



# HOME - ARP Allocation Plan

County of Henrico, Virginia  
Department of Community  
Revitalization

March 14, 2023  
Amended March 26, 2024

# Acknowledgements

The HOME-ARP Allocation Plan was prepared by the County of Henrico Department of Community Revitalization, Division of Community Development.

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# Preface

The "HOME -ARP Allocation Plan" is submitted electronically to the United States Department of Housing and Urban Development (HUD) through the e-Con Planning Suite within the Integrated Disbursement and Information System (IDIS). This document is an exported and reformatted version of that submission. Questions about this document may be directed to the Henrico County Department of Community Revitalization in the following manner:

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County of Henrico  
Department of Community Revitalization  
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# Introduction

The American Rescue Plan Act of 2021 created a special allocation of \$5 billion to support state and local programs for populations experiencing homelessness or identified as at-risk of homelessness. This special allocation is administered by the U.S. Department of Housing and Urban Development (HUD) through the HOME Investment Partnerships Program, with the primary goal being to assist four “qualifying populations” through four types of eligible activities. Qualifying populations include those experiencing homelessness, those at-risk of homelessness, domestic violence survivors, and “other” populations not traditionally included in those definitions such as veterans and young adults.

Eligible activities that can be funded with HOME-ARP include: (1) development and support of affordable housing, (2) tenant-based rental assistance (TBRA), (3) provision of supportive services; (4) acquisition and development of non-congregate shelter units (NCS); and operating and capacity building for non-profits. Recipients of HOME-ARP funds, known as Participating Jurisdictions (PJs), may use up to 10% of the award for Nonprofit Operating and Capacity Building Assistance and 15% of the award for Administration and Planning.

The County of Henrico, Virginia, received an allocation of \$3,216,865 in HOME-ARP funds to pursue projects that fall within the four eligible activities listed above. To receive this allocation, Henrico County, as a Participating Jurisdiction (PJ), must submit a HOME-ARP Allocation plan to HUD as a substantial amendment to the Program Year 2021-22 Annual Action Plan for approval by March 31, 2023. The Allocation Plan must describe the intended distribution of HOME-ARP funds, including how these funds will be used to address the needs of the HOME-ARP qualifying populations (QPs). The Allocation Plan must include the following:

- A summary of the consultation process and results of upfront consultation with community stakeholders and those working with the qualifying populations;
- A summary of comments received through the public participation process and a summary of any comments or recommendations not accepted and the reasons why;
- A description of HOME-ARP qualifying populations within the jurisdiction;
- A needs assessment and an analysis of gaps in housing and shelter inventory, homeless assistance and services, and the homelessness prevention service delivery system;
- A summary of the planned use of HOME-ARP funds for eligible activities based on the unmet needs of the qualifying populations;
- An estimated number of housing units for qualifying populations the PJ will produce or preserve with its HOME-ARP allocation; and
- A description of any preferences for individuals and families in a particular qualifying population or a segment of a qualifying population.

With an understanding that homelessness and housing instability are regional issues that require jurisdictional cooperation and communication, the Counties of Henrico and Chesterfield and the City of Richmond contracted with the Corporation for Supportive Housing to undertake

the required consultation process, needs assessment and gaps analysis, and provide recommendations for the use of HOME-ARP funds with a regional framework in mind. All three localities will submit separate Allocation Plans to HUD for approval.

This document was created to meet the requirements detailed by HUD in CPD Notice 21-10 *Requirements of the Use of Funds in the HOME-American Rescue Plan Program* (the Notice) and Notice 22-13 *Revisions to HOME-ARP Allocation Plan Requirements and Final Submission Deadline for all HOME-ARP Allocation Plans*. The HUD approved template was used as a basis for the information detailed in this document with moderate adjustments for readability.

The HOME-ARP Allocation Plan was considered by the Henrico County Board of Supervisors on March 14, 2023, for approval for submission of the Allocation Plan to HUD. The Resolution and public meeting minutes are attached to the document as Appendix A and B, respectively.

## Public Participation

- *Date of public notice:* February 4, 2023
- *Public comment period:* February 4, 2023 to March 6, 2023
- *Date of public hearing:* February 16, 2023
- *Date of public notice for Amendment #1:* February 23, 2024
- *Public comment period for Amendment #1:* February 23, 2024 to March 22, 2024
- *Date of public hearing:* March 26, 2024

The public comment period started on February 4, 2023, with an advertisement posted in the Richmond Times Dispatch, and the Henrico Citizen and the Richmond Free Press ran the advertisement on February 9, 2023. The ad was also published on Henrico County’s Facebook and Twitter pages on February 6, 2023. The advertisement was also included in the HenricoNews Weekly News Publication on February 6, 2023 (Appendix C). This comment period ran until March 6, 2023, and the advertisements included instructions on how to comment on the draft Allocation Plan through calls, emails, physical mail, online form submissions, and speaking to members of the Department of Community Revitalization.

The advertisement provided details about the date, location, and time of the public hearing and how to request disability accommodations or language accommodations. This public hearing was held on February 16, 2023, at the Fairfield Library (1401 N Laburnum Ave, Richmond, VA 23223) from 6:00 PM to 8:00 PM. A presentation was made by staff from the Henrico County Department of Community Revitalization, which is attached as Appendix D, along with the minutes of the public hearing.

The public hearing for Amendment #1 was held on March 26, 2024, having previously been advertised in the Richmond Times Dispatch on February 23, 2024. Copies of the draft amendment were made available for review online and at the offices of the Henrico County Department of Community Revitalization.

### Efforts to Broaden Public Participation

The draft HOME-ARP Allocation Plan was published on the Henrico County Department of Community Revitalization Webpage, and a copy of the Allocation Plan was made available at the office of the Department of Community Revitalization. Notice of the public hearing and public comment period was published in three newspapers and links to the draft HOME-ARP Allocation Plan and online comment submission form were posted on the County’s Facebook and Twitter.

Accommodations for persons with disabilities and those with limited English proficiency were made available for both the draft HOME-ARP Allocation Plan and the public hearing upon request.

## Summary of Comments and Recommendations Received

The presentation and minutes from the public hearing held on February 16, 2023, are found in Appendix D. Comments received focused on asking questions related to the HOME-ARP Allocation Plan and the proposed uses, and providing comments for options to serve the qualifying populations. Suggestions included:

- Providing transportation, utility bill assistance, and child care assistance to the households served.
- Heating and cooling shelters are needed in this region.
- The proposed shelter development should be located within Henrico County's boundaries and not in the City of Richmond.
- Consider pursuing bonds for additional financial assistance for shelters.
- Partner with a housing land trust in order to ensure affordability in any housing units developed.
- Renovation of warehouses to produce affordable housing units and shelters.
- Disperse qualifying populations throughout the County and do not concentrate poverty. Provide housing in areas with opportunities for employment, transportation, and other services.

## Summary of Comments and Recommendations Not Accepted

No comments or recommendations not accepted.

## Consultation

The County of Henrico, in partnership with Chesterfield County and the City of Richmond, contracted with the Corporation for Supportive Housing (CSH) to undertake the required stakeholder consultation process. In accordance with Section V.A of the Notice (page 13), at a minimum, a PJ must consult with:

- CoC(s) serving the jurisdiction’s geographic area,
- Homeless service providers,
- Domestic violence service providers,
- Veterans’ groups,
- Public housing agencies (PHAs),
- Public agencies that address the needs of the qualifying populations, and
- Public or private organizations that address fair housing, civil rights, and the needs of persons with disabilities.

