

# City of Greenwood

## 2023 Consolidated Annual Performance Evaluation Report (CAPER)

Community Development Block Grant



City of Greenwood  
300 S Madison Ave  
Greenwood, IN 46142

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

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

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

In Program Year (PY) 2023, the City of Greenwood encountered challenges in spending CDBG funds on Public Facilities. Recognizing the need for more comprehensive strategies, Greenwood began exploring alternative public facility locations and offering capacity-building technical assistance for subrecipients. Key programmatic highlights in 2023 include:

1. Woodmen Park income study. While the area didn't qualify due to lack of survey responses, updated Census data corroborated City staff's inclination that the area is CDBG eligible.
2. Completing accessibility improvements in Northeast Park to help prevent the spread of Covid-19.
3. Assisting 61 residents through Public Service activities

### **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.**

Greenwood spent \$90,088.45 of CDBG and \$14,900 of CDBG-CV in PY 2023. Of the seven projects underway in some capacity in PY 2023, four were current-year projects. The four activities awarded in PY 2023 that moved forward include:

1. Administration spent \$39,238. Greenwood utilized a consultant to write the Consolidated Plan and provide capacity building for subrecipients and technical assistance for the City.
2. Bridges Alliance of Johnson County spent \$10,292.45 to support job and life skills for three beneficiaries.
3. Gateway Transportation Access Johnson County provided subsidized fixed-route and door-to-door transportation to 42 elderly and disabled Greenwood residents, increasing access to grocery stores and medical facilities in a non-walkable county.
4. United Way of Johnson County rent and utility assistance was awarded later in the program year after another subrecipient decided to return their public service funding to Greenwood. United Way report beneficiaries in PY 2024.

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

**Describe the families assisted (including the racial and ethnic status of families assisted). 91.520(a)**

	<b>CDBG</b>
White	46
Black or African American	5
Asian	4
American Indian or American Native	1
Native Hawaiian or Other Pacific Islander	0
<b>Total</b>	<b>56</b>
Hispanic	3
Not Hispanic	53

**Table 1 – Table of assistance to racial and ethnic populations by source of funds**

**Narrative**

The chart above does not list those individuals and households identifying as multi-racial or of more than one race. Below is a more complete chart that lists all those served in PY 2023.

White	46
Black or African American	5
Asian	4
American Indian or American Native	1
Native Hawaiian or Other Pacific Islander	0
African American/Black & White	2
Asian & White	1
American Indian/Alaskan Native & White	0
American Indian/Alaskan Native & Black/African American	0
Other/Multi-Racial	2
<b>Total</b>	<b>61</b>
Hispanic	3
Not Hispanic	58

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

**Identify the resources made available**

<b>Source of Funds</b>	<b>Source</b>	<b>Resources Made Available</b>	<b>Amount Expended During Program Year</b>
CDBG	public - federal	400,094	90,088.45
Other	public - federal	0	14,900

**Table 2 - Resources Made Available**

**Narrative**

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

<b>Target Area</b>	<b>Planned Percentage of Allocation</b>	<b>Actual Percentage of Allocation</b>	<b>Narrative Description</b>
City Wide Initiatives	25	100	
Low Mod Census Tracts	75	0	

**Table 3 – Identify the geographic distribution and location of investments**

**Narrative**

Greenwood funded activities to meet priorities from the Consolidated Plan and the PY 2023 Action Plan using CDBG funds. The City utilized funds targeted to meet the greatest needs, and expenditures were directly related to programs that supported the City's Consolidated Plan.

## Leveraging

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

The City does not require a match for funding but does encourage its subrecipients to supplement their CDBG funding with other sources. Gateway Transportation utilized \$1,142 in matching funds.

Greenwood used publicly-owned land for the CDBG-CV Northeast Park activity, providing accessible bathrooms and updated shelter facilities to improve access for all citizens and increase capacity to social distance.

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

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

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

**Table 4 – Number of Households**

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

**Table 5 – Number of Households Supported**

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

Greenwood and Habitat for Humanity of Johnson County discovered some areas for growth with the implementation of the new owner-occupied repair program. The local chapter of Habitat was hesitant to offer Greenwood-specific funding since they provide services to the entire county. The PY 2022 subrecipient failed to spend funding in a timely manner, so the contract was not extended a second time.

