



Housing and Neighborhood Development
Department

Becky Wade, Director

***Draft* PY2020-2021**

**Consolidated Annual Performance and
Evaluation Report (CAPER)**

September 13, 2021

For U.S. Department of Housing and Urban Development
(HUD) Community Planning and Development (CPD)
Programs:

Community Development Block Grant (CDBG)

HOME Investment Partnerships (HOME) and

Emergency Solutions Grant (ESG)

CR-05 - Goals and Outcomes

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

91.520(a)

This could be an overview that includes major initiatives and highlights that were proposed and executed throughout the program year.

Program Year (PY) 2020-2021 was the first year of the PY2020-2024 Consolidated (strategic) Plan period and the first year coping with the impact of the coronavirus/COVID-19 pandemic and its economic consequences.

The City of Knoxville outlined certain goals and high priority objectives (see Attachment 1) in its five year Consolidated Plan that would be addressed through its annual allocations of U.S. Department of Housing and Urban Development (HUD) funding. The plan was developed through an extensive community engagement process in the summer of 2019, prior to the pandemic. As circumstances changed with the onset of COVID-19 and the enactment of the Coronavirus Aid, Relief, and Economic Security (CARES) Act in March 2020, HUD allocated supplemental funds to grantees, including the City of Knoxville. HUD also provided waivers and flexibilities to its funding programs. The City addressed these additional funds and the needs they would meet, in three substantial amendments to its PY2019-2020 Annual Action Plan. The 2019-2020 Annual Action Plan, 2020-2024 Consolidated Plan (which includes the Annual Action Plan describing specific goals for PY2020-2021), and the amendments are all available at www.knoxvilletn.gov/development under the “Reports and Plans” tab.

The priority community needs, listed as Goals in this section, provide the framework for describing the accomplishments in the 2020-2021 program year that began July 1, 2020, and ended June 30, 2021. Included are activities funded by PY2020-2021 HUD Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME), and Emergency Solutions Grant (ESG) programs and CARES Act supplemental funds (CDBG-CV and ESG-CV) intended to *prevent, prepare for, and respond to COVID-19*. Additional detail on funding amounts and how they were used can be found later in this document.

2020 – 2024 Consolidated (Strategic) Plan

Goal: Enhance the Availability, Accessibility, and Quality of Affordable Housing

Affordable housing is the cornerstone of the City of Knoxville’s Consolidated Plan and is critical to:

- Preventing housing instability that leads to homelessness;
- Reducing and shortening length of homelessness;
- Stabilizing and revitalizing neighborhoods; and
- Creating economic opportunity.

Low wages and high housing costs were already burdening many low- and moderate-income households in the city of Knoxville before the onset of the coronavirus/COVID-19 pandemic in early 2020. According to 2013-2015 American Communities Survey (ACS) data, almost one-quarter of Knoxville renters were severely cost-burdened, paying more than half their income in rent and utilities. It is expected that 2020 U.S. Census data will show an increase in severely cost-burdened renter households.

The City of Knoxville, in response to data and information from its community partners, increased its commitment to the development of new affordable rental housing units. In July 2017, City Council created the Affordable Rental Development Fund (ARDF) and committed \$2M in local funds. Over the next three years City Council added another \$10.6M (including \$2.5M in PY2020-2021) in local funds, for a total of \$12.6M. The City also used a little over \$1M of its HUD funds. Approximately \$170M of outside funds were leveraged, meaning that for every \$1 of City/HUD funds invested in affordable rental development, \$12.44 was leveraged. Of the 8 developments completed/6 underway, about 60% were/are being developed by non-profit organizations and 40% by for-profit developers.

To date, construction of 547 new affordable rental units has been completed and 435 more are underway, 385 of which are currently under construction. Approximately 75% of the tenants moving in had *extremely-low incomes* (within 30% AMI). Almost half are elderly. ARDP units also meet *Energy Star* standards to keep utility costs affordable. Developments are located close to public transit, with about: 34% in West Knoxville; 33% in South Knoxville; 23% in East Knoxville; and 10% in North Knoxville.

The City, with its community partners and affordable housing advocates, continues to find new ways to meet the housing needs of its more vulnerable residents. In May of 2021, City Council passed an ordinance to amend the City Code and created the Knoxville Affordable Housing Fund (The Fund). The Fund establishes a foundation for long-term continued investment to advance affordable housing opportunities. It establishes a minimum contribution of \$5M per year for 10 years to support the needs of individuals and families of low- and moderate-income for affordable housing. Funding will still be set aside for the development of new affordable rental housing, and it adds flexibility to meet emergent housing needs, such as rehabilitation of existing housing and possibly development of affordable owner-occupied housing.

PY2020-2021 Accomplishments: The City's Housing and Neighborhood Development department (HND) coordinates the City's affordable housing development and rehabilitation programs. During the program year, both local ARDF and HUD HOME and CDBG funds were used. The HUD funds included PY2020-2021 HOME and CDBG allocations, program income, and unspent prior year funds.

Development of Affordable Rental Housing – Construction of 335 new affordable rental units was completed in PY2020-2021. While all of the tenants must have incomes within 80% of Area Median Income (AMI), approximately 40% of the units were restricted to 60% AMI. Of the restricted units, 73% of the tenants moving in had *extremely low-income* (within 30% AMI) and 25% had *very low-income* (within 50% of AMI). More than half of the restricted units are elderly/people with disabilities and almost a third are single-parent families. Three developers, two non-profit (KCDC and HomeSource East Tennessee) and one for-profit developer (Elmington Capital Group) used local ARD funds and HUD funds in four different developments across Knoxville: Elmington Capital Group developed 156 units in South Knoxville (Young High Flats) and 102 in West Knoxville (Flats at Pond Gap) using ARDP funds; KCDC

developed 53 units in Northwest Knoxville (Clifton Road) using ARDP funds; and HomeSource East Tennessee developed 24 units in East Knoxville (Village at Holston Court) using a combination of local ARDF funds and HUD HOME and CDBG funds. Another 435 units of new affordable rental housing units are underway, with 385 under construction and expected to be completed in the next two years.

The City also provided \$4.5M in local, capital dollars (in addition to \$4.25M provided in PY2019) to KCDC for new infrastructure, including utilities, streets, and sidewalks for the first phase of housing redevelopment for Austin Homes. The first phase of the residential development began construction in August 2020 and includes 105-units of new mixed-income housing which will open in late 2021. Phase two of the residential development broke ground in the spring of 2021 and will include 180 units of affordable and workforce housing. Phase three of the residential development is currently in predevelopment and is expected to consist of 153 units of affordable and workforce housing. Phase three is expected to break ground in the summer of 2022 and be complete by the end of 2023.

Rental Rehabilitation Program – Both non-profit and for-profit landlords may receive financial assistance through this program to assist with keeping their existing rental housing affordable and in good condition. Rehabilitation was completed on a 40-unit complex owned by Premier Properties, a for-profit business, using HUD CDBG and HOME funds in PY2020-2021. The housing units, primarily occupied by female-headed households, were provided lead-based paint abatement among other code-related improvements. Eighteen households (40%) of the 30 *HOME-assisted* units had *extremely low-income* tenants (within 30% of AMI), 9 (30%) had *very low-income* tenants (within 50% of AMI) and 3 (10%) had *low-income tenants*. Of the 30 HOME-assisted households, 28 were female-headed households. An additional 131 units of affordable rental housing are currently being rehabilitated.

Owner-occupied Housing Rehabilitation Program – Rehabilitation of three housing units were completed in the program year, two occupied by households with incomes within 60% AMI, and one within 80% AMI. One of the three was a newly-built home, which meets *Energy Star* requirements. Five more projects are underway. The City also subcontracted HUD CDBG funds to two non-profit organizations to conduct emergency and minor home repairs, including accessibility modifications. The Knoxville-Knox County Community Action Committee (CAC) provided Emergency and Minor Home Repairs to 137 owner-occupied houses in the city of Knoxville, five of which received Lead Hazard Remediation actions. Approximately 37% of households were *extremely low-income*, 39% *very low-income* and 23% *low-income* (within 80% AMI). Neighborhood Housing, Inc. (NHI)'s Operation Backyard program performed minor home repairs on 72 houses within the city of Knoxville, 40 of which needed accessibility modifications and 32 exterior minor home repairs, such as windows, exterior doors, roofing, guttering, siding, and stabilization. Sixty-eight of these households were LMI homeowners and the remaining four households were LMI renters. Fifty per cent of households were *extremely low-income*, 43% *very low-income* and the remainder *low-income*.

Community Housing Development Organization (CHDO) – HUD requires that at least 15% of the City's HUD HOME Investment Partnerships (HOME) allocation be set aside for housing developers that meet HUD CHDO criteria. This past year, three housing developers received a total of \$459,787 (or 40%) in HOME CHDO funds: East Tennessee Housing Development Corporation (ETHDC) \$205,763;

Neighborhood Housing Incorporated (NHI) \$127,500; and HomeSource East Tennessee (HSET) \$126,524. The East Tennessee Housing Development Corporation (ETHDC) completed 2 homebuyer projects. Another 3 homebuyer projects got underway, but prices and construction material availability delayed the completion dates past June 30, 2021. A 20-unit CHDO rental was also planned for completion, but that has been moved to February 2022.

Down Payment Assistance – The City assisted 4 households (two were *extremely low-income* and two *low-income*) in purchasing homes developed by CHDOs. Three CHDO-developed houses remain to be sold to LMI homebuyers.

Goal: Reduce and Prevent Homelessness

The City of Knoxville does not consider homelessness as an acceptable living condition for any resident. While reasons for homelessness can be reduced down to some common factors, reflective of both societal and personal factors, the fact is that the circumstances that end in homelessness are highly individual. With complex societal, family and individual dynamics there are no easy “fixes.” However, there are strategies and resources that can be employed to reach people *where they are*, literally and figuratively.

HUD provides state and local governments the opportunity to define strategies in their Continuum of Care (CoC) and Consolidated Plan/Annual Plans, as well as some resources to implement them. The City of Knoxville’s Office on Homelessness (OOH) coordinates the Knoxville-Knox County CoC, made up of local homeless shelter and services providers, and a single, comprehensive application for HUD funding is submitted annually. Funding is allocated to the CoC grantees directly. The City of Knoxville also receives HUD Emergency Solutions Grant (ESG) funds to implement strategies based upon five *component categories*: Street Outreach; Emergency Shelter/Services; Rapid Re-Housing; Homelessness Prevention; and data collection to measure impact of strategies called Homelessness Management Information System (HMIS).

