

## **Executive Summary**

### **AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)**

#### **1. Summarize the objectives and outcomes identified in the Plan**

The Utah Housing and Community Development Division (HCD) has completed this 2016 Annual Action Plan as required by the U.S. Department of Housing and Urban Development (HUD). This plan and its accompanying priorities and goals are based on the quantitative data produced by HUD and reviewed by HCD Staff. This plan is an update to the five year Consolidated Plan completed for the years 2015-2020 and approved by HUD in 2015. This plan contains the policies and goals of Utah's HOME, CDBG, ESG and HOPWA Programs. This plan was completed in cooperation with Utah's seven regional Associations of Governments (AOGs) which are: Bear River AOG, Five County AOG, Mountainland AOG, Six County AOG, Southeastern Utah AOG, Uintah Basin AOG, and the Wasatch Front Regional Council.

#### **2. Evaluation of past performance**

The programs within HCD are continually evolving and improving. The focus of efforts has remained consistent for the last few years, and while yearly outcomes vary year by year, outputs are fairly consistent in relation to funding. The State of Utah HOME program has consistently assisted in the construction of about 550 units of affordable multi-family units, and 150 units of affordable single family units. The HOME program has improved its leveraging and the prospects of the program are steadily improving. The CDBG program has seen its outputs decrease as Utah and Davis Counties have become entitlement jurisdictions. This development has caused CDBG funding to decrease from \$8.5 Million in 2003 to \$4.6 Million in 2016. Nevertheless, the CDBG program continues to emphasize public infrastructure and housing programs. The CDBG program plays a critical role in promoting the continued sustainability of rural Utah communities. Meanwhile the ESG program is making great strides in accomplishing its goal of reducing chronic homelessness, decreasing length of time spent homeless and aligning the most vulnerable populations with the most appropriate resources. The State of Utah has dedicated all of its ESG funds to those that meet federal definitions of literal homelessness. This is done to ensure that all of these funds are allocated to those that are most at risk. Moving forward, HCD continues to look at leveraging funds and improving partnerships in order to continue increasing productivity.

#### **3. Summary of Citizen Participation Process and consultation process**

HCD proactively solicits public participation in the process of developing its Annual Action Plan. Throughout the program year HCD is in constant communication with local government and private community partners regarding both their needs and HCD's performance. Evaluation of performance is

incorporated into the development of subsequent plans. Upon completion of the FY16 Annual Action Plan, HCD shares the plan with staff, government partners, social services agency staff and clientele, elected officials, and the general public. The Annual Action Plan itself is prominently listed on HCD's website and is noticed on the State Public Notice Website.

The public noticing of the completed plan begins a thirty-day public comment period. The advertisement indicates where to find the plan, who to contact for comment, as well as when and where the public comment meeting will take place. HCD staff attends the public comment meetings and record and respond to any and all public comment.

Much of the public outreach is conducted at the local level by Utah's seven regional Associations of Governments (AOGs). The AOGs, in cooperation with the state, write and publicize their own plans and efforts for the various counties and cities in Utah. This allows the general public to study, and comment on plans which are more specific to their communities. As part of their efforts, the AOGs advertise 30 day public comment periods and hold public meetings to gather input on their Annual Action Plans. The AOGs also work with local Public Housing Agencies to create their plans. After completing this process the AOGs submit their plans to HCD. These regional plans are incorporated into the statewide plan.

This year, the 30-day public comment period began on April 1st and extended to May 1st culminating in a public hearing at HCD's main office, 1385 S State Street RM 401, Salt Lake City.

#### **4. Summary of public comments**

No public comments were received.

#### **5. Summary of comments or views not accepted and the reasons for not accepting them**

Not Applicable

#### **6. Summary**

The State of Utah Housing and Community Development Division has chosen to focus on providing affordable rental housing, the creation of public facilities and infrastructure in Rural Utah, and to providing street outreach and rapid rehousing to individuals and families experiencing homelessness.

## PR-05 Lead & Responsible Agencies - 91.300(b)

### 1. Agency/entity responsible for preparing/administering the Consolidated Plan

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	UTAH	Housing and Community Development Division
HOPWA Administrator	UTAH	Housing and Community Development Division
HOME Administrator	UTAH	Housing and Community Development Division
ESG Administrator	UTAH	Housing and Community Development Division

Table 1 – Responsible Agencies

### Narrative

The Utah Division of Housing and Community Development Division houses the four HUD entitlement programs.

### Consolidated Plan Public Contact Information

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## **AP-10 Consultation - 91.110, 91.300(b); 91.315(l)**

### **1. Introduction**

#### **Provide a concise summary of the state's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies**

The various programs within HCD interact in diverse and unique ways with public and private housing organizations, health agencies, service agencies, and the general public. In these interactions the state's relationship with the regional Associations of Governments (AOGs) play a critical role. Utah works closely with the AOGs to gain local public input on the various programs HCD operates. As part of our funding assistance to the AOGs, HCD requires that they consult with private and public service agencies in their regions. The AOGs efforts are catalogued in their Consolidated Plans and Annual Action Plan which HCD requires them to complete on an annual basis.

Recently HCD has made efforts to ensure that all types of service agencies are being consulted as part of the AOGs process of completing their Annual Action Plans. Based on HUDs online template, HCD has developed a "Consultation Tracking Form". This form asks the AOGs to list each consultation they make with the various organizations in their service area. The agencies, groups, and organizations that the AOGs consult include housing, disability, health, financial, employment, elderly, child welfare, planning, education, victims of domestic violence, civic leaders, neighborhood organizations and other nonprofit service agencies. In consulting with these organizations, we ask the AOGs to indicate which part of their annual action plan was addressed, and what the intended result and actual result of the consultation were. The AOGs have strong relationships with the communities and service organizations in their various regions and are constantly in contact with them regarding their needs and priorities.

These agencies are each governed by a tri-partite board. This tri-partite board is composed of government officials, low income local citizens, and public community partners. The community partners are frequently members of government health, mental health, and service agency providers. As part of their responsibilities these boards discuss the needs of the homeless in the area and complete three year needs assessments. In completing these assessments the Community Action Agencies and other agencies conduct surveys, and host community forums in order to engage the public. In some cases the Community Action Agencies are also AOGs.

The ESG program, due to the manner in which it operates, has an especially extensive network of service providers with which it coordinates and administers its program. Homeless efforts in Utah are overseen by the State Homeless Coordinating Committee. The main funding sources for this committee are comprised of the state ESG funds, Pamela Atkinson Trust funds and Critical Needs Housing funds. All three of these funds are applied for through a competitive grant process, reviewed by an allocation committee and presented before the SHCC, which is chaired by the Lt. Governor. The three CoC leads

are allowed to present to the allocation committee on their priorities and funding recommendation decisions. They are also able to make comment on specific funding requests.

This highly organized network of funding sources, community partners, agencies, and public citizens results in a highly coordinated and integrated push to end homelessness in Utah.

**Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness**

The State coordinates directly with all three Continuums of Care (CoC) on an ongoing basis by participating in Continuum meetings and leading strategic planning efforts. The State has been appointed the lead organization for the Homeless Management Information System (HMIS) and the Balance of State CoC. State staff are very active in CoC meetings and attend regularly to stay connected to community needs and offer information and support as needed. This involvement informs staff to gaps in strategic planning and specific needs that then direct State efforts and funding specific to those needs and initiatives. The State may then identify national experts that can be consulted or brought in to train to the issues. Some examples of these include support around coordinated assessment, new shelter planning, and shelter diversion training. Where there is a single HMIS used state-wide with the State as the HMIS lead, there a unique position for Utahns to facilitate information sharing in our service delivery. This includes the creation of performance measure reports and opportunities for data warehousing with other agencies. Such efforts allow communities to focus on making data-driven decisions about how to most effectively deliver services and to whom. Staff is consistently identifying best practices to serve these target populations through national conferences and web-based materials.

Through the efforts of State leaders, Utah has continued to support a point in time count method whereby all persons experiencing homelessness are not only counted, but have their identifying information gathered and are assessed for services. This applies to all sub-populations of people experiencing homelessness and the assessments administered are utilized as a prioritization tool for aligning the most vulnerable people for services.

Utah has historically implemented a robust plan for ending chronic homelessness and has directed resources to this end. Recent Point-in-Time counts have shown that since 2005 there has been a 91% decrease in those counted as chronically homeless in the state. This has largely been attributed to the amount of chronic dedicated housing and supportive services built in the communities with the most chronically homeless. In addition to supporting housing efforts through ESG and state funds, supportive services are increasingly supported through state funds to provide match to CoC funds dedicated to the chronic effort. This includes PSH for chronic families and individuals.

