

CITY OF SPRINGFIELD

2012/13 Consolidated Annual Performance and Evaluation Report (CAPER)

Community Development Block Grant (CDBG)

HOME Investment Partnerships Program (HOME)

NARRATIVE STATEMENTS

The following narrative statements describe activities undertaken by the City of Springfield with CDBG and HOME program funds during the fiscal year beginning July 1, 2012 and ending June 30, 2013 (FY12/13).

Assessment of Five-Year Plan Goals and Objectives

The program year ending June 30, 2013 is the third year of the five-year period covered by the 2010-2015 Eugene-Springfield Consolidated Plan. The City of Springfield received \$452,523 in CDBG funds for FY12/13. This was a substantial reduction from the previous year's allocation. The City of Springfield is also a member of the Eugene-Springfield HOME Consortium and received a HOME allocation of \$297,642. Using CDBG and HOME program funds, the City of Springfield initiated activities to address the following areas of need as identified in tables 2A and 2B of the Consolidated Plan.

- ***Increase Homeownership Opportunities***

The Springfield Home Ownership Program (SHOP) received an initial FY12/13 HOME allocation \$80,000 to provide downpayment assistance to low-income first-time homebuyers. The maximum SHOP assistance is \$7,000 per household. The funds are to be used by the buyer to assist with downpayment and associated closing costs. The City of Springfield was able to provide assistance to 11 low-income households in FY12/13. Springfield's projected five-year outcome for assistance to first-time homebuyers as shown in the 2010 Consolidated Plan is to provide assistance to 150 households. With the reductions of the city's federal allocations, it seems unlikely that we will meet our five-year projection. Since its inception, the SHOP has helped 545 first time homebuyers purchase homes in Springfield.

Springfield-Eugene Habitat for Humanity (HfH) continues development of the Meyer Subdivision, which when completed will provide 10 affordable home ownership units to low and very low-income families that transitioned through the HfH program. HfH received HOME allocations totaling \$245,000 over three funding cycles to help with the development of the subdivision. HfH serves and works in partnership with low-income individuals and families with incomes from 30-60% of the area median. The families are selected based on need, willingness to partner and ability to pay. Meyer Subdivision is located on an infill site at 49th and A streets in Springfield. The unique design and layout of the subdivision optimizes density and makes efficient use of an infill lot.

- ***Increase Supply of Affordable Rental Housing***

No activities to report.

- **Maintain Existing Housing**

\$80,000 in CDBG funds was budgeted to the City's Housing Rehabilitation Programs to benefit low- and very low-income owner-occupants, by providing grants and interest-free loans for the purpose of home rehabilitation. During the reporting period, the City assisted 53 households with 84 urgent repairs through the Emergency Home Repair Program. Of these, 41 were female-headed households.



- **Housing for Special Needs Populations**

Alvord Taylor, Inc. received \$29,000 of HOME funds to make accessibility improvements to a duplex used to provide permanent rental housing for developmentally disabled adults. The project is complete and all funds have been expended. Alvord Taylor has been providing housing opportunities and associated services for adults with developmentally disabilities in the Eugene and Springfield area since 1970.

- **Increase Supply of Transitional Housing for Homeless Households**

Neighborhood Economic Development Corporation (NEDCO) continues to seek vacant single-family homes to purchase to be used as transitional housing for low-income families who have recently suffered foreclosure. In FY12-13 the agency successfully acquired one home for this purpose. The home is located on G Street and is currently occupied by an eligible low-income family. In this program, households will stay up to two years in the NEDCO homes while they work with trained NEDCO staff to rehabilitate their financial condition. The goal is to move the families into market rate housing and eventually back into homeownership. In addition to the G Street home, NEDCO had identified several other homes that fit the program design. However, these homes were purchased by other parties while NEDCO was taking the properties through the HOME acquisition process. The city is continuing to work with NEDCO on acquiring suitable properties. Because all properties acquired must be vacant prior to the commencement of negotiations, this activity will not cause displacement of tenants or residents.

- **Increase Home Safety and Security for Low-Income Households**

Lock-Out-Crime provides a free service to low- and very low-income households who feel threatened or are living in inadequately secured dwellings. Through the Lock-Out-Crime Project, volunteers trained and screened under the guidance of the Springfield Police Department are dispatched to residences requesting a home security inspection and analysis. CDBG funds are used to buy locksets for doors and windows, security lighting, and exterior security doors for income-eligible households. The security devices are installed free of charge to eligible households. In FY12/13 the program expended approximately \$1,500 for these purposes and assisted 114 low and very low-income households, 59 who were victims of domestic violence. 96 of those assisted were female-headed households.

- **Infrastructure Improvements and Public Facility Needs (Non-housing CD Plan)**

NEDCO received a CDBG allocation of \$58,000 to assist with construction and equipping the new commissary kitchen in the SPROUT! Regional Food Hub located in downtown Springfield. SPROUT! is the home of the Springfield Farmers' Market, and the new kitchen facility will provide space and commercial grade equipment for use by local micro-restaurateurs, farmers and food merchants to cook, create and market their products. The construction is complete and the facility is fully operational. The SPROUT! Food Hub is pivotal to moving downtown revitalization forward. This project meets three of the land use objectives contained in the Downtown District Plan and Implementation Strategy; preserve and expand downtown employment, revitalize underutilized sites and Increase density and mix of uses. This property was unoccupied when acquired by NEDCO. The First Christian Church of Springfield was a willing seller, and no displacement occurred.



Springfield Public Schools and the City of Springfield Transportation Division were jointly awarded \$30,000 of CDBG to purchase two sets of Rectangular Rapid Flashing Beacons (RRFDs) for installation at pedestrian street crossing heavily used by elementary and secondary school children in mid-Springfield. The RRFDs are located in census tract 33.01, block groups 1 (51% LMI) and 3 (59% LMI), and provide safer crossing for the students living in these neighborhoods. The target population is the approximately 2,400 students (and their families) attending Dos Rios Elementary, Hamlin Middle and Springfield High Schools. The school district reports that 70% of the students attending these schools are eligible for the free-reduced lunch program. The project is not yet complete, but the RRFBs have been installed and are fully functional, and are assisting children to safely cross at these high traffic junctures.



The Relief Nursery received a CDBG allocation of \$38,000 to purchase and install therapeutic playground equipment at their new facility on 42nd Street in Springfield. Previous CDBG allocations were made to help with the development of the new facility which provides services for preschool age children who are experiencing or at risk of household abuse or neglect and their families. Children receive classroom, playground and daycare educational services and assessments, and are nurtured in a safe and caring environment. Parents and families receive case management and

educational services to help them cope with the stress that often lead to child abuse or neglect. The facility is complete and opened its doors to children and families in need on September 11, 2013.