Addressing the Needs of People Experiencing *Literal Homelessness*

As seen in communities across the state and country, unsheltered homelessness increased during the pandemic, while overall homelessness remained level or even decreased slightly. Part of the reason for this is the U.S. Centers for Disease Control (CDC)’s early recommendations to allow people to remain in outdoor locations to allow for social distancing. Results of this policy were mixed, as health and safety of people remaining unsheltered is not good, even with enhanced outreach and assistance for the unsheltered population. Known COVID-19 infection rates among the homeless population remained low, with exception occurring during the January 2021 spike seen in the general population. The pre-existing, underlying opiate crisis did not diminish during the pandemic and made many encampments unhealthy and unsafe. Work has been ongoing to encourage unsheltered persons to engage with social services, shelter and housing assistance.

The Knoxville-Knox County Emergency Operations Center (EOC) was activated at the beginning of the pandemic in March 2020, and has coordinated the response to the coronavirus/COVID-19 pandemic for the entire county. Because of the nature of the pandemic, this response included coordinating the entire social services sector across-the-board. One component of that is homeless service providers, shelters, and other support agencies.

Knoxville, like other communities across the country, has seen an increase in unsheltered homelessness and a decrease in occupancy in shelter and transitional housing during the pandemic due to fear of increased transmission. Homeless shelter providers have worked with the Knox County Health Department during the pandemic to make their spaces safer for guests. This includes decreasing bed capacity to allow for greater social distancing, enhanced separation of spaces, air-filtration and cleaning regimens, wearing of masks, client education and signage, and providing vaccination clinics. Even with decreased bed capacity, shelters have consistently had unused space available as more people have chosen to stay in encampments and outside locations. The Knox County Health Department and homeless service providers have held vaccination clinics in shelters and at locations accessible to unsheltered persons, but unfortunately, vaccination uptake in this population has been somewhat reflective of what is seen in the general population. Throughout the pandemic however, shelters have experienced very low incidences of COVID-19 infections in shelter populations, which were well managed, including through the use of quarantining at *The Guest House*.

The Guest House was established during the prior program year, initially using local City funding. It was set up in anticipation of needing non-congregate, managed shelter space for people who were COVID-19-positive or who were awaiting test results. The Guest House went through three iterations, with the second and third supported by the Knox County Health Department. Guest House III was the largest, had a maximum capacity of 10 rooms, and reached full capacity only during the January 2021 COVID-19 peak experienced nationally. Aside from that peak, The Guest House always had surplus available capacity. VMC ceased operation of The Guest House in June, 2020, due to very low usage. The Knox County Health Department has been housing unsheltered COVID-19-positive patients in a local motel since The Guest House closed. This had been sufficient to meet the need until the August 2021 nationwide spike in COVID-19 cases. Options for standing up another facility are currently under consideration.

City funds were also used to: Increase Street Outreach services to those living outdoors, in cars, vacant buildings, and encampments; Provide services to homeless youth; and Purchase new beds and construct physical partitions in transitional housing.

The City used the majority of its PY2020-2021 HUD Emergency Solutions Grant (ESG) allocation for Rapid Re-Housing services to help people who are literally homeless to get into permanent housing by providing financial assistance with deposits, rent, and utility payments, along with housing stabilization counseling to assure sustainability.

Upon receiving notice of its first round of CARES Act funds in April 2020, the City submitted amendments to its PY2019-2020 Action Plan to allocate supplemental ESG (ESG-CV) funds for

Emergency Shelter and Services, serving Literally Homeless individuals/families including: Individuals in need of low-barrier shelter; Women and children; Single women; the Elderly; Individuals in need of emergency dental procedures; and Families and individuals in need of case management and entry into the HMIS/CHAMP system.

The City was notified of a second allocation of ESG-CV funds in the amount of \$2,221,592 in June 2020. The City held three virtual public meetings in August 2020 and conducted a survey to receive feedback on priority COVID-19 related homelessness needs. The first meeting was held with social service organizations new-to-HUD funding and that group was also invited to meet with more mainstream homeless service/shelter providers through the Mayor's Round Table on Homelessness. Lastly, a meeting was held to discuss a draft of funding priorities developed from the feedback received from the prior meetings, the survey, the City's Office on Homelessness, and the Mayor. Potential applicants, especially those new-to-HUD funding, were encouraged to partner with organizations that had more experience with ESG funding. The City also offered, through the Alliance for Better Nonprofits, three trainings to assist organizations wishing to partner. The City prepared a second substantial amendment for the second round of ESG-CV awards, though not all funds were awarded. Funds were committed to providing: Additional Street Outreach; Emergency Shelter/Services, including mental health counseling to single women and *non-congregate* emergency shelter at area hotels/motels; Rapid Re-Housing; and an equity study of the Coordinated Entry System (CHAMP) and HMIS. A virtual summit on Youth and Family Homelessness was hosted by the City in December 2020 to stimulate interest in further proposals for Emergency Shelter and Services. Remaining ESG-CV funds (and a second allocation of CDBG-CV funds) were set aside for the City's annual application cycle in February 2021.

While a significant amount of ESG-CV funds were committed initially to Homelessness Prevention activities, they proved very challenging to implement, and ultimately funding was reduced and contracts cancelled. A number of factors, including the national moratorium on evictions by the U.S. Centers for Disease Control (CDC) and local eviction courts being closed created complications for initiation of Homelessness Prevention activities. See more under Addressing the Needs of People *At-Risk of Homelessness* below.

In January 2021, the City began its annual process for developing the City's PY2021-2022 Annual Action Plan. A virtual public meeting was held to discuss homeless shelter, services and affordable housing needs and the availability of funds to help meet identified needs. Available funding included the balances of ESG-CV funds not awarded (or from canceled Homelessness Prevention activities) and the new allocation of CDBG-CV funds. The use of the funds and accomplishments will be included in the PY2021-2022 CAPER.

PY2020-2021 Accomplishments: The City subgranted HUD ESG, ESG-CV and/or local funds to non-profit partners including: Catholic Charities (serving the elderly); Knoxville-Knox County CAC (serving youth, the elderly, and families); the Salvation Army (serving women and children, and men); Volunteer Ministry Center (VMC) serving individuals; and the YWCA (serving single women). These organizations assisted 2,367 people experiencing literal homelessness: 1,622 with Emergency Shelter/Services; 339

with Street Outreach services; and 415 with Rapid Re-Housing services. Emergency Shelter/Services activities included providing shelter (bed, food, hygiene, etc.) and emergency services (medical, mental health, legal, educational, employment, and housing counseling and referrals, etc.) in: Congregate shelters, such as traditional and *low-barrier* shelters; Non-congregate temporary housing, such as hotel/motel rooms, to prevent spread of the virus; and Spaces for safely quarantining people experiencing homelessness who were exposed, sick and/or tested positive for the virus. PPE (Personal Protective Equipment), hygiene and cleaning supplies, and food were also provided to people experiencing homelessness in both congregate and non-congregate shelter settings. Renovations of public bathrooms at The Foyer, *low-barrier* shelter are also underway. Street Outreach Services included: Providing food, PPE, hygiene and cleaning supplies; Engaging people; and Providing counseling and referrals to emergency shelters to people experiencing homelessness on the street and in encampments. Rapid Re-Housing services included: Outreach and engagement; Counseling and referrals; Payment of rent and utility deposits; Assistance with relocation; and on-going housing stability counseling.

By nature of being “homeless”/experiencing homelessness, the individuals and families receiving services are considered to have *very low-income* (within 50% of AMI). Data from HMIS shows that more than 80% of people served during the program year, who were literally homeless, were *extremely low-income* (within 30% of AMI). Data on project “exits,” or people who left the programs they were in, total 1,105. Exits to permanent housing total 518, less than half (46.9%). For those who were able to find permanent housing, the number of days to move-in to was 18 days at its lowest and 83 days (close to three months) at its longest, with the average being closer to 60 days (two months). Adding more affordable rental housing units is critical to reducing the time that people are homeless.

Addressing the Needs of People *At-Risk of Homelessness*

Even those individuals and families living in housing that was affordable to them before the pandemic, faced the threat of eviction or foreclosure if they lost work hours or became unemployed as a consequence of the pandemic and economic shut-down. Women and people of color, in part because they make up larger percentages of those employed in service industries ¹, were more highly impacted. The historic downturn in the economy ² put many of these households at an even higher risk for housing instability and homelessness.

During the early days of the pandemic, local courts closed and eviction cases could not be heard or adjudicated. These circumstances provided short-term relief to some renters impacted by the disease and the economic shutdown, but many others moved when they received an eviction notice from their landlords. The City of Knoxville quickly contributed \$100,000 in local emergency funds to the CAC to

¹ GBH News www.wgbh.org/news/national-news/2020/11/10/women-people-of-color-disproportionately-affected-by-economic-impacts-of-pandemic/

² Bureau of Labor Statistics www.bls.gov/news.release/archives/empsit_05082020.htm

assist individuals and families at imminent-risk of eviction.

Knoxville's Utility Board (KUB) suspended disconnections in March 2020 and waived late fees accrued since March 16, 2020. They also worked with partners in the community (like CAC) to ensure that customers had access to other financial resources. Starting in September 2020, KUB began automatically enrolling its customers (residential and small to midsize businesses) in payment plans, with installments from 3 months (for less than \$250 owed) to 15 months (for more than \$1,000 owed). They began service disconnections for nonpayment beginning October 19, 2020.

The CDC's Eviction Moratorium, initiated in early September 2020, extended more formal protection nationwide. While the moratorium served to prevent many renters from losing (or being threatened with losing) their housing, it didn't stop fears of accumulated housing and utility debts. It also didn't stop foreclosures or help housing providers/landlords offset their expenses.

