



FY2019
Consolidated Annual
Performance
And
Evaluation Report

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CR-05 - Goals and Outcomes

Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)

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

The 2019 Consolidated Annual Performance and Evaluation Report (CAPER) provides an assessment of the City of Waukegan's progress towards achieving the goals and objectives stated in the 2015-2019 Consolidated Plan and Annual Action Plan for the program period 5/1/2019-4/30/2020. The City of Waukegan's CDBG allocation was used to support various public services programs including those providing services to seniors, the homeless, children of victims of domestic violence, food pantries, legal services to affirmatively further fair housing and disabled persons and at risk youth. Other activities included emergency and substantial housing rehabilitation and code enforcement. The City continues to partner with the Lake County Consortium to enhance the CDBG funding application process.

In 2019, the City partnered with the Waukegan Housing Authority in the renovation of Barnwell Manor, a low income housing complex located in the City first ward. The development will provide 120 newly renovated mixed income housing units. The City invested \$711,603 of its HOME funding in this development.

During this program year, due to the Coronavirus the City amended its 2019 Annual Action Plan to address the immediate needs of the community therefore, the Infrastructure Improvement and Economic Development Programs were cancelled and funds were reallocated to fund programs that addressed immediate Coronavirus needs.

During the Consolidated Plan period, the City partnered with and awarded funding to a local agency to administer the Facade Improvement Program, however, due to continued high employee turnover the agency was not able to implement the program as anticipated. Currently, the agency is under contract and in the process of administering the program to two local businesses.

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
Code Enforcement	Non-Housing Community Development	CDBG: \$	Buildings Demolished	Buildings	9	5	55.56%			
Code Enforcement	Non-Housing Community Development	CDBG: \$	Housing Code Enforcement/Foreclosed Property Care	Household Housing Unit	130	15185	11,680.77%	25	24	96.00%
Economic Development	Non-Housing Community Development	CDBG: \$	Facade treatment/business building rehabilitation	Business	6	0	0.00%	10	0	0.00%
Housing Rehabilitation	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	30	37	123.33%	7	6	85.71%
Infrastructure Improvements	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	223275	133,900	60.00%	89078	0	00.0%
Infrastructure Improvements	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	Households Assisted	0	0		0	0	%
Program Administration		CDBG: \$	Other	Other	89078	89078	100.00%	89078	89078	100.00%

Public Facilities	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	2500	28079	1,123.16%	28079	28079	100.00%
Public Facilities	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	Households Assisted	0	0	0	0	0	0.00%
Public Service	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	40000	33597	83.99%	6790	2005	29.53%
Rehab Administration	Rehab Administration	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	30	37	123.33%	7	6	85.71%
Rehab Administration	Rehab Administration	CDBG: \$	Other	Other	30	37	123.33%	7	6	35.71%

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.

The high priority goals identified in the 2015-2019 Consolidated Plan included owner-occupied rehabilitation, infrastructure improvement, code enforcement, various public services and program administration. During this program period the City did not meet their goal of completing seven owner-occupied rehabilitation projects. Due to Coronavirus pandemic the City was not able to complete its Sidewalk Improvement Program during this program period. The Code Enforcement Program resulted in 24 properties cited for code violations. There were various public services activities which included programs that provided services such as overnight shelter for homeless persons, counseling for children of domestic abuse victims, emergency food distribution, senior transportation and independence services, job readiness training for at-risk youth, legal advocacy for youth and park renovation near a low income housing development.

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	800
Black or African American	1,185
Asian	39
American Indian or American Native	5
Native Hawaiian or Other Pacific Islander	0
Total	2,029
Hispanic	927
Not Hispanic	1,102

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

Narrative

During the 2019 program year, activities implemented with CDBG funds benefited approximately 30,114 people. Beneficiaries based on area benefit are not accounted for in the chart above.

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	1,010,745	597,893

Table 3 - Resources Made Available

Narrative

CDBG funds were used to support 16 public service agencies, the City's Housing Rehabilitation Program, Code Enforcement, Public Facility Program and Program Administration. The total project cost was \$12,697,074.00 with CDBG contributing \$482,392.18 in entitlement funds and program income. Due to the Coronavirus pandemic the City amended the 2019 Annual Action Plan to address the immediate needs of the community. To date the \$115,500.82 of the \$301,485 amended funds have been expended to meet those needs for a total of \$597,892.90 for the 2019 program year.

During the application process all applicants are required to identify and provide at least 25% of the project costs as leverage or match. All recipients exceeded this requirement. Waukegan's leverage policy of the 25% or greater assures agencies and projects are not completely dependent on CDBG funds.

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
1st ward			
City of Waukegan	100	100	Entire area of the City

Table 4 – Identify the geographic distribution and location of investments

Narrative

None.