- ***Micro-Enterprise Assistance and Economic Development***

NEDCO is an active partner with the City of Springfield in the revitalization of downtown. The agency has developed the successful Hatch! Business Incubator Program that provides assistance, training and availability to commercial space to growing microbusinesses. In FY12/13 NEDCO received a CDBG allocation of \$23,033 to develop a Food Cart Program for downtown in conjunction with the Hatch! Program and the SPROUT! Regional Food Hub. The concept is to leverage the successes of both programs to create an operating environment that is supportive of mobile food vendors. NEDCO and the City developed program guidelines and requirements, and the City made the necessary changes to its Municipal Code to allow mobile food businesses in more areas of the city. The program is just beginning, and the food cart activity has been focused around the SPROUT! facility. It is anticipated that the program will expand outward from SPROUT! as the vendors become more familiar with the program.



NEDCO also received \$25,000 of CDBG funds to launch a Downtown Façade Improvement Program, in an effort to help existing small downtown businesses attract new customers, and improve the visual landscape of downtown. Improving the street-front facades along Main Street is a high priority of the 2010 Downtown District Urban Design Plan. NEDCO has finalized the guidelines and policies of the Downtown Façade Improvement Program, and implementation is underway.

- ***Public Service Needs***

14.9% of Springfield's CDBG expenditures in FY12/13 went toward public services. The City contributes up to 15% of its annual CDBG grant (the maximum allowed) to the Human Services Commission (HSC). For FY12/13, this amount was \$67,878. The HSC then allocated the funds to area agencies for the purposes of providing emergency shelter, counseling, and other supportive services for the benefit of homeless households and persons with special needs as identified in the current Consolidated Plan. Persons with special needs include abused children, at risk and homeless youth, and developmentally disabled adults. Agencies supported by the FY12/13 CDBG allocation are Catholic Community Services, St. Vincent de Paul's First Place Family Center, Food for Lane County, White Bird Medical Clinic and the Relief Nursery.

- ***CHDO Operating Assistance***

Springfield also authorized an allocation of \$14,882 from the HOME program to be divided among area Community Housing Development Organizations (CHDOs). This allocation represents 5% of the annual HOME grant, and together with a proportional contribution by the City of Eugene, provided operating support for St. Vincent de Paul, NEDCO, Metropolitan Affordable Housing Corporation, and Mainstream Housing, Inc.

- ***Planning Needs***

The City authorized \$90,505 from its FY12/13 CDBG allocation toward planning and administrative activities to support ongoing comprehensive and refinement planning activities, and grant management functions. \$29,764 from the FY12/13 HOME allocation was also allocated for planning and administration purposes. These activities are necessary to ensure compliance with Federal and local objectives of the CDBG and HOME programs. The City spent \$94,921 of CDBG to support planning and grant administration, or 18.30% of its total CDBG expenditures in FY12/13.

Affirmatively Furthering Fair Housing

Please refer to the section entitled “Eugene-Springfield Consortium” for information about Springfield’s efforts to address impediments to fair housing choice and to affirmatively further fair housing.

Affordable Housing

The City of Springfield continues to commit resources towards its objective of providing affordable housing opportunities to its residents. However, severe reductions to the federal CDBG and HOME budgets have resulted in curtailing to the Emergency Rental Assistance Program. The ERAP provided assistance to households with severe housing cost burden. We hope to reinstall the ERAP when funding allows.

Except for the ERAP, the City of Springfield does not specifically target activities at renters with severe cost burden or those living in substandard housing. However, many of our activities that support permanent affordable rental housing primarily assist households below 50% area median income and are presumed to have cost burden greater than 30% of income and/or are currently living in substandard housing (defined as being overcrowded or deficient in a major system such as heating or plumbing). The Alvord Taylor activities undertaken in this reporting period provide permanent affordable rental housing to adults with severe developmental disabilities, who by definition have acute cost burdens. The Afiya Apartments, Aster Apartments and the Royal Building reported in previous CAPERs all provide affordable housing for very low-income households. There were no renter households involuntarily displaced during the reporting period.

Other Actions

The City maintained its commitment and participation in the Housing Policy Board (HPB), and provides support staff to the HPB. The mission of the HPB is to increase the availability of decent, affordable housing for low- and very low-income families and individuals in Lane County. Comprised of elected officials, staff, and private citizens representing Eugene, Springfield, Lane County, and the Housing and Community Services Agency (HACSA), the HPB sets policy, reviews projects and allocates project funding, and advocates for regional housing proposals in State and Federal funding rounds.

The City of Springfield continues to provide updated and timely housing and community development information to the public through our Housing Programs and Community Development website. Major housing and CD activities have their own web pages, with links to individual program pages, application forms, publications and other information. Anyone with internet access can now find information regarding income eligibility, program guidelines and requirements and examples of past and current projects. Webpage design and content is updated as necessary by the housing staff, to provide the most current information available. The City of Springfield Housing and Community Development webpage can be found at:

<http://www.springfield-or.gov/dpw/HousingandBlockGrants.htm>

The Springfield Library has a number of computers stations that are available for public use. To further increase accessibility to information, Springfield's City Hall is now fully Wi-Fi accessible.

Leveraging Resources

The commitment of local CDBG and HOME funds for eligible housing developments has enabled affordable housing developers to obtain additional financial support from "outside" sources. This is referred to as "leveraging" and significantly increases the impact and value of the local subsidy. Springfield has been able to leverage Lane County Road Funds, Federal Low-income Housing Tax Credits and HOPE funds, Housing Trust Funds, Homeownership Assistance Program funds and HELP funds from the State of Oregon, and Affordable Housing Program funds from the Federal Home Loan Bank. Additional financial and technical support has been obtained from the Enterprise Foundation and homeownership assistance and a utility assistance grants from the Windermere Foundation. Non-housing related resources that have been leveraged by local funds include HUD Economic Development Initiative (EDI) Special Projects Grants for the Wildish Theater, and a State of Oregon Downtown grant for the Emerald Empire Art Center.

An allocation of CDBG or HOME funds for public facilities, often the first funds committed to a project, has proven to be instrumental to fundraising efforts for recipient organizations. NEDCO, SVDP, the Springfield Renaissance Development Corporation, EEAA, Sheltercare and the Relief Nursery have all been successful in using their CDBG allocation as leverage for raising additional funds from private sources for public facility projects. SVDP, NEDCO, Metropolitan Affordable Housing, and Mainstream Housing have used HOME funds to successfully leverage other funding sources for housing projects.

