



KNOX COUNTY

TENNESSEE

**CONSOLIDATED ANNUAL
PERFORMANCE AND
EVALUATION REPORT**

DRAFT FOR PUBLIC COMMENT

PROGRAM YEAR 2021

CR-05 - Goals and Outcomes

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

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

As a Participating Jurisdiction and an Entitlement community, Knox County receives annual funding allocations from the U.S. Department of Housing and Urban Development (HUD) to address priorities found in the five-year Consolidated Plan (Con Plan). The Con Plan establishes a unified, coordinated vision for community development actions for the upcoming five years using Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME), as well as CARES Act (CDBG-CV) funding. Knox County's primary focus for the CDBG funds is on preserving naturally occurring affordable housing through Knox County Home Rehabilitation Program and public service programs that offer medical and mental healthcare, as well as homelessness prevention. Knox County intends to primarily utilize HOME funding to provide affordable housing for low-income households. During this reporting period of July 1, 2021, through June 30, 2022, a total of 5,398 individuals and 32 households received assistance from programs and projects that were awarded CDBG and CDBG-CV grants. Additionally, 7 new affordable rental units were developed using HOME funding.

CDBG Initiatives and Highlights

During this reporting period, the Knoxville-Knox County Community Action Committee (CAC) and Neighborhood Housing Inc.'s Operation Backyard carried out home rehabilitation projects for 32 households in Knox County. 16 individuals were provided housing and financial counseling public services through the Knoxville Area Urban League.

The County also awarded CDBG funding to agencies that assisted 3,916 homeless and indigent individuals through supportive programs including CAC's Homeward Bound, Public Defender's Community Law Office, Volunteer Ministry Center's Bush Family Refuge, and the University of Tennessee's Homeless Management Information System (HMIS).

Knox County funded Homesource of east tennessee with \$91,240 in PY2021 CDBG dollars to expand its senior center at the Willow Place low-income community. Additionally, the County provided the McNabb Center with an award of \$525,000 in PY2021 CDBG dollars for the acquisition of property to develop eight transitional housing units for families fleeing domestic violence. More recently, the County awarded an additional \$200,000 in U.S. Department of Treasure Coronavirus State and Local Fiscal Recovery Funds (SLFRF) dollars to expand the number of units created from eight to 12. Construction is expected to begin in the following program year for both projects. As a result, persons served for these two projects are not incorporated in the tables below and will be reported in next year's CAPER.

HOME Initiatives and Highlights

Knox County utilized remaining HOME funds from prior program years to fund Homesource of east tennessee's Willow Place II development, which resulted in 7 new affordable rental units during this reporting period. Knox County is currently evaluating applications for its remaining HOME funding, pursuing the County's PY2021 annual goal of providing 9 rental units using



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

HOME funding and 1 unit using HOME CHDO set-aside funding.

CDBG-CV Initiatives and Highlights

The County assisted 1,466 individuals with public services, addressing various needs in response to COVID-19. In total, Knox County received \$1,768,739 from two tranches of CDBG-CV funding to prevent, prepare for, and respond to COVID-19. Knox County set up two-year agreements with subrecipients in PY21 using CDBG-CV funds. Additionally, Knox County funded the McNabb Center with \$400,000 in CDBG-CV dollars for a public facility upgrade to its drug treatment program, CenterPointe, which will serve 400 people. Construction is expected to begin at the end of 2022. Persons served are not incorporated in the tables below and will be reported in next year's CAPER.

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.

Goal	Category	Source	Projected Strategic Plan	Actual Strategic Plan	Projected Program year	Actual Program Year
Increase Quality Affordable Rental Housing	Affordable Housing	HOME	50 households	7 households	10 households	7 households
Public Service Activities to Increase Homeownership	Affordable Housing	CDBG	375 persons	90 persons	75 persons	16 persons
Home Rehabilitation Assistance	Affordable Housing	CDBG	350 households	64 households	70 households	32 households
Public Services for Individuals Experiencing Homelessness*	Homeless	CDBG	18,325 persons	8,090 persons	4,090 persons	3,916 persons
Public Services to Respond to the Effects of the COVID-19 Pandemic	Response to COVID-19	CDBG-CV	3,487 persons	1,594 persons	3,360 persons	1,466 persons

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



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

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

The Consolidated Plan identified Knox County’s priority needs and objectives as increasing affordable rental housing opportunities, increasing affordable homeownership opportunities, providing a wide variety of public services, providing homeless housing and services, improving the quality of existing housing stock, providing home rehabilitation assistance, and providing services for the elderly and disabled. The following priority needs and objectives were addressed:

Affordable Rental Housing and Services for the Elderly and Disabled

To address the priority of increasing access to quality, affordable rental housing, Knox County saw the completion of Homesource of east tennessee’s Willow Place II development. This project was awarded over \$800,000 in prior year HOME funding and resulted in 20 new rental units, 7 of which were HOME-assisted. In addition, the expansion of Willow Place II addresses the County’s specific objective of providing services to primarily low-income elderly and disabled, as the facility is aimed at providing housing to Knox County seniors. More detail about this project is provided in later sections of the CAPER.