The process involved CSH consulting with the required organizations through listening-sessions, stakeholder interviews, and a survey. CSH hosted four listening-sessions and eight key informant interviews. At each session and interview, CSH staff provided an overview of HOME-ARP funds, the qualified populations the funds are required to serve, and the eligible activities under the HOME-ARP regulation.

The stakeholder listening-sessions targeted homeless services providers, community partners, and persons with lived experience. The key informant interviews included agencies that work directly with one or more of the qualified populations (QPs) and were conducted to glean more in-depth insights into the needs of the community and the strategies best suited to meet those needs.

The following stakeholder listening sessions were completed by CSH:

1. Homelessness Providers through a virtual meeting on December 1, 2022.
2. Community Partners through a virtual meeting on December 1, 2022.
3. Persons with Lived Experience through in-person interviews during the week of December 12, 2022, at the single-men’s shelter.
4. Persons with Lived Experience through in-person interviews during the week of December 12, 2022, at the women and families shelter.

The following key stakeholder interviews were completed by CSH:

1. Greater Richmond Continuum of Care on July 1, 2022, and December 27, 2022
2. YWCA - EmpowerNet (domestic violence service provider) on July 12, 2022
3. Partnership for Housing Affordability (agency that address the needs of QPs) on July 15, 2022
4. Chesterfield Department of Social Services (agency that addresses the needs of QPs) on August 19, 2022

5. Regional Community Services Boards: Henrico CSB, Chesterfield CSB, Richmond Behavioral Health Authority (organizations that address fair housing, civil rights, and the needs of persons with disabilities) on January 4, 2023
6. State Housing Services: Virginia Department of Housing and Community Development (public agency that addresses needs of QPs), Virginia Department of Behavioral Health and Developmental Services (public agency that addresses needs of QPs), and Virginia Housing (PHA) on January 4, 2023
7. Henrico Department of Social Services (agency that addresses the needs of QPs) on January 9, 2023.
8. Richmond Redevelopment Housing Authority (PHA) on January 11, 2023

CSH developed a short survey for service providers that did not have an opportunity to participate in a session and/or for service providers that did participate in a session or interview but had additional input to provide. CSH received a total of 9 responses from 8 different agencies and one community member. The following is a summary of the survey responses:

- Eight responses identifying the need for available affordable housing/permanent supportive housing as the priority need for the region.
- Coordination between service providers, local government, and funders is an important step in increasing the effectiveness of serving the qualifying populations.
- Co-locating healthcare, support services, and housing should be a priority when looking into a model for housing development.
- Funding for capacity building and staff operations is needed to ensure that as providers take on more projects that they can maintain them with trained staff.
- There is not enough housing to utilize rental assistance such as tenant-based rental assistance or vouchers.
- “Criminal justice impacted people are disproportionately represented among the homeless population. Resources must go to the lowest segment of the housing stability continuum; it's a matter of racial justice. I know housing affects virtually all working-class people these days, but our solutions must be equitable and not sacrifice the most disadvantaged populations (e.g., homeless, incarcerated) who have the least voice in the political process [at] large.”

Henrico County staff also met with four different service providers for one-on-one discussions regarding the use of these funds including Henrico Mental Health and Development Services (11/21/2022), Henrico Department of Social Services (11/30/2022), Richmond YWCA (11/17/2022), and Virginia Supportive Housing (11/18/2022). The responses from these meetings are found within Table 1. A presentation was made by Henrico staff to the Henrico Chapter of the NAACP and a discussion about the HOME-ARP Allocation Plan and funds occurred on March 7, 2023. A list of all organizations contacted for consultation and method of contact is included in Appendix E.

## Summary of the Consultation Findings

The primary gap these consultations identified that the region is in critical need of deeply affordable units. Providers made it clear that without affordable units available for QPs, the current system cannot prevent or break the cycle of chronic homelessness. Additionally, once deeply affordable units are developed, intense supportive services will be needed to ensure the households served by these units are stabilized and that they build the necessary skills to ensure they can remain stable without case management or financial assistance. Specific populations discussed were single parents with children, persons with mental disabilities or illnesses, and persons that have barriers to getting the traditional documentation needed (e.g., social security number, birth certificate, insurance) needed to obtain housing or services.

Other major gaps that were identified in these consultations included the need for nonprofit capacity building to address staffing concerns, need for an increase in shelter beds, and a distinct call for more partnerships between localities, state partners, and nonprofit organizations to best utilize the current systems to assist the qualifying populations. Vouchers were a common topic of discussion during the consultation process, and how they could be leveraged in a way that best serves the community through the use of project-based vouchers.

The term “flexible funding” was another common theme throughout the stakeholder listening sessions, there needs to be a funding source that allows for service providers to pull from the funds for multiple types of services such as childcare, GED testing, healthcare, and general housing related costs (rental arrears, utility payments, security deposits, etc.). Stakeholders discussed the difficulties of not having a general fund that could be pulled from for any number of supportive services based on a household-by-household basis. There was discontent that many funding sources put too many barriers to funding making it difficult to service households that need stabilization. Most funding sources prescribe a specific amount of funding for a specific type of service instead of a larger sum of funding that has a list of services that it could be used for.

Through the discussions with those currently experiencing homelessness, the primary need identified was more shelters need to be developed and the secondary need was for affordable long-term housing to be developed. Specifically, it was stated that there needed to be more accessible shelters for women and shelters that do not separate families. In relation to affordable housing, it was stated that the processes have too many steps, are difficult to navigate, and it takes too long to get households into affordable, safe spaces. It was also noted that there should be more development as well as rehabilitation of the stock that is already present in the Region.

Eight of the fourteen people consulted stated that vouchers were not needed, and one person shared that “[T]he vouchers don't work anywhere because all these landlords are greedy and up the prices. And if I'm being completely honest, most of the white people working in this [kind of] stuff don't like Black people, and it seems to me like they want us to fail anyway, so what's the point?”

Table 1 below lists all major points made during the consultation process by organization.

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
Homeward/ Greater Richmond Continuum of Care	Continuum of Care	<ul style="list-style-type: none"> <li>• Listening Session (homeless service providers)</li> <li>• Survey</li> <li>• Two Key Stakeholder Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Affordable housing units for all QPs are the biggest need and barrier that providers are running into. All providers are struggling to find affordable housing.</li> <li>• Coordinated Entry will be the best way to handle referrals, since there is already staff trained on the system, an infrastructure in place, and a process that is familiar to staff and clients.</li> <li>• Permanent supportive housing with wrap around supportive services will make the greatest impact in the current situation seen by the Greater Richmond area. Chronic homelessness cannot be adequately addressed without having a safe, affordable place to house people as they receive the services they need.</li> </ul>
Richmond Redevelopment Housing Authority	Public Housing Agency	<ul style="list-style-type: none"> <li>• Key Stakeholder Interview</li> </ul>	<ul style="list-style-type: none"> <li>• The number of vouchers that have been awarded for the region is not nearly enough to address the overwhelming need in the region.</li> <li>• Not enough inventory available to place families, so even when the nonprofits in the area are able to assist in getting funding together for a household there is not enough housing stock to place them.</li> <li>• RRHA is no longer allowed to lease vouchers within 25 miles from their office and must stay within the City of Richmond, which effectively cuts off Henrico and Chesterfield as options for them to house in-need populations.</li> <li>• The passing off of vouchers and services due to the jurisdictional boundaries caused undue stress and confusion on the households being served.</li> <li>• Criminal background checks and lack of identification (SSNs) are two large barriers to many households on the waitlists.</li> <li>• There are over 10,000 households on the one bedroom waiting list.</li> <li>• There are approximately 4,800 households on the two-bedroom waitlist.</li> <li>• There are approximately 4,100</li> </ul>