Springfield understands the importance of leveraging funds, and has refined its local allocation process to allow affordable housing developers to take full advantage of the funding available from "outside" sources.

Section 108 Funds

Section 108 is a loan guarantee program that HUD provides to help finance the development of CDBG-eligible projects through the solicitation of low-interest long-term notes from private investors. These notes are guaranteed by HUD with the jurisdiction's future CDBG allocations. The amount of the Section 108 loans can be substantial, as the jurisdiction may borrow up to five times its annual CDBG allocation. Section 108 funds are

treated as CDBG funds and must meet the program's eligibility requirements, including a CDBG national objective. As with CDBG funds, at least 70% of Section 108 funds must be used on projects that primarily benefit low- and moderate-income households.

Springfield received its first Section 108 allocation in FY09-10 to help with the acquisition of the NEDCO Building in downtown Springfield. The acquisition was completed in January 2010 with the funding of the Section 108 loan. There are four affordable apartments on the second floor of the building and commercial space on the ground floor fronting Main Street, with offices and a classroom situated behind the commercial space. The facility is home to the NEDCO corporate offices and also houses the Hatch! Business Incubator Program, and the Homeownership Center of Lane County. This project qualifies under several CDBG national objectives/activities: LMI-housing, LMI-jobs and LMI-clientele.

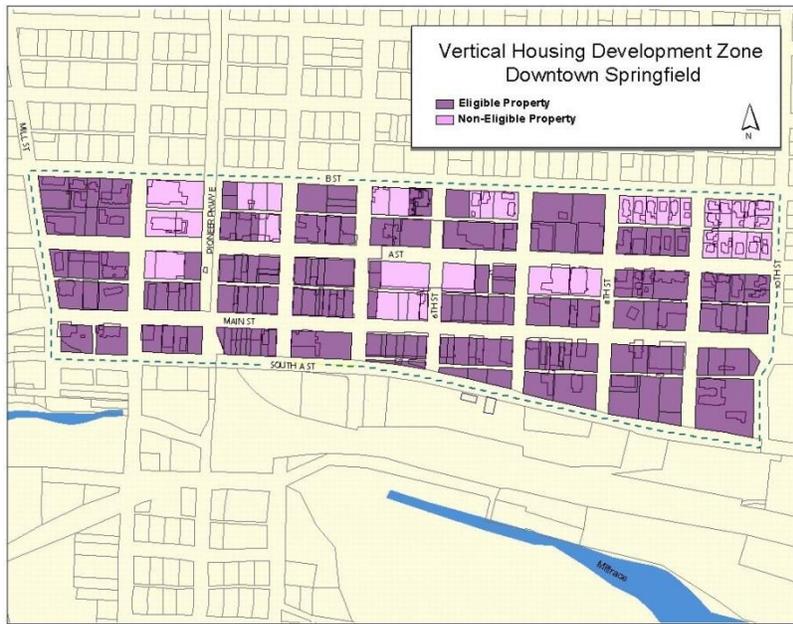


Interim Financing with HOME Program Funds

When HOME funds are awarded to a project, the funds are reserved in the Federal disbursement system. If the project that received the HOME allocation is not ready to draw down the funds, the City may use the funds on an interim basis to assist other HOME-eligible projects. Most often this interim financing is used for immediate construction financing, which can save an affordable housing project thousands of dollars in interest. The project developer that is using HOME interim financing must demonstrate that it has the ability to repay any funds drawn within 45 days of notice. This is usually demonstrated by a loan commitment from a bank, in an amount equal to the amount of the interim financing. Interim financing with HOME funds can significantly increase the City's ability to assist affordable housing projects by using a single allocation of funds for the benefit of multiple projects.

Vertical Housing Development Zone

On July 26, 2004, the City Council adopted a resolution authorizing the City to apply for a Vertical Housing Development Zone designation to the State. The purpose of the VHDZ program is to encourage the development of multi-unit housing above commercial spaces in urban cores by providing a partial tax exemption on increased property value for qualified developments. The City received notification from the Oregon Economic and Community Development Department on October 12, 2004 that we are the ninth VHDZ in Oregon. Springfield's Vertical Housing Development Zone is bounded by South A Street on the south, 10th Street on the east, B Street on the north and Mill Street on the west. The VHDZ has the same boundaries as the Downtown Redevelopment Zone.



Receiving a Vertical Housing Development Zone designation from OECD is an important step in the process of revitalizing Springfield's downtown. A significant residential component will provide support to commercial development and enhance public safety. The VHDZ designation will encourage such development by offering partial property tax exemption to qualified projects. This is not a low-income housing program since it applies equally to all levels of housing. It does not sacrifice commercial space in favor of residential use. Instead,

the VHDZ program encourages both commercial and residential development, since a development must have both residential and commercial components to be able to qualify under the VHDZ program. Although this program offers tax exemptions to qualified projects, it is designed to ensure that taxing districts will not be negatively impacted. The tax exemption applies only to the *additional value* created by the project. Districts will receive taxes on 100% of the "pre-project" value of the property, plus taxes on at least 20% of the additional value created by the VHDZ project. Then after 10 years, the exemption expires and taxing districts will receive taxes on the full value of the property. In addition, VHDZ projects may stimulate commercial business in the immediate area, and cause surrounding property values to increase as a result.

The State of Oregon developed the VHDZ program to help revitalize downtowns and urban core areas throughout the state by encouraging the construction of housing over commercial spaces in these areas. Providing housing opportunities in these areas may stimulate economic, social, and cultural growth, and can be a tool for cities to use in their efforts to bring new energy and vitality to depressed or stagnant downtown areas. The Springfield City Council has placed redevelopment of the downtown at or near the top of their highest priority goals list for the past ten years. Inherent to the successful redevelopment of any neighborhood is the infusion of new or remodeled dwellings and an increase in the number of people residing in the area. More residents also equal more customers for downtown merchants. This relationship furthers the Council goal of a stronger, more diverse *but local* economy. It is also consistent with the transportation strategy of reducing individual vehicle trips by placing homes, jobs, and goods in close proximity and accessible via public transportation.

Creating a VHDZ in Springfield was a primary factor in attracting the Royal Building project to downtown Springfield. Without the property tax exemption that the program provides, it would have been very difficult for SVDP to demonstrate necessary cash flow requirements for the project. Other developers and downtown property owners have expressed interest in the benefits of the VHDZ program as they consider development or redevelopment of

downtown properties.