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.

Many sources of funding including the City budget, local lenders, private industry, corporate, foundation and government grants and citizen contributions as well as other sources helped make the various projects and the activities undertaken possible and ensured the benefit of those projects to Waukegan residents. All projects are required to demonstrate at least 25% leverage.

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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 11 – 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	0	0
Number of households supported through Rehab of Existing Units	7	6
Number of households supported through Acquisition of Existing Units	0	0
Total	7	6

Table 12 – Number of Households Supported

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

During this program period the goal was to provide housing rehabilitation for seven owner-occupied homeowners. However, the Housing Rehabilitation Program continues to struggle with challenges such as the delay in allocation distribution and a lack of qualified contractors. The Housing Rehabilitation Program currently has over 85 residents awaiting service. City staff continues to market the programs to local contractors to build a pool of qualified contractors for the procurement process.

Discuss how these outcomes will impact future annual action plans.

The City had implemented enhanced policies and procedures that will ensure positive and productive future outcomes. However, during this program period the anticipated improved outcomes were not realized due to the delay in the allocation distribution and shut down of the State during the Coronavirus pandemic. With the implementation of these enhanced procedures future actions plans will realize improved outcomes.

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	1	0
Low-income	2	0
Moderate-income	3	0
Total	6	0

Table 13 – Number of Households Served

Narrative Information

During the program period, six owner-occupied households benefited from Housing Rehabilitation Program assistance. The chart above represents the income levels of the household served with emergency and substantial assistance. Currently, there are over 85 Waukegan homeowners waiting to receive assistance from the program.

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

Waukegan received requests and provided for funding from agencies that provide supportive housing services. A Safe Place provides Transitional housing for battered women and their children; PADS delivers shelter & supportive service to help stabilize individuals and families who are homeless or at risk of being homeless. These agencies provide supportive services which assists clients with transitional housing, emergency shelter and supportive services. During the State shutdown, the City amended its 2019 Annual Action Plan to meet the immediate needs of the community due to the Coronavirus pandemic by partnering with public service agencies that provided rental and utility assistance, emergency food and other assistance to respond to the Coronavirus.

Addressing the emergency shelter and transitional housing needs of homeless persons

The Lake County Community Development Division and City of Waukegan staff are active members of the Lake County Coalition for the Homeless and continues to maintain a strong relationship and meet regularly with homeless service providers, human service agencies, other local governments, and community representatives in an effort to provide effective and appropriate services to the homeless in Lake County. This gathering presents the opportunity to determine the needs of the homeless population and create a priority list for funding opportunities. The lead decision-making entity in this process is known as the Lake County Coalition for the Homeless (LCCH), which brings the expertise and experience of the groups listed above together. LCCH's relationship with the Community Development Commission (CDC) shows the tiered nature of the planning process, which helps to ensure that limited funds and other resources will be used in an appropriate manner.

The Lake County Coalition for the Homeless works on multiple levels to strengthen Lake County's Continuum of Care through the following:

- ongoing needs assessment and analysis;
- provision of technical assistance;
- increased stakeholder participation;
- development of strategies for addressing identified needs;
- monitoring of progress toward strategic objectives and action steps;
- coordination of various organizational structures related to homelessness; and
- coordination of the annual HUD CoC NOFA application.

Lake County continues to use Emergency Solutions Grants, Continuum of Care Grants, and Community

Development Block Grant funds to support new and ongoing operations of critical community homeless services. An account of how those funds have been spent throughout this Program Year can be found in the latest CoC Application.

The complete Lake County Continuum of Care (CoC) strategy can be obtained from the Lake County Office of Planning and Development, 500 W. Winchester Road, Unit 101 Libertyville, IL 60048, (847) 377-2331

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 partners with PADS Lake County which delivers shelter and supportive services to help stabilize individuals and families who are chronically homeless or at risk of being homeless. Collaboration with Prairie State Legal Services provides Waukegan residents facing discrimination negotiation/dispute resolution assistance where discrimination has been identified and confirmed through investigation and or testing to ensure there is no violation of the Fair Housing Act. In addition, Prairie State Legal Services' Disability Advocacy Program serves extremely low income disabled persons who have legal issues that impact the ability of the household to meet their basic human needs for adequate housing including needs-based government benefits such as Social Security Insurance and Medicaid and to ensure children with disabilities access the appropriate educational services to which they are entitled. Homeless prevention is addressed by partnering with various programs to address individuals who often face difficulties in maintaining self-sufficiency.

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

As members of the Lake County Coalition for the Homeless, the City of Waukegan staff along with other member agencies have participated in ongoing efforts by the Coalition to assist the homeless population.