The state specifically supports families experiencing homelessness in innovative ways through utilization of the Temporary Assistance for Needy Families (TANF) program and through coordinating rapid rehousing dollars from both the CoC and ESG programs. TANF is used to deposit, utility and rental assistance to those who are at risk of homelessness and those who are literally homeless.

The State of Utah has participated in several of the initiatives around ending Veteran homelessness including boot camps and the Zero:2016 initiative. State staff, both programmatic and HMIS, participate in the processes and attend weekly coordination meetings. There are efforts throughout the state to implement a formal process to identify each veteran and acquire verification of veteran status within the first 14 days of homelessness in order to begin prioritization for veteran services within that time frame. Through VASH, GPD and SSVF programs there are substantial housing resources available to veterans.

Unaccompanied youth is addressed as part of a strategic planning effort among CoCs and the State Community Services Office. Collaborations with youth services providers facilitate better identification and assessment of this subpopulation. Additionally, the State has financially supported the first emergency shelter for youths experiencing homelessness. This new facility will assist in assessing the needs of this sub-population.

Finally, the state directly coordinates with, and supports, various homeless prevention efforts for persons at imminent risk of homelessness. Coordination and supports are facilitated through the Community Services Block Grant (CSBG) and TANF programs.

**Describe consultation with the Continuum(s) of Care that serves the State in determining how to allocate ESG funds, develop performance standards for and evaluate outcomes of projects and activities assisted by ESG funds, and develop funding, policies and procedures for the operation and administration of HMIS**

State ESG funds are allocated through the State's Unified Funding process, which includes allocation recommendations from the State Homeless Coordinating Committee's Allocation Committee and approval by the State Homeless Coordinating Committee (SHCC). The SHCC is chaired by the Lt. Governor and is representative of homeless stakeholders state-wide. By design, a CoC president or leader from each of the three CoC's holds a voting seat on the State Homeless Coordinating Committee and thereby has direct authority for approving ESG allocation. In addition to ESG, the Unified Funding process includes other State resources, namely the Pamela Atkinson Homeless Trust Fund and Critical Needs Housing. All three of these funds are, with few exceptions, dedicated to only those who are literally homeless.

Prior to funding recommendations being made, each CoC is asked to consult directly with the SHCC Allocation Committee. Each year, in conjunction with the Unified Funding cycle, the three CoCs in Utah are given a list of applications submitted for Unified funding from agencies within their respective CoC boundary. A CoC representative is then invited to present their region's funding priorities to the State Homeless Coordinating Committee's Unified Funding Allocation Committee. This presentation of priorities may include long-term CoC goals, local needs and anticipated gaps. The priorities presented should be in line with research-driven, best-practice models and facilitate greater leveraging of CoC

funds. These CoC priorities then inform allocation for ESG and State funds administered through the State Homeless Coordinating Committee. The allocation committee's final allocation recommendation is then presented for approval in a public meeting to the State Homeless Coordinating Committee at which time each CoC has the opportunity to hear how their priorities have influenced the allocation of funds and to vote for or against the recommended allocation.

The State office that receives ESG funding is also the designated HMIS and Balance of State CoC lead agency and has developed a set of performance measures for all state funded programs. These performance measures focus heavily on the long-term successes of the program participants and are directly in line with HUD's system level performance measures. Reports include system-wide measures that can be reviewed on the local community, CoC, or State level. Reports may also be crafted to isolate funding sources, such as ESG, and all ESG and CoC leads are given access to HMIS where this data is stored. CoCs have also teamed up with the ESG State agency to participate in monitoring efforts of all ESG recipients within their respective geographic area.

The CoC's are responsible for HMIS project oversight and implementation, which encompasses planning, administration, software selection, managing of HMIS data compliance with HMIS standards, and reviewing and approving all policies, procedures and data management plans governing Contributing HMIS Organizations. The CoC's oversight and governance responsibilities are carried out by its Steering Committee, which includes representation from all three CoC's in the state as well as ESG representation, local leaders and the Lead Agency HMIS staff. The steering committee reviews and updates all HMIS policies and procedures.

**2. Agencies, groups, organizations and others who participated in the process and consultations**

**Table 2 – Agencies, groups, organizations who participated**

1	<b>Agency/Group/Organization</b>	FIVE COUNTY ASSOCIATION OF GOVERNMENTS
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-Elderly Persons Services-Persons with Disabilities Services-homeless Regional organization Planning organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Market Analysis Economic Development
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Five County Association of Governments works with the State of Utah in conducting needs assessments of local governments and administering the CDBG program in rural Utah. They are also required by HCD to complete their own annual action plan which includes most of the same elements found in the State Annual Action Plan.

2	<b>Agency/Group/Organization</b>	SIX COUNTY ASSOCIATION OF GOVERNMENT
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-homeless Regional organization Planning organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Market Analysis Economic Development
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Six County Association of Government works with the State of Utah in conducting needs assessments of local governments and administering the CDBG program in rural Utah. They are also required by HCD to complete their own annual action plan which includes most of the same elements found in the State Annual Action Plan.
3	<b>Agency/Group/Organization</b>	BEAR RIVER ASSOCIATION OF GOVERNMENTS
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-homeless Regional organization Planning organization

	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Market Analysis Economic Development
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Bear River Association of Government works with the State of Utah in conducting needs assessments of local governments and administering the CDBG program in rural Utah. They are also required by HCD to complete their own annual action plan which includes most of the same elements found in the State Annual Action Plan.
4	<b>Agency/Group/Organization</b>	Mountainland Association of Governments
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-homeless Regional organization Planning organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Market Analysis Economic Development
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Mountainland Association of Governments works with the State of Utah in conducting needs assessments of local governments and administering the CDBG program in rural Utah. They are also required by HCD to complete their own annual action plan which includes most of the same elements found in the State Annual Action Plan.

5	<b>Agency/Group/Organization</b>	SOUTHEASTERN UTAH ASSOCIATION OF LOCAL GOVERNMENTS
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-homeless Regional organization Planning organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Market Analysis Economic Development
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Southeastern Utah Association of Local Government works with the State of Utah in conducting needs assessments of local governments and administering the CDBG program in rural Utah. They are also required by HCD to complete their own annual action plan which includes most of the same elements found in the State Annual Action Plan.
6	<b>Agency/Group/Organization</b>	UINTAH BASIN ASSOCIATION OF GOVERNMENTS
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-homeless Planning organization Business Leaders

	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Market Analysis Economic Development
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Uintah Basin Association of Governments works with the State of Utah in conducting needs assessments of local governments and administering the CDBG program in rural Utah. They are also required by HCD to complete their own annual action plan which includes most of the same elements found in the State Annual Action Plan.
7	<b>Agency/Group/Organization</b>	Wasatch Front Regional Council
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-Victims of Domestic Violence Services-homeless Regional organization Planning organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Market Analysis Economic Development

<p><b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>The Wasatch Front Regional Council works with the State of Utah in conducting needs assessments of local governments and administering the CDBG program in rural Utah. They are also required by HCD to complete their own annual action plan which includes most of the same elements found in the State Annual Action Plan.</p>
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**Other local/regional/state/federal planning efforts considered when preparing the Plan**

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Low Income Housing Corporation Plan	Utah Housing Corporation	The Utah Housing Corporation is the Utah Tax Credit Entity and many of the projects the HOME Program supports depend on Tax Credits for success.
AOG Plans	7 Regional Associations of Governments	The 7 regional Associations of Governments are each required by the state to write Consolidated Plans. These plans are reviewed and considered during the state planning process. These organizations are listed in the above section.

**Table 3 - Other local / regional / federal planning efforts**

## **AP-12 Participation - 91.115, 91.300(c)**

### **1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting**

HCD works with the seven regional Association of Governments (AOGs) to conduct citizen outreach and gather information for the state Consolidated Plan. Each AOG's Consolidated Plan details a process for outreach and citizen participation. A review of these plans show that each of the seven local planning agencies has made a concerted effort to seek public input into their planning, priority, and funding processes through mailings, questionnaires, forums, web postings, and public noticed hearings. A 30-day comment period has been adhered to by each agency. Those public comment periods (for regional plans) ended by May 2nd, 2016 and comments were forwarded to HCD with each area's Consolidated Plan update and action plan for 2016.

