

The City of Jacksonville – Duval County

HOME-American Rescue Plan Grant
Allocation Plan



Housing and Community Development Division
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Jacksonville, Florida 32202

Table of Contents

INTRODUCTION	3
CONSULTATION	4
PUBLIC PARTICIPATION	11
NEEDS ASSESSMENT AND GAPS ANALYSIS	12
HOME-ARP ACTIVITIES	19
HOME-ARP PRODUCTION HOUSING GOALS	20
PREFERENCES.....	21
HOME-ARP REFINANCING GUIDELINES	21
SUPPORTING DOCUMENTS.....	22

HOME-ARP Allocation Plan

Participating Jurisdiction: City of Jacksonville – Duval County, FL

Date: 10/24/2022

Introduction

In September 2021, the U.S. Department of Housing and Urban Development announced the allocation of \$12,060,074 to the City of Jacksonville, FL for a new grant called the Home Investment Partnerships Grant American Rescue Plan (HOME-ARP). The purpose of HOME-ARP funds is to provide homelessness assistance and supportive services through several eligible activities. Eligible activities include acquisition and development of non-congregate shelter, tenant based rental assistance, supportive services, HOME-ARP rental housing development, administration and planning, and nonprofit operating and capacity building assistance.

HOME-ARP funds must assist people in HOME-ARP "qualifying populations", which include:

- Sheltered and unsheltered homeless populations
- Those currently housed populations at risk of homelessness
- Those fleeing or attempting to flee domestic violence or human trafficking
- Other families requiring services or housing assistance or to prevent homelessness
- Those at greatest risk of housing instability or in unstable housing situations

To receive funding, the City must develop a HOME-ARP Allocation Plan which describes the distribution of HOME-ARP funds and identifies any preferences for eligible activities. This plan will be submitted and approved by HUD. The development of the HOME-ARP Allocation Plan must also be informed through stakeholder consultation and public engagement. The following is the City's HOME-ARP Allocation Plan.

Consultation

Summarize the consultation process:

City of Jacksonville’s (COJ) consultation process was made up of two key components. The first component was developing and disseminating an online stakeholder survey in order to capture broad assessments of the community needs and areas for ARP allocation. The online survey was open from July 15, 2022, through Aug 10, 2022. The survey included seven ARP program-specific questions and one open ended comment for community needs assessment. The survey received 22 respondents, including those representing homeless services providers, the Continuum of Care (CoC), Fair Housing agencies, affordable housing developers, homeless service providers, domestic violence advocacy groups, and Veteran’s Groups, and others.

The second component was a series of ongoing consultation with key stakeholders and the City’s Housing and Community Development Division staff via CoC workshops and committee meetings that discussed program parameters, community needs, and helped identify areas that data does not fully address as a means to develop priorities needs. Key stakeholders included representatives of social service organizations, homeless services providers, affordable housing associations, and other nonprofit organizations.

List the organizations consulted, and summarize the feedback received from these entities.

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
Changing Homelessness	Continuum of Care LEAD	Direct Discussions; Survey	Currently there is little to no space for families (non-DV). Mothers are currently forced to separate from their teenage sons making the decisions to sleep separate in gender specific dorms or remain unsheltered often times leaving children sleeping outdoors or in unsafe spaces. There is currently no safe shelter space for youth or LGBTQ communities. Non-congregate demands have grown as we realize placing people with serious medical conditions into a congregate setting is no longer feasible. There is also no safe space for individuals experiencing homelessness to recover from recent hospitalizations. So many clients have unaddressed medical needs because they do not have a safe space to recover from receiving care that they deserve. Also, there is another population that cannot care for themselves and do not have a support network to help. People experiencing

			homelessness tend to prefer individual rooms/spaces. If the entire non-congregate shelter is owned and operated by a shelter provider, that could work. Utilizing hotels during COVID were helpful, but extremely expensive. Rehab an old building into permanent non-congregate shelter.
Jacksonville Housing Authority	Housing Authority	Direct discussion; letter of support	Recognizes the need for more affordable housing to assist LMI households. Specifically highlighted special needs residents, elderly citizens, and homeless requiring HOME-ARP funding to obtain/maintain safe, affordable rental housing.
Family Promise of Jacksonville	Homeless Service Provider, Continuum of Care Member	Direct Discussions; Survey	The biggest gaps include critical needs of income-based housing, rent assistance including late fees, and funding for case management services and other wraparound services to provide a holistic transformation. Providing motels as a transition creates more stability than motels as long-term solution. Case management is vital to success. Funding for case management could address those needs.
Cochran Consulting	Consultant for non-profits working to end homelessness	Survey	There is a general lack of affordable rental housing even for persons that can pay current HUD fair market rates. The service delivery system is still fragmented and siloed although it has improved over the last few years. The biggest need with tenant-based rental assistance is assistance that can exceed HUD FMR. There is obviously a need for additional shelter space but with limited resources I would prioritize funding for permanent housing. Maybe a 4-6 story complex (more affordable to operate and control access) with primarily efficiency units afforded for persons with extremely low incomes (such as SSDI recipients).
Catholic Charities	Religious nonprofit	Survey	There are gaps in the referral process to assisting agencies outside of Changing Homelessness and MHRC. There are few units available that qualify as Rent Reasonable, even when the unit is considered under FMR the utility amount is pushing the unit over the Rent Reasonableness standard. Even the units available through Pad Mission have a lot of competition for placement.