			<p>households on the housing choice voucher waitlist.</p> <ul style="list-style-type: none"> <li>• Over all 22 waitlists, there are other 100,000 households waiting to be served.</li> <li>• Due to the overwhelming number of households on the waitlists, they were closed in April 2022.</li> <li>• “You can’t just have one or the other [shelter beds and permanent supportive housing] I mean we need to attack this from all fronts you know because people need help in the immediate as much as they need help with the long term.”</li> </ul>
Chesterfield Department of Social Services	Public Agency that addresses QP needs	<ul style="list-style-type: none"> <li>• Key Stakeholder Interview</li> </ul>	<ul style="list-style-type: none"> <li>• Shortage of immediate emergency shelter, which is already very limited in the region.</li> <li>• Priority need is for affordable housing, especially as inflation and market demand cause the availability to become scarcer.</li> <li>• Senior population and families are difficult to place due to limitations with income and size/type of housing needed.</li> <li>• Affordability is more than meeting a monthly payment, it is also assisting households with arrears, previous evictions, and those with a criminal background.</li> </ul>
Henrico Department of Social Services	Public Agency that addresses QP needs	<ul style="list-style-type: none"> <li>• Key Stakeholder Interview</li> <li>• 1:1 Discussion with Henrico County staff</li> </ul>	<ul style="list-style-type: none"> <li>• Permanent housing solutions are the priority need. Deeply affordable, accessible housing is the best need.</li> <li>• Supportive services are needed to wrap around the housing to make sure those exiting the system do not re-enter the system.</li> <li>• While they have the infrastructure and track record for providing one-time rental assistance, they do not currently have the capacity to implement a new TBRA project due to staffing issues.</li> </ul>
EmpowerNet	Domestic Violence Hotline	<ul style="list-style-type: none"> <li>• Key Stakeholder Interview</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinated entry would be the best referral method for those looking to enter the current system to receive support.</li> <li>• Having affordable housing that those fleeing domestic violence can be placed, quickly and without the usual barriers facing low-income renters, would give these clients a way to receive supportive</li> </ul>

			<p>services while having a safe area for themselves and their children.</p> <ul style="list-style-type: none"> <li>• Provided data regarding the domestic violence hotline and demographics for those that called during a year's time frame.</li> </ul>
Richmond YWCA	Domestic Violence Shelter	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers)</li> <li>• 1:1 Discussion with Henrico County staff</li> </ul>	<ul style="list-style-type: none"> <li>• Having affordable housing that those fleeing domestic violence can be placed, quickly and without the usual barriers facing low-income renters, would give these clients a way to receive supportive services while having a safe area for themselves and their children.</li> <li>• The young adult cohort is one that is often not considered, especially those aging out of the foster care system. Those individuals are often left without proper resources or stability, leading them to become homeless quickly after aging out of the system.</li> <li>• HUD Guidelines have not been keeping up with inflation for limits such as Fair Market Rent or how much vouchers are able to be used for, making locating an available unit that much harder.</li> </ul>
Partnership for Housing Affordability	Agency that addresses QP needs	<ul style="list-style-type: none"> <li>• Key Stakeholder Interview</li> <li>• Listening Session (Community Partners)</li> </ul>	<ul style="list-style-type: none"> <li>• Provided data from the Housing Resource Line for the demographics of one of the QPs.</li> <li>• There is a serious need for affordable housing in the region, especially for those with <math>\leq 30\%</math> AMI.</li> <li>• Rental controls should be considered for the area.</li> <li>• Priority should be on the development and rehabilitation of affordable housing.</li> </ul>
Henrico Community Service Board	Public Agency that addresses QP needs & agency that represents persons with disabilities	<ul style="list-style-type: none"> <li>• Key Stakeholder Interview</li> </ul>	<ul style="list-style-type: none"> <li>• Barriers to housing include previous poor housing history, credit scores, criminal background, and finding landlords that understand the population that falls into the Serious Mental Illness category.</li> <li>• Funds based on disability type are extremely limiting the potential to assist households with these disabilities as they commonly have multiple types. Funding focused primarily on housing status would be more beneficial for assisting these populations.</li> </ul>

			<ul style="list-style-type: none"> <li>• Property manager and landlord education about these populations would be beneficial.</li> </ul>
Chesterfield Community Service Board	Public Agency that addresses QP needs & agency that represents persons with disabilities	<ul style="list-style-type: none"> <li>• Key Stakeholder Interview</li> </ul>	<ul style="list-style-type: none"> <li>• Primary barrier to housing their populations is that the housing stock does not have enough available units.</li> <li>• Making and maintaining relationships with developers has been a goal of this CSB to potentially work towards getting more units set aside for their populations. However, developers do not always understand what affordable housing means especially when working with homeless or at-risk populations with disabilities.</li> </ul>
Richmond Behavioral Health Authority	Public Agency representing persons with disabilities & other QPs	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers)</li> <li>• Key Stakeholder Interview</li> </ul>	<ul style="list-style-type: none"> <li>• Reiterated that finding affordable housing units, even for voucher holders, is extremely difficult. There is not enough available housing stock nor stock that has landlords and property managers willing to make accommodations for clients.</li> <li>• Staffing issues have limited client's accessibility and resources within the system.</li> <li>• Individuals with Serious Mental Illness have barriers to housing entry that are not normally considered when locating housing and need reasonable accommodation from landlords and property managers.</li> <li>• Pregnant and parenting women that move through their programs are primarily coming out of homelessness or at risk of homelessness.</li> </ul>
Virginia Department of Housing and Community Development	Public Agency that addresses QP needs	<ul style="list-style-type: none"> <li>• Key Stakeholder Interview</li> </ul>	<ul style="list-style-type: none"> <li>• Looking to leverage the available local resources when assessing applications for state funding.</li> <li>• Their HOME-ARP Allocation prioritizes capital subsidies to support the development of affordable housing projects.</li> </ul>
Virginia Department of Behavioral Health and Development Services	Public Agency that addresses QP needs	<ul style="list-style-type: none"> <li>• Key Stakeholder Interview</li> </ul>	<ul style="list-style-type: none"> <li>• Allowing clients the choice of their housing and services is important, however unit alignment is an issue as the available affordable housing stock is so low that there is usually only one unit available at the time of service.</li> </ul>