Upon receiving notice of its first round of CARES Act funds in April 2020, the City submitted amendments to its PY2019-2020 Action Plan to allocate HUD supplemental ESG (ESG-CV) funds for Homelessness Prevention. *Homelessness Prevention*, an eligible category under HUD ESG and ESG-CV programs, provides temporary financial assistance for renters. However, documenting *imminent-risk* of homelessness, a requirement of the program, during the eviction moratorium presented challenges. The City's amendments also included plans to use supplemental CDBG (CDBG-CV) funds for Public Services/Housing Assistance Payments. HUD also made some temporary flexibilities and waivers of certain regulations and requirements available to make it easier for grantees, like the City of Knoxville, to use its grant funding to meet urgent community needs during the pandemic. Significantly, one of these waivers lifted the cap (normally 15%) on how much CDBG and CDBG-CV funding could be used on *Public Service* activities, like housing assistance payments. This meant that the City could use a greater portion of its CDBG and CDBG-CV funding to assist renter and homeowner households with past due rent, utility payments and mortgage payments. To that end, the HND Department facilitated the efforts of several housing services nonprofits and City Departments (including 3-1-1/2-1-1 Center for Service Innovation, Communications, and Law) to develop the *COVID-19 Housing Assistance Program (HAP)* program. Besides financial assistance, services such as counseling and referrals for legal issues, employment and other financial resources, and housing stabilization counseling were offered.

In late December 2020, an additional federal COVID-19 relief act (the "Consolidated Appropriations Act, 2021") created a funding source dedicated to providing Emergency Rental Assistance for renter-households below 80% AMI. This Act provided significant funding through the U.S. Treasury to states and counties, including approximately \$44M to Knox County. The new funds made some of the ESG-CV homelessness prevention services (primarily rental and utility arrearages) redundant. However, some services were identified as filling gaps with the Treasury funding, including: Housing stability case management services; Rent and utility deposits, etc. for individuals/households not on a lease or currently housed; and Relocation services and financial assistance. Two of the three contracts for ESG-CV-funded Homelessness Prevention activities that had been canceled were later funded with CDBG-CV funds to provide services to meet those gaps.

The City's COVID-19 Housing Assistance Program (HAP) was the first program in the community offering housing payment assistance for people who lost employment or income due to COVID-19. It helped to establish the framework that the programs that came after would use. This program was also the longest running housing assistance program in the community. Other funds for housing payment assistance that were added in the community since 2020 include: Supplemental LiHeap, CURE, TN Community CARES, Knox County CDBG-CV, Knox Housing Assistance ERA, and others. While the HAP did not provide the bulk of the funding; it did help local agencies build and maintain capacity so they could administer these other funds. It also served as a major information transfer point during the pandemic where City departments and nonprofits could communicate about what was working/not working, where there were gaps in services, and resources each entity needed to serve the community.

PY2020-2021 Accomplishments: The City subgranted HUD funds to non-profit partners to assist 861 individuals/households at-risk of homelessness with an average of \$1,500 in assistance per household. Supportive services and *warm*³ referrals were given to hundreds more. HomeSource East Tennessee served 71 individuals who lost income due to COVID-19 with some combination of rental payment(s), rental arrearage(s), mortgage payment(s), mortgage arrearages, and utility arrearages payments. Knoxville Leadership Foundation (KLF)'s Compassion Coalition served 136 individuals who lost income due to COVID-19 with rental assistance and 757 with supportive services and warm referrals to appropriate resources. CAC served 592 individuals who had lost income due to COVID-19 with CDBG-CV rental assistance and hundreds more with supportive services and referrals to other funding resources. CAC will continue to serve renters and homeowners until March 31, 2022. CONNECT Ministries provided Housing Stabilization case management and assistance with housing costs to 62 low- and moderate-income individuals. This program is also on-going.

Of the 861 individuals/households receiving assistance from the COVID-19 Housing Assistance Program (HAP), 63% had *extremely low-income* (up to 30% of AMI), 26% had very low-income (up to 50% of AMI), and 11% had *low-income* (up to 80% of AMI) documented at the time of application to the programs.

Goal: Stabilize and Revitalize Neighborhoods

Many lower-income households, including those headed by the elderly and individuals with disabilities, were already struggling prior to the onset of the pandemic. The pandemic has had a larger impact on these particularly vulnerable populations, especially when it comes to food security. The need for social distancing, fear of contracting COVID-19 in public places like grocery stores, as well as financial need exacerbated during the pandemic, means that many more people are food insecure.

³ A 'cold referral' [involves] providing information about another agency or service so that the client can contact them [while a] 'warm referral' involves contacting another service on the client's behalf and may also involve writing a report or case history on the client for the legal service and/or attending the service with the client. (Clarke & Forell 2007)

PY2020-2021 Accomplishments: The City contributed local general funds, HUD CARES Act CDBG-CV, and CDBG funds to CAC's Mobile Meals program. During the COVID-19 pandemic, CAC saw a significant increase in the number of individuals in the community who need access to this service. The Mobile Meals program provided daily nutritious meals to an additional 269 *extremely low-income* and *very low-income* homebound seniors and people with disabilities.

Other actions under this goal include Design and Technical Assistance to businesses and community groups working to revitalize the City's redevelopment areas and the stabilization of blighted properties in low- and moderate-income neighborhoods.

PY2020-2021 Accomplishments: The City subgranted CDBG funds to the East Tennessee Community Design Center (ETCDC). ETCDC provided design and technical assistance to 14 community projects: Review assistance for eight new infill housing projects; Development of a community plan for Southerland Avenue; Concept development for two park/greenway improvements; Concept design and technical assistance for eight non-profits; and Design assistance for two facade renovation projects for businesses in redevelopment areas.

Goal: Create Economic Opportunity

The construction trades became even more important during the pandemic with significant increases in job openings. An attempt was made to further the development of a construction-related job pipeline, an idea that had come out of the Consolidated Plan process. One non-profit proposed a pilot program to mentor five construction trades program graduates with the goal of obtaining licensure as a subcontractor/contractor/Home Improvement contractor. Unfortunately, the program never got started and the funds were reprogrammed to a different activity.

In June 2021, the Sycamore Institute reported that Tennessee saw a 40% decrease in the number of small businesses during the pandemic. Low-income positions in the Hospitality and Leisure Sectors were especially hard hit. These economic hardships disproportionately affected Black Tennesseans, women, and young adults.⁴ With additional funds from the CARES Act, American Rescue Plan, and local General Funds, the City of Knoxville is making significant investments in local recovery projects to reduce, respond to, and prepare for the COVID-19 pandemic and its economic ramifications.

PY2020-2021 Accomplishments: The City subgranted CDBG funds to two non-profit organizations.

Neighborhood Housing Inc.'s KnoxWorx Program provided 100 individuals with pre-apprenticeship training, targeting Knoxville's disadvantaged young adults from inner city neighborhoods surrounding

⁴ The Sycamore Institute <https://www.sycamoreinstitute.org/tennessee-covid-economic-recovery/>

West, Austin East, and Fulton High Schools. Program participants choose between career tracts in construction, food service, hospitality and tourism, and the medical industry. All participants received in-house soft skills training, and opportunities to earn their GED. Of the 100 individuals served, 74% had *extremely low-income* (within 30% of AMI), 16% had *very low-income* (within 50% of AMI), and 10% had *low-income* (within 80% AMI).

Knoxville Area Urban League’s Workforce Development Enhancement Initiative supported 26 justice-involved individuals as they re-enter the workforce with pre-release and post-release services, R.E.S.P.E.C.T. (Re-entry Employment Services Program Employers Can Trust), and soft skills training. The core purpose of the program is to help low- to moderate-income individuals reach financial stability and move up the economic ladder through workforce/employment soft and hard skills training and coaching support. This program also provided workforce development resources to individuals who lost work or income due to COVID-19. Of the 26 people served, 85% had *extremely low-income* (within 30% of AMI) and 15% had *very low-income* (within 50% of AMI).

Construction work through CDBG-funded emergency and minor home repair programs supported thirteen Section 3 Workers and three Targeted Section 3 Workers, creating a total of 4,013 Section 3 Worker Hours and 983.75 Section 3 Targeted Worker Hours. Other HUD-funded construction activities (housing rehabilitation and new construction) funded six Section 3 businesses. NHI’s CDBG-funded KnoxWorx workforce development program trained 100 disenfranchised, young adults (also Section 3 workers).

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)

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

See Attachment 2, Table 1

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.

In the PY2020-2021 Action Plan approximately \$4.7M (or about 85%) of the \$5.5M in HUD CDBG and HOME funds available, were committed to maintaining or developing affordable housing units. By the end of the program year, the City had spent closer to \$2.4M (about half) on maintaining and developing affordable housing. Housing rehabilitation took the biggest hit, but there were also sizable differences in rental housing rehabilitation and downpayment assistance for homebuyers. The reasons differ by each program and are as varied as the impacts of the pandemic. While rehabilitation on 15 owner-occupied housing units were planned, only 3 were completed through the City’s program. Five are still underway. The City’s non-profit partners, CAC and NHI, also completed less units than planned. Concern about disease transmission and financial instability on the part of potential applicants, and limited availability of construction labor and materials seriously affected progress in housing rehabilitation programs in the past year.

The rising cost of construction due to labor shortages and the sharp increase in the cost of construction materials were significant factors in why less affordable rental units were completed on time than planned (38 of 75 anticipated HOME-assisted units were completed by the end of PY2020-2021). At this time, completions are expected on 110 units in PY2021-2022. Finally, it is believed that the City’s Down Payment Assistance program was impacted by job/income instability in the normal pool of low- and moderate-income household/applicants due to the economic shut-down and the rising market values of housing overall. Only two homebuyers were assisted during the program year, although another two were counted because they were technically “completed” this year, for a total of 4 of the 7 anticipated.

The total amount of CDBG available to commit in PY2020-2021 was \$3,256,619.56: \$1,761,546 from the PY2020-2021 HUD CDBG allocation; \$1,036,418 in CARES Act supplemental CDBG (CDBG-CV) Round 1 funds ⁵; \$358,655.56 in unspent prior year funds; and \$100,000 in estimated program income. The City used a total of **\$2,535,555.54 (~78%)** of these funds during the year, **\$721,064.02 less than** what was budgeted. See below for a comparison of CDBG budgeted and spent. * HOME commitments and expenditures, as well as goals and accomplishments **are listed in section CR-15.**

Goal: Enhance the Availability, Accessibility, and Quality of Affordable Housing

Budgeted: \$1,382,212.59 (42%)	Goal: 225 units
Actual: \$1,146,250.19 (45%)	Accomplished: 209 units
Difference: \$235,962.40 less	Difference: 16 units less *

⁵ An additional round of CARES Act supplemental CDBG (CDBG-CV) funds was included in PY2021-2022

Goal: Reduce and Prevent Homelessness

This includes Public Services (COVID-19 Housing Assistance Program and Mobile Meals).