Providing a Wide Variety of Public Services

The County addressed the priority of providing a wide variety of public services by utilizing both CDBG and CDBG-CV funds. The following types of services were funded: medical, dental, and mental health services, as well as services for those leaving incarceration and food delivery services for the elderly. The CDBG-CV funds addressed public service needs that were exacerbated by the COVID-19 pandemic.

In addition to these services, PY2021 CDBG funds were allocated to address the objective of increasing homeownership through a County-based housing counseling program.

Providing Homeless Housing and Services

Providing homeless and housing services remains a high priority for Knox County. During this reporting period, the County allocated CDBG and CDBG-CV funding to complete CHAMP assessments, HMIS data collection and management, and housing case management. Of the \$176,000 PY2021 CDBG dollars allocated toward public service activities, approximately 83% were dedicated specifically to homeless housing and services.

Additionally, the County allocated funding for the acquisition of property to construct a new domestic violence transitional housing shelter. Construction will begin in the next program year and will serve victims of domestic violence through the production of 12 new units.



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

Improving the Quality of Existing Housing Stock and Providing Home Rehabilitation Assistance

Knox County addressed improving quality housing stock and home rehabilitation through allocating funding to the Knoxville-Knox County Community Action Committee Home Rehabilitation Program and Neighborhood Housing Inc.'s Operation Backyard Program. These programs provided accessibility repairs and major home system repairs to low- to moderate-income homeowners, thereby improving existing housing stock.

CR-10 - Racial and Ethnic composition of families assisted

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

	CDBG	HOME
White	3,849	6
Black or African American	1,168	1
Asian	34	0
American Indian or American Native	63	0
Native Hawaiian or Other Pacific Islander	5	0
Total	5,119	7
Hispanic	590	0
Not Hispanic	4,529	7

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

Table Description

The data reported in the table above includes race and ethnicity reporting for both CDBG and CDBG-CV funding sources, including heads of household for the County's home rehabilitation programs. However, the table above does not capture all possible race and ethnicity data reported by Knox County's subrecipients. Below is a comprehensive breakdown of all racial and ethnicity data for people served during this reporting period using both CDBG and CDBG-CV funding:

Race

White – 3,849

Black or African American – 1,168

Asian - 34

American Indian or American Native - 63

Native Hawaiian or other Pacific Islander - 5

American Indian or Alaskan Native and White - 13

Asian and White - 4

Black or African American and White - 16

American Indian or Alaskan Native and Black or African American - 9

Other Multi-Race Combination - 269

Total – 5,430



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

Ethnicity

Hispanic - 629

Not Hispanic – 4,801

Total – 5,430

*The totals in this narrative include race and ethnicity data for individuals served only with CDBG and CDBG-CV funding, including the heads of household that received assistance under CDBG home rehabilitation activities during this period.

CR-15 - Resources and Investments**Identify the resources made available**

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	Public – Federal	\$2,577,356.89	\$ 1,804,207.13
HOME	Public – Federal	\$ 1,306,528.48	\$ 348,380.36

Table 3 - Resources Made Available**Identify the geographic distribution and location of investments**

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
County-Wide	68%	68%	Comprehensive
Geographic Areas of Need	32%	32%	Comprehensive

Table 4 – Identify the geographic distribution and location of investments**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 Knoxville-Knox County Community Action Committee Sustainable Housing Program leveraged local funds in the amount of \$21,810.94 to address the needs of owner-occupied households in the County. Local funding leveraged administrative expenses and wages to operate the program.

Neighborhood Housing Inc. (NHI) - Operation Backyard provided free home repair services to low-income elderly, disabled, and veteran homeowners. Their program expended \$50,000 in



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

CDBG funding predominantly for materials and supplies to replace roofs and install wheelchair ramps. Construction was completed by volunteers, equating to \$166,240 in unskilled labor that benefitted twenty-three homeowners in Knox County. Unskilled labor in-kind donations are valued at \$10 per hour, and NHI's volunteers carried out 16,624 hours of work.

Demonstrating Knox County's commitment to serving its citizens, various funding streams have directed grants to nonprofits that target the HIGH priority goals outlined in the Consolidated Plan. Nearly \$2 million annually from the County General Fund is distributed to community partners and an additional \$15 million in SLFRF program funds is committed for public services. Furthermore, the County oversees the U.S Department of Treasury Emergency Rental Assistance (ERA) Program that has expended over \$40 million and assisted more than 15,000 households remain stably housed since the onset of the pandemic.

Knox County did not use any publicly owned land or property located within the jurisdiction to address the needs identified in the Annual Action Plan.