			<ul style="list-style-type: none"> <li>• Would prefer to avoid seeing concentrations of certain populations, such as those with disabilities, and advocated that there is a need for integration in the community.</li> </ul>
Virginia Housing	Public Housing Authority	<ul style="list-style-type: none"> <li>• Key Stakeholder Interview</li> </ul>	<ul style="list-style-type: none"> <li>• Priority is to transition a portion of the vouchers to project-based to make it easier for households using those vouchers to find housing.</li> <li>• Need for resources to focus on building the capacity and operating funds for nonprofits as they're hitting a ceiling for the number of households and individuals that they serve.</li> </ul>
Virginia Supportive Housing	Homeless Service Provider	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers and Community Partners)</li> <li>• 1:1 Discussion with Henrico County staff</li> </ul>	<ul style="list-style-type: none"> <li>• Discussed the need for more affordable housing units in the area, specifically rental. This was identified as the largest issue faced.</li> <li>• Discussed the difficulties surrounding finding a parcel for development along with figuring out the capital costs for the development.</li> </ul>
Housing Opportunities Made Equal of Virginia, Inc.	Fair Housing Agency	<ul style="list-style-type: none"> <li>• Listening Sessions (Homeless Providers and Community Partners)</li> </ul>	<ul style="list-style-type: none"> <li>• Discussed the difficulties of discrimination against these types of populations when looking for housing and common practices by landlords that create barriers to entry.</li> </ul>
Henrico Mental Health and Development Services	Agency representing persons with disabilities	<ul style="list-style-type: none"> <li>• 1:1 Discussion with Henrico County staff</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• While they have the infrastructure for a TBRA program, they do not currently have the capacity to implement a new TBRA project due to capacity issues.</li> <li>• Influx of vouchers for the County has been their primary priority.</li> </ul>
The Salvation Army RVA	Homeless Service Provider	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers)</li> </ul>	<ul style="list-style-type: none"> <li>• Needs permanent supportive housing with supportive services so that they can be housed long-term.</li> </ul>
CARITAS	Homeless Shelter & Service Provider	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers)</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• "With the aging populations comes more medical needs. Finding assisted living environments for those w medical needs (even simple ones that make living alone hard) is almost nonexistent."</li> <li>• Supported the idea of supportive service mobile units to meet clients at important locations (DMV).</li> <li>• Staffing remains an issue for case managers and shelter staff. Funding to help provide competitive pay and training</li> </ul>

			<p>needs would assist with maintaining the ability to serve the QPs in an effective manner or take on other projects.</p> <ul style="list-style-type: none"> <li>• More affordable housing options and/or short-term housing options to support households as they transition to permanent supportive housing.</li> </ul>
Saint Joseph’s Villa - Flagler Housing and Homeless Service	Homeless Service Provider	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers)</li> </ul>	<ul style="list-style-type: none"> <li>• Discussed EHC Vouchers and that they are successful due in part due to not being as rigid as other voucher options.</li> </ul>
Housing Families First	Homeless Shelter & Service Provider	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers)</li> </ul>	<ul style="list-style-type: none"> <li>• Housing units for families have been difficult to locate.</li> <li>• Persons with cognitive disabilities can be difficult to get resources for due to limited availability.</li> </ul>
Safe Harbor	Domestic Violence and Human Trafficking Shelter	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers)</li> </ul>	<ul style="list-style-type: none"> <li>• Organization did not offer input during the Listening Session.</li> </ul>
VA Home for Boys and Girls	Homeless Service Provider	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers and Community Partners)</li> </ul>	<ul style="list-style-type: none"> <li>• Organization did not offer input during the Listening Session.</li> </ul>
Daily Planet Health Services	Homeless Service Provider	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers)</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Needs to be an increase in services for elderly and/or frail individuals as well as those with mental illnesses.</li> <li>• Individuals who are not eligible for public assistance are taken out of assisted living situations due to issues such as lack of birth certificate, SSN, and other documents. These are serious barriers to entry for these cases.</li> <li>• Mobile Medical and Street Medicine services have been successful as far as going to those who are unsheltered.</li> <li>• Permanent supportive housing is a priority.</li> <li>• “We cannot overlook the immediate needs of those facing or experiencing homelessness today,” regarding focusing the funding solely on the development of permanent supportive housing.</li> </ul>

Richmond Metropolitan Habitat for Humanity	Community Partner that deals with affordable housing	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers)</li> </ul>	<ul style="list-style-type: none"> <li>• Organization did not offer input during the Listening Session.</li> </ul>
EMS of Virginia	Homeless Service Provider & agency representing persons with disabilities	<ul style="list-style-type: none"> <li>• Listening Session (Homeless Providers)</li> </ul>	<ul style="list-style-type: none"> <li>• “People receiving disability/SSDI have a lot of difficulty finding housing that they can afford.”</li> <li>• Need for a “one-stop shop” for clients to receive services, application assistance, and linked with housing assistance.</li> <li>• Public private partnerships are incredibly beneficial and should be sought after.</li> </ul>
OAR of Richmond	Homeless Service Provider & Incarceration Re-Entry	<ul style="list-style-type: none"> <li>• Listening Session (Community Partners)</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Those released from incarceration usually do not have safe, stable housing and no secure base to build a new life.</li> <li>• Those impacted by the criminal justice system make up a decent portion of the homeless population yet commonly have barriers to entry to the homeless services system.</li> <li>• Barriers include being blocked from services such as rapid rehousing and permanent supportive housing as they commonly have trouble getting off the waitlist for emergency shelter. Many landlords also have blanket bans on persons with felony convictions.</li> </ul>
ACTS	Homeless Service Provider	<ul style="list-style-type: none"> <li>• Listening Session (Community Partners)</li> </ul>	<ul style="list-style-type: none"> <li>• Nonprofit capacity is a large issue when addressing the needs of the qualifying populations.</li> <li>• Decreasing the length of leases has become an issue when getting voucher holders into housing.</li> <li>• Development of affordable housing stock for low and extremely low-income households is needed.</li> </ul>
project:HOMES	Community Partner that deals with affordable housing	<ul style="list-style-type: none"> <li>• Listening Session (Community Partners)</li> </ul>	<ul style="list-style-type: none"> <li>• Organization did not offer input during the Listening Session.</li> </ul>
Henrico Chapter of the NAACP	Civil Rights Organization	<ul style="list-style-type: none"> <li>• Presentation and discussion</li> </ul>	<ul style="list-style-type: none"> <li>• Educational opportunities and partnering with the Public School system should be a priority when looking into utilizing these funds.</li> </ul>

			<ul style="list-style-type: none"> <li>• Working with the voucher programs available to the County is important to ensure that stabilization can occur.</li> <li>• Concerns with making sure specific populations are included, such as Veterans and those in the LGBTQ+ community.</li> </ul>
Commonwealth Catholic Charities	Homeless Shelter & Service Provider	Invited to a Listening Session (Homeless Providers) through email	Agency did not attend the Listening Session nor answer the Survey.
Liberation Veterans Services	Veterans Groups, Homeless Service Providers	Invited to a Listening Session (Community Partners) through email	Agency did not attend the Listening Session nor answer the Survey.
VCU Hospital (Project Empower)	Homeless Service Provider, agency representing persons with disabilities	Invited to a Listening Session (Homeless Providers) through email	Agency did not attend the Listening Session nor answer the Survey.
Henrico County Public Schools	Agency works with McKinney-Vento Students	Invited to a Listening Session (Homeless Providers) through email	Agency did not attend the Listening Session nor answer the Survey.
Resources for Independent Living Inc and Central Virginia Resource Corporation	Agency representing persons with disabilities	Invited to a Listening Session (Homeless Providers) through email	Agency did not attend the Listening Session nor answer the Survey.
Virginia Department of Veteran Services	Public agency that serves veterans.	Invited to a Listening Session (Homeless Providers) through email	Agency did not attend the Listening Session nor answer the Survey. Hen
Henrico Capital Region Workforce	Public Agency	Invited to a Listening Session (Community Partners) through email	Agency did not attend the Listening Session nor answer the Survey.
Chesterfield Mental Health Support Services	Public agency representing persons with disabilities	Invited to a Listening Session (Community Partners) through email	Agency did not attend the Listening Session nor answer the Survey.
Senior Connections	Non-profit	Invited to a Listening Session (Community Partners) through email	Agency did not attend the Listening Session nor answer the Survey.