Budgeted: \$996,895 (31%)	Goal: 584 individuals assisted
Actual: \$899,579.12 (35%)	Accomplished: 1,130 individuals assisted
Difference: \$97,315.88 less	Difference: 546 more individuals assisted

Goal: Stabilize and Revitalize Neighborhoods

Budgeted: \$77,029.97 (2%)	Goals: 13 organizations assisted and 80 lots maintained
Actual: \$67,816.70 (3% of \$ spent)	Accomplished: 14 organizations assisted and 50 lots maintained
Difference: \$9,213.27 less	Difference: 1 more organization assisted and 30 fewer lots

Goal: Create Economic Opportunity

Budgeted: \$341,105 (10%)	Goal: 135 people assisted
Actual: \$247,028.78 (10%)	Accomplished: 126 people served
Difference: \$94,076.22 less	Difference: 9 fewer people served

CDBG and CDBG-CV Administrative Costs

Budgeted: \$459,645 (20% cap allowed, but 14% budgeted)
Actual: **\$174,880.75 (7%)**
Difference: **\$284,764.25 less**

CR-10 - Racial and Ethnic composition of families assisted

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

91.520(a)

	CDBG	HOME
White	742	16
Black or African American	625	28
Asian	8	0
American Indian or American Native	3	0
Native Hawaiian or Other Pacific Islander	0	0
Total	1,465	44
Hispanic	60	1
Not Hispanic	1,405	43

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

Narrative

The City served a total of 954 households with CDBG funds, though CDBG demographics were tracked by number of people (1,465 people). Not shown in the table above are 87 people of other races assisted with CDBG funds.

A total of 44 households (not individuals) were served with HOME funds. One HOME-assisted rental housing unit was vacant.

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	3,256,620	2,535,556
HOME	public - federal	3,316,862	1,260,817
Other - ESG	public - federal	2,883,713	784,587

Table 3 - Resources Made Available

Narrative

The U.S. Department of Housing and Urban Development (HUD) allocated \$3,061,410 to the City of Knoxville for its *regular* annual allotment of Community Development Block Grant (CDBG), Emergency Solutions Grant (ESG) and HOME Investment Partnerships Grant (HOME) funds and \$5,624,578 in supplemental funds (CDBG-CV and ESG-CV) approved through the Coronavirus Aid, Relief, and Economic Security (CARES) Act for programs *to prevent, prepare for, and respond to COVID-19*. HUD also made some temporary flexibilities and waivers of certain regulations and requirements to make it easier for grantees, like the City of Knoxville, to use its grant funding to meet community needs during the pandemic.

Regular PY2020-2021 HUD Allocations to the City of Knoxville

- CDBG \$1,761,546*
- HOME \$1,151,015*
- ESG \$ 148,849
- \$3,061,410

* Includes a \$268 (CDBG) and a \$249 (HOME) reduction due to miscalculations by HUD

CARES Act Supplemental Allocations to the City of Knoxville

- CDBG-CV Round 1 – April 2020 \$1,036,418
- ESG-CV Round 1 – April 2020 \$ 513,272
- ESG-CV Round 2 – June 2020 \$2,221,592
- CDBG-CV Round 3 – September 2020 \$1,853,296
- \$2,889,714 \$2,734,864 = \$5,624,578

Other Resources:

- Unexpended Prior Year funds
 - CDBG EN \$ 583,362.46
 - HOME EN \$ 645,370.49
 - HOME Program Income \$1,020,227.39
 - \$2,248,960.34
- PY2020-2021 Program Income
 - CDBG \$ 201,522.98
 - HOME \$ 628,181.88
 - \$ 829,704.86

The City of Knoxville had Community Development Block Grant (CDBG) resources of \$5,624,578 available in PY2020-2021: A HUD CDBG allocation of \$1,761,546 for PY2020-2021; HUD CARES Act allocations of CDBG-CV in the amount of \$2,889,714; CDBG program income in the amount of \$201,522.98; and \$583,362.46 in unspent CDBG from prior years. CDBG funds in the amount of \$2,535,555.54 were spent on: Housing Rehabilitation and Development activities (\$1,146,250.19 or 45%); COVID-19 Housing Assistance (\$774,579.12 or 30%); Workforce Development (\$247,028.78 or 10%); Administration (**\$174,880.75 or 7%**); Mobile Meals (\$125,000 or 5%); and Neighborhood Stabilization activities (\$67,816.70 or 3%) during the program year. Any CDBG funds remaining are committed to projects that have not yet completed or are budgeted to PY2021-2022 activities.

The City had HOME Investment Partnerships (HOME) resources of \$3,316,861.88: A HUD allocation of \$1,151,015; \$628,181.88 in HOME program income; \$645,370.49 in unspent HOME from prior years; and \$1,020,227.39 in unspent prior year HOME program income. The City spent \$1,260,817.11 (100%) of its HOME funds on affordable housing activities: Rental housing rehabilitation (\$649,674.68 or 51.5%); CHDO-developed housing (\$333,263 or 26.4%); Owner-occupied rehabilitation (\$161,638.28 or 13%); Program delivery expenses (**\$94,338.15 or 7.5%**); and Down payment assistance (\$21,903 or 1.6%) during the program year. Any HOME funds remaining are committed to projects that have not yet completed or are budgeted to PY2021-2022 activities.

The City had total Emergency Solutions Grant (ESG) resources of \$2,883,713 available in PY2020-2021: a HUD ESG allocation of \$148,849 and HUD CARES Act allocations of ESG-CV of \$2,734,864. The City spent \$784,586.70 in ESG funds on: Emergency Shelter/Services (\$378,596.78 or 48.3%); Rapid Re-Housing (\$176,918.47 or 22.6%); Street Outreach (\$112,244.46 or 14.3%); Program administration (**\$53,417.31 or 6.8%**); HMIS (\$46,022.76 or 5.86%); and Homelessness Prevention (\$17,386.92 or 2.2%). Any ESG funds remaining are committed to projects that have not yet completed or are budgeted to PY2021-2022 activities.

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
City of Knoxville	100	100	Geographic Target Area 1

Table 4 – Identify the geographic distribution and location of investments

Narrative

Of the HUD CDBG and HOME funds spent during PY2020-2021 on affordable housing activities, approximately: **Information will be included in the final CAPER submitted to HUD.**

The City has several redevelopment areas that are part of a larger investment that the City has been participating in for years, with multiple funding sources and partners, such as Knoxville's Community Development Corporation (KCDC). These are areas that have a larger share of low-income households/high concentration of poverty, a larger share of substandard and aging housing stock, lack of services and amenities, and blighted conditions. These conditions often overlap resulting in low opportunity, low accessibility, and high vulnerability of its residents. In the former Austin Homes community, for example, the City is supporting KCDC's efforts by committing local general funds. The City also supports housing rehabilitation activities within these neighborhoods and is also working to acquire and maintain blighted properties for future development potential. The City spent local general funds and some of its CDBG funds to support economic development initiatives in neighborhoods and redevelopment areas that are located within or adjacent to low- and moderate-income areas (LMAs) and redevelopment areas. The Commercial Facade Improvement program supports the renovation of blighted buildings into viable businesses in redevelopment areas. NHI's *KnoxWorx* program targeted at-risk adults, up to 29 years old, in certain census tracts in Knoxville's inner city neighborhoods surrounding West, Austin East and Fulton High Schools for job training and employment opportunities.

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.

LMI homeowners receiving owner-occupied housing rehabilitation through the City paid back **\$ the amount will be included in the final report** (from all sources) in loan payments and interest in PY2020-2021, funding more loans for LMI homeowners and affordable rental housing owners/developers and supporting grants to LMI households for emergency home repairs through the CAC. CAC leveraged \$253,152.18. Neighborhood Housing, Inc. (NHI) Operation Backyard contributed \$184,680.50 in local funds and volunteer labor from several area churches, agencies and businesses to leverage CDBG funds from for minor home repairs and accessibility improvements for LMI homeowners and renters. Leveraged HOME funds for the program year include: \$296,890 from CHDO homebuyers; \$215,076 in contributions from CHDO housing developers; \$7,805 from Owner Occupied Rehabilitation; and \$46,683 from rental projects. Finally, the City contributed \$2,909,025.31 in local funds in PY2020-2021 through the Affordable Rental Development Fund (ARDF).

CAC provided \$659,500 and NHI provided \$47,710 in leverage for the COVID-19 Housing Assistance Program. CAC provided \$330,000 in leverage for the Mobile Meals program.

The NHI Workforce Development program leveraged \$358,526.51 in other funds from the Department of Labor's YouthBuild Program, and monetary and in-kind donations. The East Tennessee Community Design Center contributed \$80,362.50 in volunteer labor to support their design and technical assistance program.

The City matched contributed \$201,000 in local homeless general funds in PY2020-2021. These dollars funded agencies providing: Emergency Shelter/Services, Transitional Housing/Services, support for CHAMP (the Coordinated Entry System) and Homeless Management Information System (KnoxHMIS). The agencies funded reported leveraging \$1,000,525 in other funding.