Presbyterian Social Ministries	Homeless Service Provider	Survey	There are gaps in services for families and children. Additional rental assistance and on-site case managers are needed. Case management is always needed as most grants do not cover staffing - which is necessary for any program to work. Whether it's at a street outreach level or follow up case management once they are housed - people power is very much under funded. We know the more touches a person has the higher the rate of success they will achieve. But it takes staffing.
Volunteers of America	Homeless Service Provider	Survey	It takes too long to house a homeless veteran in HUD-VASH. The City has a lack of affordable housing. Vouchers not enough for the housing market in Jacksonville.
Sulzbacher Center	Homeless Service Provider	Survey	A huge need exists for congregate shelter. Many street homeless will not go into a congregate shelter and a non-congregate shelter that is pet friendly is needed. Build more spaces like those for non-congregate shelter to house more homeless people with added support services to address their homelessness to reconnect them back into the community. Additionally there is a lack of permanent affordable units. More units need to be built. More assistant and targeted services is needed for those who are elderly, disabled or suffering from mental illness who are not able to assess service on their own. We witnessed a significant gap in necessary services recently with the EHV's, in which clients were expected to seek and obtain available housing without adequate direction on how to do so. This is an example that we should prepare ourselves not to repeat.
Mission House Inc	Homeless Service Provider, Continuum of Care Member	Direct Discussions; Survey	The shelters are in need of renovation; Homeless do not feel safe at the shelters. Need more spaces for families; families are often broken up due to shelter rules. For non-congregate shelter, have rooms large enough for families to stay together. Make all rooms and restrooms handicap/family accessible. Provide onsite security, case management, meals, basic medical care to residents and referrals for access to community services. Additionally, purchasing properties and renovating already existing structures would be a good use of HOME-ARP funds, since the

			only way to end homelessness is to have enough housing for everyone.
Delores Barr Weaver Policy Center	Human Trafficking Service Provider	Survey	There is not enough bed availability in current emergency shelters in the community, not enough rental properties available that accept current HUD vouchers being allotted, not enough short-term housing options, and current short term housing lists have extensive waiting lists. Current barriers include criminal background and lack of rental history for clients. More case managers need to be hired who are able to provide assist for locating more long-term options for clients.
We Care Jacksonville Inc.	Nonprofit Healthcare Coordination / Case Management Support	Survey	Many folks we work with are not best served in aggregate shelter and often resort to illegal campgrounds or sleeping their cars. Faster access to non-congregate shelter rooms would improve local health / get folks back on road to safe, stable housing faster. There is a need for access to hotel / respite housing when medical emergencies strike or surgeries are scheduled - the perioperative / postoperative risks to unhoused patients are significant and can lead to complications. Congregate shelter in the era of air-borne illnesses like COVID make these arrangements significantly risky for those with complex health needs who are experiencing homelessness.
BEAM	Homeless Prevention and Food Assistance Services	Survey	We speak with clients seeing new lease rents rising even higher than the 33% reported. We see clients signing new leases with the expectation they will not meet their obligations and will eventually break a lease or be evicted. But without sufficient time to address the crisis, they are without other options. Clients need application fee assistance and counseling prior to completing forms. We see clients applying where the property could have let them know of credit score requirements and saved them from spending significant funds on applications that are sure to be denied. Rental assistance over time and not just in one month is needed. Protections for renters is needed. While rent control is a non-starter, can legislation be considered that more than 30 days is required if rent increases more than 5%?