Fiscal Year Summary – HOME Match	
1. Excess match from prior Federal fiscal year	\$1,756,312.49
2. Match contributed during current Federal fiscal year	\$620
3. Total match available for current Federal fiscal year (Line 1 plus Line 2)	\$1,756,932.49
4. Match liability for current Federal fiscal year	\$81,264.29
5. Excess match carried over to next Federal fiscal year (Line 3 minus Line 4)	\$1,675,668.20

Table 5 – Fiscal Year Summary - HOME Match Report

Match Contribution for the Federal Fiscal Year			
Project No. or Other ID	Cash (non-Federal Sources)	Site Preparation, Construction Materials, Donated labor	Total Match
HomeSource Willow Place II 2019 - IDIS # 567	\$500	\$120	\$620

Table 6 – Match Contribution for the Federal Fiscal Year

Program Income – Enter the program amounts for the reporting period		
Balance on hand at beginning of reporting period	Amount received during reporting period	Balance on hand at end of reporting period
\$27,961.71	\$76,259.77	\$104,221.48

Table 7 – Program Income



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

HOME Minority Business Enterprises and Women Business Enterprises Report

Minority Business Enterprises – Indicate the number and dollar value of contracts for HOME projects completed during the reporting period		
	Black Non-Hispanic	Hispanic
Dollar Amount	\$12,255.76	\$215,205
Number of Contracts	4	3

Table 8 - Minority Business Enterprises

Women Business Enterprises – Indicate the number and dollar value of contracts for HOME projects completed during the reporting period	
	Women Business Enterprises
Dollar Amount	\$57,686.89
Number of Contracts	3

Table 9 - Women Business Enterprises

CR-20 - Affordable Housing

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 Non-Homeless households to be provided affordable housing units	179	79
Number of Special-Needs households to be provided affordable housing units	15	7
Total	194	86

Table 10 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	109	47
Number of households supported through The Production of New Units	15	7
Number of households supported through Rehab of Existing Units	70	32
Total	194	86

Table 9 – Number of Households Supported



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

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

Knox County's housing rehabilitation subrecipients provided 32 households with homeowner rehabilitation activities. During the past year, the Home Rehabilitation program rules were modified from prior years to allow subrecipients to address any and all concerns for individual home repairs. Previously, the County's home rehabilitation program limited each household served to a certain dollar amount in assistance. The removal of this financial assistance cap resulted in fewer households receiving repairs than previously anticipated in the Annual Action Plan. However, the individual units assisted during PY21 received comprehensive rehabilitation to address health and safety risks to residents. In addition to these programmatic changes, this year saw an increase in both construction and labor costs, which had a significant impact on the number of households that were able to be served with the funding available.

The Knoxville-Knox County Community Action Committee (CAC) assisted 9 households during this reporting period through the use of over \$140,000 in CDBG funds for home rehabilitation, providing an average of over \$15,000 in repairs per home. Emergency home repairs performed by CAC included but were not limited to HVAC replacement, roof replacement, major electrical repairs, and plumbing repairs. Additionally, Neighborhood Housing Inc. (NHI) assisted 23 households during this reporting period, exceeding its goal of 20 households served during this timeframe. NHI primarily provides home repairs in the form of wheelchair ramps and roof repairs.

Knox County utilized its prior year HOME resources to fund Homesource of east tennessee's Willow Place II development, which resulted in 7 new affordable rental units during this reporting period. While seven of the 20 units at Willow Place II are designated as HOME-assisted units, all 20 units serve elderly individuals whose income falls under HUD's definition of "low-income", with 19 of those falling under 60% of the Area Median Income. Knox County is currently evaluating applications for HOME funding in pursuit of its annual goal of providing 9 rental units using HOME funding and 1 unit using HOME CHDO set-aside funding.

In addition to CDBG and HOME funding, Knox County extended its agreement with the Knoxville-Knox County Community Action Committee (CAC) to continue to provide rent, mortgage, and utility services through March 2023. As such, the program has not been completed; however, the program served 44 individuals during this reporting period. While the program will continue to provide services during the next reporting period, the County has shifted its rental assistance activities to primarily the programs funded by the Emergency Rental Assistance Program via the U.S. Department of Treasury. To date, the ERA program has provided financial assistance to 15,226 Knox County households.

Another County goal associated with affordable housing is increasing homeownership. Despite challenges related to current real estate market in the Knoxville metropolitan area, the Knoxville Area Urban League served 16 individuals by providing housing counseling and financial coaching. The housing stock in Knox County is significantly lower than in years past and home prices continue to grow. Knox County is one of the fastest growing communities in the nation, and according to the Federal Housing Finance Agency, was ranked number 13 out of the top 100 metropolitan areas for home price growth in the second quarter of 2022. Home prices in Knoxville and Knox County have risen over 114% since 2007. Because of these circumstances, increasing homeownership has proven to be more challenging than in years past. These challenges have impacted the Knoxville Area Urban League's housing counseling program, as homes are often on the market for shorter durations and at higher prices, affecting the ability of the program's clients to become homeowners.

Discuss how these outcomes will impact future annual action plans.

The current housing circumstances in Knox County have reinforced the importance of prioritizing services for maintaining naturally occurring affordable housing and expanding affordable housing in the community. The County will continue to monitor the housing market and adjust projects as appropriate. CDBG funds will be utilized to support projects that increase



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

access to and improve the quality of affordable rental housing, provide infrastructure to support the creation of affordable housing, provide affordable single-family home rehabilitation, and work toward the goal of increasing homeownership.

