City of Salisbury, North Carolina

Community Development Block Grant (CDBG)

Consolidated Annual Performance & Evaluation Report (CAPER)

Program Year 2024

Public Comment Period: August 20-September 15, 2025

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This report describes investments in community & neighborhood development projects and related efforts that were accomplished between July 2024 to June 2025 toward achieving the objectives described in Salisbury's 2020-2024 Consolidated Plan & the 2024 Annual Action Plan.

The PY 2024 Consolidated Annual Performance & Evaluation Report (CAPER) is presented to you in a format that is prescribed by HUD. Data and narrative are entered into a federal database system called the Integrated Disbursement and Information System (IDIS) and the CAPER is then downloaded into a Word format. The CAPER template in IDIS has a series of prescribed questions that align with the CDBG, HOME, ESG, and Consolidated Plan program requirements. The report you are reviewing is the result of that data entry process and is the prescribed and recommended format by HUD. If you have any questions about this format, please don't hesitate to contact the City of Salisbury – Planning and Neighborhoods at (704) 638-5234. Thank you for your interest and time spent reviewing this report.

Copies of this document and related information may be accessed online at: www.salisburync.gov/housing

OMB Control No: 2506-0117 (exp. 09/30/2021)

CR-05 - Goals and Outcomes

Goal 1: Increase supply of decent, affordable housing. In PY 2024, the City of Salisbury **completed 1** substantial rehabilitation for a moderate-income homeowner (51-80% AMI) using CDBG funds. The annual goal of 2 units of homeowner housing rehabilitated, as outlined in the PY 24 Action Plan, was only partially met.

Goal 2: Provide assistance to public service agencies. Annual entitlement funds and funding received was used by public service agencies during PY 2024 to support low-income families and individuals.

PY 2024 CDBG (Entitlement) Accomplishments

Subrecipient	Number of Beneficiaries	Service Description
Community Care Clinic	50 people	Offered free full or partial denture sets to those who cannot afford insurance.
Bright Minds Academy and Afterschool	28 people	Provided quality afterschool and summer camp care for students, with transportation included in order to eliminate barriers for low to moderate income individuals.

Meals on Wheels	16 people	Provided for the expansion of grocery deliveries to homebound seniors and disabled persons who are unable to access food resources but have the independence to cook.
One Love, Inc.	10 people	Provided case management mental health/substance abuse assessment, and in-home treatment for uninsured Salisbury residents.
Rowan Literacy Council	32 people	Provided one-on-one tutoring to illiterate adults.
The Bread Riot	10 people	Provided 8 bags of fresh produce to 10 food insecure students between November and April.
Triple Threat	188 people	Allowed low-moderate income ballet students to participate and perform in a production of The Nutcracker.

CDBG-CV Accomplishments

Subrecipient	Number of Beneficiaries	Service Description
Rowan Helping Ministries	326 people	Provided emergency shelter and case management to homeless persons. Rent and utility assistance, emergency shelter, meals, clothing, and other supportive services to homeless persons.
Family Crisis Council	111 people	Provided victims of domestic violence emergency shelter, meals, clothing, transportation, legal aid and other support services.

Goal 3: Effectively plan and administer programs The City of Salisbury implemented a well-managed Community Development program with effective progress toward five-year goals as delineated in the 2020-2024 Consolidated Plan. The City's partnership with the Salisbury Community Development Corporation making progress toward our goals. Goals related to public service provision were exceeded.

Goal 4: Affirmatively further fair housing.

In 2024-2025, several programs and activities were geared toward promoting awareness of Fair Housing and rights/responsibilities of owners and tenants. These included:

- Updating and distributing brochures related to landlord and tenant rights;
- City of Salisbury specifically targeted its community resource agencies/facilities regarding the type and availability of assistance offered for citizens and methods of referral related to fair housing discrimination.
- The city's Housing Advocacy Commission hosted their inaugural Rental Health Tenant Rights and Responsibilities Expo that provided citizens in attendance with a panel for fair housing questions and a variety of local vendors relevant to housing needs and concerns.
- Attended Salisbury Pride, Juneteenth National Night Out festivals to hand out brochures related to tenants' rights and collect survey responses.
- Presented Materials at Rowan Helping Ministries' homeless resource fair, Earth Day Jam, Juneteenth Festival, and Pride Festival