Veteran's Health Administration	Homeless Service Provider, Veterans' Group, Continuum of Care Staff/ Member, Medical Provider	Direct Discussions; Survey	Services for single women and mothers as well as Housing stock is extremely limited. Additionally, there are few options for individuals with significant health/medical issues. For affordable rental housing development, I think SRO's should be considered or tiny houses; Ideally both. More rental housing is needed on the South and East parts of Jacksonville and shelter options are needed in different parts of Jacksonville, instead of all concentrated Downtown.
Family Support Services of North Florida Inc.	Child Welfare	Survey	Rental assistance is the highest need. The most urgent need is deposit assistance, because too many funding streams do not allow. There are many units that are not safe, up to code. Rehabilitation is the most urgent need of affordable rental housing development. Families need a home of their own. Shelters of any type are not the answer for families with children or young adults. Helping them find/acquire affordable independent housing provides more safety, stability.
CIL Jacksonville	Organization Serving People with Disabilities	Survey	There is not enough housing. Once folks get a voucher, they can't find a place to use it. Construction of more affordable units is needed.
Trinity Rescue Mission	Homeless Service Provider	Survey	There is a gap in capacity for those who have mental health challenges and also a gap in long-term affordable housing. Funds should be used for both short-term and long-term goals. Think about how funds can be spent this year that would put our city in a different place 10 years from now.
Women's Center of Jacksonville	Domestic Violence/Sexual Assault Service Provide	Survey	Shelters are full, with no vacancy. HOME-ARP funds would be best spent on emergency housing.
Lutheran Services Florida Health Systems	Managing Entity	Survey	There are not enough shelter beds for chronically homeless, PSH beds for the same population, and affordable/ attainable units for extremely low income. Non-congregate shelters are great, but individuals stay too long. Need to promote case management exit strategies ie- training and employment while they are in these programs with dates to reach

			goals. Do a visual map and include the correlated data. See where the backups exist in the current system and find the correct solutions for those. There is a lack of flow with what you have and that needs attention first.
Daniel Memorial, Inc.	Homeless Service Provider, Organization Serving People with Disabilities	Survey	No real shelters are available for young adults separate from the older populations. Young adults avoid the traditional shelters due to safety issues, especially females and LGBTQI+. Individual rooms are needed for safety concerns for females, families with children, LGBTQI+ members, and young adults (18-24). Separate shelter locations in safer areas so these high-risk populations would feel safe seeking it. Supportive services need to be trauma informed to be able to work with homeless people without getting upset with their difficulties or frustration in not understanding the process. Once a case is open, someone needs to follow up with that person and guide them in the process instead of people feeling like they applied and then feel like nothing has happened for them- get lost in the process.
JASMYN Inc.	Homeless Service Provider	Survey	Gaps include limited prevention assistance, difficulty securing housing units, and very few shelter resources for transgender folks. Non-congregate shelter is needed for LGBTQI+ and non-traditional families.
5 STAR Veterans Center	Veterans' Group, Housing, Mental Health and Food Services	Survey	Immediate assistance in obtaining funding for rent, security and utility deposits, increased support for mental wellness and legal support is needed. There is also a need for affordable rental housing which could be addressed through acquisition and rehabilitation. New construction will likely take too long to assist the immediate need. I would suggest that funding be provided to citizens in need or crisis be offered internet and cable options for their housing.
Northeast Florida Women Veterans, Inc	Homeless Service Provider, Organization Serving People with Disabilities, Veterans' Group, Continuum of Care Member	Survey	Affordable housing and programs to help families toward home ownership are needed. In addition, sheltering for women with older children is lacking. Individual rooms with bathroom and microwave could minimize the challenges that arise with sheltering women. Supportive service is good but if we do not provide case management, the individuals end

			up right back where they started. I support home ownership because the cost of a mortgage is less than the current cost of rent for a space much smaller. Also, if we create a program that helps an individual towards home ownership, the funds could provide a deposit for that purchase.
Downtown Ecumenical Services Council	Emergency Financial Assistance/Food Pantry/Clothing Center	Survey	Best use of funds would be for more affordable housing development. There is an inadequate supply of temporary housing and affordable housing. Multi-unit and multi-family affordable housing construction and rehabilitation would make a significant impact for the homeless population in the Jacksonville community.
Jacksonville human Rights Commission	Civil Rights/ Fair Housing	Direct discussion	JHRC is in full support of COJ's allocation plan and strategic plan to assist qualifying populations through these funds.
Jacksonville Area Legal Aid, Inc.	Civil Rights/ Fair Housing	Direct discussion	One of the pressing issues the City faces is zoning. Jacksonville is 90% zoned exclusively for single family housing, and zoning changes are a critical need. Additionally, the City's code enforcement unit does not inspect public housing unless a politician requests it - this is City policy, and Jacksonville may be the only City in the US with this policy, which contributes to substandard housing for our most low-income tenants. The City assumes HUD will conduct inspections for code violations - HUD does not conduct inspections like this anywhere.

