

DRAFT

HOME-ARP Allocation Plan

Ogden, Utah

Introduction

The U.S. Department of Housing and Urban Development (HUD) has awarded Ogden City \$1,652,923 through the HOME Investment Partnerships American Rescue Plan Program (HOME-ARP). This funding is awarded for the purpose of addressing issues surrounding homelessness in Ogden, Utah and can only be used to serve individuals that meet one of the following definitions, defined as “Qualifying Populations” in the HUD funding notice:

- Homeless: as defined in 24 CFR 91.5 *Homeless* (1), (2), or (3).
- At risk of Homelessness: as defined in 24 CFR 91.5 *At risk of homelessness*.
- Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking: as defined by HUD.
- Other Populations: where providing supportive services or assistance under section 212(a) of NAHA (42 U.S.C. 12742(a)) would prevent the family’s homelessness or would serve those with the greatest risk of housing instability.

The following is a list of the eligible activities which may be undertaken with the funding. All activities must benefit Qualifying Populations described above:

- Rental Housing: Funds may be used to acquire, rehabilitate, or construct affordable rental housing primarily for occupancy by households of individuals and families of qualifying populations.
- Tenant Based Rental Assistance: Assists a household with payments to cover the entire or insufficient amounts that the qualifying household cannot pay for housing and housing-related costs, such as rental assistance, security deposits, and utility deposits.
- Supportive Services: These include services listed in section 401(29) of the McKinney-Vento Homeless Assistance Act (“McKinney-Vento Supportive Services”)1 (42 U.S.C. 11360(29)); homelessness prevention services; and housing counseling services.
- Non-Congregate Shelter: A non-congregate shelter is one or more buildings that provide private units or rooms as temporary shelter to individuals and families and does not require occupants to sign a lease or occupancy agreement. Includes acquisition and renovation or construction of units. HOME-ARP funds may not be used to pay the operating costs of the non-congregate shelter.

To determine local needs and priorities for the use of HOME-ARP funds, Ogden City analyzed data on homelessness, facilities, and services. Ogden City also consulted with the local homeless coordinating council members, homeless providers, public housing agencies, public agencies serving qualifying populations, and other partners. After this analysis and consultation, Ogden City has prepared the following HOME-ARP Allocation Plan.

Consultation

Before developing this Plan, Ogden City Community and Economic Development (CED) staff consulted with a wide variety of partners with expertise in serving the Qualifying Populations. At the inception of

the consultation process, staff met with the Continuum of Care (CoC) lead agency, Weber Morgan Local Homeless Coordinating Council (WLHCC). This was followed up with a survey sent to the CoC members, homeless and domestic violence service providers, veterans’ groups, Ogden and Weber Housing Authorities, public agencies that address the needs of the qualifying populations, and agencies that address fair housing, civil rights, and needs of persons with disabilities.

Partners were provided with a description of the grant and funding amount, the qualifying populations, and the range of eligible activities for the use of the funds. Partners were asked to respond with data on their units, resources, and operations. They were also asked to provide feedback on unmet needs and priorities for the qualifying populations they serve, and to discuss gaps in the inventory and service delivery system. Numerous additional one-on-one meetings and phone calls with these partners have been conducted throughout the development of the HOME-ARP Allocation Plan.

Organizations Consulted

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
Weber County Center of Excellence	CoC	Survey, Phone	Homeless 2,673. At Risk 351. Requiring Services 1,739. Need for deeply affordable and permanent supportive housing, and supportive services. Gaps include permanent supportive housing, services, winter overflow.
United Way	CoC	Meeting, email	Unmet needs: Help rent burdened, working households stay in their units. Gaps and priorities: COVID rent relief often does not reach households in need. Need rental assistance with case management for households not qualifying for other programs. Priority to homeless prevention and supportive services.
Church of Jesus Christ Homeless Services	CoC	Phone, email	Unmet needs: Help for working poor, employed and employable who are housed. Gaps and priorities: homeless prevention, supportive services.
Lantern House	Homeless Provider	Presentation	Unmet Needs: deeply affordable housing.
Youth Futures	Homeless Provider	Survey	128 homeless youth under 12. 93 are 12-18 years old. Needs: homeless prevention, drop-in, street outreach, transitional housing. Gaps and priorities: street outreach, supportive services, affordable housing.
YCC	Domestic Violence Provider	Survey	Unmet needs: Affordable rental units. Gaps and priorities: Affordable rental units, case management, childcare.
Homeless Veterans Fellowship	Veterans Group	Phone	Unmet needs: Availability of housing for those with criminal records and bad credit – even when tenant can pay. Gaps and priorities: Damage deposits to entice landlords to accept tenants. Additional units which accept challenged history.

