

2021 Consolidated Annual Performance Evaluation Report (CAPER)

City of Des Moines, Iowa



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CR-05 – Goals and Outcomes

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

91.520(a)

The coronavirus pandemic and response activities funded by the Coronavirus Aid, Relief, and Economic Security Act (CARES Act) was a priority for the City of Des Moines in 2021. The City's officials, staff, subrecipients, and other partners implemented several meaningful programs around basic needs such as food and shelter. Other CARES Act programs included childcare and mental health public services. As of December 31, 2021, over \$2,500,000 have been distributed in support of programs of those programs. They will continue throughout 2022.

As a result of the influx of federal funds authorized under the CARES Act, the City of Des Moines' Consolidated Plan program year 2021 was overall a slow one for regular activities funded by the entitlement Community Development Block Grant (CDBG), HOME Investment Partnerships Program (HOME), and Emergency Solutions Grant (ESG) funds. The City did not meet most of its 2021 goals and is not on target to meet its 2020-2024 Consolidated Plan goals.

For affordable housing activities under the regular entitlement funds, 12 homeownership units, and therefore 12 homebuyer assistance activities were completed as planned. There were not any new or rehabbed rental units completed in 2021. With regard to homeowner housing rehabilitation, a large project was started in 2021 and will be completed in 2022. Casa Vista Apartments contains five owner-occupied units and will receive funding for foundation stabilization and other site improvements. Finally, property inspections were slow again. Approximately 2,013 properties were inspected as compared to the 5,000 projected.

Economic development and public facilities projects did not have any outputs in 2021. The City's CDBG-funded economic development activities have been phased out from the federal funds process. There are several public facilities projects anticipated, such as park improvements in low- or moderate-income areas; however, none were completed in 2021.

One area that exceeded its goal was public services. IMPACT Community Action Agency, which is a local nonprofit that provides energy, food, and housing assistance and connects residents to other vital resources, served 30,721 clients. The 2021 projected goal was 20,000 clients.

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)

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

Goal	Source/Amount in 2021	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Expected – Program Year	Actual – Program Year
Affordable Housing	CDBG: \$2,250,000 HOME: \$914,423	Rental Units Constructed	Household Housing Unit	25	12	5	0 ^a
		Rental Units Rehabbed	Household Housing Unit	10	0	0	0
		Homeowner Housing Added	Household Housing Unit	55	18	11	12
		Homeowner Housing Rehabbed	Household Housing Unit	100	7	20	0 ^b
		Direct Financial Assistance to Homebuyers	Households Assisted	55	18	11	12
		Housing Code Enforcement/Foreclosed Property Care	Household Housing Unit	25,000	5,076	5,000	2,013
Reduce Homelessness	ESG: \$111,357	Tenant-based Rental Assistance/Rapid Rehousing*	Households Assisted	750	57	100	26
		Homeless Person Overnight Shelter*	Persons Assisted	5,000	4,399	1,000	2,291
		Homelessness Prevention	Persons Assisted	150	0	0	0
Public Services	CDBG: \$575,000	Public Service Activities other than Low/Mod Income Housing Benefit*	Persons Assisted	100,000	58,323	20,000	30,721
Public Facilities	CDBG: \$0	Public Facility of Infrastructure Activities other than Low/Mod Income Housing Benefit*	Persons Assisted	8,000	0	0	0

*Does not include programs funded by CARES Act (CDBG-CV or ESG-CV)

Table 2 – Accomplishments – Program Year & Strategic Plan to Date for CARES Act Funds

Goal	Source/Amount in 2021	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Expected – Program Year	Actual – Program Year
Public Services	CDBG-CV: \$653,058	Public Service Activities for Low/Mod Income Housing Benefit	Households Assisted	N/A	N/A	200	557
		Public Service Activities other than Low/Mod Income Housing Benefit*	Persons Assisted	N/A	N/A	0	0
Economic Development	CDBG-CV: \$20,000	Jobs Created/Retained	Jobs	N/A	N/A	0	0
		Businesses Assisted	Businesses Assisted	N/A	N/A	0	0
Homelessness Strategy	ESG-CV: \$1,331,142	Tenant-based Rental Assistance/Rapid Rehousing	Households Assisted	N/A	N/A	150	155
		Homeless Person Overnight Shelter	Persons Assisted	N/A	N/A	200	2,711
		Homelessness Prevention	Persons Assisted	N/A	N/A	150	1,263

^aCentral Iowa Shelter & Services (CISS) completed construction its addition in 2021. Five (5) of the twenty-four (24) units are funded by HOME. However, the units will be counted in the 2022 CAPER because the project was not fully leased and occupied by the end of the 2021 calendar year.

^bCDBG funding for foundation stabilization and other site improvements at Casa Vista Apartments, which contains five (5) owner-occupied units, was approved in 2021. The work is set to start in spring of 2022. Staff is also reevaluating how the Emergency Repair Program will work with the new Improving Our Neighborhood (ION) program.

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

The highest priority in this plan is affordable housing. In 2021, the City allocated \$3,164,423, of which \$2,250,000 was CDBG, to affordable housing initiatives. CDBG funds committed to this goal accounts for more than 57 percent of the City’s 2021 CDBG allocation.