Summarize feedback received and results of upfront consultation with these entities:

Stakeholders ranked the need for affordable rental housing development as the number one need among the eligible activities. TBRA and McKinney-Vento Supportive Services (outreach, shelter, transitional housing, supportive services, short-term rent subsidies, etc.) were ranked as the second and third priorities. Comments and insights noted the lack of affordable housing as inadequate to meet the city's needs, especially the QPs. Affordable rental housing development was also ranked highest for best use of funds among stakeholders. Stakeholders have been very supportive of the City's plan to allocate the bulk of HOME-ARP funds towards affordable rental housing development.

Public Participation

Describe the public participation process, including information about and the dates of the public comment period and public hearing(s) held during the development of the plan:

- ***Date(s) of public notice 8/4/2022; 10/27/2022***
- ***Public comment period: start date - 8/4/2022 end date - 8/18/2022***
- ***Additional Public comment period: start date - 10/27/2022 end date - 11/10/2022***
- ***Public hearing: 8/10/2022***

COJ held one public hearing to discuss the development of the HOME-ARP Allocation Plan, which incorporated information and discussion of community needs and eligible activities related to HOME-ARP, along with an opportunity for the public to provide comments on the proposed budget and activities. A list of eligible HOME-ARP activities and the City's proposed HOME-ARP budget was also presented. The draft Allocation Plan was also posted on the City's website for public viewing and comment.

An additional 15-day public comment was posted with additional fair housing and civil rights stakeholder feedback and concurrence with COJ allocation.

Describe any efforts to broaden public participation:

The public notice was posted in both English and Spanish. The City of Jacksonville also posted the public notice, draft HOME-ARP allocation plan, and presentations on the City's website.

Summarize the comments and recommendations received through the public participation process:

No comments were received.

Summarize any comments or recommendations not accepted and state the reasons why:

No comments were received.

Needs Assessment and Gaps Analysis

Describe the size and demographic composition of qualifying populations within the PJ's boundaries:

Homeless as defined in 24 CFR 91.5

The CoC releases an annual Point-in-Time (PIT) Count that includes valuable data for addressing the needs of residents who are experiencing homelessness. The 2020 Jacksonville-Duval, Clay Counties CoC PIT count data was used to capture the most recent and relevant homeless population data due to alterations in methodology during the 2021 count to mitigate the effects of the COVID-19 pandemic. It is noted that the Continuum of Care's jurisdiction is the entirety of Duval and Clay Counties so the data reflected in the PIT count is for both counties, some numbers may not accurately capture the precise counts of the jurisdiction. Therefore, estimates and rates combined with stakeholder input have led the overall content of estimated composition.

According to the 2020 PIT count, Black or African American residents are the largest demographic of people experiencing homelessness. Just over 56% of people experiencing homelessness are Black or African American, 39% are White/Caucasian, and the remainder are American Indian or Alaskan Native, Native Hawaiian or Other Pacific Islander, Asian, or multi-racial. 8% percent of overall homeless are Hispanic/ Latino. 64% of homeless individuals identify as Male. 77% are over the age of 24 and 14% being under the age of 18, mostly in households with other adults. About 5% were reported as chronically homeless. 177 individuals are veterans and 73 are unaccompanied youth.

Changing Homelessness, the Lead Agency for Duval, Nassau, and Clay counties in Northeast Florida conducted a system level disparities analysis in 2019 that reported Black or African American residents were overrepresented in the homeless services population when compared to all persons in the Northeast Florida CoC (Duval, Nassau, and Clay counties) and people living in households in NE Florida with incomes less than 125% of the federal poverty level. Hispanic residents were underrepresented in the homeless services population Female residents were underrepresented in the homeless services population while males were overrepresented. According to the report, Black or African American clients were overrepresented in the returns to homelessness population, while White clients were underrepresented. Black or African American clients were more likely to exit homeless programs to permanent housing, but also more likely to return to homelessness after a permanent housing exit. The proportion of clients returning to homelessness who were Hispanic was in line with the proportion of clients in the HMIS population who were Hispanic. Females were less likely to return to homelessness.