No actions were taken to specifically improve public housing and resident initiatives, or to evaluate and reduce lead based paint hazards.

HOME Investment Partnerships Program: On-Site Inspections

HUD CPD staff has provided the technical assistance and guidance enabling us to establish a monitoring schedule for our HOME assisted projects. The schedule is based upon the number of total units in the project.

Project Name	Number of Units	Monitoring Schedule
SVDP – S Street Court	3	Every Three Years
SVDP – 5 th Street Duplex	2	Every Three Years
Mainstream Housing – E Street	1	Every Three Years
SVDP – Bluebelle Apartments	10	Every Two Years
SVDP – Mill and D Street	10	Every Two Years
SVDP – Ash Meadows	18	Every Two Years
Mainstream Housing – Aquarius Apts	23	Every Two Years
Metro- College Corner	9	Every Two Years
SVDP – Royal Building	33	Every Year
SVDP – Aster Apartments	55	Every Year
NEDCO – NEDCO Building	4	Every Three Years
BCS – Afiya Apartments	16	Every Two Years

In addition, drive-by inspections and tenant income verification are done on an annual basis. All units inspected during the annual inspection process passed. These inspections are showing that Housing Quality Standards are being met at this time.

Additionally, staff conducts drive by inspections of all SHOP assisted units on a rotating five year basis. The HOME program administrator works closely with the City's Code Enforcement Officer to work through non-compliance issues with homeowners receiving SHOP assistance. At the end of this monitoring period all units inspected were in compliance.

Affirmative Marketing

The City of Springfield has reviewed the marketing plans for all affordable housing developments in Springfield. The housing providers have active plans in place and are diligent in their work to seek out and provide housing to our minority communities. NEDCO provides homebuyer outreach and marketing activities in Spanish.

Self Evaluation

The City of Springfield undertakes housing and related activities only when such activities are supported by the Consolidated Plan. Since its publication, the goals and priorities of the Consolidated Plan 2010 have guided the City in the allocation of HOME and CDBG funds, and in its administration of housing programs citywide. This report of annual accomplishments reflects the effectiveness of this approach. The current economic conditions have made this an especially challenging period. Existing programs and policies are being reviewed and evaluated for effectiveness and refined to reflect the changing needs of the community.

Three years into the five year planning period, the City is making steady progress in meeting its annual and five-year goals in most housing and community development categories. Unfortunately, the funding reductions in FY11/12 and the larger reductions to both CDBG and HOME in FY12/13 are making it increasingly difficult to meet these goals. The funding reductions have caused the city to reduce the number of staff dedicated to administering the CDBG and HOME programs, and have severely reduced the number of persons that can be served through our programs. Some valuable programs such as the CHORE and the Emergency Rental Assistance Program have been temporarily shut down, and the highly anticipated Security Deposit Assistance Program was eliminated even before it began.

In spite of these challenges, the City continues to search for ways to help low-income people with their housing, health and economic needs. As the demand on available resources increases, creativity and innovation will be key factors in the funding and administration of housing and community-based projects and programs. As the City of Springfield moves forward, its commitments to invest in its citizens, improve its housing stock, and revitalize its neighborhoods will remain top priorities.

Housing and Community Development Performance Measures

Specific Objective ID	Specific Annual Objectives	Source of Funds	Performance Indicators	Year	Expected Number	Actual Number	Percent Complete
DH-1 Accessibility of Decent Housing							
DH-1.11S	Mainstream Housing, Parking lot accessibility improvements	CDBG	• # of LMI households assisted	2010	11 households	11 households	100%
DH-1.21S	Alvord-Taylor renovation of groups homes	CDBG HOME	# of LMI disabled persons assisted	2011	5 persons	5 persons	100%
DH-1.31S	Alvord-Taylor installation of accessible mods.	HOME	#of LMI disabled persons assisted	2012	2 persons	3 persons	100%
DH-2 Affordability of Decent Housing							
DH-2.11S	BCS – Afiya Apartments 1082 Main Street, to provide affordable rental housing for LMI persons with psychiatric disabilities.	HOME	• # of HOME units created for persons with psychiatric disabilities	2010	10 units	10 units	100%
DH-2.21S	HfH, Meyer Estates, new homeownership units	HOME	• # of HOME units created	2011	3 HOME units	2 units	67% pending
DH-2.22S	NEDCO, Foreclosure Recovery Program	HOME	• # of HOME units created	2011	4 HOME units	0 units	0% pending
DH-2.31S	HACSA-Metro, Glenwood River Point Place predevelopment	HOME	• #of HOME units created	2012	11 HOME units	Activity underway	
DH-2.1S	Springfield Home Ownership Program (SHOP), to provide affordable homeownership opportunities	HOME	• # of low-income households assisted	2010	40 households	31 households	78%
				2011	15 households	11 households	73% complete
				2012	14 households	11 households	79% complete
				2013			
				2014			
DH-3 Sustainability of Decent Housing							
DH-3.1S	Owner-occupied rehabilitation programs, to preserve housing stock • EHR • SHIP • CHORE	CDBG HOME	• # of households receiving emergency assistance • # of rehab. loans • # of CHORE repairs	2010	110 households	81 households	74% pending
				2011	100 households	61 households	61% complete
				2012	100 households	53 households	53% complete
				2013			
				2014			
DH-3.2S	Rental Assistance Program, to prevent homelessness	CDBG	• # of families assisted	2010	30 households	14 households	47% pending
				2011	unfunded	-	-
				2012	unfunded		
				2013			
				2014			
SL-1 Accessibility of Suitable Living Environment							