Statewide workshops that describe the CDBG program and application process are held in October or November of each year in order to give applicants sufficient time to complete their application for the next funding cycle. Also, applicants hold public hearings to solicit input from local residents regarding projects in their area, as required by CDBG regulations.

At the state level, HCD has adopted a Public Participation Plan. In adherence to this plan, the process and scheduled meetings for public input and comment have been advertised and were held in accordance with Utah's Open Public Meeting Law and have been posted to the Utah Public Notice Website (<http://www.utah.gov/pmn/index.html>). Concurrent to that posting, the draft is posted on the HCD website (<http://jobs.utah.gov/housing>), and citizens and other public and private entities were invited to contact staff with comments and questions. The state 30-day comment period began April 1 and the state has submitted the 2016 Annual Action Plan on May 2 2016. The formal public hearing was held at the HCD offices on May 2 at our location at 1385 S State Street Room 401, Salt Lake City, Utah. This meeting was publicized in accordance with Utah's Open Public Meeting Law (UT Code § 52-4-101). This meeting is noticed statewide each year with electronic access to rural and remote areas upon request. Comments received at the hearings are posted and incorporated into the final draft plan. The State will provide a timely, substantive written response to every citizen complaint, within 15 days, were practicable.

**Citizen Participation Outreach**

<b>Sort Order</b>	<b>Mode of Outreach</b>	<b>Target of Outreach</b>	<b>Summary of response/attendance</b>	<b>Summary of comments received</b>	<b>Summary of comments not accepted and reasons</b>	<b>URL (if applicable)</b>
1	Public Meeting	Non-targeted/broad community	No attendance	No comments	Not applicable	
2	Internet Outreach	Non-targeted/broad community	No response	No comments	Not applicable	
3	Newspaper Ad	Non-targeted/broad community	No response	No comments	Not applicable	

**Table 4 – Citizen Participation Outreach**

## Expected Resources

### AP-15 Expected Resources – 91.320(c)(1,2)

#### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	4,614,650	0	300,000	4,914,650	18,758,600	The expected remaining amount is assuming level funding for the remainder of the Consolidated Plan Period and an additional \$300,000 in prior years resources for this coming year.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	3,023,348	4,500,000	0	7,523,348	30,093,392	The expected remaining amount assumes level funding for the remainder of the Consolidated Plan Period

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
HOPWA	public - federal	Permanent housing in facilities Permanent housing placement Short term or transitional housing facilities STRMU Supportive services TBRA	153,375	0	0	153,375	613,500	The expected remaining amount assumes level funding for the remainder of the Consolidated Plan Period

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
ESG	public - federal	Financial Assistance Overnight shelter Rapid re-housing (rental assistance) Rental Assistance Services  Street Outreach (Need to review list)	1,239,222	0	0	1,239,222	4,956,888	The expected remaining amount assumes level funding for the remainder of the Consolidated Plan Period

Table 5 - Expected Resources – Priority Table

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

The State HOME Program promotes leveraging through its rating and ranking system. This has proven successful. In the last program year HOME funds were leveraged at \$13.03 to \$1 and over the course of the last 5 year period leveraging averaged over \$12 to \$1. Although the state CDBG program does not have a match requirement in its method of distribution, the seven regional rating and ranking committees award points to applications that include leveraged funds. In this highly competitive program, this motivates applicants to pursue other funding sources. Smaller communities with fewer resources are given more points for leveraged funds than larger communities which levels the playing field.

The State of Utah matches its ESG funds through the state funds allocated through the Unified Funding Process (Process described in AP-10). The Pamela Atkinson Homeless Trust Fund (PAHTF) and the Critical Needs Housing (CNH) totals exceeded the match amount requirement for the State ESG's award.

**If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

There is no publically owned land or property located within the state that may be used to address the needs identified in the plan.

**Discussion**

## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives – 91.320(c)(3)&(e)

#### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	New Affordable Housing and Housing Rehabilitation	2015	2019	Affordable Housing Non-Homeless Special Needs	State of Utah	Increase Availability of Affordable Housing	CDBG: \$2,457,325 HOPWA: \$76,688 HOME: \$7,523,348	Rental units constructed: 700 Household Housing Unit Rental units rehabilitated: 240 Household Housing Unit Housing for People with HIV/AIDS added: 4 Household Housing Unit HIV/AIDS Housing Operations: 60 Household Housing Unit

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
2	Increase Sustainability of Rural Utah	2015	2019	Non-Housing Community Development	Five County Association of Governments Mountainland Association of Governments Southeastern Utah Association of Local Governments Wasatch Front Regional Council Six County Association of Governments Bear River Association of Governments Uintah Basin Association of Governments	Improving Public Infrastructure Economic Development	CDBG: \$2,457,325	Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 4000 Households Assisted Public service activities for Low/Moderate Income Housing Benefit: 1000 Households Assisted Jobs created/retained: 10 Jobs Businesses assisted: 3 Businesses Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Prioritize Rapid Rehousing	2015	2019	Homeless	State of Utah	Provide Case Management and Supportive Services Emergency Shelter	HOPWA: \$76,687 ESG: \$681,572	Tenant-based rental assistance / Rapid Rehousing: 1750 Households Assisted Homeless Person Overnight Shelter: 35750 Persons Assisted Housing for People with HIV/AIDS added: 5 Household Housing Unit HIV/AIDS Housing Operations: 60 Household Housing Unit
4	Decrease tenure of Homelessness	2015	2019	Homeless	State of Utah	Rapid Rehousing of Homeless Individuals	ESG: \$557,650	Other: 30 Other

Table 6 – Goals Summary

### Goal Descriptions

1	Goal Name	New Affordable Housing
	Goal Description	
2	Goal Name	Increase Sustainability of Rural Utah
	Goal Description	
3	Goal Name	Prioritize Rapid Rehousing
	Goal Description	

<b>4</b>	<b>Goal Name</b>	Decrease tenure of Homelessness
	<b>Goal Description</b>	

**Table 7 – Goal Descriptions**

## AP-25 Allocation Priorities – 91.320(d)

### Introduction

The FY 2016 Allocation Priorities are based off of the priorities identified in the 2015 5-year Consolidated Plan.

### Funding Allocation Priorities

	New Affordable Housing (%)	Increase Sustainability of Rural Utah (%)	Prioritize Rapid Rehousing (%)	Decrease tenure of Homelessness (%)	Total (%)
CDBG	50	50	0	0	100
HOME	100	0	0	0	100
HOPWA	50	0	50	0	100
ESG	0	0	55	45	100

Table 8 – Funding Allocation Priorities

### Reason for Allocation Priorities

These priorities have been identified through the experience and research of HCD staff. The CDBG Program Priorities are determined by AOG staff through their regional rating and ranking committees.

### How will the proposed distribution of funds will address the priority needs and specific objectives described in the Consolidated Plan?

The proposed distribution of funds addresses the priorities and objectives of the Consolidated Plan by funding the programs that accomplish these objectives.

## AP-30 Methods of Distribution – 91.320(d)&(k)

### Distribution Methods

Table 9 - Distribution Methods by State Program

<b>1</b>	<b>State Program Name:</b>	Olene Walker Housing Loan Fund
	<b>Funding Sources:</b>	HOME
	<b>Describe the state program addressed by the Method of Distribution.</b>	The Olene Walker Housing Loan Fund (OWHLF) is the HOME grantee for the state of Utah. This fund is part of the division of Utah Housing and Community Development (HCD) Division. OWHLF partners with public and private organizations to create and preserve quality affordable housing for Utah's very low -income, low-income and moderate-income community. To achieve this goal, OWHLF supports the construction, rehabilitation and purchase of affordable multi-family and single-family housing units throughout Utah. These programs are based on fair, open and competitive processes for applicant proposals that create and preserve low-income housing units.
	<b>Describe all of the criteria that will be used to select applications and the relative importance of these criteria.</b>	The Olene Walker Housing Loan Fund has a system in place for rating funding applications. For multi-family housing applications there are eight criteria each which has a maximum possible score associated with it. a perfect application would have a score of 100 points. The most important criteria are new capacity and loan leveraging, both of which have a possible value of twenty-five points. More new affordable units, and a higher leveraging ratio will earn an applicant more points. AMI targeting, worth a maximum of 10 points, is the next most valuable criteria. Projects which target a lower income population receive higher scores. Rehabilitation, community support and county population are all worth a possible ten points. Rural areas receive additional points. For rehab projects staff reviews which building systems will be replaced and awards points accordingly. Scoring for the "community support" criteria reviews whether project is consistent with identified needs and goals of local affordable housing plans. Unit size is worth 5 points. This criteria awards additional points to applications which are providing units with more bedrooms to accommodate larger families. The final category is a bonus category in which projects can receive up to 5 points for incorporating green energy efficiency elements into their projects.