In order to reach its own housing unit production goal, the City is working with nonprofit providers to determine their five-year housing unit production goals and committing funds to a certain number of those units each year. This strategy has streamlined proposal reviews and provided more stability to the expected funding for nonprofit partners and the city.

Another strategy the City is implementing to reach its housing unit production goal is improving communication between departments. For example, the Neighborhood Development Department, which is responsible for new construction tasks such as issuing permits, approving tax abatement, and designating Tax Increment Financing (TIF) areas, has agreed to serve as a bridge between developers and the Federal Funds Division of the Neighborhood Services Department. The Neighborhood Development Department has relationships with many developers who can help create or rehab more affordable units. These developers do not always understand when or how to access federal funds in their projects. Increasing communication to coordinate department efforts should help increase affordable units.

CR-10 – Racial and Ethnic Composition of Families Assisted

Table 3 – Assistance to Racial and Ethnic Populations by Source of Funds

Race/Ethnicity	CDBG	HOME	ESG
White	13,767	1	1,438
Black or African American	12,141	6	671
Other & Multi-Racial	2,746	0	133
Asian	1,762	4	22
American Indian & Alaska Native	227	0	36
Native Hawaiian & Pacific Islander	78	0	10
Total	30,721	12	2,310
Hispanic	5,526	1	241
Non-Hispanic	25,195	10	2,075

The totals in Table 3 may exceed the actual sum of subcategories because some programs identified more options for race or ethnicity than those listed above. Other categories that may have been selected include multiple races, does not know, refused to answer, or data not collected.

CR-15 – Resources and Investments

Table 4 – Resources Made Available

Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	Public, Federal	\$3,888,182	\$1,966,372
HOME	Public, Federal	\$981,236	\$145,321
ESG	Public, Federal	\$323,465	\$111,357

HUD allocated \$3,888,182 in Community Development Block Grant (CDBG), \$981,236 in HOME Investment Partnerships Program (HOME), and \$323,465 in Emergency Solutions Grant (ESG) funds in 2021. Additional resources came from program income and reallocation of unspent funds from prior years.

Table 5 – Geographic Distribution and Location of Investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Description
None	0%	0%	0%

Approximately 52 percent of the Des Moines population is low- or moderate-income. Consequently, most neighborhoods in Des Moines have low-income census tracts or block groups within them that are considered low- or moderate-income areas under the CDBG program. Most CDBG-funded activities, such as the Neighborhood-Based Service Delivery, public services, and public facility improvements, occur in low- or moderate-income areas. See Mapped Activities on Attachment 1 for distribution of activities.

Similarly, HOME activities have historically been used for infill development which generally takes place in older neighborhoods surrounding Downtown Des Moines and are mostly low- or moderate-income areas.

Targeting federal funds in low- or moderate-income areas not only helps the City achieve compliance requirements, but more importantly, it helps residents that experience inequity. Compared to the region, the City’s inner low- or moderate-income areas have some of the oldest neighborhoods with deteriorating buildings or infrastructure, poorer housing conditions, and higher concentrations of poverty. The City’s federal funds help combat disproportionately negative impacts in areas that need the most assistance.

Leveraging

The amount leveraged in 2021 was at least \$9.6 million. Leveraged funds come from several sources. For some CDBG projects, such as the Neighborhood-based Service Delivery, leveraged funds are from portions of the city’s general fund allocated to the police and public works departments as they work in tandem with code enforcement to address neighborhood concerns regarding infrastructure, safety, and general neighborhood health.

Most leverage comes from the City’s general budget. The City is planning several upcoming park improvements in low/mod areas. Federal funds will be leveraged with the general fund, local donations from residents, and other grant sources. One of the largest sources of leveraged funds is under public services. IMPACT, the local community action agency, leverages sources across private, public, local, state, and federal sources to serve low-income clients with programs that combat poverty.

Most leverage sources in CDBG projects are from private sources. For example, when acquiring targeted buildings that may be a catalyst site for neighborhood improvement, private developers or nonprofits provide the bulk of the funding and will use CDBG to close the financial gap in an activity that would otherwise not be viable. For other affordable housing activities, leveraging has come from the Polk County Housing Trust Fund, Iowa Finance Authority, Neighborhood Finance Corporation, the local Community Housing Development Organization (CHDO) Housing Opportunities Made Easy, Incorporated (HOME, Inc.), Greater Des Moines Habitat for Humanity, and Invest DSM.

A substantial new initiative starting this year, called Invest in Our Neighborhoods (ION) will involve connecting households with deteriorating living conditions to funding, volunteers, donated materials, and nonprofit organizations that can help with all matters of rehabilitation. This is intended to prevent houses from falling into disrepair and becoming public nuisance properties. It will simultaneously improve living conditions and bring houses up to code.

Collaborations with Polk County and Polk County Housing Trust Fund will expand in order to best distribute ARPA funds. These funds will be used for different housing initiatives including new construction, existing housing preservation, and combating homelessness.

HOME match is achieved through private and non-profit developers along with other funding sources. Some offer below market interest rates on homebuyer projects, volunteer labor, donated construction materials.