Specific Objective ID	Specific Annual Objectives	Source of Funds	Performance Indicators	Year	Expected Number	Actual Number	Percent Complete
SL-1.11S	Mt. Vernon ES Playground improvements, 935 Filbert Lane. Purchase and installation of new apparatus and ground cover to increase recreational opportunities for LMI and handicapped persons	CDBG	<ul style="list-style-type: none"> # of LMI students benefiting from improvements 	2010	293 students	293 students	100%
SL-1.12S	Relief Nursery, development of Springfield facility, to expand services to LMI persons	CDBG	<ul style="list-style-type: none"> # of LMI persons receiving childcare and parenting services 	2010	630 persons	Pre-develop.	0%
SL-1.21S	Springfield Schools, Accessibility Improvements to Riverbend Playground	CDBG (from FY2008)	<ul style="list-style-type: none"> # of LMI persons benefiting from improvement 	2011	399 LMI persons	400+ LMI persons	100%
SL-1.22S	Emerald Empire Art Association, Repair of Emerald Art Center	CDBG	<ul style="list-style-type: none"> # of Downtown buildings renovated 	2011	1 building renovated	1 building renovated	100%
SL-1.31S	Relief Nursery, purchase of therapeutic playground equipment	CDBG	<ul style="list-style-type: none"> # of LMI preschool children using equipment 	2012	38 LMI children	pending	pending
SL-1.32S	Springfield Schools, PW, installation of RRFBs in hazardous school crossing zones	CDBG	<ul style="list-style-type: none"> # of crossings equipped 	2012	2 crossings equipped	2 crossings equipped	100%
SL-1.33S	Springfield PW, improvements to Fountain Plaza	CDBG	<ul style="list-style-type: none"> # of facilities improved 	2012	1 facility	pending	0%
SL-2 Affordability of Suitable Living Environment							
SL-2.11S	Volunteers in Medicine, move low cost health clinic to a larger facility in Springfield	CDBG	<ul style="list-style-type: none"> # of LMI persons receiving health care at new facility 	2010	2000 persons	2200 persons	110%
SL-2.21S	Planned Parenthood, Regional Health Facility	CDBG	<ul style="list-style-type: none"> # of LMI persons receiving services at Springfield facility 	2011	CDBG funding cancelled		
SL-2.22S	NEDCO, Regional Community Food Hub acquisition	CDBG	<ul style="list-style-type: none"> #of LMI businesses served at facility 	2011	80 LMI businesses	Renovation underway	Acquisition 100% completed
SL-3 Sustainability of Suitable Living Environment							
SL-3.1S	Human Services Commission, to provide services to LMI persons <ul style="list-style-type: none"> Food For LC Relief Nursery 	CDBG	<ul style="list-style-type: none"> # persons receiving shelter # persons receiving food # persons receiving 	2010	13,361 persons	13,367 persons	100%
				2011	11,690 persons	12,198 persons	104% complete
				2012	8,563 persons		

Specific Objective ID	Specific Annual Objectives	Source of Funds	Performance Indicators	Year	Expected Number	Actual Number	Percent Complete
	<ul style="list-style-type: none"> White Bird Catholic Community Services SVDP Night Shelter 		<ul style="list-style-type: none"> medical services # persons receiving other services 	2013			
				2014			
SL-3.2S	Lock Out Crime Project, to provide home security measures to LMI households	CDBG	<ul style="list-style-type: none"> # LMI households receiving emergency home security measures 	2011	220 household	246 household	100%
				2012	140 household	117 household	84%
SL3.3S	NEDCO, Façade Improvement Program	CDBG	<ul style="list-style-type: none"> # of business improved 	2012	10 business improved	pending	pending
EO-1 Accessibility of Economic Opportunity							
EO-1.11S	eDev – NEDCO, joint project to establish downtown microbusiness incubator and provide training and technical assistance	CDBG	<ul style="list-style-type: none"> # LMI persons receiving MB assistance 	2010	15 persons	3 MBs plus 10 persons	100%
EO-1.31S	NEDCO, Regional Community Food Hub purchase of equipment	CDBG	<ul style="list-style-type: none"> #of LMI jobs created 	2012	2 LMI Jobs	pending	
EO-1.32S	NEDCO, Hatch program with Food Cart component	CDBG	<ul style="list-style-type: none"> # LMI persons receiving MB assistance 	2012	7 Micro-businesses assisted	3 micro-business assisted	underway
EO-1.33S	Arc of Lane County, purchase of drop boxes for job creation	CDBG	<ul style="list-style-type: none"> # Disabled persons benefiting from jobs created 	2012	8 persons	Pending completion	
EO-2 Affordability of Economic Opportunity							
	No Activity						
EO-3 Sustainability of Economic Opportunity							
EO-3.11S	Momma’s Kitchen Restaurant, restaurant improvements to increase business	CDBG	<ul style="list-style-type: none"> # of LMI microbusinesses assisted 	2009	1 business	1 business	100%
EO-3.31S	Bring Recycling, Planet Improvement Center	CDBG	<ul style="list-style-type: none"> # LMI jobs created 	2012	2 LMI jobs		

**TABLE 3B ANNUAL HOUSING COMPLETION GOALS
FY 2012/13 City of Springfield**

ANNUAL AFFORDABLE RENTAL HOUSING GOALS (SEC. 215)	Annual Expected Number Completed	Actual Number Completed	Resources used during the period	
			CDBG	HOME
Acquisition of existing units	2	1		x
Production of new units	0	0		
Rehabilitation of existing units	2	2		x
Rental Assistance		0	Not funded	
Total Sec. 215 Rental Goals	4	3		
ANNUAL AFFORDABLE OWNER HOUSING GOALS (SEC. 215)				
Acquisition of existing units	0	0		
Production of new units	2	0		x
Rehabilitation of existing units	100	84	x	
Homebuyer Assistance	14	11		x
Total Sec. 215 Owner Goals	116	95		
ANNUAL AFFORDABLE HOUSING GOALS BY HOUSEHOLD (SEC. 215)				
Homeless households assisted	0	0	Not funded	Pending
Non-Homeless households assisted	118	96	x	x
Special Needs households assisted	2	2		x
Total by Household Sec. 215 Goals	120	98		
ALL ANNUAL AFFORDABLE HOUSING GOALS (SEC. 215)				
Annual Rental Housing Goal	4	3	x	x
Annual Owner Housing Goal	116	95	x	x
Total Annual Housing Goal	120	98		
<p>For the purpose of identification of annual goals, an assisted household is one that will receive benefits through the investment of Federal funds, either alone or in conjunction with the investment of other public or private funds. HOME regulations are used to define affordable rental housing (24 CFR 29.252) and affordable ownership housing (24 CFR 29.254).</p>				

Community Development Block Grant-funded Activities

This narrative statement addressed issues pertaining to the CDBG program, as administered by the City of Springfield. All of the projects which received CDBG funding in FY12/13 meet one of two CDBG National Objectives: 1) benefit primarily low- and moderate-income households, or 2) assist in the elimination of slums and blight. CDBG funds are allocated annually through a competitive RFP process. Proposals are judged on their community impact, financial feasibility, and benefit to targeted populations. The Springfield Housing Programs, whose primary goal is to keep people in their homes by maintaining the current housing stock, received an allocation of \$80,000 for this purpose. The HSC, which administers social services programs for the benefit of low- and very low-income households countywide, received \$67,878 which is equal to 15% of the annual CDBG allocation (the maximum allowed by HUD). The CDBG program requires that no less than 70% of the funds expended annually must benefit low or moderate-income persons. In FY12-13, 92% of the CDBG funds expended by the City of Springfield met this standard.