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

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

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Improve public facilities and infrastructure	Non-Housing Community Development	CDBG: $	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	125	1690	1352%	0	0	N/A
Increase supply of decent, affordable housing	Affordable Housing	CDBG: $	Rental units constructed	Household Housing Unit	0	0	N/A	64	0	0%
Increase supply of decent, affordable housing	Affordable Housing	CDBG: $	Homeowner Housing Rehabilitated	Household Housing Unit	25	15	60%	2	1	50%
Provide assistance to public service agencies	Homeless Non-Homeless Special Needs	CDBG: $	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	520	4306	828%	100	334	334%
Provide assistance to public service agencies	Homeless Non-Homeless Special Needs	CDBG: $	Homeless Person Overnight Shelter	Persons Assisted	750	1560	208%	150	437	291%

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

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

During PY 24 we were able to exceed our projected goals for our public service recipients. There is still a surge in need of services provided by public service subrecipients. The Salisbury Community Development Corporation was not able to meet its target goal despite a growing waiting list, due to increased expenses, and a focus on completing projects using HOME funding. Inflationary costs continue to cause challenges for owner occupied rehabilitation and infrastructure projects.

CR-10 - Racial and Ethnic composition of families assisted

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

	CDBG
White	374
Black or African American	398
Asian	7
American Indian or American Native	1
Native Hawaiian or Other Pacific Islander	1
Total	**771**
Hispanic	122
Not Hispanic	649

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

Narrative

During PY 24, the City's housing programs and public service agencies assisted 771 beneficiaries. Of those, more than half identified as Black or African American, 374 identified as White. 122 identified as Hispanic.

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	367,641	217,927.52
Other	public - federal	0	

Table 3 - Resources Made Available

Narrative

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
East End Neighborhood			
Jersey City Neighborhood			
North Main Neighborhood	15%		
Park Avenue Neighborhood		39.5%	
West End Neighborhood	15%		

Table 4 – Identify the geographic distribution and location of investments

Narrative The house that was rehabilitated was in the Park Avenue neighborhood. Public Service Agencies serve a city-wide population.

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.

For the past six years the City has allocated a significant amount of funding to a housing program to assist with exterior rehabilitations to homes. Roofs, gutters, porches, windows, doors and paint are among eligible projects. A portion of these funds are used as the required match for HOME program, allowing owner-occupied rehabs to be completed.

The City owns a 12-acre site in the Park Avenue neighborhood that was awarded an EPA Brownfields Cleanup grant. Clean-up has been completed, and the City is in the progress of selecting a private sector development partner to create new affordable housing. The site is expected have approximately 150 mixed income housing units when complete, with a combination of senior housing, townhomes, duplexes and for-sale single family.

Additionally, the City's Police Department acquired a grant through the Bryne Criminal Justice Innovation program, amounting to 800,000 to implement crime reduction initiatives in the West End Neighborhood. Beautification, traffic calming projects, and educational events are taking place.

CR-20 - Affordable Housing 91.520(b)

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

	One-Year Goal	Actual
Number of homeless households to be provided affordable housing units	**0**	**0**
Number of non-homeless households to be provided affordable housing units	**0**	**0**
Number of special-needs households to be provided affordable housing units	**0**	**0**
Total	**0**	**0**

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through rental assistance	**0**	**0**
Number of households supported through the production of new units	**64**	**0**
Number of households supported through the rehab of existing units	**2**	**1**
Number of households supported through the acquisition of existing units	**0**	**0**
Total	**66**	**1**

Table 6 – Number of Households Supported

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

This year, the cost of the single housing rehabilitation utilized the majority of funding available. Staff is adjusting to the increased costs that limit how far funding can be stretched. The 64 rental units are still in the process of being built but are not yet complete.

Discuss how these outcomes will impact future annual action plans.

We hope to see the 64 units complete next year and will adjust our rehabilitation expectations to meet new demands of increased costs.

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	0	0
Low-income	0	0
Moderate-income	1	0
Total	**1**	**0**

Table 7 – Number of Households Served

Narrative Information

One household received services to rehabilitate their homes and bring them up to code. This household had income between 51-80% of the Area Median Income.

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

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

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

Each year, several partners in Rowan County, including the City, take part in the annual Point-In-Time Count to determine how many people are experiencing homelessness in the community. Conducted on one of the coldest nights of the winter, the effort brings together local homeless shelter case managers, volunteers, and nonprofit organizations who go into the streets to meet and assess the needs of unhoused neighbors. During the count, individuals are offered shelter, access to services, and essential items such as blankets.

The City follows internal policies that promote compassionate leadership in addressing homelessness. When police or code enforcement respond to issues such as squatting or tent camping in unauthorized areas, they work alongside homeless shelter case management staff to offer resources on the spot while also upholding the law. Beyond policy changes, the City employs a Homeless Advocate within the Police Department whose primary focus is serving unhoused residents. The advocate engages with individuals daily to assess needs, connect them with community resources, and coordinate closely with the local homeless shelter and other city initiatives. This approach reflects the City's ongoing commitment to addressing homelessness and supporting its most vulnerable residents.