ESG match varies between service providers. Most agencies state a dollar-for-dollar match from different types of donations. Donor examples vary from individuals to large organizations such as United Way or Principal Financial.

The main method of utilizing publicly owned land to promote the Consolidated and Action Plans' goals is the tax deed process. Iowa code 446.19a states that a city may purchase abandoned residential properties that do not sell at annual tax deeds. Often these properties are deteriorating and considered public nuisance properties. The City of Des Moines reserves abandoned tax deed properties for low-to moderate-income housing, which is achieved by transferring the properties to local non-profit organization such as Habitat Humanity, Invest DSM, and Home Inc. that rehabilitate the houses or construct new houses.

In 2021, The City acquired 12 sites. The addresses acquired are as follows: 322 & 323 E Jackson Ave, 410 E Livingston Ave, 429 E Dunham Ave, 1107 18th St, 1111 E 9th St, 1116 14th Pl, 1126 11th St, 1540 13th St, 3230 E Clinton Ave, and 5403 SW 8th St.

Table 6 – Fiscal Year Summary – HOME Match Report

Excess match from prior federal fiscal year		\$19,948,388.47
Match contributed during current federal fiscal year	\$88,492.80	
Total match available for current federal fiscal year		\$20,036,881.27
Match liability for current federal fiscal year	(\$0.00)	
Excess match carried over to next federal fiscal year		\$20,036,881.27

Table 7 – Match contribution for the federal fiscal year

Project No./ Other ID	Date of Contribution	Cash (non-federal sources)	Foregone Taxes/Fees/ Charges	Appraised Land/Real Property	Required Infrastructure	Site Prep/ Construction Materials/ Donated Labor	Bond Financing	Total Match
215 Watson	2/2/21	\$42,005.80	\$0	\$0	\$0	\$0	\$0	\$42,005.80
1915 Franklin	6/22/21	\$8,290.00	\$0	\$0	\$0	\$0	\$0	\$8,290.00
1911 Franklin	6/22/21	\$7,624.00	\$0	\$0	\$0	\$0	\$0	\$7,624.00
1901 Franklin	6/22/21	\$6,257.00	\$0	\$0	\$0	\$0	\$0	\$6,257.00
1609 Washington	7/6/21	\$4,757.00	\$0	\$0	\$0	\$0	\$0	\$4,757.00
1603 Lynn	7/6/21	\$10,172.00	\$0	\$0	\$0	\$0	\$0	\$10,172.00
1509 E 36th	9/10/21	\$9,387.00	\$0	\$0	\$0	\$0	\$0	\$9,387.00

Table 8 – Program Income – HOME MBE/WBE Report

Balance on hand at beginning of reporting period		\$81,548.40
Amount received during reporting period	\$27,650	
Amount expended during reporting period	(\$0)	
Amount expended for tenant-based rental assistance	(\$0)	
Balance on hand at end of reporting period		\$109,198.40

Table 9 – Minority and Women Owned Business Enterprises – Contracts for HOME projects completed

	Total	American Indian & Alaska Native	Native Hawaiian & Pacific Islander	Asian	Black or African American	Hispanic	White	Female	Male
Contracts: Dollar Amount	0	0	0	0	0	0	0	0	0
Contracts: Quantity	0	0	0	0	0	0	0	0	0
Sub-contracts: Dollar Amount	0	0	0	0	0	0	0	0	0
Sub-contracts: Quantity	0	0	0	0	0	0	0	0	0

Table 10 – Minority Rental Property Owners – HOME assisted rental property owners

	Total	American Indian & Alaska Native	Native Hawaiian & Pacific Islander	Asian	Black or African American	Hispanic	White
Dollar Amount	0	0	0	0	0	0	0
Quantity	0	0	0	0	0	0	0

Table 11 – Relocation and Real Property Acquisition

	Total	American Indian & Alaska Native	Native Hawaiian & Pacific Islander	Asian	Black or African American	Hispanic	White
Parcels Acquired	0	0	0	0	0	0	0
Businesses Displaced	0	0	0	0	0	0	0
Nonprofit Organizations Displaced	0	0	0	0	0	0	0
Households Temporarily Relocated (not displaced)	0	0	0	0	0	0	0
Households Displaced: Quantity	0	0	0	0	0	0	0
Households Displaced: Cost	0	0	0	0	0	0	0

CR-20 – Affordable Housing

Progress the jurisdiction has made in providing affordable housing. 91.520(b)

Table 12 – Number of Households

	One-Year Goal	Actual
Number of homeless households provided affordable housing units	0	0
Number of non-homeless households provided affordable housing units	36	12
Number of special-needs households provided affordable housing units	1	0
Total	37	12

Table 13 – Number of Households Supported

	One-Year Goal	Actual
Number of households supported by rental assistance	0	0
Number of households supported by new unit construction	17	12
Number of households supported by existing unit rehab	20	0
Number of households supported by existing unit acquisition	0	0
Total	37	12

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

The difference between goals and outcomes in 2021 was primarily due to the pandemic, again. Staff was focused on administering programs under the CARES Act, which resulted in lower numbers on regular entitlement programs.