Fiscal Year Summary – HOME Match	
1. Excess match from prior Federal fiscal year	1,616,158
2. Match contributed during current Federal fiscal year	3,082,805
3. Total match available for current Federal fiscal year (Line 1 plus Line 2)	4,698,963
4. Match liability for current Federal fiscal year	85,453
5. Excess match carried over to next Federal fiscal year (Line 3 minus Line 4)	4,613,510

Table 5 – Fiscal Year Summary - HOME Match Report

Match Contribution for the Federal Fiscal Year								
Project No. or Other ID	Date of Contribution	Cash (non-Federal sources)	Foregone Taxes, Fees, Charges	Appraised Land/Real Property	Required Infrastructure	Site Preparation, Construction Materials, Donated labor	Bond Financing	Total Match
Clifton Road	7/1/2020	1,200,000						1,200,000
Upland Ave	8/13/2020					7,805		7,805
Young High	3/30/2021	1,320,000						1,320,000
Pond Gap	3/30/2021	555,000						555,000

Table 6 – Match Contribution for the Federal Fiscal Year

HOME MBE/WBE report

Program Income – Enter the program amounts for the reporting period				
Balance on hand at beginning of reporting period \$	Amount received during reporting period \$	Total amount expended during reporting period \$	Amount expended for TBRA \$	Balance on hand at end of reporting period \$
1,054,444	628,182	426,973	0	1,255,653

Table 7 – Program Income

Minority Business Enterprises and Women Business Enterprises – Indicate the number and dollar value of contracts for HOME projects completed during the reporting period						
	Total	Minority Business Enterprises				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
Contracts						
Dollar Amount	733,808	0	0	61,704	0	672,104
Number	10	0	0	1	0	9
Sub-Contracts						
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0
	Total	Women Business Enterprises	Male			
Contracts						
Dollar Amount	733,808	0	733,808			
Number	10	0	10			
Sub-Contracts						
Number	0	0	0			
Dollar Amount	0	0	0			

Table 8 - Minority Business and Women Business Enterprises

Minority Owners of Rental Property – Indicate the number of HOME assisted rental property owners and the total amount of HOME funds in these rental properties assisted						
	Total	Minority Property Owners				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
Number	1	0	0	0	0	1
Dollar Amount	521,116	0	0	0	0	521,116

Table 9 – Minority Owners of Rental Property

Relocation and Real Property Acquisition – Indicate the number of persons displaced, the cost of relocation payments, the number of parcels acquired, and the cost of acquisition						
Parcels Acquired		0		0		
Businesses Displaced		0		0		
Nonprofit Organizations Displaced		0		0		
Households Temporarily Relocated, not Displaced		3		\$31,484.51		
Households Displaced	Total	Minority Property Enterprises				White Non-Hispanic
		Alaskan Native or American Indian	Asian or Pacific Islander	Black Non-Hispanic	Hispanic	
Number	0	0	0	0	0	0
Cost	0	0	0	0	0	0

Table 10 – Relocation and Real Property Acquisition

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	179	415
Number of Non-Homeless households to be provided affordable housing units	302	213
Number of Special-Needs households to be provided affordable housing units	20	40
Total	501	668

Table 11 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	861
Number of households supported through The Production of New Units	0	12
Number of households supported through Rehab of Existing Units	315	242
Number of households supported through Acquisition of Existing Units	0	0
Total	315	1,115

Table 12 – Number of Households Supported

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

The biggest difference between goals and outcomes is the infusion of the CARES Act Supplemental CDBG and ESG funds. More than 1.64x the normal year's CDBG allocation (\$1,761,546) was received in CDBG-CV funds (\$2,889,714) and more than 18.3x the normal allocation of ESG funds (\$148,849) was received in ESG-CV funds (\$2,734,864).

The difference between the goal and actual number of "non-homeless households" to be provided affordable housing units is primarily due to the pandemic and its economic consequences. Difficulty within the construction industry (labor shortages and rising cost of materials), applicants' cautiousness about having contractors and construction workers in their homes during the pandemic, and capacity within agencies are among them.

Discuss how these outcomes will impact future annual action plans.

Of course, it is hoped that the COVID-19 pandemic will end as soon as possible. However, the economic disparities present prior to the pandemic continue to exist and, in fact, are exacerbated by the pandemic. The consequences of global climate change (wildfires and hurricanes, for example) continue to contribute to the rising cost of construction.

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.

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	629	27
Low-income	309	9
Moderate-income	132	8
Total	1,070	44

***Table 13 – Number of Households Served**

* 1 HOME unit is vacant

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

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

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

The City of Knoxville supported direct outreach to unsheltered homeless persons through a number of initiatives. Using \$135,955 in local funds, the City supported two street outreach social workers at the Volunteer Ministry Center, focusing on unsheltered, chronically homeless persons in the areas near downtown Knoxville. This program specializes in connecting with people who are typically more resistant to shelter and social service programs and, through continued engagement, encourage them to access resources designed to help them quickly access appropriate permanent housing, along with needed supportive services. Using \$265,540 in HUD CV funding, the City has expanded this program with four more outreach workers. The City also maintains an outdoor daytime "safe space" in close proximity to emergency shelter and other social service resources. The safe space includes access to portable and permanent restroom facilities, is monitored by security, and serves as a place to connect with social services outreach.

Also through \$90,452 in local funding, the City supports a Coordinated Entry System (CES), managed by the University of Tennessee's Social Work Office of Research and Public Service, in conjunction with Knoxville's Homeless Management Information System (KnoxHMIS). CES coordinates a multi-agency standardized intake system that is used to assess individual needs and vulnerability, giving priority for housing and other resources to those with the greatest need and vulnerability. CES coordinates regular multi-agency case coordination meetings and street outreach coordination meetings to assure vulnerable unsheltered populations are being reached and directed to permanent supportive housing as well as other appropriate housing and social services.

The COVID-19 pandemic has had an enormous impact on the unsheltered population and the services to meet their needs. As with other localities, Knoxville followed CDC guidelines and worked to encourage unsheltered persons to socially distance and follow other pandemic-related guidelines. Additional resources for food and sanitation were provided to assist persons choosing to remain outdoors and out of congregate shelters. The City and partner social service agencies worked to adapt shelters and social services to follow pandemic protocols and to carry out their services in this new context. The City of Knoxville and the Knox County Health Department supported a non-congregate "Guest House" shelter, operated by Volunteer Ministry Center to provide short-term shelter for homeless persons awaiting COVID-19 test results and for those who need to quarantine. Knoxville has been fortunate to have thus far seen a very low infection rate among the homeless population.

Addressing the emergency shelter and transitional housing needs of homeless persons

The City of Knoxville with, \$30,000 in ESG-CV funding, supported *The Foyer*, a low-barrier shelter operated by Volunteer Ministry Center. The Foyer provides up to 40 shelter beds for persons who have been resistant to or unable to access other shelter options in this community. Through referrals from street outreach, people who have been unsheltered, often for extended periods of time, are given the option to come to this smaller shelter space, where they can also be connected to housing-focused case management. The Foyer is even able to accommodate people with pets, often a reason some will not otherwise engage with emergency shelter. With \$100,000 in ESG-CV2 funds, the City supported the Knoxville-Knox County CAC's work to provide non-congregate family shelter using hotels and motels during the pandemic.

Additionally the City used \$369,000 in combined local general funds and HUD CV resources to support emergency shelter/services and transitional housing/services through: Catholic Charities Samaritan Place, Salvation Army Joy Baker Center, VMC Day Resource Center and dental services, and the YWCA. In addition to providing shelter, each agency provided case management, counseling, life skills workshops, educational training, job referrals and networking for housing opportunities.

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

The City used \$237,500 in local dollars, \$67,760 in CDBG, plus \$1.6 million in HUD CV resources to support homelessness prevention activities during the pandemic in this program year. CAC, Homesource East Tennessee, Compassion Coalition, Connect Ministries, The Knoxville Area Urban League and the Arts and Cultural Alliance all provided assistance and programming to prevent vulnerable individuals and families from losing their housing during the pandemic.

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

Rapid Re-Housing services were provided through the Salvation Army, CAC's Homeward Bound Program and the Volunteer Ministry Center (VMC). These programs worked to provide quick housing placements and case management services for both individuals and families during the pandemic.

For rapid re-housing programs, time to housing has trended somewhat higher over the previous year, due primarily to the COVID-19 pandemic. The federal eviction moratorium has undeniably been positive in preventing many individuals and families from losing their housing. At the same time, the rental housing market has tightened, adding challenges to finding available units for rapid re-housing efforts. Several new initiatives, including Knox County's Knox Housing Assistance ERA Program and the United Way's new Housing Navigator program, along with HUD-funded Rapid Re-Housing programs, are working collaboratively with the Coordinated Entry System (CHAMP) to identify and prioritize those in most need of support.

Emergency shelter programs saw a rise in "time to exit" from these programs early in the pandemic, as have Transitional Housing, but both categories have reverted to levels similar to where they were prior to the emergence of Covid-19. A similar, moderate rise in returns to homelessness from a positive housing placement has stabilized back to 9.55% slightly below the prior year's status. The negative supply of affordable housing and permanent supportive housing stock continues to be a primary challenge for moving people off the streets as quickly as desired. UT's SWORPS program, that manages *KnoxHMIS*, also facilitates Knoxville's Coordinated Housing Assessment Match Plan (CHAMP), which aims to quickly assess the needs and strengths of those experiencing homelessness to better match them to the most appropriate community resource. Knoxville's CHAMP system uses the Vulnerability Index and Service Prioritization Decision Assistance Tool (VI-SPDAT) to measure individual needs and help with proper housing and services placement.

The lack of sufficient affordable housing stock continues to be a significant barrier to reducing "time to housing" and ending homelessness. According to the recent NLIHC Report, "The Road Ahead for Low Income Renters", Knoxville ranked 10th nationally for "Metros with Large Increases in Median Rent, March 2020-May 2021" with a 15% increase in median rent prices during that time period.⁶The City is working to address this need through its locally-funded Affordable Rental Development Fund, its HUD-funded Rental Housing Rehabilitation program, and CHDO-developed rental housing.

⁶ NLIHC <https://nlihc.org/sites/default/files/The-Road-Ahead-for-Low-Income-Renters.pdf>

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

Actions taken to address the needs of public housing

Knoxville's Community Development Corporation (KCDC) is the redevelopment and public housing authority for the City of Knoxville and Knox County, Tennessee. Currently KCDC's affordable housing portfolio includes 3,525 low-income units being managed under either Low-Income Public Housing or Project-Based Rental Assistance Programs; 3,617 Housing Choice Vouchers; and 70 Mod-Rehab units. Over the years, the agency has primarily used Capital Fund Program and Replacement Housing Fund grants to improve or replace deteriorated housing.

To offset the lack of federal dollars, KCDC began converting public housing within the City and County via the Housing and Urban Development (HUD) Rental Assistance Demonstration (RAD) program in 2016; to date all properties within the KCDC portfolio have been converted, with the exception of two. The RAD program allows KCDC to continue their mission without depending on federal dollars by converting public housing units to project based rental assistance properties. This conversion means KCDC has the same options available as the private sector and allows providers to leverage private capital markets to make capital improvements in the public housing stock. Northgate Terrace, one of the two remaining properties, will convert prior to the end of 2021. Modernization and rehab have been ongoing over the last year for the additional three KCDC high-rise properties and should be completed during 2021. Within the last year, KCDC has also added a Project Based Voucher property with 53 units for the elderly, "Clifton Road." KCDC has begun new construction on Austin Homes' former site of the first 105 units for phase one over the last year, as well.