Ogden Housing Authority	Public Housing Authority	Survey, phone, email	Unmet Needs: Affordable rental units, permanent supportive housing, supportive services. Priorities: Help rent burdened households to stay in their unit.
Weber Housing Authority	Public Housing Authority	Survey	Unmet Needs: Affordable rental units, case management. Priorities: Affordable rental units, case management.
Weber Human Services, Weber Health Department	Public Agency	Survey	There are 34,000 in Weber County who are at risk and housing unstable. Unmet needs: Sober living beds. Gaps and priorities: sober living, long-term permanent supportive housing.
Ogden-Weber Community Action Partnership	Public Agency	Phone	Unmet needs: More housing units, including deeply affordable. Gaps and priorities: Existing rent relief cannot help all who need it due to program constraints. Need a program not subject to COVID restrictions.
Ogden Police Homeless Outreach Coordinator	Public Agency	Phone	Unmet needs: Deeply affordable housing and mental health. Landlords to work with homeless. One-stop case management agency that continues after person is housed. Gaps: case management and better coordination of case management providers, mental health services, transitional and permanent supportive housing, transportation and funding. Priorities: Mental health services, case management after housed and deeply affordable housing.
Utah Fair Housing Forum	Fair Housing and Civil Rights advocacy	Meeting/presentation	Unmet needs: Incomes not keeping up with inflation; as a result, more homeless and less case management workers (can't hire case workers because grants restrict amount they can pay workers) Grants need to offer competitive wages. Gaps: More affordable housing units and Case management and supportive services. Transportation for people to get to jobs. Priority: case management and supportive services, affordable housing.
Roads to Independence	Disability service provider	Phone	Unmet needs: Supportive services to stay housed, mental health services. Gaps and priorities: Attendant care services. Units with rents vouchers will accept. Transitional vouchers. ADA upgrades to units.
Weber Homeless Charitable Trust	Private entity - homeless resource provider	Meeting/presentation	All the eligible housing types and services would benefit our qualified populations. Rental assistance with supportive services would help in homeless prevention would address an unmet need and gaps in services.
Coalition of Resources	Private entity – committee of service providers	Meeting/presentation	Priority Needs: Deeply affordable housing units for homeless and for seniors on a fix income as rents go up

Public Participation

- **Public Comment Period:** 4/10/2022 – 5/9/2022
- **Public Hearing:** 5/10/2022

Public participation is a vital element in assessing the needs and gaps in services for the homeless for development of the HOME ARP Allocation Plan. City Council held a work session April 12, 2022, that discussed the HOME ARP Allocation plan, which included a presentation on information and data gathered to determine gaps in the homeless continuum of care and eligible types of activities related to HOME ARP, along with a discussion the proposed budget and activities. May 10, 2022, Ogden City Council held an in-person public hearing, which provided the option for virtual participation, to accept public comments and review for adoption the HOME ARP Allocation Plan. A public notice inviting public comments and describing how to review the HOME-ARP Allocation Plan was published in the Standard Examiner on April 9, 2022.

Ogden City's Community and Economic Development Department's Citizen Advisory Committee (CAC) met February 24, 2022 to participate in the development and review AAP FY22 Amendment #3, which included review of information and data gathered, input from consultants and stakeholders to apply for and budget the HOME ARP grant and adopting a HOME ARP Allocation Plan. The CAC's recommendations were incorporated in the final document.

During the HOME ARP Allocation Plan process, the city followed its Citizen Participation Plan and encouraged the participation of the public, city departments, public agencies and nonprofit housing and public service providers.