Discuss how these outcomes will impact future annual action plans.

Most of the federal funding requests received for new construction of affordable housing rarely are built on schedule. For some projects, especially large multi-family rental projects, staff may anticipate outcomes two years out from the contract date rather than one year out. In addition, more staff may be added to increase capacity and increase the number of activities, especially homeowner emergency repairs, to be completed.

Table 14 – Number of Households Served

	CDBG Actual	HOME Actual
Extremely Low-Income	0	6
Low-Income	0	5
Moderate-Income	0	1
Total	0	12

CR-25 - Homeless and Other Special Needs

Progress the jurisdiction has made in reducing and ending homelessness. 91.220(d, e); 91.320(d, e); 91.520(c)

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

Street Outreach is conducted by three agencies: Primary Health Care (PHC), Iowa Homeless Youth Centers (IHYC), and JOPPA. Outreach includes engaging people at the Polk County Jail, on the street, at free meal sites, in camps located in sparsely populated wooded areas and in apartments occupied by multiple youth. Every known location is documented and updated through communication between agency staff, with law enforcement, and by word of mouth from persons already engaged.

Street outreach teams are out daily. Engagement with specific individuals occurs at least weekly and, in some instances, daily or multiple times a day depending on their needs and vulnerabilities. Non-English-speaking persons will be assisted by bilingual staff or by use of Language Line services. Outreach materials are produced in English and Spanish and distributed to clinics, pantries, campsites, hospitals, and school SUCCESS case managers.

In January and July of each year, the CoC, in conjunction with the HMIS-Lead and various outreach, housing and shelter programs conduct a Point-In-Time (PIT) count. The unsheltered count is conducted by teams made up of volunteers working side by side with staff from IHYC, PHC, and the Central Iowa Veterans Administration. Prior to the count, the outreach programs scout potential sites which typically results in identification of new sites to send survey teams. Persons experiencing homeless who are not already engaged in services are provided referrals on the spot or are followed up with the next day by one of the outreach team members.

Individual needs are assessed through centralized intake using the Vulnerability Index – Service Prioritization Assistance Tools (VI-SPDAT) for youth, families, and single adults. Each of these tools, which use questions pertaining to vulnerability and severity of need, generate an acuity score that informs centralized intake staff of the most appropriate housing intervention. The VI-SPDAT results as well as answers given to questions contained in the initial Intake also provide valuable information to assess a household’s need for income, health and mental health services, food assistance and childcare. Needs are continually assessed by case managers in emergency shelter, rapid rehousing, Veterans Affairs Supportive Housing, and permanent supportive housing programs.

Addressing the emergency shelter and transitional housing needs of homeless persons

Referrals for emergency family shelter are made through centralized intake, based on the family’s VI-SPDAT score. Central Iowa Shelter & Services (CISS) and Bethel Mission also offer walk-in emergency shelter for individuals and childless couples. If no family shelter beds are available, the family is placed on a waiting list, in rank order, based on the family’s VI-SPDAT score. A person has 6 hours to respond after being apprised of a shelter opening or the next person will be contacted. A person on the waiting list who does not respond will be contacted again at the time of the next shelter opening.

If a family needs shelter in the evening or on a weekend, they contact 2-1-1 and are placed in a motel until the next business day, at which time they contact centralized intake. Two family shelters, Catholic Charities Family Shelter and Family Promise of Greater Des Moines, offer shelter stays up to 90 days, which increases the likelihood that large or hard to house families will have success moving into housing.

Shelters are always working to reduce barriers to shelter. In 2019, Bethel Mission dropped its requirement that persons staying at their shelter participate in chapel service. New Directions Shelter recently dropped its evening curfew and significantly reduced its house rules. Networking and coordinated efforts to address emergency shelter needs are also done through the CoC’s Coordinated Services Committee and a semi-monthly meeting of shelter case managers, centralized intake staff, and rapid rehousing staff.

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

Built into the centralized intake’s HMIS-based initial intake tool are modules for diversion and prevention. These modules provide the necessary information to assist staff in preventing a household from losing their home or divert the household from shelter. Centralized intake staff work closely with non-CoC funded prevention services to meet the needs of people imminently at risk of homelessness. Clients in need of cash assistance for prevention or diversion are referred to General Assistance and to non-CoC funded assistance agencies. Referrals are made to Iowa Legal Aid and HOME, Inc. for legal counsel and tenant/landlord mediation. Centralized intake staff engage in mediation with family and friends with whom individuals and families are living to determine what it will take for the individual or family to remain. To expand diversion efforts, the CoC formed a Diversion Work Team in November 2017 to research and make recommendations to develop a more comprehensive diversion program as a tool to reduce the occurrence of first-time homelessness.

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 CoC facilitates monthly or quarterly committee meetings to discuss local homelessness issues. The committees are comprised of 20 to 30 volunteers associated with social services, housing, and health. The committees discuss housing shortfalls, coordinate services, and collaborate on homelessness initiatives. Continuing efforts include the coordination of Section 8 vouchers, potential low-income housing tax credit development, and other initiatives to help homeless persons establish permanent housing.