Homeless Needs Inventory and Gap Analysis Table

Homeless													
	Current Inventory					Homeless Population				Gap Analysis			
	Family		Adults Only		Vets	Family HH (at least 1 child)	Adult HH (w/o child)	Vets	Victims of DV	Family		Adults Only	
	# of Beds	# of Units	# of Beds	# of Units	# of Beds					# of Beds	# of Units	# of Beds	# of Units
Emergency Shelter	260	68	447	447	22								
Transitional Housing	0	0	392	392	44								
Sheltered Homeless						370	545	85	0				
Unsheltered Homeless						5	446	92	0				
Current Gap										-115	-307	-152	-152

Data Sources: 1. Point in Time Count (PIT); 2. Continuum of Care Housing Inventory Count (HIC); 3. Consultation

Populations At-risk of Homelessness as defined in 24 CFR 91.5

HUD defines those at risk of homelessness as individuals and families who have an income at or below 30% of the area median income (AMI), do not have sufficient resources or support networks to prevent them from becoming homeless, or live with instability. Using HUD's 2014-2018 CHAS data, the county has 45,880 households with incomes at or below 30% AMI, (13% of all city households). Sixty-six percent of these households are renter households. Households at-risk of homelessness include an estimated 28,470 households who are severely cost burdened, paying over 50% of their income toward housing and 32,965 who are cost burdened (above 30%, less than 50%). Of the severely cost burdened, 19,430 are renting households who are also in the extremely low-income range (<=30%) and considered at greatest risk of housing instability. An estimated 63,425 LMI (<=80% AMI) renters are cost burdened at the 30% mark, approximately 18% of total households in the City.

Additionally, according to ACS data, 33% (23,780 households) of cost burdened renters earned less than \$20,000 between 2016-2020, while only approximately 8,815 rental units offer a gross rent price within the needed range to prevent being cost burden. In other words, there is a lack of about 14,965 affordable rental units for households making under \$20,000 a year.

Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking, as defined by HUD in the Notice

According to the National Coalition Against Domestic Violence 37.9% of women and 29.3% of men in Florida experience intimate partner physical violence, intimate partner sexual violence and/or intimate partner stalking in their lifetimes. Statistics from the Florida Department of Law Enforcement document there were a total of 8,076 reported domestic violence offenses in Duval County during 2019.

Other populations requiring services or housing assistance to prevent homelessness and other populations at greatest risk of housing instability, as defined by HUD in the Notice

There is a large overlap between those at-risk of homelessness (above data) and households in need of assistance to prevent homelessness or at greatest risk of housing instability. Lack of affordability is the primary issue highlighted in data and consultation. According to CHAS, of the severely cost burdened, 19,430 are renting households who are also in the extremely low-income range ($\leq 30\%$) and considered at greatest risk of housing instability.

While we don't have data that matches the exact definition of QP #4, we can glean general demographics and need from looking at the City's poverty levels. Poverty is often a direct correlation as it relates to households requiring housing assistance to prevent homelessness or to those being at-risk of housing instability. According to ACS, there are 131,987 (15% of City) residents below the poverty level, of which 33% are under 18 years old. Of those living under the poverty level, an estimated 54,986 (41.7%) are White, 60,678 (46%) are Black or African American, 5,077 (3.8%) are Asian, 15,642 (11.9%) are Hispanic or Latino (any race). There are nearly twenty thousand more females (75,691) under the poverty level than males (56,296).

Describe the unmet housing and service needs of qualifying populations:

Homeless as defined in 24 CFR 91.5

The primary unmet need as it pertains to homeless needs inventory is the availability of beds and units for both families/youth households and adults who are experiencing homelessness. There is a need for over 150 emergency shelter beds and units in order to provide housing services for all homeless adults identified in the PIT Count. There is a lack of 300 units and over 100 beds for families with children. Consultation from several stakeholders repeated the need for more beds and units for these persons. Additionally, beds specifically for families, members of the LGBTQI+ community, and individual with high health risks were recognized as a specific need. Stakeholders reported many individuals do not feel safe in the current shelters that operate in the City.

Supportive services and assistance in transitioning out of emergency shelters and into permanent housing was also identified as a need. Challenges of a lack of affordable housing, supportive services, and a need for emergency shelter were a common unmet need themes highlighted from the stakeholder's forum. Service needs for both sheltered and unsheltered include a greater capacity to offer healthcare services, disability assistance, mental healthcare, as well as housing counseling, financial workshops, job training, skills training.