<p><b>Describe how resources will be allocated among funding categories.</b></p>	<p>HCD uses federal HOME funds specifically to support our multi-family housing program.</p>
<p><b>Describe threshold factors and grant size limits.</b></p>	<p>OWHLF does not award more than one million to any one applicant. Applicants which are building multi-stage projects are allowed to submit for more funds upon initiation of a new phase of their construction. The OWHLF board has discretion to award more than one million to a single project if they so choose. This is an extremely rare occurrence.</p>
<p><b>What are the outcome measures expected as a result of the method of distribution?</b></p>	<p>OWHLF has chosen to promote the creation of new affordable multifamily units for very low income, low-income and moderate income households. Our method of distribution reflects this priority. Funds are also distributed to support HCD's goal to end chronic homelessness. We expect applicants to promote green building standards, large unit sizes and large leveraging as a result of our rating system.</p>
<p><b>2 State Program Name:</b></p>	<p>State of Utah HOPWA Program</p>

<b>Funding Sources:</b>	HOPWA
<b>Describe the state program addressed by the Method of Distribution.</b>	<p>The Housing Opportunities for Persons with AIDS (HOPWA) Program is the only Federal program dedicated to the housing needs of persons living with HIV/AIDS and their families. The HOPWA funds are appropriated annually through the U.S. Department of Housing and Urban Development (HUD) by formula to eligible states that meet the minimum number of cumulative AIDS cases. As an eligible state (grantee), the State of Utah receives a HOPWA formula grant, administered by the State Community Services Office (SCSO), Housing and Community Development Division, Department of Workforce Services. The HOPWA Program aims to assist HOPWA eligible households to: (1) Increase access to healthcare and other supportive services necessary to focus on managing their disease, (2) Avoid becoming homeless while facing severe challenges in meeting personal and medical needs in addition to their housing costs, (3) Gain more stability, continue case management and have better health options.</p>
<b>Describe all of the criteria that will be used to select applications and the relative importance of these criteria.</b>	<p>The selection criteria for awarding of HOPWA funds are based on an analysis of the number of households living with HIV/AIDS and the location of available services. SCSO released a request for proposal to non-profits across the state of Utah. Agencies are awarded funds based upon their demonstrated capacity to achieve the following: (1) Identify people living with HIV/AIDS, (2) Increase inventory of affordable units for people living with HIV/AIDS, (3) Provide direct client support to obtain or maintain housing and prevent homelessness, (4) Identify resources for people living with HIV/AIDS. In order to ensure that households being served with HOPWA funds will avoid the threat of homelessness, particular consideration will be given to those agencies that were funded in the previous program year and demonstrated effective use of funds. An HIV/AIDS Housing Steering Committee (a committee of medical care providers, housing agencies and HOPWA project sponsors) remains in direct contact with people living with HIV/AIDS. Their combined knowledge of the medical and supportive services providers ensures that distribution of funds is equitable among the providers and client needs throughout the state.</p>

<p>Identify the method of selecting project sponsors (including providing full access to grassroots faith-based and other community-based organizations).</p>	<p>Project sponsors are non-profits (including faith-based organizations) or government agencies targeting services to individuals living within the State's metropolitan statistical areas. Project sponsors must demonstrate the ability to manage the HOPWA program and all applicable State and Federal policies and procedures including compliance with Federal and State non-discrimination laws. Project sponsors must have established internal control and fiscal accounting procedures. Project sponsors should demonstrate the ability to coordinate, where appropriate, client services with other services providers and leverage, where possible, other resources toward meeting overall client needs and program goals. Program Sponsors must demonstrate the ability to meet all reporting and record keeping requirements including maintaining the confidentiality of client records. Project Sponsors must demonstrate that they can and will make third party payments without identifying clients as HOPWA recipients or as having AIDS or HIV.</p> <p>The funding allocation is a competitive process that begins with a Request for Proposal (RFP). This competitive process includes the review of proposals and funding recommendations offered by a diverse group of stakeholders: State HOPWA Allocation Committee, Grantee staff, Other State and/or local government representatives, Continuum of Care representatives, Other service providers, Community members. The HOPWA Allocation Committee reviews and assesses against desired program criteria, and awards are made to individual organizations.</p> <p>The State HOPWA program posts public notice for RFP in the local newspaper and online to apply for HOPWA funding two months before the contract fiscal year. Application workshops are held to educate and inform applicants on how to apply for funding. The deadline for application submissions is set before the workshop.</p>
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<p><b>Describe how resources will be allocated among funding categories.</b></p>	<p>HCD will only use the authorized administrative cost limit of 3% to manage the program. Project sponsors will be limited to the authorized administrative cost of 7%. This will be monitored when HCD processes requests for funds. Other than administration funds, HOPWA has emphasized rental assistance for persons with HIV/AIDS. HUD provides HOPWA grantees the flexibility to determine how best to apportion recipients.</p>
<p><b>Describe threshold factors and grant size limits.</b></p>	<p>There are no limits or threshold factors in the awarding of HOPWA funds.</p>
<p><b>What are the outcome measures expected as a result of the method of distribution?</b></p>	<p>As a result of HOPWA's method of distribution HOPWA expects to; (1) increase inventory of affordable units for people living with HIV/AIDS, (2) provide direct client support to obtain or maintain housing and prevent homelessness, and (3) identify resources for people living with HIV/AIDS.</p>
<p><b>3 State Program Name:</b></p>	<p>The State of Utah Emergency Solutions Grant Program</p>

<b>Funding Sources:</b>	ESG
<b>Describe the state program addressed by the Method of Distribution.</b>	The Emergency Solutions Grant (ESG) Program provides financial assistance and essential services to homeless individuals and families. ESG provides housing relocation services to align homeless households with affordable housing and activities that promote self-sufficiency and stability.
<b>Describe all of the criteria that will be used to select applications and the relative importance of these criteria.</b>	The state of Utah ESG program awards grants through a competitive grant process. We have created a Unified Funding application process that includes ESG and two state homeless funds to coordinate these funds to meet the match as well as better meet strategic focus of funding. The State Homeless Coordinating Committee (SHCC) sets state priorities for the competitive grant process based on HUD Hearth Act, HUD priorities in regard the chronic, veterans, families and youth as well as the specific needs identified in collaboration with partners and CoC's. HCD looks to fund agencies' applications with ESG that support HUD goals and objectives. HCD coordinated the review process with CoC's to align goals and resources. HCD follows HUD direction to allocate no more that 60% of ESG funds for shelter and outreach. Our primary focus is Rapid Rehousing dollars for those staying in shelters who are literally homeless and street outreach to identify unsheltered households and offer services and housing.
<b>Describe the process for awarding funds to state recipients and how the state will make its allocation available to units of general local government, and non-profit organizations, including community and faith-based organizations.</b>	The State of Utah has consolidated both state and federal sources of homeless program grants into a single application process (Unified Funding Program). A statewide allocation plan was developed by an allocation committee and approved by an interagency council on homelessness (the State Homeless Coordinating Committee). The State Community Services Office oversees the competitive grant process for proposals from programs statewide that serve homeless persons according to HUD's definition of homelessness. All agencies that serve households experiencing homelessness with services that fall within state and federal goals are encouraged to apply. Training is provided for the application process as well as training of ESG regulations and requirements. The State's Homeless Coordinating Council Allocation Committee (SHCC) makes decisions regarding the distribution of ESG. Leadership from each of Utah's Continua of Care (CoC) is invited to participate in the allocation process. The final recommendations for funding are submitted to the SHCC for approval.

<p><b>Describe how resources will be allocated among funding categories.</b></p>	<p>As per HUD’s guidelines: no more than 60% will be allocated to Street Outreach and Emergency Shelter activities. The remaining 40%+ will be allocated to Rapid Re-housing and HMIS. No ESG funds are allocated to homeless prevention.</p>
<p><b>Describe threshold factors and grant size limits.</b></p>	<p>The ESG Program has no threshold factors or grant size limits.</p>
<p><b>What are the outcome measures expected as a result of the method of distribution?</b></p>	<p>The expectation is that by 1) targeting only literally homeless and those who are most , 2) reducing the number of people living on the streets through street outreach or emergency shelters by rapidly rehousing them, 3) shortening the time people spend homeless, and 4) reducing each program participant’s housing barriers and/or housing; Utah will create a systemic approach to meet federal goals on ending homelessness.</p>
<p><b>4 State Program Name:</b></p>	<p>Utah Small Cities Community Development Block Grant Program</p>

	<b>Funding Sources:</b>	CDBG
	<b>Describe the state program addressed by the Method of Distribution.</b>	The Utah Small Cities Community Development Block Grant Program is dedicated to the promotion of local community development in rural Utah. The CDBG program funds activities such as infrastructure development, affordable housing, public services, and economic development. This program is an essential part of promoting sustainability in Utah's rural communities.

