

City of Colorado Springs
SUBSTANTIAL AMENDMENT TO THE PROGRAM YEAR 2014 ACTION PLAN
Community Development Block Grant (CDBG) Program

I. Summary

The City of Colorado Springs (City) Community Development Division (Division) administers Community Development Block Grant (CDBG) funds received on an annual basis from the US Department of Housing and Urban Development (HUD). The funds are made available to carry out a variety of housing, community, and economic development activities based on an Annual Action Plan approved by the City Council. Prior to 2015, HUD accounting was “first in, first out,” meaning that projects were funded from the oldest funds available in the US Treasury and not necessarily current year funds. Many past year projects did not require all of the funding available, and in addition, the City has often received more Program Income than anticipated, typically in the form of loan repayments. Over time, unspent funds have accumulated in the US Treasury, resulting in approximately \$1,915,000 of 2014 CDBG funds currently available for reprogramming.

The Division is requesting City Council approval to allocate \$1,780,000 of available 2014 CDBG funds for the purpose of constructing key facilities on the Springs Rescue Mission campus to support people experiencing homelessness. This requires a Substantial Amendment to the 2014 Annual Action Plan. This document, consisting of a narrative as well as required attachments, constitutes the formal Substantial Amendment to HUD.

I. Process Overview

Federal funds received by the City from HUD include the Community Development Block Grant (CDBG) program, the HOME Investment Partnerships (HOME) program, and the Emergency Solutions Grant (ESG) program. Regulations found at 24 CFR Part 91 governing the City’s use of the funds require preparation of a five-year Consolidated Plan, Annual Action Plans, and Consolidated Annual Performance and Evaluation Reports. The regulations also require that the City prepare and follow a Citizen Participation Plan in the development and approval of these documents.

The Consolidated Plan includes an assessment and prioritization of housing and community needs, a list of local, state, and federal resources available to meet identified needs, and the City’s focused strategies intended to address priority needs over the five-year period.

The Annual Action Plan is submitted on an annual basis throughout the 5-year period of the Consolidated Plan, serving as the annual application to HUD. The Action Plan identifies specific activities to be funded during the year based on priorities laid out in the five-year Consolidated Plan.

Citizen participation is governed by the Citizen Participation Plan adopted by City Council in May 2015. According to the City’s adopted Citizen Participation Plan, changes to the Annual Action Plan are considered “Substantial Amendments” when any of the following occurs:

- Increases or decreases by 50% or more than \$100,000 of the amount allocated to an eligible activity of funding within the City’s entitlement grant programs.
- Changes in activities proposed, beneficiaries or persons served.
- The proposed amendment deletes an activity described in the Consolidated Plan.
- The proposed amendment adds an activity not described in the Consolidation Plan.

A substantial amendment must be approved by City Council at a public hearing and submitted to HUD for informational purposes. In addition, substantial amendments must be published in a newspaper of general circulation and citizens given thirty (30) days to comment on the proposed change(s). A summary of comments received, as well as a summary of responses to the comments are included in the final Substantial Amendment document submitted to HUD.

II. Proposed 2014 Action Plan Amendment

This 2014 Action Plan Substantial Amendment allocates an additional \$1,780,000 of available 2014 CDBG funds to \$720,000 previously allocated to the Springs Rescue Mission project in the 2014 Action Plan (for a total of \$2,500,000) for the purpose of constructing key facilities on the Springs Rescue Mission campus located at 25 W. Las Vegas Street. The total estimated cost for the SRM project is \$13,800,000.

The Springs Rescue Mission campus will provide vital facilities and services to people experiencing homelessness in Colorado Springs – facilities and services that largely do not exist in the community currently or are not adequate to meet the needs of people experiencing homelessness. The campus expansion addresses a priority need identified in the City’s 2015-2019 Consolidated Plan to target resources to programs and facilities that can significantly reduce street homelessness and promote housing stability. These priorities were also outlined in the *Initiative to End Homelessness in Colorado Springs* (2014), a plan to address critical gaps in homeless services that was subsequently adopted as the strategic plan for the Colorado Springs/El Paso County Continuum of Care. Urgent facility needs identified in the plan include emergency shelter and a day center offering comprehensive services and amenities.