The City expanded its outreach for public participation to include:

- Published notice announcing the availability for review and comment on the HOME ARP Allocation Plan in the Standard Examiner and posted the notice in Spanish at the City's website.
- Posted an announcement for the availability for review and comment of the HOME ARP Allocation Plan in Spanish to the City's website and the following social media websites: Suazo Center, LUPEC, Utah Hispanic Chamber.
- City Council work session, April 12, 2022, held in-person and by Zoom and Facebook Live to allow citizens to view the work sessions in real time. The work session discussed homeless service providers' data and input gathered, a gap analysis for the COC for homeless persons, community needs, and eligible activities related to HOME ARP.
- Ogden City Public Hearing to accept comments and consider for adoption the HOME ARP Allocation plan held May 10, 2022, was held by Zoom and Facebook Live with the option for real-time captioning.
- The May 10, 2022, Public Hearing included the availability of real-time Spanish interpretation services.
- City Council Public Hearing May 10, 2022, to accept comments and consider for adoption the HOME ARP Allocation was held in-person with the option to attend virtually allowing expanded participation options.
- The public had the option to view the Draft HOME ARP Allocation Plan on-line or to download the draft.

- Citizens could comment through email, phone, voicemail, and postal mail or complete an online comment form.
- CED staff attended stakeholder and community meetings to inform residents of the HOME-ARP grant and public hearings, which included Coalition of Resources and Ogden Resident Advisory Board.
- A presentation to the Coalition of Resources (COR) meeting to outreach to local social service providers, initiating conversations regarding HOME ARP Allocation Plan and inviting them to comment.

Summary of the comments and recommendations received through the public participation process:

To be determined after public hearing

Summary of any comments or recommendations not accepted and the reason(s) why:

To be determined after public hearing

Needs Assessment and Gaps Analysis

2021 Point in Time and Housing Inventory Count

		Current Inventory								Homeless Population				
		Total		Family		Adults Only		Vets	DV	Total	Family HH (at least 1 child)	Adult HH (w/o child)	Vets	Victims of DV
		# of Beds	# of Units	# of Beds	# of Units	# of Beds	# of Units	# of Beds	# of Beds					
Emergency Shelter		467		155	31	312		0	21					
Transitional Housing		25				25		25						
Permanent Supportive Housing		311		56	24	255		104	10					
Rapid Rehousing		137		65	21	72		37	47					
Total		940		276	76	664		166	78					
Sheltered Homeless	Households									210	25	175	N/A	
	Individuals									281	93	177	18	55
Unsheltered Homeless	Households									N/A	N/A	N/A	N/A	
	Individuals									91	N/A	N/A	N/A	N/A
Total Homeless	Households									N/A	N/A	N/A	N/A	
	Individuals									372	N/A	N/A	N/A	N/A

Source for Individuals: Utah Annual Homeless Report 2021-PIT, Source for Beds/Units: HUD 2020 CoC Housing Inventory

Vets & DV are subsets of Family & Adult

Housing Needs Inventory and Gap Analysis Table

Non-Homeless			
	Current Inventory	Level of Need	Gap Analysis
	# of Units	# of Households	# of Households
Total Rental Units	13,295		
Rental Units Affordable to HH at 30% AMI (At-Risk of Homelessness)	1,220		
Rental Units Affordable to HH at 50% AMI (Other Populations)	2,135		
0%-30% AMI Renter HH w/cost burden >30% (At-Risk of Homelessness)		3,070	
30%-50% AMI Renter HH w/cost burden >30% (Other Populations)		1,810	
<i>Current Gaps</i>			4,880

CHAS data for the 2014-2018 ACS for Ogden City

Size and demographic composition of qualifying populations within the PJ's boundaries

Homeless

The 2021 Point in Time Count reported 281 sheltered homeless and 91 unsheltered homeless individuals on a single night in January 2021. On the date of this Point in Time (PIT) count the utilization rate of available units was reported to be 78% for Emergency Shelters, 56% for Transitional Housing, and 100% for Rapid Re-Housing. The PIT count for unsheltered individuals is considered to be a subset of the actual number due to the difficulty of contacting and estimating unsheltered populations. CoC members consider the count to be significantly below the actual number of homeless in Weber County.