More specifically, New Directions and Family Promise of Greater Des Moines shelters have aftercare programs where they follow former clients for three to six months after they have exited shelter to ensure housing success. West Des Moines Human Services, Primary Health Care, and Iowa Homeless Youth Centers rapid rehousing programs also follow families for up to six months after exiting their programs.

Through these aftercare programs, former clients receive emotional support, crisis planning, and education on community resources to prevent a reoccurrence of homelessness. Similarly, JOPPA outreach continues to stay in touch with clients once they have moved to permanent housing, assisting them with services that enable the client in staying in housing.

All of the permanent housing initiatives listed above provide case management services to assist households in the transition to permanent housing as well as to maintain their permanent housing. Anawim Housing also hosts a gathering every Friday to support their program participants. These weekly gatherings provide participants an opportunity to build community, learn about community resources, and help new participants learn from the experiences of those who have been in the program for a longer time.

CR-30 - Public Housing

91.220(h); 91.320(j)

Actions taken to address the needs of public housing

Per its annual plan, the Des Moines Municipal Housing Agency (DMMHA) intends to address needs by maximizing the number of units available. This includes effective maintenance and management policies to minimize the number of public housing units off-line, reduce the time to renovate and lease public housing units, and reduce the turnover time for vacated public housing units.

Another need addressed was handicapped accessibility. The DMMHA assists families with disabilities by making modifications needed based on the Section 504 needs assessment for public housing. DMMHA is also working with the City of Des Moines real estate division to purchase a handicapped accessible single-family unit to be placed in its inventory as well.

Finally, DMMHA has enriched its outreach. The DMMHA participates in the Polk County Housing Continuum (PCHC), a collaboration of several housing and social service providers in the community that works to identify and address various needs of families in our community, including affordable housing issues. DMMHA also maintains a referral listing of other subsidized housing opportunities in the area, which is provided to all families and individuals inquiring about rental assistance. Public housing applicants can also track their status through the City of Des Moines web site.

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

Homeownership is being encouraged by vouchers. Contingent on HUD funding, the housing agency will allow up to 20 homeownership vouchers. The program is limited to family self-sufficiency participants, elderly, or disabled. DMMHA is evaluating the possibility of a Section 32 Homeownership Plan as well.

Actions taken to provide assistance to troubled PHAs

This is not applicable as the Des Moines Municipal Housing Agency is not designated as troubled.

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.

The City of Des Moines recognizes that there are several barriers to affordable housing, some of which are unintended consequences of policies. Actions taken to remove the negative effects of public policy include updating the zoning code to be form-based, contributing more general funds to neighborhood programs, and working toward a regional housing plan.

In 2019 a new zoning code was adopted. The new zoning code retained some traditional concepts, but overall, the new code is form-based. The City's previous zoning code had not been comprehensively updated since 1965 and was cumbersome for developers and neighborhoods to navigate.

One benefit of the new zoning code includes more administrative authority for by-right development, potentially saving a developer approximately two months in approval time. By-right development may also reduce Not in My Back Yard (NIMBY) opposition because projects that meet the code's standards would be approved administratively without being subjected to biased community input.

Form-based code focuses on how a building fits into the neighborhood character rather than focusing on its use. It should allow for a wider range of housing types rather than assuming single-unit housing should be the prominent housing style in a neighborhood. The proposed code also allows for accessory dwelling units, which would allow more affordable housing units. A form-based zoning code may also allow for higher density and housing along corridors, which should improve access to several transit routes.

As mentioned above, the zoning code is intended to be an improvement in local government practice. Although it may help produce affordable housing in some respects, it may also have some negative

impacts for affordable housing development by increasing construction costs. The City of Des Moines' new zoning code proposes requirements with minimum size requirements and construction materials, which may increase developer costs which, in turn, get passed on to residents. A solution may be to provide more down payment or construction assistance to nonprofit housing developers and their clients that would offset costs from higher building standards.

In Downtown Des Moines, the city's development services department has started implementing affordable housing restrictions in new development. Developments that include housing and receive financial incentives such as Tax Increment Financing (TIF) are required to provide a certain number of affordable housing units.

The city's Neighborhood Services Department, formerly Community Development, evaluated and adjusted its neighborhood planning process and how it plans neighborhood revitalization projects. Neighborhood revitalization is partly implemented by the non-profit organization, Invest DSM. The City of Des Moines and Polk County partially fund this non-profit. Although Invest DSM's direct services do not exclusively create or rehab affordable housing, affordable housing is a component in producing thriving mixed-income neighborhoods.

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

One obstacle to meeting underserved needs is lack of resident knowledge about available programs. City staff started thinking more strategically about promoting programs and services to residents, especially underserved residents. A tool to assist is the city's quarterly newsletter issued by the public information office. Services promoted included the block challenge grant, homebuyer opportunities through Habitat for Humanity, good neighbor strategies, and information on vouchers available to formerly homeless individuals.

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

Lead-based paint hazards are addressed in compliance with the Iowa Department of Public Health's guidelines. City inspectors perform visual assessments and ensure that contractors follow guidelines to protect owners from inhaling or being exposed to excessive levels of lead-based paint. The Polk County Health Department also has a program to address lead-based paint where residents may be referred. Most projects the city funds do not require lead-based paint reduction or abatement due to their scope of work.