Facilities planned at the Springs Rescue Mission campus include:

Emergency Shelter: The expanded emergency shelter will provide 150 beds year-round for a total of 54,750 shelter nights. The existing winter shelter at SRM provides 60 beds during the cold weather season for a total of 9,462 beds per year. The expansion involves renovation of two existing buildings located on the SRM campus.

Day Center: The full service day center will be the first of its kind in Colorado Springs. SRM’s established and effective Resource Advocate Program (RAP) will operate in this space, with advocates providing more hours of casework than ever before. Partner agencies, including the Veteran’s Administration, Aspen Pointe, and Peak Vista, that already work alongside RAP advocates at SRM will be provided permanent office space, creating a hub of vital and complimentary services for our chronically homeless neighbors. Programming will be augmented by laundry, shower, and computer lab facilities, which are currently dispersed or unavailable in Colorado Springs. The expansion involves renovation of two existing buildings located on the SRM campus.

Welcome Center and Courtyard: The welcome center and courtyard will provide pet care and personal storage for guests while enabling SRM staff to efficiently connect clients to the services they most need, monitor their activity, and win their trust in a secure environment. A new building located on the SRM campus is planned to facilitate these services.

Food Services Center: Operating the facilities listed above will require the expansion of the SRM kitchen.

- The new Samaritan’s Kitchen dining room will seat 200 guests, more than double the current capacity. Square footage for food prep and storage will also double.

- Mission Catering, a rapidly-growing social enterprise of SRM providing sustainable revenue streams, will have its own cooking space, allowing for growth of this program.
- Mission Culinary Arts Academy, a program that teaches job skills to individuals enrolled in the residential addiction recovery program at SRM, will have its own classroom and training space.
- A new building located on the SRM campus is planned to facilitate these services.

The change to the 2014 Annual Action Plan constitutes a substantial amendment because it increases the allocation for Public Facilities activities by more than \$100,000.

I. Revised Activity Table

The proposed Substantial Amendment allocates an additional \$1,780,000 of available, unallocated CDBG funds to the Springs Rescue Mission as described in the table below. The table also reflects prior revisions including the allocation of \$96,858 in additional program income received to Public Facilities activities. Prior revisions did not constitute a substantial amendment.

Agency Name	Program Name	2014 Action Plan Allocation	2014 Revised Allocation	2014 Final Allocation with Substantial Amendment
Ascending to Health	Medical Respite Facility	\$33,642	\$24,500	\$24,500
City of Colorado Springs	Deerfield Hills Design	\$60,000	\$85,000	\$85,000
City of Colorado Springs	Deerfield Hills Abatement	\$21,000	\$40,000	\$40,000
City of Colorado Springs	Loop System at City Hall	\$5,000	\$7,000	\$7,000
City of Colorado Springs	Meadows Park ADA	\$275,000	\$275,000	\$275,000
Colorado Veteran Resource Coalition	Crawford House Improvements	\$58,000	\$58,000	\$58,000
Springs Rescue Mission	Campus Expansion	\$ 660,000	\$720,000	\$2,500,000
	TOTAL PUBLIC FACILITIES	\$1,112,642	\$1,209,500	\$2,989,500

II. Citizen Participation Process

Substantial Amendments require a thirty (30) day public review and comment period with a formal notice published in a newspaper of general circulation. The public review ends with the conclusion of the public hearing before the City Council at the regularly scheduled meeting designated in the public notice.

In accordance with the City of Colorado Springs Citizen Participation Plan, a public notice was published in the *Colorado Springs Gazette* newspaper on February 22, 2016 announcing the availability of the Substantial Amendment document and the opportunity to submit written comments to the Community Development Division from February 22, 2016 through March 22, 2016. The public notice included notice of a public hearing before City Council on April 12, 2016

on or about 1:00pm at Colorado Springs City Hall, City Council Chambers. In addition, the Community Development Division provided notice of a public meeting on March 15, 2016 at 6:00pm at City Hall City Council Chambers to discuss the substantial amendment and take public comment.