The majority of those experiencing homelessness during the 2021 PIT count, 63%, were adults in households without children, while individuals in households of adults and children made up 33% of those counted. Unaccompanied children made up 7% of the overall count. 20% of those counted in 2021 identified as currently fleeing domestic violence. Veterans made up 6% of the PIT count.

At Risk of Homelessness

Comprehensive Housing Affordability Strategy data prepared by HUD indicate a large population of households experiencing housing instability who may be at risk of homelessness. There are an estimated 3,070 very low-income households (incomes less than 30% AMI) who are rent burdened (paying greater than 30% of income towards rent).

Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking

Rates of abuse have increased exponentially since the onset of the pandemic, mainly due to isolation, financial and work-related stressors, homeschooling, and the cost of childcare. As a result, the demand for services for victims of domestic violence in Ogden has never been higher. For example, calls to YCC 24-hr crisis line increased 4-fold at the onset of the pandemic, and remains at about twice the level than prior to Covid pandemic. Referrals from law enforcement for those at highest risk have increased nearly 30% and sexual assaults have also seen an increase.

Although there is no definitive number for households fleeing or attempting to flee domestic violence in Ogden, according to the National Coalition Against Domestic Violence (NCADV), intimate partner violence accounts for 20% of all violent crimes in the US, and 15% in Utah. Additionally, 37% of women and 20% of men in Utah experience intimate partner physical violence, intimate partner sexual violence, and/or intimate partner stalking in their lifetimes, which is higher than the national average of 25% of women and 11% of men. Evidence also shows that access to firearms increases the danger of femicide fivefold and the majority of domestic-related homicides in Utah included the use of a firearm.

Other Populations Requiring Services or Housing to Prevent Homelessness or At Greatest Risk of Housing Instability

Comprehensive Housing Affordability Strategy data indicate that there are an estimated 1,810 low-income (incomes between 30% and 50% AMI) rent burdened households (paying greater than 30% of income towards rent).

All of the 137 Rapid Rehousing units and beds were utilized at the time of the 2021 Point in Time Count. At least this number of individuals require services and housing to avoid a return to homelessness.

Unmet housing and service needs of qualifying populations

In consultation with the homeless providers and agencies the following unmet housing and services needs for the Qualifying Populations were identified:

Homeless

Housing: Deeply affordable housing, permanent supportive housing, transitional housing, additional sober living beds. Housing which accepts those with sufficient income but with criminal records and bad credit.

Services: Additional street outreach. Supportive Services. Additional mental health services. Case management when housed.

Assessment: Housing affordable to households earning below 30% AMI is and has been a concern since the 2016 Weber County housing study identified the need for over 2,100 units. There are 318 permanent supportive housing beds provided through vouchers and funding mechanisms. However, Ogden does not have a permanent supportive housing facility which would operate into perpetuity. Funding and staffing for supportive services continue to be a challenge. Weber County Center of Excellence has made significant progress in the past few years.

At Risk of Homelessness

Housing: Deeply affordable housing.

Services: Rent assistance for rent burdened, working households to stay in their units and services to increase capacity to pay rents. Supportive Services. Childcare.

Assessment: See assessment on affordable housing above. There are an estimated 4,880 households who pay more than 30% of their income for rent and utilities. According to agencies administering those funds, COVID rent relief may only assist a fraction of these households because they do not meet funding guidelines. Rent assistance with supportive services aimed at stabilizing and increasing household income is a significant and growing unmet need.

Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking

Housing: Affordable housing units.

Services: Case management, childcare.

Assessment: Additional transitional housing units for domestic violence victims is an unmet need. YCC is undertaking a new 15-unit facility aimed at addressing this need.

Other Populations Requiring Services or Housing to Prevent Homelessness or At Greatest Risk of Housing Instability

Housing: Affordable housing units.

Services: Rent assistance for rent burdened, working households to stay in their units and services to increase capacity to pay rents. Supportive Services. Childcare.

Assessment: See assessment on affordable housing above. See assessment of rent relief and supportive services in the At Risk of Homelessness section above.