Addressing the emergency shelter and transitional housing needs of homeless persons

In addition to providing emergency shelter, Rowan Helping Ministries offers a wide range of programs designed to help individuals experiencing homelessness regain stability. Services include weekly case management, personalized case plans, sobriety support, free financial workshops, employability and computer skills labs, support and stress management groups, on-site access to a medical doctor and behavioral health clinician, free bus passes for those without income, the "Journey Forward" in-house work program, art classes, and life coaching. The organization actively partners with other agencies to expand available resources.

When a participant enters the shelter with income, they must provide verification through paper or electronic documentation, such as a pay stub or Social Security award letter. Those without income are encouraged to attend Employability Labs twice a week to seek work. All participants meet weekly with their assigned case manager to review progress and submit documentation of their job search.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections

programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs

The City of Salisbury has provided Rowan Helping Ministries with a CDBG grant to help fund case manager salaries. These case managers play a vital role in connecting clients to community resources that equip them with the skills needed to successfully transition from the shelter to stable living. Partnerships include Rowan-Cabarrus Community College (RCCC), Goodwill Career Connections, and NCWorks. Through these connections, clients receive assistance with creating résumés, conducting online job searches, developing computer skills, and preparing for interviews.

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 impact that the partnership between the City and the local homeless shelter is committed to achieving is helping individual participants resolve their personal homelessness. Since the causes of homelessness are often multiple, each participant has a Case Manager who meets one on one to develop strategies. These strategies are not only to resolve their homelessness, but also to resolve the underlying issues that contributed to their homelessness. Some underlying issues may include mental illness, poor financial decision. The assigned Case Manager will provide resources, so the participant has the opportunity to receive the help needed for underlying issues. To enable and assist a safe transition into permanent housing, the City's Homeless Task Force pay for detox programs and connect Homeless citizens with providers of medical assistance to ensure that they are health and safe to be on their own. The task force also provides NC state ID's, provide workforce development, assist with acquiring identification documents and provide free treatment (substance use and mental health).

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

Actions taken to address the needs of public housing

Housing Authority staff streamline the referral process making it easier for City staff to make referrals for needed rental units. The City is working with a consultant to perform a housing market and needs analysis and has identified the Rowan County Housing Authority and the Salisbury Housing Authority as key stakeholders in the process of developing a strategy.

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

The Housing Authority distributes information about home ownership programs funded by the City to public housing tenants who are potential homeowners.

Actions taken to provide assistance to troubled PHAs

Not applicable

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

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

- Increase the supply of housing for all incomes, and those with special needs by completing and taking steps toward implementing the 10-year Housing Strategy with funding recommended in the study including Housing and Urban Development (HUD) collaboration.
- Continue to build partnerships to provide services to the unhoused population as well as short and long-term housing.
- Seek developer partnership and funding/incentives for mixed-income and senior housing neighborhoods.

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

One of the greatest obstacles for the underserved is transportation to access the services and resources that they need. The Salisbury City Council has championed a transition from fixed-route transit to micro transit. The City is now preparing to pilot the micro-transit project that will offer on-demand transit service, much like popular ride-sharing services like Uber or Lyft, but at a rate affordable to the riders.

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

For all rehab work, the Salisbury CDC conducts lead inspections and include abatement as part of the project if needed.

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

The City's housing programs help to alleviate poverty conditions by making safe, affordable housing available to low-moderate income homeowners.

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

Upon City Council approval of $175,000 to conduct a 10-year Comprehensive Housing Strategy, the City has been working with Thomas P. Miller and Associates alonside the Planning and Neighborhoods department to develop the Housing Strategy. Work has started on the strategy, with the goal of evaluating current programs, and to better aligning resources (federal, state and local) with housing and community development needs.

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

The Salisbury Human Relations Commission has organized bi-annual Community Resource Fairs which bring together housing and social service agencies. Community members are invited to come for food, free school supplies, and to connect with resource agencies.
Rowan Helping Ministries, in partnership with the City, has created a similar resource fair intended for homeless persons. In addition, monthly meetings are organized by Rowan Helping Ministries to discuss and coordinate approaches to homelessness issues.
Healthy Rowan is another consortium of service providers that meets monthly to discuss coordinated community efforts that our housing planner attends regularly

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 Salisbury conducted an Analysis of Impediments to Fair Housing in 2019 that the City has continuously used to carry out actions to overcome impediments to fair housing. The City conductions a cross-departmental approach to the issue of fair housing by joining forces with Planning and Code Enforcements department, to ensure that citizens are educated on their housing rights and be held accountable to minimum housing codes. Initiatives to create a formalized structure for a local fair housing system is in progress.