The public notice and Substantial Amendment document were also distributed via email, posted online at <https://coloradosprings.gov/resident-services/planning-development/housing/housing-community-initiatives> and made available at the following locations for public review:

- Community Development Division, 30 S Nevada Ave, Suite 604
- Office of the City Clerk, 30 S Nevada Ave, Suite 101
- City Hall, 107 N. Nevada Ave, Suite 300
- Penrose Library, 20 N. Cascade Ave
- 21st Century Library, 1175 Chapel Hills Dr
- Pikes Peak United Way, 518 N Nevada Ave
- Hillside Community Center, 925 S. Institute St
- Westside Community Center, 1628 W. Bijou St
- Meadows Park Community Center, 1943 S. El Paso Ave.

The Community Development Division held a public meeting on March 15, 2016 at 6:00pm at City Hall City Council Chambers to discuss the substantial amendment and take public comment. About 23 people attended. Comments received to date are included in Attachment A. Any oral testimony received during the public hearing will be summarized, included with Attachment A and submitted with the City's transmittal of this Substantial Amendment document to HUD.

A copy of the Public Notice is included as Attachment B and Proof of Publication of the Public Notice is included as Attachment C to this Substantial Amendment document.

III. List of Attachments

Attachment A: Summary of Public Comments Received
Attachment B: Public Notice
Attachment C: Proof of Publication of Public Notice

ATTACHMENT A – Summary of Public Comments Received

Between February 22, 2016 and March 22, 2016, the Community Development Division (CDD) solicited public comment on the Substantial Amendment to the Program Year 2014 Action Plan for use of Community Development Block Grant (CDBG) Program funds. A notice was published in the Colorado Springs Gazette on February 19, 2016 and distributed via email through the Pikes Peak Continuum of Care. City Communications also issued two press releases announcing the comment period and providing notice of a public meeting on March 15, 2016. CDD staff hosted a public meeting at the Colorado Springs City Hall on March 15, 2016 to answer questions about the proposed Substantial Amendment and take written comments. About 23 people attended.

Summary of Comments Received and CDD Response

CDD received eight comments about the proposed Substantial Amendment. The comments are included with this attachment and are summarized as follows:

Opposition to Proposed Project; Support for Programs

One comment opposed expansion of a homeless services center and suggested directing the funding to programs that provide a “hand up” such as job training and permanent housing.

CDD Response: The funds being made available cannot be used to support services. CDD allocates approximately 15% of its CDBG entitlement each year to public services. Funds are awarded on a competitive basis. Homeless services are a priority for funding.

Support for the Substantial Amendment and Proposed Project

Six comments were submitted in support of the Substantial Amendment noting a significant shortage of shelter beds in the community and the need for wrap around services to move people from homelessness into permanent housing. Two of the comments also recommended future investments in affordable housing to prevent homelessness.

CDD Response: The proposed project meets the priorities of the City’s 2015-2019 Consolidated Plan and the Pikes Peak Continuum of Care strategic plan to invest in facilities and services that prevent and end homelessness. Increasing and preserving the supply of affordable housing is also a priority. (See below.)

Neutral; More Affordable Housing

One comment did not take a position for or against the substantial amendment but recommended additional funding for permanent, affordable housing noting that the only way to end homelessness is to ensure people have the opportunity to be housed.

CDD Response: Increasing and preserving the supply of affordable housing is a priority identified in the City’s 2015-2019 Consolidated Plan. CDD is not a housing developer, but does provide gap funding for affordable housing projects through both the CDBG and HOME programs. CDD prioritizes investments in housing for the extremely low income and permanent supportive housing to end homelessness.