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

Actions taken to address the needs of public housing

The actions to address the needs of public housing include the collaboration of both entities, the City of Waukegan and the Waukegan Housing Authority to focus on issues and solutions necessary to address the existing housing stock as it relates to low income families within the community. Throughout the years, the City of Waukegan has completed various facility improvement projects in conjunction with the Waukegan Housing Authority. The City is currently partnering with the Waukegan Housing Authority on the Barwell Manor renovation. The project is the redevelopment of a housing project originally constructed in 1963 into 120 unit mixed income housing complex. The approximate cost is \$45,000,000, with the City contributing \$711,603 of HOME funds to the project. The anticipated completion date is 2023. The Waukegan Housing Authority has 874 housing choice vouchers and upon completion 120 mixed income units at the Barwell Manor site; 328 public housing units of which 25 are scattered sites throughout the City of Waukegan. In addition, the City funds Prairie State Legal Services to ensure that low income and disabled residents are not denied public housing due any form of discrimination.

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

The Waukegan Housing Authority maintains a Resident Council to encourage resident involvement in management. Each site has a Resident Council which acts as a liaison between the Housing Authority and the residents, voicing the concerns of the residents to the Housing Authority. There is a resident commissioner on the Board of Commissioners for public/citizen representation and involvement .

The Housing Authority encourages homeownership through the Family Self-Sufficiency Program. As tenants move through the program and show potential for homeownership, they are moved to the Housing Authority's scattered sites, where they obtain home maintenance experience. Upon completion of the Family Self-Sufficiency Program residents are referred to several partner agencies for homeownership opportunities.

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)

The City of Waukegan has supported several agencies that provide affordable housing options for its residents. Agencies such as Community Partners for Affordable Housing (CPAH) have been partners on developments that provide the various affordable housing options within the City. The City's public policy does not hinder the development of the affordable housing. The barrier to affordable housing in Waukegan is sufficient available funding sources. The City continues to seek partnerships that would foster the development of housing options. The City continues to administer the Housing Rehabilitation Program for qualified owner occupied homeowners to address code violations and life safety repairs.

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

Lack of sufficient funding is the primary obstacle to addressing underserved needs when it comes to public services and the 15% cap compulsory by HUD. Waukegan's CDBG office typically receives requests for up to four times the amount of funding that is available in a given year. Many qualified agencies are already in existence throughout Lake County, and calls are received each year from individuals who are interested in starting various types of social service agencies to meet specific needs. These individuals are added to our distribution list for notification of funding availability and training opportunities by the Consortium; thereby, informing them of the process Waukegan adheres to and allowing them the opportunity to apply for grants in the future. There are various existing agencies that help serve underserved needs; although, they do not receive funding from CDBG.

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

The City distributes the handout booklet "Protect Your Family from Lead in Your Home" to every participating households. CDBG staff has created a sign-off sheet for the file as proof of delivery of the booklet. Since January 1, 2003, a certified lead risk assessor has been used to analyze lead level on every substantial rehab project for the City of Waukegan. Currently, lead inspections are performed during the environmental review process of the housing rehabilitation programs and any issues discovered are addressed during the emergency or substantial rehabilitation project.

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

In an effort to reduce the number of families living below the poverty level, the City of Waukegan funds several public service agencies aimed at helping households become or remain self-sufficient. Prairie State Legal Services' Disability Advocacy Program provides legal advice and representation to persons

with disabilities who have been wrongfully denied or threatened with loss of disability, Medicaid or housing benefits. By providing these services, the cases that are won will allow that individual and their family to become self-supporting citizens. Waukegan Township provided year-round lawn care and snow removal to over 481 Waukegan seniors on fixed incomes to assist them aging in place. Christ Church Elder Care Program provided escorted transportation to medical appointments, friendly visits and grocery shopping aid to low income, homebound elders in an effort to help 105 Waukegan seniors remain self-sufficient. The Youth Conservation Corp and YouthBuild Lake County Programs offers an 8-10 month career training opportunity serving 17-24 year old at-risk youth. They provide GED/high school diploma attainment, case management services, stipend-paid training, service learning opportunities, workforce preparation, post-secondary education initiatives, and leadership development necessary to become productive individuals in society thereby, reducing the chances of living in poverty. The two program combined provided provided theses services to 33 at-risk Waukegan youth.

The food pantry program provided by Catholic Charities and others in the community provide its beneficiaries assistance with emergency food for individuals and families in need of food. This service includes access to an Supplemental Nutrition Assistance Program application.

By funding various community services, which play a valuable role in providing a broad array of opportunities and collaborating with affordable housing programs, the City continues its efforts to reduce the number of families in poverty.