<p><b>Describe all of the criteria that will be used to select applications and the relative importance of these criteria.</b></p>	<p>Utah allocates CDBG funds to regional associations of governments AOGs. Each of the seven AOGs receive a base amount of \$300,000 and the remaining funding is divided on a per capita allocation basis. Cities over 50,000 and counties over 200,000 in population receive their own allocations of federal CDBG funds directly from HUD and are not factored into this calculation. Each AOG has developed its own rating and ranking system to determine how to award CDBG funds to applicants. However common among the AOGs are the eight criteria:</p> <p>The first criteria is “Capacity to carry out the grant”. In other words the grantee must have a history of successful grant administration in order to receive full points in this category.</p> <p>The second criteria is “Job creation”. Points are given to projects that create or retain jobs.</p> <p>The third criteria is “Housing stock”. Housing is a state priority. Housing projects that improve or expand affordable housing stock are given additional points.</p> <p>The fourth criteria is “Affordable housing plan”. Utah House Bill 295 requires all cities and counties to address the problems associated with the availability of affordable housing in their community’s plan.</p> <p>The fifth criteria is “Extent of Poverty”. Points are given for the percentage of low-income, and very low-income persons benefiting either from the project or carried out in a low-income community.</p> <p>The sixth criteria is “Financial commitment to community development”. Points are given to communities who show commitment based on criteria select by the regional AOGs.</p> <p>The seventh criteria is “Project Maturity”. Each application must contain a specific and detailed scope of work that contains a narrative description and a detailed engineer’s cost estimate. The AOG should determine the immediate viability of the project. Leveraging is also considered as part of this criteria.</p> <p>The eighth and last criteria is “Planning”. The AOGs review the 5-year consolidated plan, as well as more recent annual updates to the consolidated plan, when available, and then establish regional priorities and award points accordingly.</p>
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<p><b>If only summary criteria were described, how can potential applicants access application manuals or other state publications describing the application criteria?</b></p>	<p>The Utah Small Cities CDBG program in Utah goes to great lengths to ensure that all eligible applicants are well notified and prepared to apply for CDBG funds. On an annual basis the State holds 12 How-to-Apply workshops throughout the state. Regional associations of governments, municipalities, and other private and public service providers are invited to attend. In this workshop State staff present and review the annually updated Application Policies and Procedures. This manual clearly outlines the procedures for applying for CDBG funds. It explains the CDBG rating and ranking system, important deadlines, and all other information needed to successfully apply for funds. These workshops are well attended and are well attended. State and AOG Staff are all made available to applicants. The application policies and procedures manual is also on CDBGs website at:  <a href="http://jobs.utah.gov/housing/cdbg/documents/CDBG_WebGrants_Application_Instructions.pdf">http://jobs.utah.gov/housing/cdbg/documents/CDBG_WebGrants_Application_Instructions.pdf</a></p>
<p><b>Describe how resources will be allocated among funding categories.</b></p>	<p>CDBG funding categories include admin, planning, and technical assistance, economic development, housing, public facilities, public services, and “other”. Each AOG has developed their own rating and ranking system according to the needs of their regions. The rating and ranking systems promote certain project types over others. However, funding priorities are determined in response to the types of projects which come before the various AOGs. The state has final approval authority over these systems, and they must include the state’s mandatory elements (Capacity to Carry Out the Grant, Job Creation, Housing Stock, Affordable Housing Plan, Extent of Poverty, Financial Commitment to Community Development, Project Maturity, Successful participation in quality growth community programs). The rating and ranking systems are evaluated each year and modifications are made. Special efforts continue to eliminate subjectivity and create clearer scoring criteria.</p>
<p><b>Describe threshold factors and grant size limits.</b></p>	<p>The state small cities CDBG program does not fund less than \$30,000 to any one project. Some AOGs have chosen to limit the maximum grant size. However, this varies by region.</p>

<p><b>What are the outcome measures expected as a result of the method of distribution?</b></p>	<p>As a result of this method of distribution Utah is improving the sustainability of rural communities throughout the state. Local community needs are being adequately evaluated due to the local and regional expertise of the associations of governments through which the State Small Cities CDBG program operates. These needs are being addressed according to the priorities the local AOGs are outlining.</p>
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**Discussion**

The HUD funds for HOME, CDBG, ESG, and HOPWA are governed by each program’s allocation plan. Those plans are created in a public process that provides at least an annual hearing. Hearings are advertised statewide in accordance with Utah’s Open Public Meeting law. Comments are considered in finalizing changes and updates to each allocation plan. In addition, each program’s distribution of funds is governed by state Boards with membership appointed by the Governor and other advisory committees which make final decisions for project funding in an open public meeting format. A representative of the Attorney General’s Office also provides consultation to HCD staff and the related Boards on open public meeting laws and processes.

## **AP-35 Projects**

### **Introduction**

HCD does not have a list of projects which will be funded in the coming program year. Program priorities and needs have been identified, but specific projects to be funded are always subject to change up until the actual applications are received and the regional rating and ranking committees and program boards deliberate on their merits.

### **Describe the reasons for allocation priorities and any obstacles to addressing underserved needs**

HOME has prioritized the creation of new affordable housing. CDBG has prioritized public infrastructure and other community needs in rural areas. ESG has prioritized programs that serve the literally homeless with interventions that are tailored to participant's needs and result in housing stability. HOPWA is dedicated to providing affordable housing for persons with HIV/AIDS.

These priorities are the same priorities identified in the five year consolidated plan. These priorities were identified by HCD after careful consultation with local leaders, public representatives, and a thorough analysis of housing, demographic, and economic information provided by the Census and other legitimate data sources. HCD has found that increasing the number of affordable housing and the rapid rehousing of homeless to be the most effective means of providing stable housing to underprivileged Utahans. CDBG's partnership with regional AOGs has allowed extensive consultation with local leaders to take place and has proven effective in ensuring that the greatest needs in rural Utah are the needs being addressed by the CDBG program.

Obstacles to addressing underserved needs are found in poor census information, onerous regulations attached to federal funds, and a lack of advocacy in rural areas.

Poor census information is an impediment to the carrying out of HCD programs. Rural areas in particular suffer from extreme unreliability. This is due to the elimination of the long form of the census and the increased use of the American Community Survey. The survey, while effective in highly populated regions, does not accurately reflect the demographic, housing, and economic situation of rural areas. This discourages a good understanding of the housing market and the individual needs which exist in Rural Utah. Poor information regarding disability, the existence of dilapidated housing, the number of minorities, homelessness, and single parent or large households have all been barriers to addressing underserved needs.

Regulations attached to federal funds have been another obstacle. This has been especially true for the CDBG program which operate primarily in rural Utah. Applicants from rural areas often do not have the time or manpower to deal with the various regulations imposed by HUD. Extensive and sometimes expensive civil rights compliance are often discouraging for small town part-time officials.

The last obstacle to addressing underserved needs is a lack of effective advocacy in rural areas. While highly populated areas are well served by non-profit advocacy groups who highlight and champion the cause of a variety of needy underserved populations, these groups do not exist in many rural regions of the state.

HCD, the CDBG program staff, and regional AOG staff, work diligently to overcome these barriers and work with rural communities to ensure the underserved needs are properly identified and that any obstacles to program utilization are worked out.