Current resources available to assist qualifying populations

Ogden City and the Weber County area have a variety of funding, providers, facilities, and services to assist the needs of qualifying populations. Fund sources include Low Income Housing Tax Credits, HOME, Emergency Solutions Grant, Temporary Assistance for Needy Families, Housing Opportunities for Persons with Aids, Emergency Housing Vouchers, and COVID relief rent assistance.

As discussed in the above section regarding unmet needs, the gap in affordable housing continues to grow. Ogden has a significant number of housing units which are deeply affordable. These include 1,089 Housing Vouchers, 200 Public Housing Units, 485 Project-Based Subsidized Units, 698 Project-Based with Section 8, and 1,695 Low Income Housing Tax Credit Units. Ogden Housing Authority and Weber Housing Authority both are planning rental housing projects utilizing low-income housing tax credits. These projects may add as many as 100 additional deeply affordable units in the next two years.

In addition to the annual CoC funding, the City provides additional resources to assist Ogden residents that are part of the qualifying populations. Ogden City Police Department has two Homeless Services Advocates, who work full-time in street outreach. The City funds a homeless court at the Lantern House, which works to stabilize and assist offending homeless persons rather than jail them. The City works with community partners to leverage resources and build up systems to serve Ogden residents.

Gaps within the current shelter and housing inventory as well as the service delivery system

Specific gaps noted by consulting parties are in the areas of permanent supportive housing, homeless prevention and supportive services, affordable housing, case management, and rental assistance. One common theme among many of the respondents was the need for assistance to help keep working poor families in their housing units, and to provide the needed supportive services to help the household to maintain and improve their incomes to be able to afford the unit in the long-term. Existing COVID-related rent assistance is often too narrowly focused, and many households cannot qualify.

According to HUD's Comprehensive Housing Affordability Strategy (CHAS) data, Ogden is reported to have an estimated 13,295 total rental units. Only 1,220 or 9% are affordable to households with incomes below 30% of Area Median Income (AMI) and 2,135 or 16% are affordable to households with incomes below 50% AMI. According to CHAS data, a minimum of 4,880 affordable housing units would be needed to address the needs of low- and very-low income rent burdened households.

Many of the needs of the qualifying populations are similar and include the need for affordable housing, wrap around services, and supportive services or assistance that could prevent homelessness or greater housing instability.

Explain how the level of need and gaps in its shelter and housing inventory and service delivery systems based on the data presented in the plan were determined

The gaps in services and programs that provide shelter, housing, and services were determined using data from multiple sources, including stakeholder and public engagement. The level of need for unsheltered and shelter households experiencing homelessness was determined by evaluating the number of unsheltered households and the level of resources available to adequately house the families or individuals with permanent supportive housing and critical long-term supportive services to achieve housing stability.

For households that are currently housed but have challenges maintaining their home, the level of need was measured by the amount of inventory that had affordable, safe, and adequate living conditions and the number of renter households that are experiencing severe housing cost burdens. These households need housing that help them stay housed without incumbering them with the cost of their home.

The Utah State Annual Report on Homelessness gives a total of 940 beds and the Point in Time (PIT) counts state 372 sheltered and unsheltered individuals. This would indicate that Ogden has sufficient beds for the homeless population. However, providers indicate that while not quantifiable the unsheltered homeless count is much higher than the PIT count. Permanent supportive housing for the large population of homeless single males is an identified gap in inventory and services. Ogden Housing Authority is preparing to undertake such a project in the

next year. Through the consultation and gap analysis process during the development of the HOME-ARP Allocation Plan, consulting agencies indicated the need for more available affordable housing, permanent supportive housing, and the need for additional rental assistance.

Ogden City, with the help of CoC members, partners and stakeholders, identified permanent supportive housing and supportive services as ways to address the gaps in the current shelter and housing inventory to best assist people experiencing homelessness or at risk of homelessness. One primary gap involves the need for rental assistance and supportive services to help working poor obtain or maintain occupancy in their housing units. COVID relief rental assistance is designed for this purpose but is limited in scope and timing. Many households do not qualify. Housing vouchers are a helpful resource, but Ogden Housing Authority reports 1,650 on the waiting list for 1,700 units and Weber Housing Authority reports 1,100 on the waiting list for 200 units. Rapid Rehousing fills some of this need but some households may need follow-up assistance to obtain stability. A rental assistance program with a broad range of connected services could help a significant number of households who do not qualify for the above programs.

