abated in accordance with federal requirements. The use of lead-based paint is prohibited in newly constructed units.

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

In 2019, the City funded a variety of social service projects to assist low-income families and individuals, many who live below the poverty line. The circumstances of the COVID-19 Pandemic placed a higher priority on these activities, despite it being the City's first year of implementing the CDBG program.

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

During the city's inaugural year of program implementation, strategies associated with improving institutional structure primarily revolved around participating in regional dialogues for the continuum of care, fair housing, and initiatives associated with individuals living with HIV/AIDS. To date, these discussions have primarily been associated with the continuum of care, and supporting the primary local agency (the United Way of Johnson County) in its leadership in the continuum.

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

The United Way of Johnson County is the primary way to connect all service providers throughout Greenwood. The Network will continue its efforts to build capacity and coordinate service provisions across the county in the coming year. The City of Greenwood has joined this effort and supports institutional coordination among providers.

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

The City will use partnerships with State Government, local non-profit housing providers, local public service providers or community development advocacy groups to go beyond the steps listed in this plan to promote fair housing. The City of Greenwood will support other initiatives by the State of Indiana, the City of Indianapolis, and neighboring jurisdictions with their own Analysis of Impediments to Fair Housing (AI). Such initiatives may include education programs related to fair housing, homeownership training or landlord/tenant legal services.

In PY2019, the City of Greenwood created a CDBG Website ([www.greenwood.in.gov/cdbg](http://www.greenwood.in.gov/cdbg)). The website not only includes the AI document, it also includes links to important fair housing resources and links to report housing discrimination.



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

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

Monitoring assures that recipients of federal funds are in compliance with local objectives and federal program requirements. The intent of the City of Greenwood is to work cooperatively with contractors, grantees and sub-recipients in the use of federal funds as best as possible and within reasonable time constraints. With the COVID-19 pandemic, the City of Greenwood monitored progress virtually. Staff will make in-person visits during the summer of 2021 to ensure compliance among its public service providers.

### Initial Review of Project Eligibility

1. Requests for funding must be supported with an application to be reviewed for allocation recommendation. Applications include specific information regarding design of project, cost of project and beneficiaries.
2. Each activity must be eligible under related program rules and must meet one of the three national objectives.
3. An activity must be consistent with local goals and objectives as expressed in adopted policies and/or established plans and must comply with related program regulations.
4. Successfully funded applicants are required to sign a funding agreement outlining all of the requirements, regulations and standards.

### Ongoing Review of Project Compliance

1. On-site monitoring will be conducted as may be deemed necessary and reasonable by the City. Desk reviews and off-site monitoring will be an ongoing activity.
2. Claims for payment are filed, with appropriate documentation, with the program manager. The program manager reviews the claim and approves it for payment.
3. Quarterly, monthly, and/or annual reports on project and activity status is required of all sub-recipients.
4. The program manager will also monitor for beneficiary compliance.
5. The City's programs generally do not include program income to the sub-recipient/contractor.

### Follow-up and Enforcement

1. Compliance concerns are addressed at all phases of an activity, as soon as the project manager is aware of the issue. Technical assistance is provided as necessary to maintain compliance.
2. Annual reviews of sub-recipient activities are conducted by the project manager, using a checklist of areas to be reviewed.
3. Sub-recipients may be required to file a Certified Public Accountant (CPA) annual report of sub-recipient's financial stability and federally funded project expenditures. Records shall be maintained for five years after project closeout.

4. Enforcement of activities not in compliance shall follow Part 85.43 with the right of appeal, as well as termination of a contract/agreement..

The City encourages the use of minority (MBE), women (WBE) and veteran (VBE) owned businesses for each of its programs.

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

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

The City implemented its Community Participation Plan in efforts to provide the community with reasonable notice and opportunity to comment on performance reports. Due to the COVID-19 pandemic, the City had to conduct its public input process in a virtual format, with Zoom meetings and accepting comments through an email. These meetings were carried out in accordance with an Amended Citizen Participation Plan that was approved on June 22, 2020.

This document, the PY2019 Consolidated Annual Performance and Evaluation Report, will be available for a fifteen day comment period, March 12, 2021 until March 27, 2021. All comments received will be included in the final draft of this document.

To be completed after public review of the document.

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

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

The goal of reaching the most vulnerable in and across the community is still a priority of the City. Additionally, as a result of timeliness issues, the City is working closely with local officials as well as their housing and social service partners to ensure that activities are completed in an efficient and timely manner.

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

No.

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

N/A