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

Poverty is measured by the US Census Bureau and American Community Survey data. Reviewing poverty data, Des Moines residents living below the poverty line increased from 11.4 percent in 2000 (2000 Census) to 17.7 percent (2011-2015 American Community Survey). The most recent American Community Survey, 2015-2019, estimates 16.1 percent of Des Moines residents live below the poverty line.

Since 2014, United Way of Central Iowa has been leading the charge on reducing poverty in the region. Acting as the convener and backbone organization for a collective impact model, United Way has engaged over 1,000 individuals and 200 organizations and businesses in supporting an OpportUNITY plan to bring prosperity to all. The OpportUNITY work involves community members from government and education institutions, non-profit and faith-based organizations, business and philanthropy, as well as those living in poverty. The plan focuses on four priority areas, including: Education and Employment

Readiness; Transportation, Homelessness and Housing; Individual, Place-Based and System Change; and Food Insecurity. The effort is succeeding in raising awareness of the issue of poverty and engaging the community in developing resources and responses that can demonstrate measurable progress.

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

The most direct action in developing institutional structure is the capacity building efforts at the Polk County CoC, now called Homeward. The City and associated homelessness agencies have tried to develop a better institutional structure for the CoC. In 2015, they hired an executive director to act as a coordinator for the spectrum of homeless services. By developing a stronger structure, the homeless population has decreased, written policies were created, and an organized client intake system has been created.

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

The City of Des Moines recognizes successful community development requires coordination with other housing and social service agencies. Coordination is achieved by established mutual goals, information sharing, and supportive action. City staff and elected officials interact frequently with housing and social service agencies by attending their events, inspecting projects as needed, meeting to discuss strategies and funding requests.

Common agencies that staff coordinate with include the Polk County Housing Trust Funds, the Iowa Finance Authority, the Neighborhood Development Corporation, the Neighborhood Finance Corporation, Greater Des Moines Habitat for Humanity, InvestDSM, and HOME, Inc. For example, staff members serve on the development and housing services committee for the local housing trust fund. They attend the annual IFA Housing Conference to meet with those across the state providing affordable housing opportunities. They coordinate with nonprofits through outreach in the neighborhood planning process.

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

The City of Des Moines Civil and Human Rights Commission is primarily responsible for fair housing education and outreach. Staff performs an average of one training per week regarding difference in treatment in the areas of age, race, color, creed, sex, national origin, ancestry, religion, disability, sexual orientation, and familial status. Target audiences include multi-family property owners, leasing managers, and realtors. The department also coordinates an annual event to raise awareness about civil rights issues, which includes fair housing. This education has led to some landlords adjusting their screening criteria to be more inclusive to groups such as seniors, refugees, disabled people, and low-income individuals.

Another achievement is increasing the amount of translated material for vulnerable groups. The commission now has fair housing videos in Arabic, Bosnian, French, Lao, Spanish, and Swahili. The commission has partnered with institutions, schools, and other organizations to increase outreach efforts to racial or ethnic minority and immigrant populations, especially refugee communities.

Another fair housing goal the City tried to implement was to encourage development or preservation of affordable housing units with consideration to the needs of protected classes. One strategy implemented to achieve this goal was to give funding preference to developments with larger affordable

units (3 or more bedrooms) to accommodate larger families, such as in female headed households or foreign-born populations. The City also tried to incentivize more 1-4-unit development for households below 60% AMI, with a goal of developing 10 homeownership and 10 rental units per year across Des Moines.

Another goal is to improve communication and representation in government staff, boards, and commissions to reflect the diversity of the program participants' demographics. One way this will be addressed is through a Language Access Policy and Plan. The Language Access Policy and Plan will require city departments to assess their public documents to determine at least two common documents that should be translated into additional languages. The departments will also determine the languages most likely to be needed.

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 city will follow prescribed standards and procedures to monitor activities carried out in furtherance of the Consolidated Plan and ensures long-term compliance with requirements of all the entitlement programs (CDBG, HOME, and ESG). Any subrecipient allocated funding from the City of Des Moines will report progress toward meeting stated goals and objectives for their program on a quarterly schedule, at a minimum. The specific reporting periods will be established according to the requirements of the funding source and the fiscal year of that funding source.

The city enters into an agreement with funded city departments, and a subrecipient contract with each funded nonprofit agencies or other units of local government. The contract includes or references Consolidated Plan program regulations and procedures to ensure compliance with all applicable federal requirements. The contract is reviewed with the subrecipient in order to avoid any misunderstandings regarding the requirements.

City staff require subrecipients to complete a work plan to accompany their contract as well as support documents. These work plans are reviewed and utilized by staff to monitor activity being performed by subrecipients. The review also includes all receipts provided with request for reimbursement and usually occurs monthly. Desk Monitoring has been completed for all CDBG funded activities. All ESG and CDBG subrecipients are monitored for compliance with their work plans prior to and funding being reimbursed.