Beyond the conversion of Austin Homes to PBRA/RAD, KCDC has undertaken a Master Plan for that community. The Master Plan design phase was completed during spring and fall of 2019, and site work began in early 2020. The first phase of this Master Plan is expected to be ready for occupancy in October of 2021, with a total of over 400 mixed income units being added back to the neighborhood within approximately 2024. All tenants who moved off site will return to this site during this first phase.

KCDC completed leasing of the remaining Five Points Neighborhood homes (formerly Walter P. Taylor Homes) to put a total of 336 units back online and was financed using a combination of funds from RAD and Low-Income Housing Tax Credits, as well as money from the City of Knoxville.

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

Residents participate and provide feedback related to KCDC's planning and implementation of projects through the Knoxville Tenant Council, site-based resident associations and the Section 8 Advisory Board.

Section 8 has worked with 201 participants who have completed KCDC's homeownership program as of June 2021. KCDC anticipates at least 10 additional participants will buy homes through the program in the coming year.

Residents who are not working, participating in economic self-sufficiency programs, or are not elderly or disabled perform required community service monthly in order to contribute to their neighborhoods.

Actions taken to provide assistance to troubled PHAs

KCDC is not designated a troubled housing authority.

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

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

The City has undertaken the actions described in the PY2020-2024 Strategic Plan and the PY2020-2021 Action Plan, as described above, including marketing an increasing number of parcels through its locally-funded Homemaker's Program, correcting obstacles before sale to developers, acquiring abandoned property and clearing titles, and offering subsidies to facilitate affordable development. Knoxville City Council passed *ReCode Knoxville*, a complete overhaul of its zoning codes, in August 2019 that took effect on January 1, 2020.

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

Addressing the need for affordable housing was the City's highest priority for its HUD funds in PY2020-2021. The City spent approximately \$459,787 of its HOME funds on the development and new construction of affordable LMI owner-occupied and rental housing. While the City is required by HUD to set aside 15% of its annual HOME allocation for Community Housing Development Organizations (CHDOs), it *budgeted* 35% (\$400,000) and *spent* 40% (\$459,787) of the annual allocation through the program year.

The City also supported private developers of affordable housing by assisting with documentation required by the State of Tennessee for tax credits through THDA and contributed \$323,000 in local funds to the East Tennessee Foundation's Affordable Housing Trust Fund to support affordable housing goals (including rental housing rehabilitation) in the city of Knoxville. The City continued to contribute to its own, locally-funded Affordable Rental Development Fund (ARDF), adding another \$2.5M during the 2020-2021 program year, for a total of \$12.6M since July 2017. Eight projects have been completed, totaling 547 units of affordable housing to-date and 6 developments totaling 435 units are currently under construction, with 5 developments totaling 385 units currently under construction.

In May of 2021, City Council passed an ordinance to amend the City Code and create the Knoxville Affordable Housing Fund (The Fund) that established a foundation for long-term continued investment to advance affordable housing opportunities. Developed in response to and in partnership with local housing advocates, and with input and guidance of local housing stakeholders and experts, the Fund builds upon the City's long and successful history of promoting affordable housing through the ARDF, the East Tennessee Foundation's Affordable Housing Trust Fund and many capital project investments led by private and public housing providers. The Fund establishes a minimum contribution of \$5 million per year for 10 years to support affordable housing needs of individuals and families of low- and moderate-income households. The support for the fund will come from annually-appropriated City budget dollars.

The City is also providing City Capital funds to KCDC to support the re-development of Austin Homes. In PY2019, \$4,250,000 was provided for new infrastructure including utilities, streets, and sidewalks for the first phase of housing redevelopment.

The City is attempting to address other unmet, underserved needs through its use of HUD funds, by contributing local funds, and finding innovative ways to partner with other community organizations to: increase the supply of new, affordable housing in all areas of the city, especially for vulnerable populations; help improve the quality of the existing affordable housing stock and prevent displacement of LMI homeowners and renters in neighborhoods (including redevelopment areas) by providing housing rehabilitation, emergency and minor home repairs, weatherization/energy efficiency, accessibility modifications, and lead-based paint education and abatement; ensure quality in its development and revitalization projects that provide opportunities for LMI job-seekers, as well as small and minority- and women-owned businesses; support its partners in preventing and ending homelessness; and generally, to improve the quality of life in the city for all residents.

The significant increase in funds in the community that are committed to responding to the COVID-19 pandemic have helped to alleviate some of the hardships for low-income households. However, these funds often come with different entry points, requirements/eligibility guidelines, and program structures. Many low-income households experienced confusion and “information overload” from these (sometimes) competing resources. To reduce confusion around funds channeled through the City of Knoxville, the City’s 2-1-1 Call Center and Communications Department launched a public information campaign encouraging residents to contact 2-1-1 for all COVID-19-related needs. Trained staff who are informed about the various resources can then point the resident to the best resource based on their situation.

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

The City of Knoxville previously received (from 2013 to 2017) a Lead Hazard Control grant from the HUD Office of Lead Hazard Control and Healthy Homes (HUD OLHCHH) and partnered with Knoxville-Knox County CAC to perform targeted outreach and education, as well as the completion of lead hazard control projects, and healthy homes interventions. In early 2019, the HUD OLHCHH awarded the City of Knoxville a 42-month, \$3.6M grant to continue lead-hazard control and healthy homes measures, including outreach and education to at-risk LMI households. During PY2020-2021, 44 lead-based paint inspection/risk assessments were completed and 33 lead hazard control projects were completed and clearance achieved.

The purpose of the program is to identify and control lead-based paint hazards in eligible privately owned rental and owner-occupied housing. Those who qualify may receive a grant for repairs designed to remediate lead-based paint hazards, including replacing old wooden windows with new vinyl windows, vinyl siding and aluminum trim, covering porch floors and ceilings, and fresh paint.

The City performs risk assessments for its housing rehabilitation projects and Homemaker’s program

properties, as necessary, with four staff who have been licensed by the State of Tennessee and certified by the U.S. Environmental Protection Agency to perform lead-based paint inspections and risk assessments. Each staff person participates in on-going training to keep their licenses up to date. The City and CAC both own an XRF analyzer, which receives maintenance and radiation lead testing according to the required schedule and its use is documented according to State requirements.

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

For those who are unable to work or are underemployed, the City carried out the actions described in this document and the PY2020-2024 Consolidated Plan to positively impact and reduce the number of poverty-level families. Initiatives such as: The Knoxville Area Urban League's and NHI's *KnoxWorx* workforce development programs; Revitalization and development that creates and/or retains jobs in low- and moderate-income areas (LMAs), including redevelopment areas; Through the Commercial Façade Improvement program; Housing assistance programs that help keep housing costs affordable; as well as Opportunities that come with construction/development – all help in providing higher income opportunities for individuals and families at poverty-level.

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

The City's Office on Homelessness (OOH) staffs the quarterly meetings of the Mayor's Roundtable on Homelessness, which brings together the leadership local homeless service agencies and other stakeholders. OOH participates in the Knoxville-Knox County Coalition for the Homeless and also serves as the designated Collaborative Applicant for the Knoxville Knox County CoC (TN-502). During the pandemic, the local Emergency Operations Center (EOC) has been activated, and the OOH coordinates the Homeless Service sector portion of the EOC operations. OOH has also worked with agency partners to develop and submit a coordinated application for HUD's Youth Homelessness Demonstration Program.

Department staff also participate in the coordinating bodies for several agencies that perform community development activities, including Knoxville-Knox County Homeless Coalition, Affordable Housing Trust Fund Advisory Board, Equality Coalition for Housing Opportunity, and the NAACP, etc. Staff also serve on or provide information to task forces related to neighborhood revitalization, such as the Chronic Problem Properties Committee, Abandoned, Blighted and Vacant (ABV) Properties Committee, the Better Building Board and Blighted Properties Redevelopment Program loan review committee, Affordable Housing Trust Fund, East Tennessee Community Design Center Board, and Broadway Corridor Task Force.

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

The City's Office on Homelessness staffs and coordinates the Mayor's Roundtable on Homelessness, a quarterly meeting of housing and service providers. City staff regularly meet with affordable housing

providers, including non-profit and CHDO housing developers and for-profit affordable housing developers. OOH participates in the Knoxville-Knox County Coalition for the Homeless and also serves as the designated Collaborative Applicant for the Knoxville Knox County CoC (TN-502). During the pandemic, the local Emergency Operations Center (EOC) has been activated, and the OOH coordinates the Homeless Service sector portion of the EOC operations. OOH has also worked with agency partners to develop and submit a coordinated application for HUD's Youth Homelessness Demonstration Program.

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

While the City conducted AIs in 2005 and 2010, its PY2015-2019 Consolidated Plan incorporated information from the Plan East Tennessee Equity Profile, also known as the *PlanET* Fair Housing and Equity Assessment (FHEA), completed in 2014.

Barriers to the provision of sufficient affordable housing include: increasing land values in the city; increasing costs of development/construction; the lack of, or uncertainty of, available government programs and subsidies; the lack of choice in affordable housing location; and the challenges of acquiring and assembling inner-city parcels for affordable housing development.

The City implements fair housing and equal opportunity programming in compliance with civil rights regulations and guidelines. Affirmatively Furthering Fair Housing and identifying actions and strategies that impact equal housing opportunities are two goals for the Community Development department. Fair Housing posters are on display in the City's Housing and Neighborhood Development Department, and the federal equal housing opportunity logo is placed on printed materials. Staff worked with various housing practitioners (lenders, apartment owners, realtors, insurance agencies and landlords) in promoting fair housing and the placement of the logo on materials. The City makes referrals for tenant/landlord matters to Legal Aid of East Tennessee and, for fair housing discrimination complaints, to the Tennessee Human Rights Commission (THRC) which administers the Fair Housing Assistance Program. The City's fair housing brochures, fact sheets, posters, display information, and website explain the Fair Housing Act and the importance of housing equality, and also provide an overview of the seven protected classes. Several materials are translated in Spanish. The City co-sponsors the annual Knoxville Area Fair Housing and Equal Opportunity Conference with the Equality Coalition for Housing Opportunities*, attended by numerous civic groups, advocacy organizations and housing practitioners.