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	40	3
Low-income	25	2
Moderate-income	14	2
Total	79	7

Table 102 – Number of Households Served

Table Description

Of the 32 households assisted with CDBG funds for home rehabilitation projects, 9 were extremely low-income, 13 were low-income, and 10 were moderate-income.

Of the 7 households assisted with HOME funds for rental housing activities, 3 were extremely low-income, 2 were low-income, and 2 were moderate-income.

Of the 47 households assisted with CDBG-CV funds for rent, mortgage, and utility projects, 31 were extremely low-income, 12 were low-income, and 4 were moderate-income.

CR-25 – Homeless and Other Special Needs

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

Knox County experienced a significant rise in homelessness during the program year, as demonstrated by the 50% increase in the number of persons counted as part of the Knox County Sheltered and Unsheltered Point-in-Time (PIT) Count. To respond to the growing number of unhoused residents, the County has prioritized resources to assess and address the needs of homeless persons. Specifically, the County allocated CDBG, CDBG-CV, Emergency Rental Assistance Program (ERA), State and Local Fiscal Recovery Funds (SLFRF), and local dollars for this purpose. In addition, the County intends to use the entirety of its HOME Investment Partnerships American Rescue Plan Program (HOME-ARP) allocation to meet the needs of homeless and at-risk of homelessness families and individuals.

The needs of homeless persons outside of city limits are compounded due to the limited number



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

of providers serving in these areas and limited public transportation to resources within city limits. The County has allocated funding for outreach workers who meet with homeless persons at locations they encamp or frequent to improve access to housing and case management services. A CDBG grant was awarded to pay for two Knoxville-Knox County Community Action Committee (CAC) Homeward Bound outreach workers and to extend a 2020 agreement with CAC through October 2021. Through June 2022, these workers have linked 209 individuals with employment, housing, mental health, and substance misuse services, among other resources. In addition, the workers completed Coordinated Housing Assessment & Match Plans (CHAMP) with the families and individuals to access services offered through the Coordinated Entry System.

The Knoxville-Knox County Continuum of Care oversees the Coordinated Entry System to consistently assess the needs of homeless individuals and families, prioritize vulnerable cases, and make effective referrals to the appropriate housing social service resources. CHAMP Assessments are the first step in the housing search. Agencies coordinate housing needs through CHAMP so that anyone in Knox County who is homeless will be assessed and have access to services based on their eligibility, including permanent supportive, rapid and transitional housing services. Knox County awarded CDBG funds to Volunteer Ministry Center's (VMC) Bush Family Refuge Program to conduct CHAMP assessments with individuals experiencing homelessness. VMC has completed assessments with 327 individuals during the reporting period.

Knox County is also utilizing its ERA, SLFRF, and local dollars to address the priority of homeless housing and services as identified in the Consolidated Plan. More than \$650,000 in SLFRF and local dollars are being awarded to agencies for the next three years in order to provide the following services to homeless individuals, including victims of domestic violence and youth: shelter services, a mobile shower, housing case management, job readiness training, trauma-informed care, and transitional living for youth. The County has also awarded over \$40 million in ERA funds to provide Knox County residents with rental assistance that has prevented evictions and afforded housing stability. More than \$400,000 of the County's ERA funds have been expended to place families and individuals in hotels until they were able to move into a new rental unit.

To address the aforementioned issues surrounding transportation, the County has awarded \$150,000 in SLFRF funds to provide automobile repair services to low and moderate-income individuals, including persons currently living in their cars. This program will ensure families continue to have the means to drive to employment and needed social services.

Addressing the emergency shelter and transitional housing needs of homeless persons

The pandemic significantly impacted the transitional and shelter needs of homeless individuals. Since 2020, emergency shelter facilities partnered with the Knox County Health Department throughout the pandemic to adapt their facilities for increased social distancing and safety.

Knoxville Family Justice Center reported that Knox County Sheriff's Office and Knoxville Police Department received 17,026 domestic violence-related calls in 2021. Knox County partnered



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

with the McNabb Center, granting \$525,000 in PY2021 CDBG dollars to acquire property and construct eight transitional housing units for families fleeing domestic violence. More recently, the County awarded an additional \$200,000 in (SLFRF) dollars to expand the number of units created from eight to 12. Agencies are currently limited to referring victims of domestic violence from emergency shelters to permanent housing, which traditionally do not provide the additional services that many individuals need. The new facility will include one-bedroom and two-bedroom apartments, a group meeting room, and office space for McNabb Center staff. Construction on the transitional housing units is expected to start during the following program year

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

As previously mentioned, Knox County extended two PY20 CDBG-CV agreements for rent, mortgage, and utility assistance with CAC and VMC in order to continue providing low-income individuals and families with financial resources to maintain housing.