**AP-40 Section 108 Loan Guarantee – 91.320(k)(1)(ii)**

**Will the state help non-entitlement units of general local government to apply for Section 108 loan funds?**

No

**Available Grant Amounts**

Not Applicable

**Acceptance process of applications**

Not Applicable

**AP-45 Community Revitalization Strategies – 91.320(k)(1)(ii)**

**Will the state allow units of general local government to carry out community revitalization strategies?**

No

**State’s Process and Criteria for approving local government revitalization strategies**

Not Applicable

## AP-50 Geographic Distribution – 91.320(f)

Description of the geographic areas of the state (including areas of low-income and minority concentration) where assistance will be directed

### Geographic Distribution

Target Area	Percentage of Funds
Five County Association of Governments	7
Mountainland Association of Governments	10
Southeastern Utah Association of Local Governments	6
Wasatch Front Regional Council	6
Six County Association of Governments	7
Bear River Association of Governments	6
Uintah Basin Association of Governments	6
State of Utah	52

Table 10 - Geographic Distribution

### Rationale for the priorities for allocating investments geographically

HOME, HOPWA and ESG funds are not distributed geographically. CDBG funds are distributed to the seven regional associations of government. The percentage of funds which they receive in relation to the total funds the four State programs receive is listed above in table 10. As stated earlier in the “Method of Distribution” section of this document those funds are allocated on a per capita basis.

## Affordable Housing

### AP-55 Affordable Housing – 24 CFR 91.320(g)

#### Introduction

HCD has made great progress towards providing affordable housing. The creation of new affordable units is the primary focus of the Olene Walker Housing Loan Fund, and is also supported by the other programs at HCD. Rental assistance is common in helping both the homeless and HIV/AIDS populations. Rehab of existing units is also supported by HCD funds.

One Year Goals for the Number of Households to be Supported	
Homeless	300
Non-Homeless	1,145
Special-Needs	0
Total	1,445

Table 11 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	359
The Production of New Units	642
Rehab of Existing Units	367
Acquisition of Existing Units	77
Total	1,445

Table 12 - One Year Goals for Affordable Housing by Support Type

#### Discussion

HCD has chosen to focus on the creation of affordable housing and on ending chronic homelessness. HCD does promote the special needs population in its rating and ranking of funding applications; however, HCD does not set aside funds specifically for projects which are dedicated towards special needs households. Special needs groups such as veterans, youth aging out of foster care, single mothers, victims of domestic violence, the elderly, and disable households all add value to the application process. The reason this is not reflected in HCD's goals is that funds are designated for affordability and not set-aside or earmarked for any of these special needs populations.

## **AP-60 Public Housing - 24 CFR 91.320(j)**

### **Introduction**

#### **Actions planned during the next year to address the needs to public housing**

The State of Utah CDBG program has historically provided funding to cities and counties that pass through grants to the following rural housing authorities that operate public housing units: Beaver City (18), Carbon County (121), Emery County (24) and Tooele (22). Most of the funding is used for multi-family housing rehabilitation. For 2016, \$150,000 has been awarded to Beaver City HA to complete their office building construction and to renovate a single family home that will be used as an LMI rental unit.

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

All public housing residents are given notice of the HA board meetings and are invited to attend. Most of the PHA's have resident meetings that are held as needed to discuss any issues. Aside from a homeownership assistance program at Tooele Housing Authority, we are unaware of any homeownership assistance programs being offered by the other housing authorities.

#### **If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance**

There are no troubled Public Housing Authorities in Utah. CDBG does not provide assistance to troubled housing authorities.

### **Discussion**

## **AP-65 Homeless and Other Special Needs Activities – 91.320(h)**

### **Introduction**

**Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including**

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

The State of Utah's ESG funding has been specifically designated to assisting the literally homeless. As such, a large percentage of this funding has been designated to street outreach to identify unsheltered households' needs through conducting assessments and offering services ranging from basic hygiene items to permanent supportive housing contingent upon the level of supports they need. State performance measures include a measure that looks at the percentage of program participants who received a VI-SPDAT assessment and how quickly the assessment was administered. Our investment in street outreach staffing is aimed at reaching out to homeless persons and using these coordinated assessment tools designated by the CoC in an effort to align them with the services they need. Additionally, The State Community Services Office has partnered with the State's Division of Substance Abuse and Mental Health to apply for and receive a CABHI and GABHI grant which are focusing on the areas with the most dense populations of unsheltered persons experiencing homelessness.

#### **Addressing the emergency shelter and transitional housing needs of homeless persons**

The State of Utah's ESG funding will continue to be allocated to emergency shelters throughout the state for case management and operations and maintenance. With Utah's weather conditions being potentially life-threatening, it is imperative that these facilities and/or emergency motel vouchers exist to ensure that no lives are lost due to inadequate sheltering. Utilizing state funds, we are also funding shelter diversion programs and bringing in nationally recognized experts to train our communities on diversion best practices. When we work to ensure that only the persons who have no other resources are the ones staying in shelter and then offer rapid housing solutions to those who would remain homeless but for our assistance we are able to maximize shelter facilities and vouchers. HCD encourages best practices be used in temporary sheltering or when housing individuals and families and work to ensure that training opportunities and resources are available to shelter providers. HCD has awarded emergency shelters with rapid rehousing dollars as well in order to facilitate a timely and appropriate exit from shelter and accomplish HCD's goal to reduce the length of stay in shelter. HCD does not fund transitional housing except in limited instances where studies have shown that it is effective among certain sub-populations.

#### **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**

HCD is following the ESG requirement that all recipients must participate in their CoC's adopted coordinated entry system. As ESG recipients use their coordinated entry/assessment to make housing decisions, this should allocate resources to those in most need, provide the appropriate level of intervention, and decrease the amount of time a household will experience homelessness. Additionally, State of Utah ESG rapid rehousing funds are awarded to emergency shelters in an effort to facilitate moving chronically homeless individuals and families, veteran individuals and families and homeless youths into permanent housing. Additionally, we have implemented quarterly reporting for all of our state funded programs. These reports are broken into service types and focus heavily on how well we are progressing persons experiencing homelessness into housing and how well our supportive services are stabilizing their housing. For example, street outreach reports measure the percentages of chronic and vulnerable people served, exits to housing or shelter, timing and percent of those served receiving VI-SPDATS and the number of new contacts. Rapid Rehousing reports on exits to permanent housing, rates of return into homelessness, connections to income and mainstream benefits and the average length of homelessness prior to housing. There are measures for emergency shelter, transitional housing, domestic violence shelters, permanent supportive housing and any other pilot of innovative programs as well. Our goal as we track these outcomes is to have data driven conversations about how well our programs help their participants transition into permanent housing, decrease length of stay in homelessness and monitor our rates of return to inform discussions around adequate levels of service.

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: 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); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

In many of the communities state-wide there are several systems in place aimed towards homeless prevention. Community Action Programs and other non-profits provide wrap around services to address poverty and HCD is committed to supporting these efforts. TANF, HOPWA and CSBG grants are distributed state-wide to provide financial assistance to those who are extremely low-income and require short-term assistance in order to stabilize their housing.

The Utah Department of Human Services' (DHS) Division of Child and Family Services (DCFS) Practice Guidelines require a transition plan be developed at least 90 days prior to discharge with youth exiting foster care at age 18 and prohibits discharge to homelessness. Transition discharge plan to include: support services; housing; health care/insurance; vocational/educational needs; employment/workforce support. Persons exiting foster care are routinely discharged to family members, foster parents, independent living situations such as apartments, student housing, and other supervised living

conditions. They may also be discharged to group homes or community residences that include supports and supervision. HCD also supports the Homeless Youth Resource Center (HYRC) run through Volunteers of America. The HYRC provides case management, street outreach, and a drop-in center for at risk youth and homeless youth.

Utah Department of Corrections in conjunction with the Utah Board of Pardons and Parole commit to not release state inmates on parole to a homeless shelter or into a homeless situation. Paroling inmates must have a residence that has been verified by AP&P agents prior to release or be assigned to a UDC Community Corrections Center for housing. Efforts are made to ensure that the residence is suitable housing. Additionally, services are provided to inmates to reduce recidivism and housing stability including: education, substance abuse treatment, vocational training/certification, employment (job readiness and resume courses) and transitional cognitive courses. Discharge options include residential treatment, boarding homes, halfway houses, market rate apartments, and family /friends. There have been several programs implemented to provide additional layers of support as well. Women's Assistance and Reentry Mentoring (WARM) is a housing and mentoring program targeting women being released from prison run through the Housing Authority of the County of Salt Lake (HACSL), Re-Entry Assistance Program (REAP) assists those exiting jail run through Golden Spike Outreach, and Your Parole Requires Extensive Preparation (YPREP) is aimed towards furthering inmate education run through the Utah Department of Corrections are a few examples of programs that assist those transitioning from incarceration.

For a description of the programs that ensure that persons returning from mental and physical health institutions receive appropriate supportive housing see MA-35.

HCD will continue to support the efforts made by partnering agencies and provide assistance when applicable. The DWS supportive services committee continues to refine protocol to support employment for those leaving incarceration, juvenile justice, and foster care.