As a result of the Coronavirus pandemic the City amendmended its 2019 Annual Action Plan to address the effects of the immediate threat to Waukegan residents. The City partnered with a local food bank to address the increased need for food; and agencies to provide rental and utility assistance due to the loss of income of a large population of Waukegan residents.

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

The City works throughout the year to increase institutional structure, with partner agencies and other City departments. Staff members provide technical assistance when requested on grant preparation and management. The CDBG staff works closely with the Building, Public Works and Planning and Zoning Departments throughout the year on various projects.

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

When funding is available, with the City's support, Community Partners for Affordable Housing offers First Time Homebuyers Program which enables future low-income homeowners an interest-free federal loan as well as the opportunity to attend a homebuyer's classes. Pre-purchase counseling helps to alleviate some of the risk that low and very low-income home buyers may experience as they purchase their first home. This counseling includes budgeting, home purchase, and home maintenance. There are more clients receiving this counseling than the number of recipients receiving down payment

interest-free loans. Also, local lending institutions match the Community Partners for Affordable Housing's down payment amount with the same or greater match which enables more families to participate in the program

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

In partnership with Prairie State Legal Services(PSLS) the City has addressed the following actions to overcome the identified impediments to fairing housing. PSLs provided education and outreach, counseling and referrals, investigation and testing, negotiation and legal services, communication and marketing and fundraising. During the program period the agency conducted 29 housing tests and trained 15 new testers to assist with future testing; provided 24 presentations to a total of 391 individuals on how to identify potential discrimination and understand rights and responsibilities; received 10 cases involving housing discrimination; and distributed a total of 639 English and 425 Spanish flyers and brochures regarding fair housing. The agency also maintains social media sites as a means of distributing information to the public.

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CR-40 - Monitoring 91.220 and 91.230

Describe the standards and procedures used to monitor activities carried out in furtherance of the plan and used to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements

The CAPER reflects the accomplishments and status of the City of Waukegan's activities under the CDBG program and other information concerning the state of Waukegan. CDBG funds are awarded by the U.S. Department of Housing and Urban Development (HUD) on a formula basis to entitlement communities. These communities carry out a wide range of community development activities directed toward neighborhood revitalization and the provision of improved community services and facilities. Entitlement communities develop their own programs and funding priorities but must give maximum feasible priority to activities which either benefit low and moderate income persons or aid in the prevention or elimination of slums and blight. Activities may also be carried out which the community certifies are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community where other financial resources are not available to meet such needs. Activities, which do not meet one of the three National Objectives, may not be undertaken with CDBG funds.

Contact via phone, emails, as well as on-site and virtual assistance has been provided to correct errors, and in an effort to ensure future compliance and timeliness. Due to the coronavirus a minimum of one virtual visit per agency was administered during Program Year 2019. Virtual monitoring visits were made to agencies and they were found to be in compliance with spending, clients projected and served, and program objectives.

Since 2003 the Consortium, Lake County and Waukegan teamed up to monitor agencies that are common to each entity; thereby, being more thorough and more efficient and less time consuming for both the Grantee and each subrecipient. However, due to the coronavirus during the program year the entities were not able to take the team approach.

CDBG staff keeps close contact with agencies receiving funds for projects and programs and steps are taken to ensure compliance with CDBG regulations. Upon receiving agreements for funding, CDBG staff coordinates with subrecipients on the frequency of status reports. Monthly or quarterly reports are acceptable. However, the requirement is at least quarterly. Information to be provided in these reports include the accomplishments toward goals set prior to program or the project for the specified period as well as any difficulties, problems, delays or obstacles encountered and what actions were taken to overcome them. In addition to the reports, agencies are required to document demographic information pertaining to the clients they are serving. These are then reviewed and compared to information provided by the initial application to ensure compliance with CDBG regulations and that there are no inflated goals in order to receive funding.

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.

The City of Waukegan held two public hearings in 2019. These hearings were publicized through newspaper advertisements and City of Waukegan CDBG website. Citizen comments throughout the year have been very supportive of the efforts made to distribute funding appropriately. Participation in the Consortium public hearings was also very positive from funded agencies. Technical assistance is available and has been used regarding grant applications and grant management.

The City of Waukegan CDBG Program continues to maintain a panel of volunteers, Stakeholders Participation Panel (SPP), composed of Waukegan residents whose purpose is to assist the CDBG office in identifying community assets and needs and finding ways to capitalize on the community's assets to meet the identified priority needs. Additionally, the SPP has helped CDBG staff with focus groups and public hearings.

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.

The City continues to work to improve systems and processes to administer and maximize the benefit of the CDBG allocation for its residents. The City submitted two amendments to its action plan in an effort address the immediate needs of the Coronavirus pandemic

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

No

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

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