In addition, the County awarded \$15,000 in CDBG dollars to the Knox County Public Defender's Community Law Office (CLO) for their intensive recidivism program that focuses on frequent contact with individuals at-risk of being caught in the "revolving door" of jails, emergency rooms, and shelters.

The three goals of this program are:

1. Reducing homelessness through accessibility to supportive and affordable housing
2. Reducing recidivism through intensive outreach efforts and connection to appropriate community services
3. Empowering individuals to engage in the change process through supportive counseling

CLO provided services to 91 individuals during the reporting period.

Furthermore, the County has dedicated resources to provide services and facilities to address the community's mental health needs by utilizing CDBG-CV, SLFRF, and local dollars. These programs will provide homeless persons with the supportive services to become stably housed and decrease the number of individuals that become unhoused due to untreated mental health and substance misuse concerns.

The County has encumbered over \$900,000 in federal and local dollars to agencies to provide mental health and substance misuse services, which include: programs that connect individuals to mental health resources, education to students on recognizing mental health symptoms, substance abuse prevention, and substance misuse counseling. Of these funds, \$200,000 in CDBG-CV funds were provided to McNabb Center to connect children and adults to appropriate



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

mental health services. McNabb Center case managers assisted 63 individuals during the reporting period.

Additionally, the County is providing over \$2.1 million in CDBG-CV and SLFRF funds to local agencies for acquisition and public facility improvements to address community needs. The County awarded McNabb Center \$400,000 in CDBG-CV dollars for a public facility upgrade to its drug treatment program, CenterPointe. The program will provide short-term medical detoxification and long-term residential services for 400 individuals. In a joint project with the City, the County utilized \$850,000 in SFLRF funds to acquire a facility that will provide urgent psychiatric care. The facility will be specifically designed to assess, triage, treat, hold, and connect adults with acute psychiatric needs to the best resources for their condition in the community. Finally, the County provided \$875,000 in SFLRF funds to Metro Drug Coalition to construct a community center, The Gateway, that will provide treatment services and connect individuals to community resources. The facility will provide over 25,000 individuals with employment, housing stabilization, legal, health care, therapeutic, and behavioral health services. These projects are ongoing, and persons served will be reported on in the coming years.

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

During the program year, the County provided \$120,000 in CDBG-CV funds to CAC for a housing support specialist to assist individuals in obtaining and retaining housing. Case managers will conduct CHAMP assessments, provide assistance in applying for rental units, and offer referrals to resources that support housing stability. CAC has reported that they have recently initiated the hiring process and anticipates reporting accomplishment data for the PY2022 CAPER.

Additionally, street outreach programs and the CLO intensive recidivism program expand residents' access to services that afford them to remain in stable housing. Particular emphasis on chronically homeless individuals and families, as well as veterans and their families, is at the core of all of these programs. An example of this is CAC's Homeward Bound workers who connect individuals that might otherwise have access services with housing resources and referrals, such as the CHAMP and PATH systems.



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

CR-30 – Public Housing

Actions taken to address the needs of public housing

Knox County does not own nor operate a public housing authority. Knoxville's Community Development Corporation (KCDC), while located in the city of Knoxville, serves the needs of all the public housing residents within the city and county. KCDC owns, manages, and maintains nearly 4,000 low-income rental units across the city and the county and administers a program that allows families to secure affordable housing in the private market across Knoxville. KCDC converted public housing within the City and County via the HUD Rental Assistance Demonstration (RAD) program in 2016; to date, all properties within the KCDC portfolio have been converted, with the exception of Western Heights, which will start the conversion process this coming year. The resources made available by the RAD program have allowed KCDC to continue to fulfill its mission. The conversion of units to rental based housing 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. Modernization and rehab have been ongoing over the last year for all four KCDC high-rise properties and should be completed during 2023. Within the previous year, KCDC has also started construction on Phase 2 of First Creek of Austin, which will add 180 units of affordable housing in 2023. Phase 3 is in the planning stages, with 161 more units planned. KCDC opened the first 105 units in phase one in 2022.

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

KCDC has several sites with Resident Associations, and there is a Tenant Council comprised of members of KCDC's various properties and Associations that meet monthly. Residents also participated in the planning process for two new neighborhood redevelopment projects occurring within the former Austin Homes and current Western Heights Neighborhoods through regular community meetings and Zoom Meetings. Currently, they are waiting to hear if their application for the HUD Choice Neighborhood grant was successful and are partnering with community agencies to increase resident involvement. Management also seeks to interact with their sites through simple activities, such as recognizing graduates at their properties, holding resource "fairs," and other community activities.

Actions taken to provide assistance to troubled PHAs

KCDC is not "troubled" under 24 CFR Part 902.



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

CR-35 - Other Actions

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.

Currently, there are no known public policies negatively affecting housing and residential investments. Knox County promotes affordable housing for individuals and investors through any resources possible and maintains an inventory of properties that are obtained through non-payment of property taxes. In compliance with Tennessee Code Annotated, selected properties are released annually through tax sales. Both individuals and investors are allowed to bid on Knox County properties, which are sold at below market values, allowing for a greater potential for individual and investor ownership of single-family housing.