As part of its research to develop the PY2020-2024 Consolidated Plan in PY2019, the City of Knoxville worked with a consultant to conduct a new Analysis of Impediments to Fair Housing Choice (AI). An important component of the research process involved gathering input regarding fair and affordable housing conditions, perceptions, and needs. The City's Community Empowerment Department is also available to assist in its role as the liaison between community agencies and the City. The City remains committed to affirmatively furthering fair housing, understanding disparities in opportunity, and promoting equity in all of its activities.

CR-40 - Monitoring 91.220 and 91.230

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

The Housing and Neighborhood Development Department Director and Community Development Administrator oversee the planning and budgeting process to ensure that the projects developed are consistent with grant requirements. This planning process also ensures that each funded project is consistent with the PY2020-2021 Consolidated Plan and makes progress toward identified community development objectives. City staff work with and maintain relationships with Knoxville-Knox County Planning (formerly called the Metropolitan Planning Commission) that manages comprehensive long range planning for the city of Knoxville.

All sub-grantee projects are assigned to a Project Specialist for oversight, monitoring, and technical assistance. The Section Manager drafts contracts with input from the sub-grantee and Project Specialist. The City Law Department finalizes the contracts in order to ensure compliance with applicable laws and regulations. Sub-grantees submit quarterly progress reports and a completion report. Reports are reviewed by the Project Specialist to ensure contract compliance. Funds are typically provided to sub-grantees on a reimbursement basis. Reimbursement requests are submitted to the City on a quarterly or as-needed basis, and contain supporting documentation for all expenses for which reimbursement is requested. Requests are reviewed, revised (if necessary), and approved by the Project Specialist, then reviewed and approved by the Section Manager. The Finance Specialist prepares a check request, which is approved by the Section Manager and Director prior to submission to the City Finance Department. Sub-grantee monitoring is performed on an informal basis through telephone, email, and periodic meetings between City and sub-grantee staff. Formal monitoring is performed on an annual basis (except in the case of low risk sub-grantees or projects). Formal monitoring is conducted by the Project Specialist and Section Manager at the sub-grantee's office, and includes review of agency policies, procedures, financial records, and project documentation. A written report is issued following a formal monitoring session, and any findings or concerns that require sub-grantee action are followed up on by both the sub-grantee and City staff.

For City housing activities, applications for assistance are analyzed by Housing Finance Supervisor and the Housing Manager for compliance with program guidelines. Housing Rehabilitation Specialists provide detailed specifications for ensuring that the activity meets Neighborhood Housing Standards and cost estimates to ensure that construction bids are reasonable and allowable. During the construction process, all activities are monitored by Housing Rehabilitation Specialists for compliance. The Housing Construction Manager reviews, approves work and activities during each step of the rehabilitation process. The Director periodically conducts in-house monitoring. Payment for contractor and other housing activity expenses are processed by the Housing Finance Supervisor, Housing Manager, and approved by the Director prior to payment.

The Administrator and Administrative Technician oversee the Department's overall expenditures and financial status, and assists the Director in drawing funds from HUD on a regular basis. Special regulatory requirements are addressed by several staff members. The environmental review process is overseen by the Director, who has been delegated this authority by the Mayor. For projects requiring procurement and federal labor standards compliance, the assigned project monitor provides technical assistance to the agency performing the project, oversees the bid process, works with contractors, and reviews certified payroll.

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.

Notice of the availability of the Draft CAPER was published in the Knoxville News Sentinel on Saturday, August 28, 2021. The draft of the PY2020-2021 CAPER was made available for public comment for 15 days from September 13 through September 27, 2021. **Insert information about comments received.**

A link to the Draft CAPER also appeared on the City's website and notice was published in the City Office of Neighborhood's Neighborhood Advisory newsletter during this time. A hard copy of the Draft PY2020-2021 CAPER was made available for review in the Housing and Neighborhood Development Department. Hard copies of the draft were also offered to those not having internet access.

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 overall goal of HUD's community planning and development programs is to support viable communities by providing decent housing and a suitable living environment and expanding economic opportunities principally for low and moderate income persons. The City of Knoxville's performance during the reporting period has been consistent with this overall HUD goal and with the objectives and priorities in the City's annual plan and the five year Consolidated Plan strategy. The City's activities for the reporting period improved housing conditions for owner-occupants and renters, created homeownership opportunities, assisted in the provision of housing and services to the homeless, eliminated blighting conditions, and enhanced or improved services, infrastructure and facilities in lower income neighborhoods.

During PY2020-2021, the City of Knoxville allocated an additional \$2.5M to the Affordable Rental Development Fund (ARDF) to support the development of new, affordable rental housing. The City continued its commitment to the provision of services to the homeless by contributing more than \$950,000 in local homeless general funds. These funds were spent on street outreach, emergency shelter and services, transitional housing and services, homelessness prevention, rapid re-housing and HMIS services. The City also contributed local funding to the improvement of commercial facades in redevelopment areas, contributing to job creation and retention. The City continues to support with local funds the acquisition of blighted, vacant property in neighborhoods and provide basic maintenance through its Homemaker's program.

A \$3.6M grant from HUD's Office of Healthy Homes and Lead Hazard Control was also secured during PY2018 and supplemented CDBG and HOME funds spent on minor and major home rehabilitation. The grant period extends through PY2022. The City continues to fund an Affordable Housing Trust Fund through the East Tennessee Foundation with \$323,000 in local tax revenues which is a flexible funding source that helps to increase the supply of affordable housing in the region.

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

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

CR-50 - HOME 91.520(d)

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

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

The City performed the following on-site inspections:

1. Village at Holston Pl. – 1 unit had a deficiency: bath door does not lock.
2. Red Valley Way – 1 unit had a deficiency: living room light cover missing.
3. Normandy Chateau – 3 units had deficiencies: bdrm door does not lock, patio deadbolt does not latch, water heater does not drain to exterior, two smoke detectors missing.
4. 2403 E. Fifth – no deficiencies.
5. Premier Properties – 9 units had deficiencies: slit in flooring, cabel cover loose, vanity not draining well, replace weather stripping, door interior door does not latch, water heater does not drain to exterior, paint drywall patch, window will not stay up.
6. Flenniken Landing – no deficiencies.

All units were inspected which were on the three-year required schedule.

Landlords are provided with a written list of deficiencies and given a reasonable amount of time to complete them. The properties are re-inspected upon completion. All tenant and rental data are reviewed during inspections. All units were in compliance with HOME income and rent limits.

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

During the reporting period, the City's HOME-assisted projects which contained more than 5 HOME-assisted units each increased from 5 to 6, due to a new 30-unit project completed during the year. All of the projects accept tenant's rental assistance, receive project-based assistance or have a written agreement with the City allowing preference to be given to certain underserved populations (homeless veterans, in this case) and all lease to tenants from a waiting list. A majority of the tenants in the HOME-assisted units represent populations from protected classes-racial minority, households with children the elderly and/or those with a disability. CHDO-developed projects post vacancies on each of their websites and at TNHousingSearch.org. Fliers are posted at KCDC, and the Knoxville Area Urban League is notified of any vacancies. One CHDO also does outreach to social service agencies/local ministries during the year such as CAC, the Salvation Army and Knox Area Rescue Mission.

All projects with 5 or more units include the Fair Housing logo on their advertising, and all use social media. Project Based Voucher units are advertised through KCDC, the local housing authority. Management companies work closely with case managers from mental health, homeless, and elderly/disabled -centered programs across the city.

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

HOME program income is generated by HOME-funded housing rehabilitation and property acquisition projects. During the program year, a total of \$628,181.88 in HOME program income was receipted through HUD's Integrated Disbursement and Information System (IDIS) for eligible housing activities. Program income in the amount of \$426,972.57 was drawn during the program year: \$399,761.51 to fund a Rental Rehabilitation project that is not yet complete; \$864.20 for an Owner-occupied Housing project (1 Black/African American, non Hispanic and low-income household); and \$26,346.86 for administration (PI/PA).

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

Enhancing the Availability, Accessibility, and Quality of Affordable Housing is a high priority goal that includes the following objectives: 1) Increase Affordable Rental Housing, through New Construction and Rehabilitation; 2) Increase Affordable Owner-occupied Housing, through: Partnering with Community Housing Development Organizations (CHDOs); Down Payment and closing cost assistance to CHDO and other home buyers; and Rehabilitation; 3) Increase Permanent Supportive Housing; 4) Support Energy Conservation/Efficiency in Affordable Housing Development; 5) Provide Broadband Internet in Affordable Housing Development; and 6) Provide Tenant-Based Rental Assistance.

The City addresses these objectives in its Annual Action Plan through its Owner Occupied and Rental Housing Rehabilitation programs with CDBG and HOME funds, and through CDBG funds sub-granted to CAC and NHI for emergency and minor home repairs. The City outlined in its action plan that it seeks to fund new special needs (including elderly populations) housing construction through its Rental Housing Rehabilitation program. The City supports CHDO-developed new affordable housing construction in its action plan. The City created its own, locally-funded Affordable Rental Development Fund (ARDF) to assist non-profit and for-profit developers of new, affordable rental housing.

During PY2020-2021, the City also supported private developers of affordable housing by assisting with documentation required by the State of Tennessee for tax credits through THDA and contributed \$323,000 in local funds to the East Tennessee Foundation's Affordable Housing Trust Fund to support affordable housing goals (including rental housing rehabilitation) in the city of Knoxville. The City continued to contribute to its own, locally-funded Affordable Rental Development Fund (ARDF), adding another \$2.5M during the program year, for a total of \$12.6M since July 2017.