Set-aside housing units will be targeted during 2015-16 when DHDC conducts on-going compliance monitoring. HCD will ensure that housing units originally targeted to support discharged populations continue to target those populations. HCD will ensure that service providers are tapped into the State of Utah's affordable housing database of property and unit listings.

## **Discussion**

**AP-70 HOPWA Goals – 91.320(k)(4)**

<b>One year goals for the number of households to be provided housing through the use of HOPWA for:</b>	
Short-term rent, mortgage, and utility assistance to prevent homelessness of the individual or family	40
Tenant-based rental assistance	35
Units provided in permanent housing facilities developed, leased, or operated with HOPWA funds	16
Units provided in transitional short-term housing facilities developed, leased, or operated with HOPWA funds	5
Total	96

## **AP-75 Barriers to affordable housing – 91.320(i)**

### **Introduction**

Affordability is an issue which HCD takes very seriously. A large majority of HCDs funds go towards promoting affordable housing in the form of the creation of new affordable units and other methods or housing assistance. HCD works with cities to eliminate barriers to fair housing. State law requires communities to compete affordable housing plans. HCD has taken the initiative in promoting the completion of quality plans. A new affordable housing plan database and template has been created by staff, and trainings and outreach has been effective in improving the quality of plans.

### **Actions it planned 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**

In reviewing affordable housing plans which have been submitted by communities throughout the state, HCD staff has noticed improvements in the quality of the submitted plans. A template has been created with an associated scoring rubric. Scores for submitted plans have improved. This shows a renewed commitment by communities to promote affordability.

The main method through which the Housing and Community Development Division attempts to ameliorate the negative effects of public policies, that serve as barriers to affordable housing, is through the promotion of good and effective local municipal Moderate Income Housing Plans.

Utah State Law requires municipalities to write affordable housing plans which are meant to be updated every two years. HCD staff receive these plans and evaluate them. Staff provide technical training and guidance to municipalities regarding the appropriate analyses and evaluations which they are meant to undertake. Staff have recently created a sophisticated rubric and scoring mechanism for evaluating these plans and are actively giving feedback to municipalities as to how to improve their plans. Furthermore, staff have created an advanced online template which allows communities to gather pertinent data, in both text, and graphic format. This template is very easy to use and is currently in use by communities throughout the state. Trainings on this new technology are being held to educate municipalities on how to improve their affordable housing plans. These trainings are being held statewide, including at the annual Utah American Planning Association.

The affordable housing plans are supposed to evaluation land use controls, tax policies, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment.

Additionally, both the HOME and CDBG programs award points in their rating and ranking systems to applicants whose communities have written a highly rated affordable housing plan. Also, one of HCD's programs, the Community Driven Housing Program, is only made available to communities which have

written highly rated affordable housing plans. This encourages communities to evaluate their community needs as well as any policies which may discourage affordable housing.

## **Discussion**

## **AP-85 Other Actions – 91.320(j)**

### **Actions planned to address obstacles to meeting underserved needs**

The biggest obstacle to underserved needs in the small cities CDBG program is the lack of adequate funding. As cities and counties have grown in population and left the state program, the annual allocation has dropped from a high of \$8.2 million in 2003 to only \$4.47 in 2015. There simply isn't enough funding to meet the community development needs of the communities. Critical infrastructure projects; water, sewer, and public safety continue to be a high priority. With only \$500,000 - \$600,000 available in most regions, only one or two of these projects can be funded in each region, and their size and scope is limited. The regional rating and ranking systems award additional points for leveraged funds and this encourages applicants to seek matching funds for their projects. This system maximizes the CDBG impact throughout the state.

### **Actions planned to foster and maintain affordable housing**

The HOME, ESG, and HOPWA programs are all focused on different segments of the housing market. These programs employ their own unique methods to fostering and maintaining affordable housing. The HOME program is dedicated to the creation of new affordable housing. Each year the HOME program is responsible for the creation of 60-750 new affordable housing units. The HOME program works with all the properties it funds to ensure that the properties are operated successfully. HOME staff study all properties to determine that they are economically viable. HOME also inspects all properties it funds to ensure that affordable housing is maintained in good condition and that all residents have submitted appropriate paperwork and are correctly placed within their units. Units approved by HOME target (and are affordable to) individuals which on average earn 40 percent of the area median income.

The ESG program is largely dependent on affordable housing for its rapid rehousing programs since it must meet all the rent reasonableness and fair market rent requirements. ESG subrecipients work to foster and maintain affordable housing in order to place their program participants in eligible, affordable units. The state provides training, support and resources in working with landlords and making affordable units a good investment.

The HOPWA program assists the placement of persons with HIV/AIDS into affordable housing units.

The CDBG program is focused on both community needs and infrastructure. In addition, the Bear River Region of Utah supports a down payment assistance program for low income residents.

The state CDBG program continues to preserve affordable housing units by supporting single family housing rehab programs in four of the seven AOGs. Low and moderate income (LMI) families depend on the CDBG program to make critical improvements to their homes such as water/sewer lines, roof replacement, ADA modifications, and heating systems. These programs make it possible for many elderly persons to stay in their homes.

These efforts are ongoing and each year HCD works to foster and maintain affordable housing.

### **Actions planned to reduce lead-based paint hazards**

The state of Utah has one of the lowest rates for lead poisoning for children under the age of 6 years, just one percent. Unlike the eastern United States, the housing stock in Utah is relatively new. Most of the housing stock is located in the Wasatch Front region where 76 % of the population resides. These urban, entitlement areas have received federal grants and are served by successful lead hazard reduction programs. The balance of the state that is served by the Utah small cities CDBG program has a small population and limited funding available for such targeted programs. Instead, most lead-based paint hazards are mitigated as a by-product of the single family housing rehab programs operated in four of the rural regions in the state. We encourage partnerships between the Weatherization, CDBG and HOME programs so that, whenever possible, lead-based paint hazards can be mitigated in the homes that are being rehabilitated.

### **Actions planned to reduce the number of poverty-level families**

By promoting affordable housing and the rapid rehousing of homeless households, HCD promotes stability and a footing for families to build the stability to earn enough to no longer be impoverished. Also case management and counseling is provided to assist households in this transition.

The small annual CDBG allocation combined with Utah's method of distribution makes it difficult to fund programs designed to reduce the number of poverty level families. By statute, the state's allocation is divided by seven regional organizations and these organizations have the authority and control over which projects will be funded. Since public service type projects are limited to 15% of the annual allocation, job training programs are uncommon. Instead, the priorities for 2015 continue to be community infrastructure improvements and affordable housing. Single family housing rehab programs throughout the state preserve the affordable housing stock in the rural areas and improve the housing conditions for poverty-level families; but do not reduce their numbers. A small allocation will be awarded to one region to provide technical assistance to low income business owners, but no funding was awarded for loans to such businesses.

### **Actions planned to develop institutional structure**

Additionally, the Community Development Block Grant (CDBG) method of distribution (MOD) is a decentralized system. Funding is allocated to seven regional organizations that determine the local community needs. Points are awarded to applications through each organization's rating and ranking system. These systems and processes are reviewed and revised annually to ensure that projects that address the local priorities and make the greatest impact will be funded each year.

### **Actions planned to enhance coordination between public and private housing and social service agencies**

The State ESG Program is a partner on the Utah State Homelessness Coordinating Committee. The State Homeless Coordinating Committee is committed to coordinating the efforts of public private and social

service agencies in addressing homelessness. HCD's efforts have been a valuable contribution towards federal goals to end homelessness. However, equally important, this Committee has pioneered efforts in Utah in showing the value and feasibility of coordination between public private and social service agencies. The Olene Walker housing loan fund also reaches out to both public private and social service agencies in its efforts. HCD works with cities, non-profits, and private developers and contractors in the course of completing its work. Additionally, HCD has toured the state, offering a permanent supportive housing toolkit where communities successful in partnering private/public housing and social services can present their successes in an effort to expand these partnerships.

The CDBG program allocates funding to seven regional organizations. Application workshops are held throughout the state and the 10 housing authorities located in the non-entitlement areas are invited to apply for funding through eligible applicants (cities and counties). Decent, safe, affordable housing is a priority in Utah and CDBG funding is used by the housing authorities to acquire, retain and rehabilitate affordable housing throughout the state. Since CDBG funds cannot be used to construct housing, acquisition projects are often leveraged with HOME funds for new single and multi-family housing projects carried out by private developers. Area social service agencies are also invited to apply and in 2015 CDBG funds will be used to purchase a meals on wheels truck for an aging services program.