Additionally, Knox County's ERA Program assists families affected by the COVID-19 pandemic by providing rental and utility assistance for up to 18 months. This program also provides funding to families to cover moving expenses and the first month's rent when they need to relocate. This assistance continues to ensure residents have access to and can maintain housing.

Actions taken to address obstacles to meeting underserved needs.

The largest obstacles to meeting underserved needs are a lack of affordable housing and an increase in homelessness. Many low-income persons are unable to find quality, affordable housing. They may lack the down payment funding or the housing may not be appropriate for their particular needs (e.g., accessibility, senior services); or transportation may not be available. To address affordable housing issues, Knox County has prioritized its funding to provide home repairs to low- to moderate-income households to assist in maintaining existing housing stock. Additionally, construction progressed on 35 new affordable housing units at Habitat for Humanity's Ellen's Glen subdivision, which was funded with PY2020 CDBG dollars. Accomplishments for this project are expected to be reported in next year's CAPER.

To address the increase in homelessness, the County has prioritized funding programs that address the needs of low-to-moderate income populations, including funding agencies assisting the medically underserved, providing mental health services, dental services, homelessness prevention, and services for elderly populations. Knox County will continue to maintain its support of non-profit agencies, the local housing authority, homeless providers and special population service agencies in their goal to meet the underserved needs of the community.

Actions taken to reduce lead-based paint hazards.

Reduction of lead-based paint hazards is proactively addressed by the continuation of funding for our Home Rehabilitation programs. The Knoxville-Knox County Community Action Committee (CAC), one agency contracted to provide home rehabilitation for the County, has the



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

needed lead-based paint detector equipment and State certified lead-based paint risk assessors on staff to recognize and address lead for clients receiving housing assistance. In addition, construction contractors are Renovation, Repair and Paint (RRP) certified to address lead-based paint. Of the nine households served by CAC's home rehabilitation program during this reporting period, two households were tested and found to have lead. Subcontractors performed lead hazard reduction at both homes in addition to other emergency repairs.

CAC consults regularly with the Tennessee State Department of Environment and Conversation, Environmental Protection Agency, and the Department of Housing & Urban Development to remain informed on new manners of reducing lead hazards as well as changes to applicable regulations.

Actions taken to reduce the number of poverty-level families.

Knox County is committed to reducing the number of families experiencing poverty within its jurisdiction. The County works with the Continuum of Care to provide a spectrum of housing options from emergency shelters, transitional, and permanent housing for the families that are currently, formerly, or chronically homeless.

With the goal of reducing poverty within Knox County, prioritization of its CDBG allocation is concentrated on assistance for the low- and very low-income population. The range of public service funding includes reducing costs of services for mental health, comprehensive healthcare for the under- and un-insured, and dental care. In addition, the County encourages participation with Section 3 business concerns to increase employment opportunity for low- to moderate-income residents to assist in reducing the number of poverty-level families.

Knox County is addressing the needs of underserved populations through collaborative efforts with experienced service providers, intentional dispersal of federal and local dollars in addition to leveraging the resources of other local agencies.

Actions taken to develop institutional structure.

Knox County continues to build capacity and partner with non-profit agencies that serve low- and moderate-income county residents. Agencies use the grants for staffing and operational costs for public service and housing programs. Without the annual allocation of federal funding from HUD, many subrecipients would be required to reduce their program outreach and services, impacting the number of low- to moderate-income persons positively impacted in the community.

The County provides ongoing technical assistance to ensure compliance with rules and regulations for federal funding. Additionally, the County has discussions with partners regarding their activity accomplishments and creative ways to address unique challenges faced in the community. For example, the County assisted agencies in adjusting the types of services provided in response to the effects of the COVID-19 pandemic while still meeting the performance metrics identified in their agreements.



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

Actions taken to enhance coordination between public and private housing and social service agencies.

Knox County continues to improve technical assistance efforts and outreach to subrecipients, resulting in high rates of compliance with program regulations, reporting requirements, and delivery of services. Currently, the County conducts (2) annual meetings with discussion of community needs that are attended by both public and private organizations.

The County has developed partnerships with local agencies to provide rent and utility assistance using CDBG-CV and ERA funds. Financial resources have also been provided to the Community Mediation Center and Legal Aid of East Tennessee to mediate between tenants and landlords; decreasing housing recidivism through means that include eviction prevention in order to ensure tenants remain housed.

KCCD staff participates in an All4Knox Housing subcommittee, which strives to increase affordable housing opportunities for residents and emphasizes improving access to housing for individuals with substance misuse disorders. All4Knox promotes opportunities for collaboration between private and public entities to meet this goal. The committee is planning a conference later this year that targets private developers and landlords to provide education on the benefits of developing affordable housing, reasons to accept rental-based vouchers, and the challenges tenants often experience.