As mentioned in the section entitled Leveraging Resources, the City of Springfield values the capacity of CDBG to leverage other resources for the benefit of projects serving low-income populations. Priority is given to proposals which demonstrate a high level of leveraging. Resources that have been committed through this process include Lane County Road Funds, Low-income Housing Tax Credits, grants from private sources (banks, foundations, etc.), State Housing funds (trust funds, HELP, Homeownership Assistance Program), and in-kind donations, including sweat-equity such as what is provided at Habitat for Humanity projects. The City also assisted affordable housing developers in regional and national competitions by providing requested certifications of consistency with Federal HUD programs. Agencies which have benefited from this action include St. Vincent de Paul and NEDCO. Certifications of consistency are provided upon request in a fair and impartial manner, after appropriate review by City staff.

The following narrative statements demonstrate that a) The City of Springfield, as a CDBG grantee, continues to take appropriate action and implement necessary programmatic and policy changes to ensure that the activities carried out with CDBG funds are consistent with the priorities and goals of the Consolidated Plan, and b) that the City of Springfield did not hinder Consolidated Plan implementation by action or willful inaction.

CDBG and HOME Summary of Housing Programs

- **Emergency Minor Home Repair Program (CDBG).** This program provides grants of up to \$2,000 to qualified very low-income households for emergency plumbing, electrical, mechanical, and structural repairs to their homes. The component to be repaired must present an immediate health or safety issue for the occupants of the dwelling. This activity also meets the Consolidated Plan 2010 priority of maintaining existing housing stock. All of the projects benefited very low-income households.
- **The CHORE Program (CDBG).** This program provides assistance to elderly and disabled very low-income households for general yard and property maintenance. The Chore Program is considered a public service program, and is subject to the

CDBG public service cap. Funding for this program is provided from CDBG program income, 15% of which can be used for eligible public service activities. The primary purpose of the CHORE Program is to help residents maintain the exterior appearance of their home and property to the same general standards of the surrounding neighborhood, making them less likely to be victimized by predators that target low-income, elderly or disabled persons. Because of budget constraints, this program was unfunded in FY12/13.

- **Emergency Rental Assistance Program (CDBG).** The City of Springfield implemented this program beginning July 2003, and the demand for assistance has been greater than anticipated. This program is designed to assist very low-income families with good, stable rental histories to overcome a single episode of hardship that severely impacts their ability to pay the current month's rent. The program provides 60% of a single month's rent up to \$400 directly to the landlord of the impacted family. The family must be able to pay the remaining 40% and any late fees incurred. Because of budget constraints, this program was unfunded in FY12/13.
- **Springfield HOME Ownership Program (HOME).** Since its creation in 1993, the Springfield Home Ownership Program has helped nearly 550 first time homebuyers purchase homes in Springfield. Home ownership is a very high priority for the Springfield City Council. For FY12/13, the SHOP helped 11 families become first-time homeowners.

CDBG Program Income

The City received \$4,075 of CDBG program income in FY12/13. Program income is generated primarily from the repayment of housing rehabilitation loans and loan fees. Very few loans were repaid during the reporting period. As fewer loans are made and old loans are being repaid the City will no longer be able to rely on a steady stream of program income to fund our housing programs. Program income generated from loan repayments is made available for CDBG eligible projects, programs and activities in the next funding year.

CDBG Program, Overall Benefit to Low and Moderate Income Persons

The City of Springfield has selected to aggregate the use of CDBG funds during program years 2011, 2012 and 2013. This CAPER covers the second year of this three-year period. During this period, the total amount of CDBG funds subject to the low/mod benefit calculation was \$312,517. The amount expended on low/mod benefit activities was \$286,703 or 91.74%.

Low/Mod Job Activities

NEDCO continues to operate the Hatch! Business Incubator Program, which is located in the NEDCO Building in downtown Springfield. In FY12/13, NEDCO developed the Downtown Food Cart Program with coordinates with the Hatch! Program to provide technical assistance for emerging and expanding mobile food cart businesses. NEDCO also developed a commissary kitchen in the Sprout! Regional Food Hub that is available for rent to emerging small food product producers, vendors and merchants. These initiatives create job opportunities for small and micro-business owners, and also create permanent

program management and staffing positions in the NEDCO organization. There were no jobs made available but not taken by low or moderate income persons.

Certification of Consistency

Occasionally, the City of Springfield will be asked to evaluate a proposed project for consistency with the current Consolidated Plan. City staff will compare the proposed accomplishments of the project with the community needs and goals of the Consolidated Plan. If they are consistent, the City will issue a letter confirming the project's consistency with the Plan. The City certifies consistency in a fair, impartial and non-competitive manner, and will consider projects on their merit, including those not funded with HOME or CDBG funds. Furthermore, the City of Springfield ensures that all projects and activities undertaken with its CDBG and HOME funds are consistent with the community needs and goals described in the current Consolidated Plan. The certification of consistency is among the annual Certifications acknowledged by the Mayor in the One-Year Action Plan.

Limited Clientele Criteria

Most non-profit agencies receiving CDBG funding for capital improvements use the Limited Clientele criteria that requires information on residency, family size, and income to document that 51% or more of the clientele are eligible for CDBG funding. Even programs which would qualify for presumed benefit collect data on residency, family size, income, ethnic and racial characteristics, female head of household status, and disability information. This is done at the request of other funding sources, but also provides more complete information for CDBG reporting purposes.

IDIS Reports

The draft CAPER made available for public comment included the City of Springfield narrative descriptions, the performance measurements, and IDIS reports PR03, PR06, PR23, PR26, PR51 and PR54.

CDBG Subrecipient Monitoring

The cities of Eugene and Springfield recently entered into a Memorandum of Understanding which states the program responsibilities of the Consortium. Springfield participates in an annual monitoring conducted by the City of Eugene as lead agency.

Subrecipient Monitoring of Human Services Commission (HSC) agencies – Local non-profit social service providers sign contracts that set goals, scope of work and identify the budget for use of CDBG funds. These contracts are administered by Lane County. Quarterly progress reports are submitted. Annually, staff from the City of Eugene, City of Springfield and Lane County conducts a “risk assessment” of each agency's performance. Agencies are asked to describe and document their policies on many issues including equal access to services, client termination and grievance, privacy and security of personal information, financial reporting accuracy and regulatory compliance. Staff reviews a sampling of client files to confirm CDBG eligibility and reporting accuracy. Results of the risk assessments are shared with Springfield staff and a letter is then sent to the agency with any follow-up issues and concerns. If necessary, these issues are addressed in an on-site follow-up monitoring of selected agencies.