Populations At-risk of Homelessness as defined in 24 CFR 91.5

ACS estimates approximately 68% of the city's renters are costs burdened (paying over 30% of income to housing costs), or approximately 104,185 total renter households. Lack of affordable housing inventory and a persistent affordability gap challenge both populations recovering from homelessness and those households at risk of homelessness or housing instability. Those at-risk

of homeless or housing instability often need short-term subsidies such as mortgage/rent assistance to avoid foreclosure or eviction, as well as utility assistance to avoid shutoff or security deposits to allow new rental contracts. Stakeholder feedback highlighted the need for more housing vouchers and challenges for households to find affordable housing with a voucher. Supportive services such as housing or financial counseling, landlord mediation for eviction proceedings will also benefit these groups. Healthcare assistance greatly benefits those at-risk of housing instability who are also disabled or elderly.

Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking, as defined by HUD in the Notice

According to the 2022 Domestic Violence Counts Report for Florida conducted by the National Network to End Domestic Violence victims of domestic violence made 31 requests for shelter, housing, and other supportive services that providers could not provide with approximately 90% of these unmet requests being for housing and emergency shelter. Victims of domestic violence and single mothers were also highlighted as QPs needing particular support. Stakeholders highlighted consistent reporting that DV beds are not sufficient. Domestic violence or human trafficking survivors often lack easy access to short-term shelter and quick access to medical and psychological services. They need specialized housing security, healthcare, and counseling services (to included networking and economic independence). Case management and financial assistance were highlighted as specific needs for this category.

Other populations requiring services or housing assistance to prevent homelessness and other populations at greatest risk of housing instability, as defined by HUD in the Notice

The unmet needs for the populations needing assistance to prevent homelessness or at risk of greater housing instability mirror those from above, including rental payment assistance or utility deposit assistance and development of affordable rental housing units. Those requiring housing assistance to prevent homelessness or those at greatest risk of housing instability often need short-term subsidies such as mortgage/rent assistance to avoid foreclosure or eviction, as well as utility assistance to avoid shutoff or security deposits to allow new rental contracts. Housing counseling, mental health services, and homeless prevention were highlighted during our consultation as service needs for those at greatest risk of housing insecurity. Healthcare assistance greatly benefits those at-risk of housing instability who are also disabled or elderly in order to help mitigate the challenges of either paying housing costs or medical costs.

Residents who have been previously homeless or are currently using some type of rental assistance may need the assistance to continue for a short or long period of time. Funding existing services and housing assistance programs is important to the housing stability of these individuals and families.

Identify and consider the current resources available to assist qualifying populations, including congregate and non-congregate shelter units, supportive services, TBRA, and affordable and permanent supportive rental housing:

Changing Homelessness serves as the lead agency of the FL-510 CoC. The organization provides a variety of supportive services, including Supportive Services for Veteran Families, Permanent Supportive Housing, Rapid Re-Housing. In 2020, it reported assisting 6,514 persons with housing across all permanent housing programs over a 10 year period. Through the Supportive Services for Veteran Families (SSVF) Program, they have served more than 4,000 veteran families in our service areas since the start with housing search and identification, housing counseling, budgeting, connection to Department of Veteran Affairs benefits.

I.M. Sulzbacher Center for the Homeless, Inc operates emergency shelters and provides community meals in a safe place. The agency operates a men’s shelter and a women & families’ shelter for a total of 232 emergency shelter beds. The Jacksonville Sheriff’s Office, State Attorney’s Office, and Public Defender’s office have partnered with I.M. Sulzbacher Center for the Homeless, Inc to offer permanent housing to the most frequent misdemeanor offenders in Jacksonville. The Center also provides Rapid Re-Housing, Permanent Supportive Housing, veteran services, and healthcare. Sulzbacher’s Health Centers are classified as Federally Qualified Health Centers meaning they specialize in serving medically underserved areas and populations.

Salvation Army Jacksonville provides numerous services to assist people experiencing homelessness. Those services include transitional housing and outreach activities to those who are unsheltered, operating an emergency shelter and supportive services. Salvation Army Jacksonville also provides homeless prevention assistance to those at risk of homelessness.

According to the 2021 CoC Housing Inventory Count, **Five Star Veteran** provides 39 units of Permanent Supportive Housing to veterans. Additionally, the **Veterans Administration** operates the HUD-VASH permanent supportive housing program for veterans. **Clara White Mission Inc** provides transitional housing and job training to homeless persons. The residential program prioritizes veterans and must maintain a residency rate of 75% veterans. **Volunteers of America Jacksonville** also provides transitional housing for veterans.

The Jacksonville Housing Authority (JHA) is the local PHA and currently administers 2,881 public housing units and 7,868 housing choice vouchers. Supportive Services provided by JH include senior services, job training, and family unification.

City Rescue Mission provides shelter for homeless at all stages including the chronically homeless with support services and case management to connect to resources that lead to permanent housing.