City of Knoxville Consolidated Plan 2020 - 2024

Goals and Objectives	Priority	Federal Objectives
<p>Goal: Reduce and Prevent Homelessness</p> <p><u>Objective:</u> Increase Affordable, Permanent Housing, through:</p> <ul style="list-style-type: none"> * Rental Housing Development/Rehabilitation * Permanent Supportive Housing Development/Rehabilitation <p><u>Objective:</u> Prevent Homelessness and Prevent Displacement, through:</p> <ul style="list-style-type: none"> * Emergency Home Repair Services (including accessibility modifications) * Homelessness Prevention Services * Housing Payments Assistance/Public Services <p><u>Objective:</u> Connect People to Resources, through:</p> <ul style="list-style-type: none"> * Rapid Re-housing Assistance * Case Management, including Housing Navigation * Health Services (Mental Health and Substance Abuse, especially for Special Populations) * Employment and Economic Stability * Street Outreach * HMIS * Food and Nutrition Services/Public Services (for Special Populations) <p><u>Objective:</u> Provide Emergency Shelter (Including Low-barrier Shelter)</p> <p><u>Objective:</u> Provide Emergency Services (Including Amenities)</p>	<p>High High</p> <p>High High/ESG High</p> <p>High/ESG High/ESG High/ESG High/ESG High/ESG High</p> <p>High</p> <p>High/ESG</p>	<p>Provide Decent Housing (DH) DH</p> <p>DH Homelessness Prevention DH / Public Service</p> <p>Rapid Re-housing (RRH) RRH and Emergency Shelter Emergency Shelter and Street Outreach Emergency Shelter and Street Outreach Street Outreach HMIS Creat a Suitable Living Environment</p> <p>Creat a Suitable Living Environment</p> <p>Emergency Shelter</p>
<p>Goal: Stabilize and Revitalize Neighborhoods</p> <p><u>Objective:</u> Increase Housing Affordability, through Housing Development by:</p> <ul style="list-style-type: none"> * Partnering with Community Housing Development Organizations (CHDOs) and Others * Providing Down Payment and Closing Cost Assistance to CHDO Home Buyers <p><u>Objective:</u> Prevent Displacement, through:</p> <ul style="list-style-type: none"> * Housing Rehabilitation * Design and Technical Assistance <p><u>Objective:</u> Support Maintenance Activities on Blighted Properties</p> <p><u>Objective:</u> Support Improvements to Public Infrastructure, through:</p> <ul style="list-style-type: none"> * Pedestrian and Vehicular Street Improvements * Storm Water Improvements <p><u>Objective:</u> Support Public Facility Improvements - Energy Conservation</p>	<p>High High</p> <p>High High</p> <p>High</p> <p>Low Low</p> <p>Low</p>	<p>Provide Decent Housing (DH) DH</p> <p>DH Create Economic Opportunities</p> <p>SL</p> <p>SL SL</p> <p>SL</p>
<p>Goal: Create Economic Opportunity</p> <p><u>Objective:</u> Create Job Opportunities, through:</p> <ul style="list-style-type: none"> * HUD-funded Affordable Housing Construction * HUD and/or Other Source(s)-funded Construction Activities <p><u>Objective:</u> Support Employment and Job Training/Public Service, including Workforce Dev.</p> <p><u>Objective:</u> Increase Economic Opportunity, through:</p> <ul style="list-style-type: none"> * Development of a Construction-related Job Pipeline, including Workforce Development * Creation of a Central Repository of Contractors and Sub-contractors * Support Capacity-building within the Community, including Design and Technical Assistance 	<p>High High</p> <p>High</p> <p>High High High</p>	<p>Provide Decent Housing (DH) Creat a Suitable Living Environment</p> <p>Create Economic Opportunities (EO)</p> <p>EO EO EO</p>
<p>Goal: Enhance the Availability, Accessibility, and Quality of Affordable Housing</p> <p><u>Objective:</u> Increase Affordable Rental Housing, through:</p> <ul style="list-style-type: none"> * New Construction * Rehabilitation <p><u>Objective:</u> Increase Affordable Owner-occupied Housing, through:</p> <ul style="list-style-type: none"> * Partnering with Community Housing Development Organizations (CHDOs) * Down Payment and Closing Cost Assistance to CHDO Home Buyers. * Rehabilitation <p><u>Objective:</u> Increase Permanent Supportive Housing</p> <p><u>Objective:</u> Support Energy Conservation/Efficiency in Affordable Housing Development</p> <p><u>Objective:</u> Provide Broadband Internet in Affordable Housing Development</p> <p><u>Objective:</u> Provide Tenant-Based Rental Assistance</p>	<p>High High</p> <p>High High High</p> <p>High High</p> <p>Low Low</p>	<p>Provide Decent Housing (DH) DH</p> <p>DH DH DH</p> <p>DH DH</p> <p>DH DH</p>

Goal	Goal Name	Category	Source / Amount	Indicator	Unit of Measure	Expected Strategic Plan	Actual Strategic Plan	Percent Complete	Expected Program Year	Actual Program Year	Percent Complete	Actual Strategic Plan	Actual Program Year
1	Administration	Administration	1-CDBG \$352,309 2-ESG \$11,163 3-CDBG-CV \$107,283 4-ESG-CV \$273,324	Other	Other	10	4	40.00%	2	4	200.00%	Year 1: 4 Year 2: Year 3: Year 4: Year 5:	4
2	Housing Program Delivery	Affordable Housing Non-Homeless Special Needs	1-CDBG \$366,347 2-HOME \$165,126	Other	Other	25	5	20.00%	5	5	100.00%	Year 1: 5 Year 2: Year 3: Year 4: Year 5:	5
3	Owner-occupied Housing Rehabilitation	Affordable Housing Non-Homeless Special Needs	1-CDBG \$48,680 2-HOME ##### 3-CDBG-CV	Homeowner Housing	Housing unit	75	3	4.00%	15	3	20.00%	Year 1: 3 Year 2: Year 3: Year 4: Year 5:	3
4	Design and Technical Assistance	Non-Housing Community Development	1-CDBG \$55,000	Other	Other	65	14	21.54%	13	14	107.69%	Year 1: 14 Year 2: Year 3: Year 4: Year 5:	14
5	CHDOs	Affordable Housing Non-Homeless Special Needs	1-HOME \$400,000	Homeowner Housing Added	Housing unit	28	10	35.71%	8	10	125.00%	Year 1: 10 Year 2: Year 3: Year 4: Year 5:	10
6	Public Services - Workforce Development	Non-Housing Community Development	1-CDBG \$256,105	Public Services Activity	Persons Assisted	383	126	32.90%	135	126	93.33%	Year 1: 126 Year 2: Year 3: Year 4: Year 5:	126
7	Down Payment and Closing Cost Assistance	Affordable Housing	1-HOME \$105,000 2-CDBG-CV	Direct Financial Assistance	Homeowner Housing	31	4	12.90%	7	4	57.14%	Year 1: 4 Year 2: Year 3: Year 4: Year 5:	4
8	Emergency Home Repairs	Affordable Housing Non-Homeless Special Needs	1-CDBG \$650,000 2-CDBG-CV	Homeowner Housing	Housing unit	750	209	27.87%	150	209	139.33%	Year 1: 209 Year 2: Year 3: Year 4: Year 5:	209
9	Minor Home Repairs	Affordable Housing Non-Homeless Special Needs	1-CDBG \$252,000 2-CDBG-CV	Homeowner Housing Rehabbed	Homeowner Housing Unit	94	32	34.04%	30	32	106.67%	Year 1: 32 Year 2: Year 3: Year 4: Year 5:	32
				Homeowner Accessibility Modifications	Homeowner Housing Unit	94	36	38.30%	30	36	120.00%	Year 1: 36 Year 2: Year 3: Year 4: Year 5:	36
				Rental Housing Accessibility Modifications	Rental Housing Unit	35	4	11.43%	15	4	26.67%	Year 1: 4 Year 2: Year 3: Year 4: Year 5:	4
10	Rental Housing Rehabilitation and Development	Affordable Housing Homeless Non-Homeless Special Needs	1-CDBG \$65,185 2-HOME ##### 3-CDBG-CV	Rental Units Constructed	Housing unit	100	8	8.00%	35	8	22.86%	Year 1: 8 Year 2: Year 3: Year 4: Year 5:	8
				Rental Units Rehabilitated	Housing unit	115	30	26.09%	40	30	75.00%	Year 1: 30 Year 2: Year 3: Year 4: Year 5:	30
11	Blighted Property Stabilization/Maintenance	Non-Housing Community Development	1-CDBG \$22,030	Other	Other	80	50	62.50%	80	50	62.50%	Year 1: 50 Year 2: Year 3: Year 4: Year 5:	50
12	Homeless Services	Homeless	1-ESG \$137,686 2-ESG-CV #####	TBRA/Rapid Re-Housing	Households Assisted	895	415	46.37%	581	415	71.43%	Year 1: 415 Year 2: Year 3: Year 4: Year 5:	415
12	Homeless Services	Homeless	1-ESG \$0 2-ESG-CV \$547,214	Emergency Shelter/Services	Households Assisted		1622	#DIV/0!	999	1622	162.36%	Year 1: 1622 Year 2: Year 3: Year 4: Year 5:	1622
12	Homeless Services	Homeless	1-ESG \$0 2-ESG-CV \$87,387	Homelessness Prevention	Households Assisted		25	#DIV/0!	30	25	83.33%	Year 1: 25 Year 2: Year 3: Year 4: Year 5:	25
12	Homeless Services	Homeless	1-ESG \$0 2-ESG-CV \$526,290	Street Outreach	Households Assisted		339	#DIV/0!	725	339	46.76%	Year 1: 339 Year 2: Year 3: Year 4: Year 5:	339
12	Homeless Services	Homeless	1-ESG \$0 2-ESG-CV \$198,441	HMIS	Other		0	#DIV/0!		0	#DIV/0!	Year 1: Year 2: Year 3: Year 4: Year 5:	
13	Public Services - Housing Assistance Payments		1-CDBG \$67,760 2-CDBG-CV \$829,135		People Assisted		861	#DIV/0!	389	861	221.34%	Year 1: 861 Year 2: Year 3: Year 4: Year 5:	861
14	Public Services - Mobile Meals		1-CDBG \$25,000 2-CDBG-CV \$100,000		People Assisted		272	#DIV/0!	195	272	139.49%	Year 1: 272 Year 2: Year 3: Year 4: Year 5:	272

1-OORH
2-RRH
3-CHDO
4-DPA
5-Rental Dev

HOME ##### \$1,651,015 (\$1,665,847)
CDBG ##### \$1,861,546 (\$42,765)
CDBG-CV ##### \$1,036,418 \$0
ESG \$148,849 \$148,849 \$0
ESG-CV ##### \$2,734,864 \$0