The James House	Domestic Violence Shelter	Invited to a Listening Session (Homeless Providers) through email	Agency did not attend the Listening Session nor answer the Survey.
Hanover Safe Place	Domestic Violence Shelter	Invited to a Listening Session (Homeless Providers) through email	Agency did not attend the Listening Session nor answer the Survey.

Table 1: List of the organizations consulted or attempted to consult with.

# Needs Assessment and Gaps Analysis

PJs must evaluate the size and demographic composition of the qualifying populations within its boundaries and assess the unmet needs of those populations. In addition, a PJ must identify any gaps within its current shelter and housing inventory as well as the service delivery system. This is to gain an understanding of the current make-up of the qualifying populations and the apparent gaps and strains in the current system. Homeless service providers that serve Henrico County also serve Chesterfield County and the City of Richmond, among others, thus regional breakdowns are the primary way this data is described, though Henrico specific data is included where possible. There are limitations to the data available surrounding the qualifying populations, and figures may not be exact matches due to these limitations. This analysis will break down the source of the data and the jurisdictional context for each figure and findings will be based on the best inferences possible from the multiple sources of data.

When referring to the “Region” in this section, it is referencing the service area of the Greater Richmond Continuum of Care (GRCoC). This service area includes the City of Richmond and the Counties of Charles City, Chesterfield, Goochland, Hanover, Henrico, and New Kent. Cases when the geography is not solely Henrico County or the entire Region are specified in their respective sections.

## Size and Demographic Composition of the Qualifying Populations:

### Homeless as defined in 24 CFR 91.5

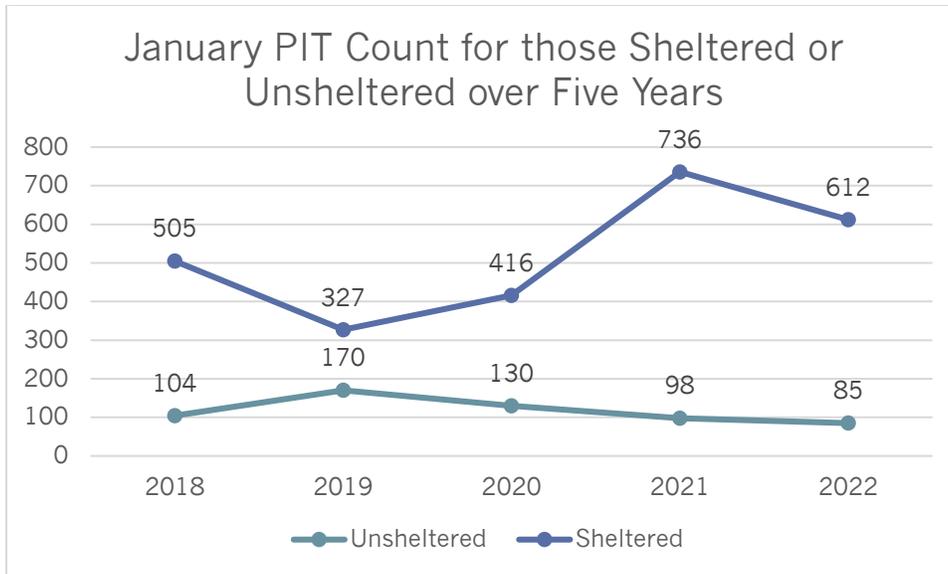
#### Regional

Twice a year, the Greater Richmond Continuum of Care (Homeward) conducts a Point in Time (PIT) count to gather a census on the number of sheltered and unsheltered persons experiencing homelessness in Henrico, Chesterfield, Hanover, and Richmond. According to the January 2022 PIT, there were a total of 697 people (513 households) experiencing homelessness with 612 persons (428 households) having some form of shelter (emergency, transitional, or safe haven) and 85 persons/households being unsheltered.<sup>1</sup> This is a 17% decrease from the reported number of persons experiencing homelessness in January 2021, which was reported to be at 838, however it is still a 27.6% increase from the January 2020 PIT which was reported to be at a total of 546 persons.<sup>2</sup> Out of the 513 households, there was a total of 428 adult only households and 85 households with children.

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<sup>1</sup> Homeward. *January 2022 Point in Time Count*.

<sup>2</sup> Homeward. (2021, February 17). “January point in time count shows large increase in region’s homeless population.” Retrieved February 4, 2023, from <https://www.homewardva.org/january-point-in-time-count-shows-large-increase-in-region-s-homeless-population>



Graph 1: January PIT Count for those sheltered or unsheltered over the span of five years.

From the PIT count from January 2022, there were 222 persons classified as chronically homeless which is defined by HUD as an individual or household that has “*experienced homelessness for longer than a year, during which time the individual may have lived in a shelter, Safe Haven, or a place not meant for human habitation.*” Out of the 428 adult only households, a total of 41.6% meet the definition of chronically homeless. Out of the 85 households with children a total of 15.4% meet the definition of chronically homeless.

For households with children, the majority of persons are under the age of 18, identify as female, are Black, African American, or African, and are Non-Hispanic/Latin(a)(o)(x). This differs from the adult only households, which are primarily over the age of 24, identify as male, are Black, African American, or African, and are Non-Hispanic/Latin(a)(o)(x). The racial and ethnicity demographics for both types of households are similar, with both in the 60 to 70 percentile range for Black, African American, or African for race and in the upper 90s percentile range for Non-Hispanic/Latin(a)(o)(x) for ethnicity. The demographic characteristics for households with at least one adult and one child and adult only households are displayed in the tables below.

<b>January 2022 PIT Demographics for Persons in Households with at least One Adult and One Child</b>					
	Emergency Shelter	Transitional Shelter	Unsheltered	Total	Total Percentage
<b>Age</b>					
<18	139	5	0	144	55.6%
18-24	23	1	0	24	9.3%
>24	87	4	0	91	35.1%
<b>Gender</b>					
Female	145	6	0	151	58.3%
Male	101	4	0	105	40.5%
Gender that is not singularly 'Female' or 'Male'	2	0	0	2	0.8%
Questioning	0	0	0	0	0.0%
Transgender	1	0	0	1	0.4%
<b>Ethnicity</b>					
Non-Hispanic/Non-Latin(a)(o)(x)	230	10	0	240	92.7%
Hispanic/Latin(a)(o)(x)	19	0	0	19	7.3%
<b>Race</b>					
American Indian, Alaska Native, or Indigenous	1	0	0	1	0.4%
Asian or Asian American	2	0	0	2	0.8%
Black, African American, or African	179	0	0	179	69.1%
Native Hawaiian or Pacific Islander	1	0	0	1	0.4%
White	44	0	0	44	17.0%
Multiple Races	22	0	0	22	8.5%
<b>Chronically Homeless</b>					
Persons	40	0	0	40	15.4%

Table 2: January 2022 PIT Demographics for Persons in Households with at least One Adult and One Child.