Priority Needs for Qualifying Populations

In the HOME ARP Consultation Survey, partners provided the following set of priority needs:

- Homeless: deeply affordable housing, permanent supportive housing, street outreach, transitional housing, case management, sober living beds.
- Fleeing Violence, etc...: Affordable rental units, case management, childcare.
- At Risk of Homelessness: Affordable rental units, rental assistance with case management, homeless prevention supportive services.

The level of needs and gaps in the shelter and housing inventory and service delivery systems were determined through a review of the CHAS data, homeless reports and counts, and consulting partner surveys and meetings. The preponderance of the information shows that Ogden and Weber County have a broad approach to addressing the needs of the homeless, even with the often-limited resources. The priority needs and gaps were driven mostly by consulting party responses. These consulting parties are involved daily in addressing the pressing needs of homeless individuals and households. Greatest weight is given to their responses.

HOME-ARP Activities

Anticipated method for soliciting applications for funding and/or selecting developers, service providers, sub-recipients and/or contractors

As with HOME funds, Ogden City will use HOME-ARP funds to promote public/private partnerships as a vehicle for preserving and expanding the stock of affordable homes. HOME-ARP funds may be leveraged with private and public funding sources to support activities for supportive services, and tenant-based rental assistance.

HOME-ARP funds will be awarded to City departments, agencies, nonprofit or for-profit organizations, based on the merit of proposals received prior to or during the grant implementation period. For development activities and supportive services, greater preference is given to proposals that have other sources of equity and financing and are in line with Ogden City's priorities. The locations of activities will be determined after subrecipients are selected and prioritized.

Ogden City will not administer the proposed activities directly. The programs funded will be selected through a request for proposals process in accordance with the established Ogden City policies and procedures. This process will involve development of a scope of services consistent with the HOME-ARP Notice, solicitation to local non-profit and governmental agencies who serve homeless populations, review, scoring, interviews, and award.

Proposed Use of HOME-ARP Funding

	Funding Amount	Percent of the Grant	Statutory Limit
Supportive Services	\$ 464,000		
Acquisition and Development of Non-Congregate Shelters	\$ 0		
Tenant Based Rental Assistance (TBRA)	\$ 940,984.55		
Development of Affordable Rental Housing	\$ 0		
Non-Profit Operating	\$ 0	0%	5%
Non-Profit Capacity Building	\$ 0	0%	5%
Administration and Planning	\$ 247,938.45	15 %	15%
Total HOME ARP Allocation	\$1,652,923		

Characteristics of the shelter and housing inventory, service delivery system, and the needs identified in the gap analysis provided a rationale for the plan to fund eligible activities

Ogden City has identified activities that will assist families and individuals of the most vulnerable populations. HUD CHAS data show a need for a significant number of additional deeply affordable housing units. Creation of new units is being actively pursued by housing partners with new units coming online in the next one to two years. Additional methods of rendering units affordable involve rent subsidies. Tenant Based Rent Assistance is the method which best addresses the needs identified by consulting parties. When coupled with a broad range of linked supportive services, this approach provides assistance for households to obtain and maintain housing that is affordable to them.

Among the most vulnerable qualified populations in jeopardy of housing instability are families and individuals challenged with housing affordability. To help keep families housed, Ogden City will fund activities that provide rental assistance to low- and moderate-income families. Tenant-based rental assistance will be administered by local non-profits or public agencies that support families or individual who are at-risk of homelessness. Many of the families or individuals who receive assistance to mitigate homelessness or flee violent circumstances require wrap-around services because of the compounding challenges they face. Ogden City will support organizations that provide supportive services to help program participants achieve self-sufficiency.

HOME-ARP Production Housing Goals

- Number of affordable rental housing units for Qualifying Populations Ogden City will support: 75.
- Rental housing production goal: 0

Preferences

No specific preferences are anticipated. Any individual or household in a Qualifying Population who qualifies for TBRA and Supportive Services will be served. Guidelines for administration of these programs will be developed in coordination with the request for proposal process.

HOME-ARP Refinancing Guidelines

- Not applicable.