The City currently has no ties with housing providers with the capacity for federal recordkeeping requirements willing to work with the City to create affordable housing or provide owner-occupied repair services.

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

Greenwood is taking a realistic approach with its capacity to develop and maintain affordable housing in the City and will focus on education and capacity building to increase future opportunities for the creation and preservation of affordable housing.

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

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

**Table 6 – Number of Households Served**

**Narrative Information**

The City expected Habitat for Humanity of Johnson County to complete its PY 2022 obligation to assist Greenwood residents with owner-occupied repair services. After the subrecipient reported they had no prospects and would not actively look for future beneficiaries, Greenwood decided not to renew the contract further and to reallocate the funding to meet the expenditure deadline requirements.



**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**

As part of Johnson County, Greenwood is in Region 11 of Indiana's Continuum of Care (CoC), along with seven other counties. The CoC council has meetings bimestrial at Human Services, Inc. in Bartholomew County. The group has taken an active role in the Point-in-Time Count and is working with a formerly unhoused individual to facilitate outreach with other unhoused and housing-insecure community members. The CoC is strengthening the homeless service network, improving the assessment of the homeless community and its needs, and encouraging more providers to utilize HMIS data tracking systems and Coordinated Entry systems.

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

The City of Greenwood and surrounding Johnson Couty do not have any crisis shelter or emergency beds. Households seeking crisis housing often rely on shelters in neighboring communities, such as Indianapolis, and on the availability of funding for short-term motel stays.

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

Human Services, Inc. in neighboring Bartholomew County is the only CoC-funded program with Rapid Re-Housing program in Region 11. Due to low Point-in-Time Count numbers in Johnson County and its proximity to Indianapolis, homeless services are often found in other close counties of the Region where the perceived need and number of homeless individuals is greater.

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

The City of Greenwood does not have a service provider within its jurisdiction to provide services for homeless individuals.

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

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

The City of Greenwood does not have a locally-based public housing provider or a housing choice voucher provider. The State of Indiana, through the Indiana Housing and Community Development Authority, subcontracts the housing choice voucher program to Human Services, Inc., to serve Johnson, Shelby, Bartholomew, Decatur, and Jackson Counties. Human Services, Inc. has several locations, but the Johnson County location is in Franklin, IN. No public housing units or multifamily housing are owned by a public housing agency located within the City of Greenwood. Households utilizing housing choice vouchers must locate rental properties that accept housing choice vouchers within the City of Greenwood.

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

The City of Greenwood asks public service recipients to make information about affordable housing available in all locations where they provide CDBG-funded services. Voucher recipients may find information about homeownership opportunities if they receive supportive services from a CDBG-supported program.

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

N/A

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

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

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

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

The City of Greenwood developed a new Comprehensive Plan during PY 2023; Greenwood CDBG staff had the ability to serve on the steering committee to provide a voice for issues of affordable housing, fair housing, and community development.

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

One of the primary obstacles to serving underserved needs in the community is that many programs are based outside of Greenwood and lack the capacity for the paperwork burden of federal funds. The City prioritizes its public service funding to assist residents as efficiently as possible.

In PY 2023, Greenwood funded Gateway Services Access Johnson County to provide fixed-route and on-demand transportation to seniors and disabled adults to increase access to medical providers, grocery stores, and other amenities where many have to travel within the largely pedestrian-unfriendly county to access amenities.

Greenwood also funded the Bridges of Johnson County Circles program, which provides job and basic living skills to three low- to moderate-income residents, and the Greenwood Education Foundation, which subsidizes the cost of behavioral health care for students in the Greenwood School system.

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

Greenwood is not carrying out any activities that would disturb lead paint. If any activities were funded, all existing units would be screened for lead-based paint, if applicable, following federal requirements.

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

Greenwood funds Bridges of Johnson County Circles program, which provides job and basic living skills to three low- to moderate-income residents seeking to assist beneficiaries by giving tools to elevate themselves out of poverty. Bridges program graduates make at least 200% of Federal Poverty Guidelines.

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

The City utilized its Administration funding to start updating Policies and Procedures to assist subrecipients in capacity building to support vulnerable residents. Greenwood multiple hours each month to ensure subrecipients understand and have systems in place to maintain accurate records and assist beneficiaries through staff turnover.