Community Development Division

Name: Courtney Stone

Address: [Redacted]

City: COS State: Zip: 80903

Phone: [Redacted]

Email (Optional): [Redacted]

Comment:

Very supportive of using CDBG funding for the SKM project. While more permanent supportive and transitional housing is necessary, this new facility meets the most immediate and pressing needs.

Concerned about winter shelter space in case of delays but know the Continuum of Care is working on it.

As the Regional Building Department does not currently inspect for ADA Compliance beyond 5-feet of the entrances of new facilities please ensure that the facility has an accessible path of travel between buildings.



Community Development Division

Name: KATHERINE FALICA

Address: [REDACTED]

City: COLO SPRINGS State: COLO Zip: 80905

Phone: [REDACTED]

Email (Optional): _____

Comment:

I believe this project is
NECESSARY AND VERY HEALTHY FOR
THE CITY. WHEN IT IS UP AND
RUNNING, I BELIEVE AND KNOW
THAT PEOPLE OF COLORADO SPRINGS WILL
UNDERSTAND THAT THIS CONCEPT WORKS
TO HELP THE HOMELESS AND MOST
VULNERABLE POOR IN OUR COMMUNITY.
THEN MORE CAN PUT UP IN
DIFFERENT PARTS OF THE CITY,
HOUSING THE MOST VULNERABLE
OF OUR POPULATION.



Community Development Division

Name: Keklyn Kemper

Address: [REDACTED]

City: Colorado Springs State: CO Zip: 80904

Phone: [REDACTED]

Email (Optional): [REDACTED]

Comment:

I support and encourage the approval for the \$1.78 million for the Springs Rescue Mission. There is a location, plan, and genuine knowledge and results/safety based budget. ~~The~~ The lack of basic hygiene services is ridiculous, ~~more~~ and I appreciate having more availability there. The welcome center was well-organized ~~and~~ as well as the safety for items and parts. I have worked downtown since 2011 and have met many people experiencing homelessness and can confirm that, from my conversations, this is a genuine barrier, the same with the no day rest policy. I might also suggest extended shelter hours/floor space any time, though I recognize challenges. Please explore this!!



Community Development Division

Name: Shawna Kemppainen
 Address: [REDACTED]
 City: Colo Spgs State: CO Zip: 80905
 Phone: [REDACTED]
 Email (Optional): [REDACTED]

Comment:

This additional \$1.78 million to Springs Rescue Mission's project will fill one of the critical gaps to serve people in our community who are without a safe place to sleep. The Day Center and Shelter is crucial to save lives and to link people to resources.

Women, children, men and unaccompanied youth deserve a chance to regain their future. It is better for our community if they have that safety, and that chance.

From: PETER T LOCKE [REDACTED]
Sent: Tuesday, February 23, 2016 9:33 AM
To: Lopez, Felix J
Subject: HomeLess Folks

Good Morning,

In reference to the homeless problem and shelters. The Salvation Army says they will have to close down one of their shelters partly do to manpower? Seems to me they have 150 nightly people that could help around the building and earn their food and shelter.

As for building shelters for them - Seems to me that they closed 3-4 schools, why can't these be used for shelters. They have bathrooms, kitchens, dining rooms, individual rooms, gyms, shower rooms, office spaces, etc.

Of course some, if not most, don't want to "work" for there food and shelter. Case in point, a few days ago a man offered two "young" men a job, both turned around and walked away and told the man not to bother them. YEA, HELP THEM.

From: bobchaplin [REDACTED]
Sent: Tuesday, February 23, 2016 10:58 AM
To: Lopez, Felix J
Subject: Homeless Center

I have volunteered for four years at the Marian House providing meals to the homeless and needy. When I first started the average number of daily meals served was approximately 550. Today that number is 650. The number of individuals needing the services of a Homeless Center are clearly going up and not down.

The recent legalization of recreational marijuana in Colorado also attracts increased numbers of homeless and needy people to our community. If we are going to encourage these individuals to our community with our liberal marijuana laws, then we should be prepared to provide a center that cares for them.