For non-HSC subrecipients, City staff reviews the status and performance of their CDBG-

contract on an ongoing basis and works directly with the agency to address any concerns or issues.

Affirmatively Furthering Fair Housing

A primary goal of the federal Fair Housing Act and its amendments is to provide housing choice for everyone; everyone should be able to live where they choose, if they can find housing in the area of their preference that they can afford. The 2010 Eugene-Springfield Fair Housing Plan identified a number of impediments to Fair Housing, including several that can be addressed in part through land use policies, such as: an inadequate supply of affordable housing; market conditions that increase housing cost or decrease housing choice; and that suitable sites for future affordable housing construction can be difficult to find, expensive to acquire, and may have constraints that limit development opportunities. Because economic needs, regional and local demographics, technological advancements, and other factors that affect housing development are ever changing, evaluation of and development of measures to address land use impediments to housing choice and affordability are ongoing activities at the City of Springfield.

In June 2011, Springfield adopted the Residential Land Use and Housing Element of the Springfield 2030 Refinement Plan, a new refinement plan of the Eugene-Springfield Metropolitan Plan. The policies in this element were developed to ensure that residential development will occur with housing types, mixes, and densities sufficient to accommodate the City's projected 20-year housing needs. This document includes policies to: plan for growth and needed housing; foster housing choice and affordability; and encourage housing diversity and quality neighborhoods. Implementation of these policies includes actions that will, in part, address some of the aforementioned impediments to Fair Housing.

A number of these policies will be implemented through the adoption of an update to the neighborhood-specific Glenwood Refinement Plan, which is anticipated in 2012. For example, the updated Glenwood Refinement Plan re-designates over 30 gross acres of land for high density residential mixed use, which increases development opportunities for a diversity of quality higher density housing types, including affordable housing, in a location served by existing frequent transit service and with access to employment centers, shopping, and recreational opportunities. The Glenwood Refinement Plan also includes policies developed to encourage and facilitate the development of high density housing in this mixed use transit oriented development area, including increasing the density minimum, allowing for density averaging on development sites, eliminating density maximums, increasing building heights, and providing financial incentives for the development of new high-density housing units through local, state, and federally-funded housing and community development programs. In addition, transportation policies and associated development and design standards seek ways to reduce development impediments to more efficient utilization of the residential land supply through street widths, parking requirements, and parking management strategies. Policies in the Springfield 2030 Refinement Plan that cannot be implemented through adoption of the Glenwood Refinement Plan, such as establishing task teams to address regulatory impediments to constructing attached housing types, cluster developments, multifamily housing, and hillside development are on hold due to reduced funding for staff.

Fair Housing Council of Oregon - Our contract with the Fair Housing Council of Oregon is a

key component in Springfield's ongoing commitment to affirmatively further fair housing. The FHCO provides is a valuable resource to people who feel that their rights to housing in Springfield have been violated. FHCO is also a valuable resource for property managers and landlords whether or not they are the focus of fair housing complaints. FHCO provides education and training opportunities to housing owners and managers on the current state of fair housing law, answers questions they may have regarding their enforcement and eviction practices, and mediate tenant landlord disputes. By providing timely and accurate information to tenants, landlords, and property managers, the FHCO is able to assist in the resolution of many housing related complaints, before they escalate. The City of Springfield's AI states under "Rental Practices" that the lack of fair housing training being provided to rental managers and landlords may contribute to the higher incidents of complaints in the rental market (relative to the ownership market). Our contract with the FHCO addresses this impediment, and supports Springfield's certification to affirmatively further fair housing.

Springfield Home Ownership Program - The City of Springfield began providing down payment assistance to low and moderate income first time homebuyers through the Springfield Home Ownership Program (SHOP) in 1993. SHOP brochures and posters have been printed in both English and Spanish language versions. SHOP training for lenders and realtors has been provided through seminars and is also available as a PowerPoint presentation. Three Spanish-speaking realtors and two Spanish-speaking lenders are very active with the SHOP, and have taught the "ABC's of Home Buying" classes. The result of this collaboration between lenders, realtors, and the City of Springfield is that 17% of the 534 SHOP loans made have been to minority households, with 14% to Hispanic households.

The SHOP was originally designed in response to national report that stated that many low and moderate income households were unable to become home owners because they didn't have the funds for a down payment. Providing the SHOP enabled the City to remove that barrier to homeownership. A recent survey of our SHOP clients confirmed the value and purpose of the program with 95% of those responding stating that they would not have been able to purchase a home without the assistance of the SHOP. Because the SHOP expands the housing opportunities available to low-income households by making homeownership more affordable, this activity supports the City of Springfield's certification to affirmatively further fair housing.

The CHORE Program was unfunded in the reporting period. The program is designed to provide property maintenance services to very low-income senior and/or disabled households. The program helps eligible households with routine maintenance activities such as lawn care, debris removal, and roof/gutter cleaning. Keeping their property tidy helps instill a sense of pride and gives these Springfield residents the opportunity to live independently. These services are provided free to eligible households. The city plans to reopen the program when the CDBG budget allows.

Other Housing Activities – The City is providing assistance to NEDCO to purchase vacant single-family properties to use as transitional housing for homeless or at-risk families. This program is meant to help fill the gap between homelessness and permanent affordable housing.

Alvord Taylor also received assistance to renovate two group homes that provide permanent, supportive housing for persons with developmental disabilities. The renovations were needed to improve accessibility and safety for the residents. By expanding the range of housing opportunities for underserved populations, these programs supports the certification to affirmatively further fair housing.

Lock-Out-Crime -- Providing safe and secure housing is one of the underlying goals of all fair housing activities. The City of Springfield provides a free service to low- and very low-income households who feel threatened or are living in inadequately secured dwellings. Through the Lock-Out-Crime Project, volunteers trained and screened under the guidance of the Springfield Police Department are dispatched to residences requesting a home security inspection and analysis. CDBG funds are used to buy locksets for doors and windows, security lighting, and exterior security doors for income-eligible households. The security devices are installed free of charge to eligible households. In FY12/13 the program assisted 114 low and very low-income households, 59 who were victims of domestic violence and 59 were female-headed households. By assisting families to feel safer in their homes and neighborhoods, this activity supports the City of Springfield's certification to affirmatively further fair housing.