January 2022 PIT Demographics for Adult Only Households						
	Emergency Shelter	Transitional Shelter	Safe Haven	Unsheltered	Total	Total Percentage
<b>Age</b>						
18-24	13	0	0	30	43	9.8%
>24	296	16	28	55	395	90.2%
<b>Gender</b>						
Female	79	2	1	21	103	23.5%
Male	226	14	27	64	331	75.6%
Gender that is not singularly 'Female' or 'Male'	2	0	0	0	2	0.5%
Questioning	0	0	0	0	0	0.0%
Transgender	2	0	0	0	2	0.5%
<b>Ethnicity</b>						
Non-Hispanic/ Non-Latin(a)(o)(x)	301	16	27	80	424	96.8%
Hispanic/ Latin(a)(o)(x)	8	0	1	5	14	3.2%
<b>Race</b>						
American Indian, Alaska Native, or Indigenous	5	0	0	1	6	1.4%
Asian or Asian American	0	0	0	1	1	0.2%
Black, African American, or African	206	11	22	38	277	63.2%
Native Hawaiian or Pacific Islander	0	0	0	0	0	0.0%
White	83	5	6	41	135	30.8%
Multiple Races	15	0	0	4	19	4.3%
<b>Chronically Homeless</b>						
Persons	154	0	5	23	182	41.6%

Table 3: January 2022 PIT Demographics for Persons in Adult Only Households.

To obtain a more detailed demographic breakdown of the GRCoC Region, CSH staff used data from Stella P, a data visualization tool, provided by HUD. Stella P utilizes data from the Homeless Management Information System (HMIS) and uses algorithms to deduplicate data. Because of this, there are some minor inconsistencies including different totals for different categories. This data does, however, provide a broader context related to the demographic composition of the people experiencing homelessness.

The data used to analyze the demographic composition of the population experiencing homelessness included clients entered into the HMIS system between October 1, 2020, and September 30, 2021.

According to Stella P, during this time period, 2,544 households were entered into the Richmond CoC HMIS system and received service. The 2,544 households included 2,026 adult only households and 518 households with at least one adult and one child.

The majority of the households served in the GRCoC Region were Black, African-American, or African. They represented 73.5% of the households captured in HMIS. This is over two and a half times the percentage of this demographic in the general population overall where 28% of persons identify as Black, African American, or African. Table 4 below shows the demographic characteristics of the households and persons entered into HMIS. Other demographic majorities found from this data set include persons that identify as male and non-veterans. The age cohort that has the most significant representation are those between the ages of 55 and 64. A total of 26% of the population during this time were self-identified as domestic violence survivors, and 8.2% of the population was currently fleeing domestic violence during the time of entry into HMIS.

<b>GRCoC HMIS Demographic Characteristics - October 2020 to September 2021</b>			
	Adult Only Households	Households with Children	Persons
<b>Race and Ethnicity</b>			
American Indian, Alaska Native or Indigenous	13	5	
Asian or Asian American	7	3	
Black or African American or African	1433	437	
Multiple Races	0	0	
Native Hawaiian or Pacific Islander	3	3	
White, Hispanic/Latin(a)(o)(x)	27	16	
White, Non-Hispanic/Non-Latin(a)(o)(x)	506	48	
Unknown	37	6	
<b>Gender</b>			
Female			973
Male			1548
No Single Gender			6
Questioning			0
Transgender			19
Unknown			19
<b>Age</b>			
0-5			355
6-17			386
18-24			260
25-54			1585
55-64			550
65+			164
Unknown			8
<b>Veteran Status</b>			
Veteran			266
Non-Veteran			2255
Unknown			42
<b>Domestic Violence Status</b>			
Not a DV Survivor			1819
DV Survivor and Currently Fleeing			211
DV Survivor and Not Currently Fleeing			458
Unknown			77

Table 4: Greater Richmond CoC HMIS Demographic Breakdown from October 2020 to September 2021.

## Henrico County

The Homeless Management Information System (HMIS) is used by all service providers in the Greater Richmond Continuum of Care (GRCoC) to collect and manage demographic data for the households and persons served. While this is not a completely comprehensive view of the homelessness population and services in Henrico County or the Region, as there are service providers not in the GRCoC that do not use HMIS, it provides the most accurate information available for the homeless qualifying population. From October 1, 2020, to September 20, 2021, 557 households (860 persons) that identified Henrico County as the place of their last permanent address were entered into HMIS.

The demographic breakdown of this qualifying population represents individuals rather than household. Data labels are taken directly from HUD and HMIS. The majority of clients from the Henrico County specific data were those that identified as female, between the ages of 25-54, identified as Black, African American, or African, and Non-Hispanic/Non-Latin(a)(o)(x), were disabled, and were non-veterans. This mirrors with what the GRCoC Region and the Stella P data indicated for the Richmond Region as a whole. The domestic violence statistic and those fleeing domestic violence percentages also aligned with the Region, as Henrico County had 28.4% of the homeless population answer “yes” to experiencing some form of domestic violence, and only 12% indicated that they were fleeing domestic violence at the time of entry into HMIS.

Table 5 provides additional demographic detail for Henrico County specific data.

<b>Henrico County HMIS Demographic Data by Persons from October 2020 to September 2021</b>		
<b>Race</b>	<b>Total</b>	<b>Percentage</b>
American Indian, Alaska Native, or Indigenous	8	0.9%
Asian or Asian American	3	0.3%
Black, African American, or African	613	71.3%
Native Hawaiian or Pacific Islander	1	0.1%
Other Multi-Racial	46	5.3%
White	188	21.9%
Unknown	1	0.1%
<b>Ethnicity</b>	<b>Total</b>	<b>Percentage</b>
Hispanic/Latin(a)(o)(x)	36	4.2%
Non-Hispanic/Non-Latin(a)(o)(x)	822	95.6%
Unknown	2	0.2%
<b>Age</b>	<b>Total</b>	<b>Percentage</b>
0-5	99	11.5%
6-17	164	19.1%
18-24	92	10.7%
25-54	381	44.3%
55-64	102	11.9%
65+	22	2.6%
<b>Gender</b>	<b>Total</b>	<b>Percentage</b>
Female	460	53.5%
Male	395	45.9%
Transgender	2	0.2%
Unknown	2	0.2%
A gender other than singularly female or male	1	0.1%
<b>Disabled</b>	<b>Total</b>	<b>Percentage</b>
Yes	488	56.7%
No	368	42.8%
Unknown	4	0.5%
<b>Veteran Status</b>	<b>Total</b>	<b>Percentage</b>
Veteran	31	3.6%
Non-Veteran	818	95.1%
Unknown	11	1.3%

<b>Domestic Violence Status</b>	<b>Total</b>	<b>Percentage</b>
DV Survivor	244	28.4%
Not a DV Survivor	613	71.3%
DV Status Unknown	3	0.3%
<b>Fleeing Domestic Violence</b>	<b>Total</b>	<b>Percentage</b>
Yes	103	12.0%
No	203	23.6%
Question Not Asked	543	63.1%
Client Does Not Know	1	0.1%

Table 5: Racial and Ethnic Composition of Persons Experiencing Homelessness in Comparison to General Population.

**At Risk of Homelessness as defined in 24 CFR 91.5**

HUD receives custom tabulations of American Community Survey (ACS) data from the U.S. Census Bureau. This data, known as “CHAS” data (Comprehensive Housing Affordability Strategy) quantifies the extent of housing problems and housing needs, particularly for low- to moderate-income households. The most current CHAS data for Henrico County is from 2015-2019. Henrico County anticipates that the number of households with a cost burden has increased since 2019 due to a variety of housing cost increases, specifically rent costs.

HUD defines those at risk of homelessness as individuals and families, with 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. According to HUD’s CHAS 2015-2019 and ACS 2020 data, there were 47,975 total renters in the County of Henrico.