- Translated brochures including "What to know before you rent", "Tenants' Rights", and "The Role of a Landlord" into Spanish.
- Attended several events including the Hispanic Community Resources Fair, National Night Out, Juneteenth, and the Pride Day Festivals to hand out information about tenants' rights.
- Put on a tenant’s rights expo with the Housing Advocacy Commission

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

Project activities must be in conformance with the Consolidated Plan. Before a project or activity is included in the annual Action Plan, it is compared to priorities and objectives in the Consolidated Plan to ensure consistency with the city's short- and long-term community development goals. Project activity is monitored from beginning to end through site visits and consultation with contractors and other involved parties to ensure that the work is completed in accordance with Consolidated Plan goals.

Planning staff conduct desk reviews of each sub recipients of public service funding to ensure compliance with program requirements and to ensure that Consolidated Plan goals were met. The Planning Staff maintains consistent communication with the subrecipients, reminding them of the program's requirements such as who the recipients of the funds should be, how to tract it and keep documentation for monitoring visits. Timeliness of expenditures is another component of compliance with program goals. During the program year, the Planning Staff assists public service agencies by ensuring that expenditure is recorded justifiably to facilitate seamless requests for reimbursements allowing for the disbursement of funds to occur in a timely manner and that the agency does not incur a backlog of unspent funds.

The City of Concord, lead agency of the Cabarrus/Iredell/Rowan HOME Consortium, continued oversight over all HOME Program activities.

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

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

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.

There are no changes in the jurisdiction's program objectives. However, the City of Salisbury is in the midst of developing a Housing Strategy that will inform the City's internal procedures to achieve its

housing goals as detailed in the comprehensive plan. Developing the strategy has involved creating a survey and distributing a survey in which we received over 500 responses; hosting stakeholder workshops with approximately 50 participants, and in depth interviews with approximately 10 local stakeholders. We are currently in draft strategy development.

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

None

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

No

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.

There are no changes in the jurisdiction's program objectives. However, the City of Salisbury is in the midst of developing a Housing Strategy that will inform the City's internal procedures to achieve its housing goals as detailed in the comprehensive plan. Developing the strategy has involved creating a survey and distributing a survey in which we received over 500 responses; hosting stakeholder workshops with approximately 50 participants, and in depth interviews with approximately 10 local stakeholders. We are currently in draft strategy development.

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

No

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

None

CR-58 – Section 3

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

Total Labor Hours	CDBG	HOME	ESG	HOPWA	HTF
Total Number of Activities	0	0	0	0	0
Total Labor Hours					
Total Section 3 Worker Hours					
Total Targeted Section 3 Worker Hours					

Table 8 – Total Labor Hours

Qualitative Efforts - Number of Activities by Program	CDBG	HOME	ESG	HOPWA	HTF
Outreach efforts to generate job applicants who are Public Housing Targeted Workers					
Outreach efforts to generate job applicants who are Other Funding Targeted Workers.					
Direct, on-the job training (including apprenticeships).					
Indirect training such as arranging for, contracting for, or paying tuition for, off-site training.					
Technical assistance to help Section 3 workers compete for jobs (e.g., resume assistance, coaching).					
Outreach efforts to identify and secure bids from Section 3 business concerns.					
Technical assistance to help Section 3 business concerns understand and bid on contracts.					
Division of contracts into smaller jobs to facilitate participation by Section 3 business concerns.					
Provided or connected residents with assistance in seeking employment including: drafting resumes,preparing for interviews, finding job opportunities, connecting residents to job placement services.					
Held one or more job fairs.					
Provided or connected residents with supportive services that can provide direct services or referrals.					
Provided or connected residents with supportive services that provide one or more of the following: work readiness health screenings, interview clothing, uniforms, test fees, transportation.					
Assisted residents with finding child care.					
Assisted residents to apply for, or attend community college or a four year educational institution.					
Assisted residents to apply for, or attend vocational/technical training.					
Assisted residents to obtain financial literacy training and/or coaching.					
Bonding assistance, guaranties, or other efforts to support viable bids from Section 3 business concerns.					
Provided or connected residents with training on computer use or online technologies.					
Promoting the use of a business registry designed to create opportunities for disadvantaged and small businesses.					
Outreach, engagement, or referrals with the state one-stop system, as designed in Section 121(e)(2) of the Workforce Innovation and Opportunity Act.					

Other.					

Table 9 – Qualitative Efforts - Number of Activities by Program