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

Knox County promotes equitable housing choice, affirmatively marketing fair housing, and continuously analyzes barriers to affordable housing. The County distributes fair housing posters and booklets available to all HUD-funded subrecipients carrying out housing activities. Typically, a Fair Housing training along with materials for all funded agencies in attendance, whether they are public service or housing agencies is offered by the County. Finally, public notices for the Consolidated Plan, Annual Action Plan and the Consolidated Annual Performance and Evaluation Report public meetings offer the availability of an interpreter for non-native English speakers.

During the month of April, Knox County Community Development (KCCD) highlights awareness to governmental officials by proclaiming April as Fair Housing Month in Knox County. A County official reads a Fair Housing Proclamation during the County Commission meeting with agencies and local HUD Fair Housing Office representatives are invited to attend.



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

CR-40 - Monitoring

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 standards and procedures for monitoring activities and projects have three components: Workshop and Application, Contracts, and Monitoring Compliance:

- **Workshop and Application** – Knox County agencies are invited to attend a workshop in late January for an overview of the application; CDBG, HOME, and federal requirements; and reporting obligations. Interested applicants are allotted time to ask questions prior to submitting an application. Each subrecipient is evaluated for compliance and performance. If a subrecipient is not meeting program goals, their performance is evaluated to determine if there were extenuating circumstances which prevented them from reaching their goal and Knox County provides capacity building technical assistance. Subsequent program funding is then adjusted with regard to both high performing programs and those not meeting their contractual performance results.
- **Contracts** - Based on the submitted application from the agency, a contract is developed that addresses HUD requirements, the budget, performance measurements, and a detailed project scope. Performance measures are the basis for monitoring compliance as they also provide for the termination of the contract or non-payment of subrecipient reimbursement request(s) based on adherence to the terms and conditions of their CDBG/HOME Agreement.
- **Monitoring Compliance** - Ongoing monitoring involving desk audits of reports and supporting documentation, phone and e-mail contact, and technical assistance is provided where needed. Emphasis is placed on guaranteeing that subrecipients and other partners receiving HUD funds comply with all contract and HUD requirements, specific grant requirements and all federal requirements such as the financial standards outlined in the COFAR, any regulations that govern Fair Housing and Equal Opportunity, and environmental standards (including an environmental review for all projects before federal funds are drawn).
 - **CDBG Monitoring Compliance** – Each project is monitored annually, and the County conducted monitoring visits with 15 agencies during the reporting period. Public service activities are reviewed monthly as a part of ongoing desk audits via reports and invoices submitted by subrecipients. Subrecipients also receive annual on-site (or remote) monitoring of their project or program. Construction projects funded with CDBG dollars are monitored throughout the duration of the project to ensure that applicable regulatory requirements such as Davis Bacon and Section 3 are followed by all contractors and subcontractors. During this reporting period, the County conducted 12 site visits to conduct interviews for



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

Davis Bacon compliance at Habitat for Humanity's Ellen's Glen development. Additionally, the County holds regular meetings with subrecipients to discuss compliance with Davis Bacon and Section 3 regulations.

- HOME Monitoring Compliance - Construction and acquisition projects are monitored throughout the affordability period to ensure adherence to HOME rents, affirmative marketing, tenant selection criteria, and other HOME requirements. Additionally, the County requires as a part of its construction contracts that agencies must make efforts to encourage the use of minority and women's business enterprises on HOME-funded activities. Agencies receiving HOME funding are required to report the number and type of minority business enterprises that were contracted on each project. On-site inspections are also incorporated to ensure compliance with property conditions both inside and outside of the structures. Details of HOME monitoring during this reporting period are found in section CR-50.

Citizen Participation Plan

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

In an effort to ensure adequate and accessible citizen participation, Knox County developed a Citizen Participation Plan (CPP), which outlines the procedures and processes used by the County and is part of the approved 2020-2024 Consolidated Plan. In accordance with the CPP, the County placed a notice of the public meeting and comment period for the Consolidated Annual Performance and Evaluation Report (CAPER) in the Knoxville Focus on September 12, 2022. The CAPER comment period was September 12, 2022, through September 28, 2022 and the public meeting to review the CAPER was September 21, 2022 held via a virtual meeting due to COVID-19.

Three representatives from separate local non-profits were present at Knox County's CAPER meeting. One question was asked: How long do you see the COVID Funding staying in place? Knox County responded by stating that the COVID funding we have has been allocated, and the existing contracts go through the end of next year. If there are any additional funding opportunities, we will send out a notification.

A draft of the 2021 CAPER was placed on the Community Development website (<https://knoxcounty.org/communitydevelopment/>) prior to the public meeting and after review and approval by HUD, the "final" CAPER will be added.

Knox County's public notices include language directing persons requiring special assistance to contact KCCD for accommodations as it relates to public meetings and documents. All notices include information in Spanish for non-English speaking residents about how to obtain assistance in interpreting public documents such as the Annual Action Plan and CAPER. The



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

notices also provides guidance on how to make public comments. KCCD ensures that interpreters are available at public meetings and hearings upon request.

CR-45 - CDBG

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.