Of these renters, 9,160 were extremely low income (less than 30% AMI) which qualifies them as at-risk of homelessness. Of these extremely low-income households, there were 7,465 households experiencing at least one housing problem as defined by the ACS, indicating that they are staying in inadequate housing. The ACS recognizes four causes of inadequate housing/housing problems: incomplete kitchen facilities, incomplete plumbing facilities, more than 1 person per [bed]room, and cost burden greater than 30% of households gross income. Cost burden is defined as a household paying more than 30% of their income toward housing costs, and severe cost burden is defined as a household paying more than 50% their of income toward housing costs. For renters with an income of 30% AMI or less, 72% of these households are severely cost burdened and 10% are cost burdened.

There are 8,100 renters with incomes between 30% and 50% AMI, and 87% of this income cohort is experiencing at least one housing problem. 39% of these households are severely cost burdened and 42% are cost burdened.

<b>Cost Burdened Rental Households by Household Area Median Family Income</b>			
Income by Cost Burden (Renters only)	Cost burden > 30%	Cost burden > 50%	Total
Household Income <= 30% HAMFI	7,425	6,880	<b>9,160</b>
Household Income >30% to <=50% HAMFI	6,880	2,485	<b>8,100</b>
Household Income >50% to <=80% HAMFI	5,650	370	<b>12,105</b>
Household Income >80% to <=100% HAMFI	715	165	<b>5,765</b>
Household Income >100% HAMFI	275	85	<b>12,840</b>
<b>Total</b>	<b>20,945</b>	<b>9,985</b>	<b>47,975</b>

Table 6: Cost Burdened Households by Household Area Median Family Income.

<b>Housing Problems for Renters by Household Area Median Family Income</b>			
Income by Housing Problems (Renters only)	Household has at least 1 of 4 Housing Problems	Household has no Housing Problems OR cost burden not available and no other problems	Total
Household Income <= 30% HAMFI	7,465	1,695	<b>9,160</b>
Household Income >30% to <=50% HAMFI	7,025	1,075	<b>8,100</b>
Household Income >50% to <=80% HAMFI	6,035	6,070	<b>12,105</b>
Household Income >80% to <=100% HAMFI	965	4,805	<b>5,765</b>
Household Income >100% HAMFI	635	12,205	<b>12,840</b>
<b>Total</b>	<b>22,120</b>	<b>25,855</b>	<b>47,975</b>

Table 7: Housing Problems for Renters by Household Area Median Family Income.

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

The data from the EmpowerNet Hotline focuses primarily on those experiencing or fleeing domestic violence. The EmpowerNet Hotline serves the geographic area of the City of Richmond and the Counties of Chesterfield, Hanover, and Henrico. The data was collected between July 2021 and June 2022.

During this time, there were 1,442 calls to the hotline from Chesterfield, Henrico, and the City of Richmond. A total of 409 of the callers identified their location as Henrico County. Table 8 includes the demographic breakdown of all 1,442 callers as this data is not broken down by jurisdiction. The data set has a higher number of “Not Applicable/No Answer” responses

because callers often are in crisis and are unable to give detailed demographic data at the time of their call. This data is difficult to obtain due to the population involved, however what has been provided still gives a snapshot of the characteristics of this qualifying population.

<b>EmpowerNet Hotline Caller Demographics from July 2021 to June 2022</b>		
<b>Race and Ethnicity</b>	<b>Total</b>	<b>Percentage</b>
American Indian, Alaska Native, or Indigenous	16	1.1%
Asian or Asian American	25	1.7%
Black, African American, or African	741	51.4%
Native Hawaiian or Pacific Islander	6	0.4%
Other Multi-Racial	147	10.2%
White	428	29.7%
Hispanic/Latin(a)(o)(x)	125	8.7%
<b>Approximate Age</b>	<b>Total</b>	<b>Percentage</b>
<18	14	1.0%
18-24	214	14.8%
25-39	809	56.1%
40-59	369	25.6%
>59	36	2.5%
<b>Gender</b>	<b>Total</b>	<b>Percentage</b>
Female	460	31.9%
Male	395	27.4%
Transgender	2	0.1%
Unknown	2	0.1%
A gender other than singularly female or male	1	0.1%
<b>Disabled</b>	<b>Total</b>	<b>Percentage</b>
Yes	133	9.2%
No	241	16.7%
Not Applicable/No Answer	1068	74.1%
<b>Veteran Status</b>	<b>Total</b>	<b>Percentage</b>
Veteran	6	0.4%
Non-Veteran	205	14.2%
Not Applicable/No Answer	1231	85.4%
<b>Does the person identify as homeless?</b>	<b>Total</b>	<b>Percentage</b>
Yes	110	7.6%
No	235	16.3%
Not Applicable/No Answer	1097	76.1%

Type of Violence Experienced	Total	Percentage
Adult - Domestic Violence	1248	86.5%
Adult - Domestic Violence as a Child	15	1.0%
Child/Youth - Domestic Violence/Abuse	6	0.4%
Child/Youth - Exposed to Domestic Violence	2	0.1%
Teen Dating Violence	2	0.1%
None of the Above	169	11.7%

Table 8: EmpowerNet Hotline Caller Demographics from July 2021 to June 2022.

**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 are at a greater risk of housing instability. Lack of affordability is the primary issue highlighted in data and consultation. Of the severely cost burdened, 6,595 are households in the extremely low-income range ( $\leq 30\%$  AMI) and are considered at the greatest risk of housing instability.

The Housing Resource Line, a regional service that connects households experiencing housing instability to housing related resources has received 3,567 calls from Henrico County. Of these calls, 55% of callers identified themselves as Black or African American, 22% of callers identified as white, 3% of callers identified as Latino, and 4% of callers identified as Multi-Racial. Approximately 16% of callers did not identify their race or ethnicity on their call. While this is not an all-encompassing demographic breakdown of the population, since the data only represent those persons who call the Housing Resource Line, it does provide a general snapshot of those experiencing housing instability in the County.

## Unmet Housing and Service Needs of Qualifying Populations:

GRCoC Region Homeless Gaps Analysis																
	Current Inventory						Homeless Population				Gap Analysis					
	Family		Adult Only		Vets	Survivors of DV	Households with Adults & Children	Adult Only HH	Vets*	Survivors of DV**	Family		Adults Only		Survivors of DV	
	# of Beds	# of Units	# of Beds	# of Units	# of Beds	# of Beds					# of Beds	# of Units	# of Beds	# of Units	# of Beds targeted	# of Units
Emergency Shelter	256	84	193	193	0	13										
Transitional Housing	13	3	22	22	21	4										
Permanent Supportive Housing	181	65	586	586	518	0										
Safe Haven	0	0	47	47	44	47										
Other Permanent Housing	9	2	86	86	14	0										
Sheltered Homeless							259	353	49	159						
Unsheltered Homeless							0	85	9	22						
Current Gap											(10)	(2)	223	223	117 117	

Table 9: Greater Richmond Continuum of Care Region’s Homeless Gaps Analysis per the January 2022 PIT Count and the 2022 Housing Inventory Count.

\*The GRCoC PIT does not collect information regarding Veteran Status. The percentage 10.5% found from the Stella P data was applied to the total number of adults experiencing homelessness to approximate this figure.

\*\* The GRCoC PIT does not collect information regarding domestic violence status. The percentage of 26% found from the Stella P data was applied to the total number of persons experiencing homelessness to approximate this figure.