## Program Specific Requirements

### AP-90 Program Specific Requirements – 91.320(k)(1,2,3)

#### Introduction

#### Community Development Block Grant Program (CDBG)

##### Reference 24 CFR 91.320(k)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
<b>Total Program Income:</b>	<b>0</b>

#### Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	84.11%

**HOME Investment Partnership Program (HOME)**  
**Reference 24 CFR 91.320(k)(2)**

1. A description of other forms of investment being used beyond those identified in Section 92.205 is as follows:

OWHLF does not engage in other forms of investment beyond those identified in Section 92.205

2. A description of the guidelines that will be used for resale or recapture of HOME funds when used for homebuyer activities as required in 92.254, is as follows:

Contracts issued by the Division of Housing and Community Development for projects funded by the Olene Walker Housing Loan Fund Board (using HOME funds and state match including program income) include language that requires adherence to recapture provisions per CFR 92.254 (a) (5). The promissory note for loans also restates the recapture requirement and the affordability period. Under the recapture option selected by HCD, the division will recover all of the HOME assistance or share in net proceeds at the time of the sale by the borrower/grantee. Depending upon each particular project, HCD will apply one of the basic options for recapture:

1. HCD can recapture the balance remaining on the entire amount of the HOME assistance from the borrower/grantee if the property is sold during the HUD affordability period,
2. HCD can elect to reduce the amount of the HOME assistance to be repaid on a pro-rata basis according to the amount of the affordability period the borrower/grantee has owned and occupied the property,
3. HCD and the borrower/grantee can share the net proceeds of the sale of the property based upon the ratio of the HOME assistance provided to the sum of the borrowers/grantee's investment plus the HOME assistance, or
4. HCD may allow the borrower/grantee to recover his/her entire investment before any of the HOME assistance is repaid to the HCD from the remaining net proceeds of the sale of the property.

In most cases, HCD will apply option #1 above. There are no restrictions on the price of the property or an income requirement of the buyer. Upon recapture, the affordability period is terminated. HCD will identify the returned funds as program income and use the returned funds for other HOME-eligible activities.

In cases of foreclosure, HCD will recapture the amount from net proceeds available from the sale rather than the entire amount of the HOME investment. If there are no net proceeds from the foreclosure, repayment to the HOME account is not required and HOME affordability requirements are considered satisfied.

3. A description of the guidelines for resale or recapture that ensures the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4) are as follows:

Only rarely does HCD apply resale provisions. Resale option is typically used in areas where it is difficult to obtain affordable housing such as areas with high home prices, rapidly appreciating housing costs, shortage of affordable homes and no land available. In this case, the property must remain affordable for the length of the HUD designated affordability period. If the original borrower/grantee sells the property, it must be sold to a buyer with an AMI between 65%-80%. Depending upon each particular project, HCD will ensure that the resale price must provide the original borrower with a "fair return on investment" which includes any initial investment by the borrower as well as any capital investment. The fair return will be based off of the percentage change in the Consumer Price Index over the period of ownership. In a declining market, a loss of investment may constitute a "fair return on investment". Capital investments must increase the value of the home, prolong the life of the home, adapt it to new uses and last longer than one year. Capital improvements may include, but are not limited to the following: new roof, additions to the home, kitchen or bathroom modernization, landscaping, fence.

4. Plans for using HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds along with a description of the refinancing guidelines required that will be used under 24 CFR 92.206(b), are as follows:

The state does not use federal funds to refinance multi-family housing projects.

**Emergency Solutions Grant (ESG)**  
**Reference 24 CFR 91.320(k)(3)**

1. Include written standards for providing ESG assistance (may include as attachment)

This will be included as an attachment.

- 2.

HCD works to ensure that all of the CoC's and subrecipients of ESG are participating in a coordinated assessment system. When monitoring, staff reviews these processes to ensure that subrecipients are actively participating. Below are explanations of how the three CoC's have implemented a coordinated assessment system:

Balance of State:

The BoS CoC is using the VI-SPDAT as an initial assessment which is administered at or about the first two weeks of accessing shelter or immediately if unsheltered or if the person presenting for

services is chronically homeless. After a household receives the VI-SPDAT, they are then placed on a community-based housing prioritization list. Households with high VI-SPDAT scores are administered the full SPDAT which is then used to inform service and housing decisions. Each service provider draws from the prioritization list based on 1) available resources for the household (if no PSH available, RRH is offered) and 2) level of acuity. Emphasis is placed on drawing from the top of the list. Many DV providers/shelters have begun entering de-identified records into HMIS with their SPDAT scores included in order to ensure that their participants are being prioritized for services. Those presently not entering HMIS data themselves are utilizing partnerships with agencies participating in HMIS to ensure their participants are participating in their coordinated entry process.

#### Mountainland:

The Mountainland CoC operates the coordinated intake and assessment system through 2-1-1 in partnership with the housing and homeless service providers. A client may present for services at any CoC service provider or contact the coordinated intake and assessment system through United Way 2-1-1. Mountainlands utilizes the VI-SPDAT and the SPDAT as its service prioritization tool which is managed in HMIS. Persons are then tracked as they progress toward housing and/or support services. Prioritization is given to certain populations, such as vulnerable chronic homeless persons, DV survivors where housing is an element of their overall safety, and homeless families with children where family unity is essential.

#### Salt Lake and Tooele:

Salt Lake and Tooele COC has developed a collaborative, written Coordinated Access Plan. Consensus exists for a COC wide, multi-access entry point quick assessment method for any homeless individual or family in need of emergency shelter or service. The 211 system, service providers, government agencies, etc. publicize all existing access points. After entry into an appropriate emergency service, individuals are tracked as they progress toward housing and/or support interventions. All chronically homeless individuals are assessed using the VI-SPDAT and prioritized for PSH placements through a community triage group which meets weekly. This inter-agency triage group has adopted the guidance offered by HUD's "Opening Doors". The CoC's largest homeless shelter acts as the central housing agency for homeless and chronically homeless families. They employ a progressive engagement model where the minimum intervention is offered first then additional supports are offered to those households that are not successful. There is a by name list of veterans which pulls from active enrollments in homeless specific programs in HMIS. Service provider, local and state government staff, HMIS staff and the VA meet on a weekly basis to coordinate services and discuss specific veterans' needs.

3. Identify the process for making sub-awards and describe how the ESG allocation available to private nonprofit organizations (including community and faith-based organizations). The state of Utah does not offer sub-awards.

State ESG funds are allocated through the State's Unified Funding process, which includes allocation recommendations from the State Homeless Coordinating Committee's Allocation Committee and approval by the State Homeless Coordinating Committee (SHCC). The SHCC is chaired by the Lt. Governor and is representative of homeless stakeholders state-wide including the CoC president or leader from each of the three CoC's. Applications for funding are presented first to the SHCC's Allocation Committee which reviews and recommends a list of entities to fund. Once approved, the priorities are presented to the SHCC for approval. The State Community Services office then issues a press release publicizing the request for proposal and a state-wide training. Any interested parties are invited to attend this training and apply for funding, including nonprofit organizations, community and faith-based organizations and local government entities. The training covers specific guidance for and presentation of funding priorities and any changes in application process. The conclusion of the training also marks the day the online application will be open. After an appropriate amount of time, the application is closed and SCSO staff and the allocation committee begins reviewing the applications and score them based on past performance and strength of application. The Allocation Committee then schedules hearings if further information is required. A list of recommendations is finally taken to the SHCC for final approval.

4. If the jurisdiction is unable to meet the homeless participation requirement in 24 CFR 576.405(a), the jurisdiction must specify its plan for reaching out to and consulting with homeless or formerly homeless individuals in considering policies and funding decisions regarding facilities and services funded under ESG.

As a state, Utah is not required to consult with homeless or formerly homeless individuals in considering policies and funding decisions regarding facilities and services funded. However, all state sub-recipients, are required to have homeless or previously homeless individuals on their boards.

5. Describe performance standards for evaluating ESG.

When HUD released its full list System Level Performance Measures, HCD reexamined the way in which we were viewing performance and developed a new set of performance measures. All state fiscal year 2016 ESG contracts include a standardized list of performance measures. Many of these measures were either based on or directly from HUDs or served to review how well coordinated assessment is functioning within our subrecipients' organizations. These measures focus heavily on how much our programs positively affect those they serve. Performance measures are reported from HMIS on a quarterly basis and tracked for data quality and program fidelity.