Ability Housing provides permanent supportive housing to the most vulnerable people experiencing chronic homelessness in Jacksonville using the housing first approach.

Hubbard House provides 116 emergency shelter beds to victims of domestic violence victims and their children along with supportive services and housing assistance. Hubbard House collaborates with the City of Jacksonville and the Jacksonville Sheriff's Office to comprise the Intimate Violence Enhanced Services Team (INVEST). This team identifies and intervenes the potentially most lethal domestic violence cases.

Her Song is a nonprofit organization based in Jacksonville that has a residential program for survivors of human trafficking. The organization also provides trauma-informed services, victim outreach, education, and prevention. It has served over 2,000 survivors since opening in 2013.

The **City of Jacksonville Community Development Department** continues to prioritize the creation of quality, affordable housing as an integral component of its development programs. It uses portions of its CDBG, HOME, and HOPWA grant funding allocation to increase affordable rental housing opportunities through rental units constructed and rental units rehabilitated, provide supportive services for low-moderate income (LMI) households, homeless households, and those at risk of homelessness, and to provide rental assistance and supportive services to households with HIV/AIDS.

Other program activities that help those in emergency shelters and transitional housing are provided by Jacksonville – Duval County's local organizations such as Catholic Charities Bureau with emergency financial assistance and case management, and The Arc Jacksonville and Gateway Community Services with their homeless programs.

Identify any gaps within the current shelter and housing inventory as well as the service delivery system:

As noted above, the primary gap in the shelter and housing inventory is the availability of beds and units for both adults with children and single adults, as well as those with particular medical conditions or social challenges. There remains a need for nearly 150+ more units/beds for the adults with no children and an estimated 300+ needed units for families/adults with children. The lack of transitional housing and permeant supportive housing also contribute to the emergency shelters lacking availability as it becomes more difficult for homeless persons to transition out of emergency shelters due to lack of affordability and availability.

The availability of housing units does not meet the needs of the qualifying population. There is a need for quality affordable housing units of multiple sizes in neighborhoods throughout the City. As highlighted above, for households earning under \$20,000, there is a shortage of nearly 10,000 affordable rental units. In the city, the estimated vacancy rate is 3.89% with low-income renters most at risk of being unable to find affordable units. The shortage of new multi-family rental housing development, especially affordable rental housing, was highlighted as an impediment the COJ's 2020 Analysis of Impediments to Fair Housing Choice. The report also noted that that a majority of the new multi-family apartments being built are not serving the affordable housing market. Lack of affordable housing inventory has contributed to cost burden, overcrowding, housing instability, and homelessness.

Identify the characteristics of housing associated with instability and an increased risk of homelessness if the PJ will include such conditions in its definition of “other populations” as established in the HOME-ARP Notice:

The City of Jacksonville recognizes the definition of Other Populations set forth by HUD in the CPD Notice (Families Requiring Services or Housing Assistance to Prevent Homelessness or At Greatest Risk of Housing Instability). The criteria related to these categories include households/persons who are (1) extremely low-income with a severe cost burden, or households with (2) an annual income that is less than or equal to 50% of the area median income meet one of the following conditions from paragraph (iii) of the “At risk of homelessness” definition established at 24 CFR 91.5. No further characteristics of housing instability have been defined in the City’s ConPlan; thus the City will use the criteria listed in first six conditions listed in the “At risk of homelessness” definition established at 24 CFR 91.5.

Identify priority needs for qualifying populations:

The community needs assessment identified the following priority needs:

1. Lack of affordable housing
2. Rental assistance
3. Non-Congregate Shelter
4. Supportive Services

For homeless populations, priority needs include rapid re-housing and supportive services to achieve housing stability. Those who are experiencing or are at-risk of homelessness need more affordable housing and shelter options that provide short-term, mid-term, and long-term interventions. Those who are at-risk of homelessness have a strong need for homelessness prevention and stabilizing services, while those who are currently homeless or experiencing chronic homelessness need more street outreach and case management services. Persons fleeing or attempting to flee domestic violence, dating violence, sexual assault, stalking, or human trafficking have a particular need in emergency and transitional housing support as well as pertinent supportive services. For households experiencing housing instability or who are at-risk of homelessness, priority needs include providing appropriate supportive services, including medical and mental health treatment, counseling, supervision, transportation, childcare, case management services, and other services essential for achieving independent living to help prevent homelessness and increase housing stability. However, most of these households will also need a livable wage and supportive services to create long-term self-sufficiency.