Recent passage of the "no sit no lie" law means homeless people have fewer places to go. The Homeless Center will afford the homeless some place else to go and not put them in violation of the new law.

For all of these reasons, I totally support as much funding as possible for expansion of the Springs Rescue Mission campus.

Robert Chaplin

From: Victoria Trafka [REDACTED]
Sent: Monday, February 29, 2016 3:25 PM
To: Lopez, Felix J
Subject: Comment on proposal to fund new homeless center

Hello,

I read in the Gazette about the city's plan to spend \$2.5M in grant money to help fund a homeless services center. I want to comment that I, as a property owner and taxpayer, am opposed to this plan. The issue of homelessness in our city is a serious problem that appears to be getting greater very quickly. However, spending money to build massive homeless services centers and/or "welcome centers" does not seem like a viable solution. The fact that the city will have such a welcome center implies that Colorado Springs is inviting more homeless population to the city, when in fact the current population is already a burden that the community cannot bear. I believe that the city's money and effort should be spent on plans that help end homelessness for our current residents, like job training/placement, help with finding applicable veterans and disabled services, and low-cost permanent housing. Please do not approve this plan to build the new large homeless center and spend the money on services that provide a hand-up.

Thank you,
Victoria

SRM Hearing Comment

Good evening. My name is Andi Van Gogh. I'm here on behalf of People's Access to Homes. I'm not here to comment as to whether or not the Block Grant should be amended in consideration of the SRM's expansion, but rather to put into perspective what \$1.5 million from a revised amendment could achieve in our city. First, let's be clear that just because the agenda of the City, the voice of the Mayor, and the expansion of SRM may be the only viable source of shelter for many of our homeless by year's end – it is NOT the best chance for this population to get out of the cycle of poverty. The data continues to show that the only way to increase one's quality of life and provide more opportunity for someone in poverty is to have safe, affordable, permanent housing. Period. It's why the housing first model has worked all across this country. Frankly, it's why managed tent cities also work. Except in Colorado Springs, as of October 2016, we will have a deficit of at least 90 emergency shelter beds. Our city is already at a deficit of 24,000 affordable housing units, growing at about 1000 per year, which means hundreds of folks are regularly being priced out of the market and, therefore, struggling not to become homeless. An emergency shelter, 60 or so "permanent, supportive housing" units, for a total cost of \$13.8 million to build, is neither going to prevent or end homelessness. In addition, forthcoming HUD housing dollars many diminish in the near future, as we continue to allow our city's elected officials to put in place laws and ordinances which disproportionately target and criminalize those that are forced to live in open space, which the federal government has unequivocally said is unacceptable. On the other hand, there are many interested parties, who are not motivated by tax incentives or profit, who have come up with immediate, inexpensive, environmentally-friendly alternatives to permanent housing. For example, we have many existing tent communities, who are otherwise displaced on a regular basis because of trespassing ordinances, clean-up notices, and theft of personal property. If we had a well-managed tent city, with innovative housing options, we could provide shelter for ALL of our homeless residents, provide sanitation and laundry services, as well as provide help and access to supportive services for nearly a decade. With \$1.5 million, we could build 185 tiny homes, if we had a community land trust to subsidize the land or over 100 tiny homes on wheels, which could occupy a number of properties temporarily, while so many of these vacant lots spend years up for sale. The bottom line is that there are better, more sustainable uses for \$1.5 million dollars, but as a city, we lack the will to actually solve the problem and that is to provide a space to call home and livable waged jobs for every single, able-bodied resident of our city. It's really not that difficult, when you don't have any other agenda than to do what's right and what has been proven to work. Thank you for your time!