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

United Way of Johnson County is the primary connection for service providers throughout the county through quarterly meetings. Greenwood CDBG had a representative attend meetings to support coordination among providers.

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

Greenwood CDBG staff prioritized increasing knowledge on fair housing topics, devoting 15 hours to Fair Housing Center of Central Indiana trainings and attending the Fair Housing Conference. The CDBG team also made fair housing training materials available to local elected officials.

## **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**

Greenwood works cooperatively with contractors and subrecipients to use federal funds within guidelines. The City completed monitoring of all public service activities that had expended funds during PY 2023.

### Ongoing Review of Project Compliance

1. On-site monitoring will be conducted as the City may deem necessary and reasonable. Desk reviews and off-site monitoring will be an ongoing activity.
2. Claims for reimbursement are submitted, with appropriate documentation, to the CDBG team for review and payment approval.
3. Subrecipients submit quarterly reports to the CDBG team to document progress on contracted goals and beneficiary compliance.
4. Greenwood CDBG does not include program income for the subrecipient or contractor.

### Follow-up and Enforcement

1. Greenwood CDBG addresses compliance concerns as soon as they know of the issue and provides technical assistance to regain and maintain compliance.
2. The CDBG team reviews of subrecipient activities annually.
3. Greenwood CDBG may require subrecipients to file a Certified Public Accountant annual report of financial stability and federally funded project expenditures and maintain the records for five years after activity closeout.
4. The CDBG team follows Part 85.43 with the right of appeal, as well as the termination of a contract.

The City encourages the use of minority-, women-, and veteran-owned businesses for each of its programs.

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

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

The PY 2023 CAPER was available for a 15-day comment period from December 5-21, 2024. There were XXX comments during this period. Comments are included as attachments.

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

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

The City anticipates how it addresses supportive services or improvements to public facilities will remain the same. Over the five years of the Consolidated Plan, the City expanded its partnerships to provide services in the community. The primary challenge has been to find an affordable housing provider.

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

N/A

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

N/A



**CR-58 – Section 3**

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

<b>Total Labor Hours</b>	<b>CDB G</b>	<b>HOM E</b>	<b>ES G</b>	<b>HOP WA</b>	<b>HTF</b>
Total Number of Activities	0	0	0	0	0
Total Labor Hours					
Total Section 3 Worker Hours					
Total Targeted Section 3 Worker Hours					

**Table 7 – Total Labor Hours**

<b>Qualitative Efforts - Number of Activities by Program</b>	<b>CDB G</b>	<b>HOM E</b>	<b>ES G</b>	<b>HOP WA</b>	<b>HTF</b>
Outreach efforts to generate job applicants who are Public Housing Targeted Workers					
Outreach efforts to generate job applicants who are Other Funding Targeted Workers.					
Direct, on-the job training (including apprenticeships).					
Indirect training such as arranging for, contracting for, or paying tuition for, off-site training.					
Technical assistance to help Section 3 workers compete for jobs (e.g., resume assistance, coaching).					
Outreach efforts to identify and secure bids from Section 3 business concerns.					
Technical assistance to help Section 3 business concerns understand and bid on contracts.					
Division of contracts into smaller jobs to facilitate participation by Section 3 business concerns.					
Provided or connected residents with assistance in seeking employment including: drafting resumes, preparing for interviews, finding job opportunities, connecting residents to job placement services.					
Held one or more job fairs.					
Provided or connected residents with supportive services that can provide direct services or referrals.					

Provided or connected residents with supportive services that provide one or more of the following: work readiness health screenings, interview clothing, uniforms, test fees, transportation.					
Assisted residents with finding child care.					
Assisted residents to apply for, or attend community college or a four year educational institution.					
Assisted residents to apply for, or attend vocational/technical training.					
Assisted residents to obtain financial literacy training and/or coaching.					
Bonding assistance, guaranties, or other efforts to support viable bids from Section 3 business concerns.					
Provided or connected residents with training on computer use or online technologies.					
Promoting the use of a business registry designed to create opportunities for disadvantaged and small businesses.					
Outreach, engagement, or referrals with the state one-stop system, as designed in Section 121(e)(2) of the Workforce Innovation and Opportunity Act.					
Other.					

**Table 8 – Qualitative Efforts - Number of Activities by Program**

**Narrative**

There were no Section 3 activities in PY 2023.