Accessibility to information about housing programs, assistance and opportunities is another way that the City of Springfield is demonstrating its commitment to affirmatively further fair housing. The City of Springfield provides new and updated information on its website. From the Housing and Community Development front page, the public has ready access to program descriptions, application forms, brochures, eligibility criteria and other important information. The city's website is located at:

<http://www.springfield-or.gov>

Language as an Impediment to Fair Housing - The 2010 Census has indicated that Latinos are the largest and most rapidly growing segment of Springfield's minority population. Hispanic/Latinos make up over 7% of Springfield's population. The City's Housing Planner is fluent in Spanish. All of the current housing staff for the City of Springfield have participated voluntarily in a Beginning Spanish class offered to City employees. In addition, all of the various housing program brochures have been printed in Spanish, and the Fair Housing Consultant is also fluent in Spanish.

The City assisted NEDCO's move to downtown Springfield with CDBG and HOME allocations and with a Section 108 Loan. NEDCO has been designated by the State of Oregon as the Regional Housing Center for Lane County. From its downtown headquarters, NEDCO provides an array of services and educational opportunities for low and moderate income prospective homebuyers. A significant number of NEDCO's staff are bi-lingual and bi-cultural, and having NEDCO in our downtown provides expanded opportunities and access to homeownership.

The City will continue to develop outreach capabilities as a means of providing fair housing opportunities. The "ABC's of Home Buying," a required element of the SHOP is also taught

in Spanish as a way to increase the availability of this important program to Spanish-speaking population. Many of our area lenders and real estate professionals offer services tailored specifically for Springfield's Spanish-speaking residents.

Conclusion - Through its various housing programs, comprehensive planning efforts, CDBG and HOME assisted housing projects, housing service providers and its contract with the Fair Housing Council of Oregon, the City of Springfield actively addresses a wide-range of housing needs in its community. Activities that address special needs, hard-to-serve, and minority populations continue to receive strong support from the City leadership. The staff and leadership at the City of Springfield continue to explore new ways to better address issues of fair, secure, accessible, and affordable housing for all segments of Springfield's population. Through the ongoing review process of Springfield's Development Code and the implementation of a wide range of housing programs, the City of Springfield continues to "raise the bar" for the effective and efficient use of CDBG and HOME funds to actively create and maintain opportunities for fair, diverse, and affordable housing.

Citizen Comments

The Springfield section of the draft CAPER was advertised and made available for public comment from September 9 - 24, 2013. In addition to running a legal ad in the Register-Guard announcing the availability of the draft document, the document was also posted for review on the city's Housing Programs and Community Development web page. The narrative section of the CAPER is included in the information packet distributed to Springfield's Community Development Advisory Committee (CDAC) each fall. This serves as the basis for the annual review of all CDBG and HOME funded projects and prepares the CDAC for the annual CDBG/HOME allocation process.

EUGENE-SPRINGFIELD CONSORTIUM

2011/12 Consolidated Annual Performance and Evaluation Report (CAPER)
Community Development Block Grant (CDBG)
HOME Investment Partnerships Program (HOME)

COMBINED NARRATIVE STATEMENTS

ANALYSIS OF IMPEDIMENTS TO FAIR HOUSING CHOICE

In August 2009, staff from the cities of Eugene and Springfield began the process of developing a new five-year plan for housing and community development. A multi-faceted approach was employed to engaging community members and other stakeholders in the development of the plan. Staff from the Lane County Human Services Commission and the Housing and Community Services Agency of Lane County also provided input. Representatives from human service agencies, local school districts, park and recreation districts, utilities, police departments, legal aid services and libraries were also consulted. In May, 2010, the Cities of Eugene and Springfield adopted the Eugene-Springfield 2010 Consolidated Plan covering the period beginning on July 1, 2010 and ending on June 30, 2015.

One element of the 2010 Consolidated Plan is an updated Assessment of Impediments to Fair Housing and Fair Housing Plan Strategies. This CAPER reports on activities conducted in the second fiscal year covered by the five-year 2010 Consolidated Plan. The seven impediments identified in the 2010 Consolidated Plan are:

1. There is an inadequate supply of affordable housing.
2. Suitable sites for future low-income housing construction are difficult to find, are expensive to acquire, and some may have constraints that limit development opportunities.
3. There is a limited awareness of fair housing policies in the broader community.
4. There are market conditions and housing industry practices that increase housing costs or decrease housing choice.
5. There are cultural differences and language barriers which inhibit access to fair housing.
6. E-mail and the Internet have become vital to access housing opportunities and subsidy programs, creating a barrier for those without computer access.
7. People with disabilities who have special housing needs have limited choices and are often constrained by their lower incomes.

The table below lists the activities undertaken by the cities of Eugene and Springfield during the first two annual reporting periods, and indicates which of the seven impediments each activity addresses.

Analysis of Fair Housing Impediments by Activity, FY10-12

Activity	Jurisdiction	Funding Source	Fair Housing Impediment Addressed							
			1	2	3	4	5	6	7	
Rental Housing										
Mainstream Housing, accessibility improvements to parking lot	Springfield	CDBG								Yes
Afiya Apartments, Housing for persons with severe cognitive disabilities	Springfield	HOME	Yes							Yes
Alvord Taylor, accessibility improvements for developmentally disabled residents	Springfield	CDBG HOME	Yes							Yes
Homeownership Housing										
Habitat for Humanity, Meyer Park Subdivision	Springfield	HOME	Yes	Yes						
NEDCO, foreclosure recovery program	Springfield	HOME	Yes	Yes		Yes				
Housing Programs										
Springfield Home Ownership Program	Springfield	HOME	Yes				Yes			
Emergency Home Repair	Springfield	CDBG								Yes
CHORE	Springfield	CDBG								Yes
Emergency Rental Assistance	Springfield	CDBG	Yes			Yes				Yes
Home Improvement Program	Springfield	CDBG								Yes
Other Activities										
Project Homeless Connect 2011	Eugene/Springfield	Other			Yes					Yes
Wireless internet Access in Libraries	Eugene/Springfield	Other						Yes		
Fair Housing Council of Oregon, Contracted Services, Hotline	Eugene/Springfield	CDBG			Yes		Yes			
NEDCO, ABC's of Homebuying	Eugene/Springfield	Other			Yes		Yes			
Intergovernmental Housing Policy Board	Eugene/Springfield	Other	Yes	Yes	Yes		Yes			Yes
Fair Housing Council of Oregon, Fair Housing Testing	Eugene	Other			Yes		Yes			