ATTACHMENT B – Public Notice

NOTICE OF PROPOSED ACTION TO BE TAKEN BY THE CITY COUNCIL OF THE CITY OF COLORADO SPRINGS RESPECTING PROPOSED SUBSTANTIAL AMENDMENTS TO THE CITY OF COLORADO SPRINGS 2014 ACTION PLAN

NOTICE IS HEREBY GIVEN that the City of Colorado Springs Community Development Division will conduct a public meeting on March 15, 2016 from 6:00 – 7:00 PM at the City Council Chambers at City Hall, 107 N. Nevada Ave. #300, Colorado Springs, CO 80903 on proposed actions approving a substantial amendment to the City's 2014 Action Plan. On April 12, 2016 on or about 1:00 PM at City Council Chambers, the City Council will conduct a public hearing in which they will take action on requests to authorize submittal of the substantial amendment to the U.S. Department of Housing and Urban Development (HUD). The proposed amendment will reprogram Community Development Block Grant Funds currently available to the City.

The draft substantial amendment will be available for public review from February 22, 2016 to March 22, 2016 at the following locations Monday through Friday during normal business hours: Community Development Division, 30 S. Nevada Ave., Suite 604, Office of the City Clerk, 30 S. Nevada Ave., Suite 101, City Hall, 107 N. Nevada Ave #300, Penrose Library, 20 N. Cascade Ave., 21st Century Library, 1175 Chapel Hills Dr., Pikes Peak United Way, 518 N. Nevada Ave., Hillside Community Center, 925 S. Institute St., Westside Community Center, 1628 W. Bijou St., and Meadows Park Community Center, 1943 S. El Paso Ave. The draft substantial amendment can also be viewed at any time, within the aforementioned dates, online by visiting the Community Development's website, <https://coloradosprings.gov/resident-services/planning-development/housing/housing-community-initiatives>.

Any individual, group, or agency may submit written comments on the substantial amendment to the 2014 Action Plan to the *City of Colorado Springs, Community Development Division and address them to Felix J. Lopez, (719) 385-6876 or flopez@springsgov.com*. All comments received on or before March 22, 2016 will be considered by the *City of Colorado Springs, Community Development Division*. Comments should specify the notice they are addressing.

“In accordance with the ADA, anyone requiring an auxiliary aid to participate in this meeting should make the request as soon as possible but no later than 48 hours before the scheduled event.”

Contact (719) 385-6876 or flopez@springsgov.com for more information.

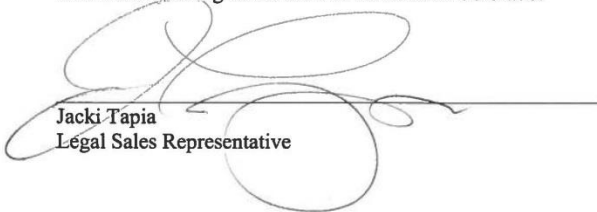
ATTACHMENT C – Proof of Publication of Public Notice

AFFIDAVIT OF PUBLICATION

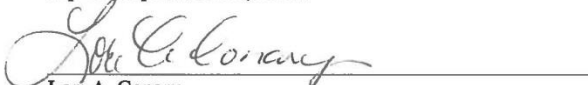
STATE OF COLORADO
COUNTY OF EL PASO

I, Jacki Tapia, being first duly sworn, deposes and says that she is the Legal Sales Representative of THE COLORADO SPRINGS GAZETTE, LLC., a corporation, the publishers of a daily public newspaper, which is printed and published daily in whole at the city of Colorado Springs in the County of El Paso, and the State of Colorado, and which is called The Gazette; that a notice of which the annexed is an exact copy, cut from said newspaper, was published in the regular and entire editions of said newspaper 1 time(s) to wit, February 18, 2016

That said newspaper has been published continuously and uninterruptedly in said County of El Paso for a period of at least six consecutive months next prior to the first issue thereof containing this notice; that said newspaper has a general circulation and that it has been admitted to the United States mails as second-class matter under the provisions of the Act of March 3, 1879 and any amendment thereof, and is a newspaper duly qualified for the printing of legal notices and advertisement within the meaning of the laws of the State of Colorado.


Jacki Tapia
Legal Sales Representative

Subscribed and sworn to me this March 4, 2016, at said City of Colorado Springs, El Paso County, Colorado. My commission expires September 28, 2019.


Lori A. Canary
Notary Public

The Gazette



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