Knox County made one significant change to its program objectives during the PY21 reporting period by adding public facilities as a part of the goals for its CDBG-CV allocation. This addition allowed the County to award grant funding to the McNabb Center for the expansion of its CenterPointe facility, which serves as a drug treatment center for Knox County residents. This public facilities goal was added to program objectives, as prior CDBG-CV goals were solely geared toward public service activities.

In addition, Knox County adjusted its utilization of CDBG-CV funds in response to the pandemic, as the community's needs have evolved from focusing on housing stability to addressing the adverse health effects on residents and mitigating the pandemic's impact on the homeless population. This adjustment of program activities impacted the ability of agencies to serve the number of people initially projected at the beginning of their funding contract.

CR-50 - HOME

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.

During PY2021, Homesource of east tennessee completed construction of its Willow Place II project, which was assisted with HOME funding. A grand opening ceremony was held on June 7, 2022, at the development with several community stakeholders in attendance, including Knox County Mayor Glenn Jacobs and representatives of the Knox County Grants and Community Development Department, as well as residents of the Willow Place community. A total of 20 units, seven of those being HOME-assisted units, were developed for this project. Four of the 20



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

units were constructed to be accessible to those with mobility disabilities. Of the HOME-assisted units, three out of seven households reported incomes between 0-30% of the Area Median Income, three reported incomes between 30-50% of the Area Median Income, and one household reported an income between 50-60% of the Area Median Income. As of March 2022, all 20 units have been rented and occupied.

On-Site Inspections – Construction and acquisition projects are monitored annually throughout the affordability period to ensure compliance with high and low HOME rents, affirmative marketing, tenant selection criteria, and other HOME requirements. On-site inspections ensure compliance with property conditions both inside and outside of the structures. Knox County conducts on-site visits to project locations, reviews resident files in conjunction with the HOME Compliance Report to verify their eligibility, and then responds by letter to the agency with results of the review.

The following multi-family rental properties were monitored onsite during PY2021: 426 Oakcrest Drive, Atkins Road, Blueberry Ridge, Countryside, O'Brien, Victoria Drive, Middlebrook Gardens, Willow Place I and II, and Ramona. There were no issues identified with any project during the program year. During these on-site visits, residents of each community expressed gratitude to County representatives for the quality of the housing provided and the ability to maintain independence through affordable housing opportunities.

Provide an assessment of the jurisdiction's affirmative marketing actions for HOME units.

Knox County's HOME written agreement requires subrecipients to submit an Affirmative Marketing Plan for developments containing five or more HOME-assisted units. During on-site reviews, subrecipients must provide evidence that they follow their plan in advertising, flyers, etc. and that the plan is still in effect.

The County continues to further affirmative marketing actions to involve minorities and women in the HOME program. Knox County Procurement contacts their Business Outreach Division when looking for vendors and the department then notifies potential contractors. The County also adheres to the following policies and procedures:

- When informing the public, owners, and potential tenants about the Federal fair housing laws and affirmative marketing policy the Equal Housing Opportunity logotype or slogan is used in press releases and solicitations for owners, and written communication to fair housing and other groups.
- Owners of rental units containing five or more units are required to use the Equal Housing Opportunity logotype or slogan in advertising and display of the fair housing posters.
- Data, including racial and ethnicity, of households is maintained on property that receives homeowner rehabilitation assistance.
- Owners are required to maintain data, including racial and ethnicity, of households displaced as a result of program activities.



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG

- Owners are required to maintain data of tenants, including how potential applicants, were informed of the housing opportunities (Tenant Selection Policy).
- Affidavits are maintained on legal or public notices placed in the Knoxville Focus and/or community papers.

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

Knox County received \$76,259.77 in Program Income from HOME during PY2021 that will be re-distributed towards future HOME-funded projects.

Describe other actions taken to foster and maintain affordable housing.

The County identified affordable housing as a high priority in the 2020-2024 Consolidated Plan and utilizes its HOME dollars toward projects that expand affordable housing. Historically and during this reporting period, funding benefits predominantly low-income households via new construction of rental housing.

In addition to HOME funding, the County fosters and maintains affordable housing through its various funding streams, including CDBG, CDBG-CV, and SLFRF funding. The County's CDBG-funded home rehabilitation programs aim to preserve naturally occurring affordable housing stock by providing emergency and minor home repairs that will extend the life of Knox County homes. The County has also allocated over \$300,000 in CDBG dollars and \$1,000,000 in SLFRF dollars to aid in the construction of a new 35-unit subdivision that serves low- to moderate-income households.

Furthermore, the County has provided rent, mortgage, and utility assistance to County residents through two CDBG-CV funded programs, which have helped mitigate the effects of housing affordability amidst the COVID-19 pandemic. Additionally, the County anticipates utilizing \$100,000 in SLFRF to provide rental assistance to Knox County residents over the next three years.

The County continues to prioritize housing and anticipates using its remaining and future HOME funds to work toward the goal of fostering and maintaining affordable housing stock.



PHONE:
865-215-2005



ADDRESS:
400 WEST MAIN STREET
KNOXVILLE, TN 37902



ONLINE:
KNOXCOUNTY.ORG