An annual Risk Assessment is prepared for each funded agency and the level and frequency of on-site monitoring is determined based on this assessment. Programs will be monitored for productivity, overall cost effectiveness, the quality of construction or rehabilitation work completed, contract compliance, and management policies and procedures. Besides on-site monitoring of selected and/or high-risk agencies, determined by the Risk Assessment, monitors perform a monthly desk review of financial and activity reports to determine project progress, identify any ineligible expenditure, gauge spending rates, and determine any compliance issues.

For activities involving rehabilitation of housing units, the city requires all units will be rehabilitated to the Neighborhood Conservation Services' (NCS), a division of the Neighborhood Services Department, written rehabilitation standards, which are based on Housing Quality Standards. In addition, all rental units and the grounds will satisfy the city's rental code.

For rental housing activities, funded either with HOME or CDBG, NCS staff provide the following information to the monitoring staff: tenant files for rent levels, income levels, lease provisions, any notice of lead paint requirements and any additional program restrictions. This is performed annually after construction or rehabilitation has been completed.

City staff perform physical inspections according to program funding requirements. For HOME or CDBG projects, progress inspections are performed during the construction phase of the projects and a final inspection is completed at the end of the project. Post-production physical inspections are performed every 6 years for rental units within the affordability period.

For ESG or COC projects, physical inspections are performed prior to change in occupancy. For projects jointly funded with the Iowa Finance Authority (State HOME funds and LIHTC projects) a contracted firm through IFA provides inspection to the units and the City receives a copy of the report.

Another monitoring activity planned is an affordable housing comprehensive tracking system that will identify housing units approaching the end of their affordability periods across multiple programs. This will allow the City to proactively reach out to developers to incentivize extensions of affordability periods.

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

The City of Des Moines follows the requirements to make the CAPER available to the public for examination and comment for a period of at least 15 days. The City Council set a public hearing on February 22, 2022. The notice for the public hearing and availability of the CAPER was published in the Des Moines Register on March 2, 2022. The CAPER was available online at the City of Des Moines web site from March 4 through March 21, 2022. Hard copies were available by direct requests and were also provided to all Des Moines Public Library branches. The public comment period concluded with a public hearing on March 21, 2022 at the City Council meeting. See Attachment 2 for proof of publication of the hearing. Two residents provided comments during the meeting. The first acknowledged that there were good things accomplished but improvement is needed on new rental housing construction, new homeowner housing rehabilitation, rapid rehousing assistance, and emergency food distribution. The second resident pointed out a lack of individuals assisted with emergency food distribution, as well, and that the pandemic is still ongoing. Councilwoman Boesen noted that CV funds were used for emergency food distribution.

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.

Goal outcome indicator shortfalls, slow spending of certain programs, consultant recommendations, and stakeholder comments from 2020-2024 Consolidated Planning process have revealed changes the City of Des Moines should make in how it uses CDBG funds. The city is working through identifying programs that are better suited to be CDBG funded versus those programs that should be funded by other sources or the general fund. Two such programs include its Neighborhood Commercial Revitalization and Blitz on Blight.

Another CDBG-funded program that will be changing is the demolition of public nuisance properties. Unlike the NCR program, demolition in the City of Des Moines is a constant need. The legal process for obtaining action on a public nuisance property is long and detailed. The additional layer of CDBG requirements has at times been challenging to the program’s effectiveness. As a result, city staff determined to revamp the program, now called Blitz on Blight, to streamline processes and fund it through the local option sales tax, which was approved in spring 2019. Demolition funded by CDBG will slow down considerably in the 2020-2024 Consolidated Planning cycle.

Conversely, the city is evaluating other opportunities to better utilize its CDBG funds. In the future, opportunities may include infrastructure, parks, and further addressing homelessness. For example, the Neighborhood Services staff are working with the Parks Department to evaluate potential parks in low- and moderate-income areas that need to be updated.

Section 108

The Section 108 loan process was initiated in 2006. The national objective for this program is low- and moderate-income jobs, although these accomplishments are not formally tracked in IDIS except for the annual CAPER narrative. Current employers within the development include New Horizons Academy, a childcare center, Estes Construction, a construction company, Holiday Inn Express, and Starbucks. The majority of jobs are LMI earning less than 80% area median income (AMI). At New Horizons Academy, there are currently 31 jobs, of which 11 are LMI. At Estes Construction, there are currently 30 jobs, of which zero are LMI. At the Holiday Inn Express, there are currently 20 jobs, of which 19 are LMI. At Starbucks, there are currently 12 jobs but this shop opened in late 2021 so the number of LMI jobs is unknown. They are still working on a full time/part time break-out schedule. Future development will include Slate, a 55+ community planned to open in 2023 and contribute three new jobs, a restaurant, planned to open in the summer of 2022 and contribute an unknown number of new jobs, and Landus Cooperation, a grain coop manager which will occupy office space starting in June, 2022.

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

No

(BEDI Grantees) Describe accomplishments and program outcomes during the last year.

Not applicable as there were no BEDI grants.

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

The Iowa Finance Authority (IFA) is a joint funder in many affordable rental housing projects assisted by the city's HOME program. As such, IFA performs the inspections and submits the results to the City of Des Moines annually.