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

The gaps in services and programs needed to provide shelter, housing, and services were determined using data and feedback from multiple sources. To determine the level of need and gaps, the City of Jacksonville looked at both qualitative and quantitative measures. Data from the U.S. Census and CHAS data were used in partnership with feedback and on-the-ground insights from key stakeholders in the area. The takeaways from data analysis and stakeholder input were incorporated into the needs assessment.

HOME-ARP Activities

Describe the method for soliciting applications for funding and/or selecting developers, service providers, subrecipients and/or contractors and whether the PJ will administer eligible activities directly:

The City expects to administer programs directly. Once the City has received the full HOME-ARP grant award from HUD, the City will conduct a Request for Proposals for a specified period of time to make it a more competitive process in awarding these funds. During that time any organization, developer, subrecipient, or Community Housing Development Organization (CHDO) is eligible to apply. At the close of the application period, all applications received will be reviewed for completeness, eligibility, and their ability to deliver on the priority needs identified within this plan. Each applicant will also be reviewed for their ability to carry out the project meeting all eligibility criteria.

Award(s) will be made based on the applicant's project scope as it pertains to the outlined priority needs in this plan as well as the applicant's familiarity with utilizing federal funding and ability to comply with all federal and local requirements.

If any portion of the PJ's HOME-ARP administrative funds were provided to a subrecipient or contractor prior to HUD's acceptance of the HOME-ARP allocation plan because the subrecipient or contractor is responsible for the administration of the PJ's entire HOME-ARP grant, identify the subrecipient or contractor and describe its role and responsibilities in administering all of the PJ's HOME-ARP program:

The City will administer the program. The City has not yet used the HOME-ARP administrative funds.

Use of HOME-ARP Funding

	Funding Amount	Percent of the Grant	Statutory Limit
Supportive Services	\$ 0		
Acquisition and Development of Non-Congregate Shelters	\$ 0		
Tenant Based Rental Assistance (TBRA)	\$ 0		
Development of Affordable Rental Housing	\$ 12,000,000		
Non-Profit Operating	\$ 0	0 %	5%
Non-Profit Capacity Building	\$ 0	0 %	5%
Administration and Planning	\$ 60,074	<1 %	15%
Total HOME ARP Allocation	\$ 12,060,074		

Additional narrative, if applicable:

The City will allocate the bulk (99.5%) of its allocation to the development of affordable rental housing.

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

COJ has identified activities that will assist individuals and families of the most vulnerable qualified populations based on reviewing the community needs assessment, by incorporating both analyzed housing and shelter data and the stakeholder feedback of the current trends. After reviewing the gap analysis for shelter and affordable housing availability, as well as analyzing local capacity and other sources of funding relating to community needs, the City identified the best use of eligible HOME-ARP activities that will provide long-term assistance to individuals and families of the most vulnerable qualified populations. There are significant needs throughout the city for each of the eligible activities, and the lack of affordable housing in particular was emphasized by most stakeholders. The gap analysis shows that there is a need to increase the supply of affordable housing as a means to increase availability of permanent supportive housing and provide opportunities for LMI households who are at-risk of homelessness or housing instability, as well as assist those who are homeless transition out of emergency shelters, allowing for more availability to those unsheltered persons who may need immediate shelter assistance. Developing affordable rental housing was highlighted by stakeholders as the top priority and these efforts work as a more permanent solution to assist the QPs.

HOME-ARP Production Housing Goals

Estimate the number of affordable rental housing units for qualifying populations that the PJ will produce or support with its HOME-ARP allocation:

COJ estimates 80 new affordable rental units will be produced using HOME-ARP funds.

Describe the specific affordable rental housing production goal that the PJ hopes to achieve and describe how it will address the PJ's priority needs:

The primary goal will be to help address the lack of affordable housing in the City and to assist as many QP households as possible with supportive services. By adding affordable rental units to the housing stock, COJ aims for the HOME-ARP allocation to contribute to the overall goal of reducing homelessness and housing instability for the most vulnerable populations, as well as allowing more availability of emergency shelters beds/units as current occupants transition out.

Preferences

Identify whether the PJ intends to give preference to one or more qualifying populations or a subpopulation within one or more qualifying populations for any eligible activity or project:

- Preferences cannot violate any applicable fair housing, civil rights, and nondiscrimination requirements, including but not limited to those requirements listed in 24 CFR 5.105(a).
- PJs are not required to describe specific projects to which the preferences will apply.

COJ will not provide preferences to any population or subpopulation.

HOME-ARP Refinancing Guidelines

The City does not intend to use HOME-ARP funds to refinance existing debt secured by multifamily rental housing.