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

92.351(b)

The city's HOME program is effective in affirmative marketing. The city's nonprofit groups which utilize HOME funds perform outreach to many underserved groups, including refugees and immigrant populations.

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

Describe other actions taken to foster and maintain affordable housing. 91.220(k)

The City of Des Moines and other local organizations have been researching and planning ways to foster and maintain affordable housing across the spectrum, from homelessness to workforce housing. In 2019, the Homeward created a strategic plan to address homelessness in Central Iowa. Also in 2019, the City of Des Moines, City of West Des Moines, and the Des Moines Municipal Housing Agency (DMMHA) with local partnering agencies created its Analysis of Impediments to Fair Housing with several actions dedicated to affordable housing and equity. One action included the addition of Source of Income as a locally protected class, which ensures renters cannot be denied housing based on use of housing vouchers, Social Security income, or other government-based assistance. This action was passed in the City of Des Moines in 2019.

Another action is the Downtown Workforce Housing Study, which was completed late 2018. There will also be a follow up regional strategy to the workforce housing study, which should be completed in early 2020.

Finally, as mentioned before, the City of Des Moines adopted a new zoning code in 2019, which is a hybrid of traditional zoning and form-based code. The code is intended to allow more opportunities for a variety of housing types. This also includes an intent to add density of rental housing within walking distance of transit lines and commercial nodes.

CR-60 – ESG 91.520(g) (ESG Recipients only)

ESG Supplement to the CAPER in *e-snaps* for Paperwork Reduction Act

1. Recipient Information

Basic Grant Information

Recipient Name: Des Moines

Organization DUNS Number: 073498909
EIN/TIN Number: 426004514
Field Office: Omaha
COC(s) in which recipient will provide ESG assistance: Des Moines/Polk County CoC

ESG Contact Information

Name: Penny M. Orewiler, Community Investment Analyst
Phone: 515-283-4587
Email: pmorewiler@dmgov.org
Address: 602 Robert D. Ray Drive Des Moines, IA 50309

2. Reporting Period

Program Year Start Date: 1/1/21
Program Year End Date: 12/31/21

3. Subrecipient Form

Subrecipient or Contractor Name:
City, State, Zip: Des Moines, IA 50312
DUNS Number:
Is subrecipient a victim services provider:
Subrecipient organization type:
ESG Subgrant or Contract Award Amount:

CR-65 – Persons Assisted ESG 91.520(g)

ESG CAPER from Sage

CR-70 – ESG 91.520(g) – Assistance Provided and Outcomes

Shelter Capacity

Number of New Units – Rehabbed: 0
Number of New Units – Conversion: 0
Number of Bed Nights Available: 71,175
Number of Bed Nights Provided: 58,249
Capacity Utilization: 82%

Project Outcomes Data measured under the performance standards developed in consultation with the CoC(s)

For the CoC's federal reporting period of 10/1/2021 through 9/30/2022, the overall trend was more positive outcomes than negative outcomes. When viewing the project outcomes data against the performance standards set by the CoC, the main takeaway points are that the Polk County CoC subrecipients should:

1. Clean up the data and data entry issues;
2. Look at client recidivism more closely; and
3. Increase client income and self-sufficiency.

CR-75 - Expenditures

Table 15 – ESG Expenditures for Homelessness Prevention

	2019	2020	2021
Expenditures for Rental Assistance	\$0	\$0	\$0
Expenditures for Housing Relocation and Stabilization Services – Financial Assistance	\$0	\$0	\$0
Expenditures for Housing Relocation & Stabilization Services – Services	\$0	\$0	\$0
Expenditures for Homeless Assistance under Emergency Shelter Grants Program	\$0	\$0	\$0
Subtotal Rapid Re-Housing	\$0	\$0	\$0

Table 16 – ESG Expenditures for Rapid Re-Housing

	2019	2020	2021
Expenditures for Rental Assistance	\$69,069.19	\$0	\$49,570.58
Expenditures for Housing Relocation and Stabilization Services – Financial Assistance	\$0	\$0	\$0
Expenditures for Housing Relocation & Stabilization Services – Services	\$0	\$0	\$0
Expenditures for Homeless Assistance under Emergency Shelter Grants Program	\$0	\$0	\$0
Subtotal Rapid Re-Housing	\$69,069.19	\$0	\$49,570.58

Table 17 – ESG Expenditures for Emergency Shelter

	2019	2020	2021
Essential Services	\$31,195	\$23,443	\$39,954.56
Operations	\$70,358	\$51,155	\$0
Renovations	\$0	\$0	\$0
Major Rehab	\$0	\$0	\$0
Conversion	\$0	\$0	\$0
Subtotal	\$101,553.00	\$74,598	\$39,954.56

Table 18 – Other Grant Expenditure

	2019	2020	2021
Street Outreach	\$0	\$0	\$0
HMIS	\$9,398.00	\$0	\$9,642.00
Administration	\$19,409.00	\$18,724	\$12,190.54
Subtotal	\$28,807.00	\$18,724	\$21,832.54

Total ESG Grant Funds

2019: \$313,288

2020: \$321,417

2021: \$323,465