**Homeless as defined in 24 CFR 91.5 and Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking, as defined by HUD in the Notice**

Table 9 above shows the current inventory available to house those experiencing homelessness as defined in 24 CFR 91.5 using the 2022 Housing Inventory Count that is completed by the Greater Richmond Continuum of Care (GRCoC) annually. This Housing Inventory Count categorizes the available beds and units of various types of housing available for those in housing crisis, such as emergency shelter, transitional housing, Safe Haven beds, rapid re-housing, and permanent supportive housing. This count also breaks down which facility has beds and units designated for households with at least one child or adult only households, as well as which beds or units were being used by Veterans and those that were allocated for survivors of domestic violence. The January 2022 Point in Time was used for the counts of sheltered and unsheltered persons, with the Stella P demographic percentages being applied for Veterans and survivors of domestic violence.

The final gaps analysis is based off the amount of emergency shelter and transitional housing available for households with children and adult only households. These are the households that would be counted during the PIT, and therefore experiencing the gap in resources. The survivors of domestic violence gap is calculated on the number of beds allocated to survivors of domestic violence and Safe Haven beds subtracted from the estimates of those that reported on being survivors of domestic violence when being entered into HMIS.

The analysis showed that there is a unmet need and gap in the availability of shelter beds and units for adult only households, with an unmet need of 223 beds/units, and as of the January 2022 PIT, there were 85 persons unsheltered. There is also an unmet need and gap in the availability of shelter beds and units for survivors of domestic violence. Using the Stella P percentage discussed previously, it was estimated that a total of 181 persons were survivors of domestic violence during the January 2022 PIT. The Housing Inventory Count indicated that there were only 47 Safe Haven beds and 17 beds allocated to serve survivors of domestic violence, creating a large gap and unmet need for this population.

This analysis shows that there is not a gap or unmet need for shelter beds or units for households with at least one adult and one child, with an excess of 10 beds and two units. While this is not a gap, this overage is not significant enough to disregard the need for beds or units for households with children.

Henrico County Non-Homeless Gaps Analysis				
	Current Inventory	AMI of Renters	Level of Need	Gap Analysis
	# of Units	# of Households	# of Households	# of Households
Total Rental Units	47,975			
Rental Units Affordable to HH at 30% AMI (At-Risk of Homelessness)	4,003			
Rental Units Affordable to HH at 50% AMI (Other Populations)	24,180			
0%-30% AMI Renters		9,160		
30% - 50% AMI Renters		8,100		
0% - 30% AMI Renter HH w/ 1 or more severe housing problems (At-Risk of Homelessness)			7,465	
30% - 50% AMI Renter HH w/ 1 or more severe housing problems (Other Populations)			7,025	
<b>Current Gaps for 0% to 30% AMI Renters</b>				<b>5,157</b>
<b>Current Gaps for 30% to 50% AMI Renters</b>				<b>(9,055)</b>

Table 10: Henrico County Non-Homeless Gaps Analysis per the 2020 American Community Survey and 2015-2019 CHAS.

**At Risk of Homelessness as defined in 24 CFR 91.5 and 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**

Table 10 above shows the affordability of rent in Henrico County using the 2020 American Community Survey estimates and the 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) data. This table shows that there is a gap in the amount of affordable rental housing for households that make 30% AMI or below, with a need for 5,157 units that are affordable to this demographic. Those with 30% AMI have a total of 81% of households were experiencing at least one housing problem. As discussed in the demographic characteristics of the At Risk of Homelessness qualifying population, a total of 72% of the households that are extremely low-income (30% AMI or below) are severely cost burdened and 10% are cost burdened.

There are 8,100 renters that are between 30% and 50% AMI, and 87% of this income cohort is experiencing at least one housing problem. For renters with an income between 30% and 50% AMI, a total of 39% of households are severely cost burdened and a total of 42% are cost burdened. However, there is not a gap for this income cohort, as the analysis shows that there are 9,055 units that are affordable to this income cohort and do not have one or more housing problem.

## Gaps within the Current Shelter and Housing Inventory and the Service Delivery System:

The primary gap in the shelter and housing inventory is the availability of deeply affordable housing units, permanent supportive housing (PSH) for those experiencing homelessness, and non-congregate shelter for survivors of domestic violence.

The availability of housing units does not meet the needs of the qualifying populations. As discussed above, there are 9,160 extremely low-income renters in Henrico, and there are only 4,003 affordable and available homes for rent, meaning there is a gap of 5,157 for affordable housing units in Henrico County for those with extremely low-income. These are also the households that would need short term rental assistance to prevent eviction and entrance into homelessness, which currently is not an available service in the Region.

From the PIT county from January 2022, there were 222 persons classified as chronically homeless which is defined by HUD as an individual or household that has “*experienced homelessness for longer than a year, during which time the individual may have lived in a shelter, Safe Haven, or a place not meant for human habitation.*” Of the 428 adult only households 41.6% meet the definition of chronically homeless, and of the 85 households with children there are 15.6% that meet the definition of chronically homeless. PSH has been successful in addressing chronic homelessness to assist the stabilization of household through the application of supportive services. There are currently 568 units of permanent supportive housing in the Region, however according to the 2022 Housing Inventory Count, only two of eleven facilities that provide PSH were not at or over a 100% utilization rate. This means that there are only approximately 6 PSH units available for those that need access to this form of housing.

Need for Permanent Supportive Housing				
	Existing Stock	Annual Turnover Rate	# Available Annually	Annual Need (based on assumptions)
PSH (Families)	65	-	0	<b>85</b>
PSH (Individuals)	586	0.04	26	<b>1041</b>

Table 11: Need for Permanent Supportive Housing based on the current housing stock and annual turnover rate.

Table 11 describes the existing stock available for PSH based the assumption for the number of units available annually. Turnovers are calculated as the number of households leaving PSH divided by the inventory of units based. The number of available units annual is calculated by the inventory of units multiplied by the turnover rate. The results of this table show that there is an annual need for 1,126 units of PSH in the Region, which shows that there is a gap of 475 units of PSH.

Lastly, there is a large unmet need for non-congregate shelter beds to be available to survivors of domestic violence. These shelters require an increased security and safety measures to

provide adequate service to those fleeing domestic violence or human trafficking. Currently, there is a gap of 117 beds servicing this population in the Region.

### **Additional Characteristics Associated with Instability and Increased Risk of Homelessness**

During the stakeholder consultation process, several homeless service providers indicated that there were intersectional identities that presented unique challenges to obtaining and maintaining suitable, stable housing.

Single parents was a population brought up multiple times throughout the consultation process. This population commonly faces problems maintaining housing due to the necessities surrounding childcare, transportation, and education for their children. Service providers indicated that locating affordable, safe housing in proximity to school or education center was a barrier to locating housing. Affordable childcare was another major barrier that single parents face, as often their incomes were not able to cover both housing costs and childcare costs. Lastly, housing that is available to these households often does not have reliable, if any, public transportation which is another barrier to supporting these households in maintaining employment and education opportunities.

Folks that are returning from incarceration was another population that was mentioned during the consultation process. This population often faces barriers and discrimination based on previous criminal records for housing and employment opportunities. This form of discrimination is illegal though landlords have been increasing the security deposits as a way of enforcing this act of discrimination.

### **Priority Needs for Qualifying Populations:**

There were three priority needs that were pulled from this analysis and the stakeholder consultations:

- Affordable housing development for those At-Risk of Homelessness and Other Populations
- Development of Permanent Supportive Housing for the Homeless population
- Development of Non-Congregate Shelter for Survivors of Domestic Violence

These determinations are based off the stakeholder consultation and the needs assessment and gaps analysis, as detailed above.

### **Method of Determination of the Level of Need and Gaps in the Shelter and Housing Inventory and Service Delivery System:**

To determine the level of need and the gaps being experienced, Henrico County and CSH looked at both qualitative and quantitative measures. Quantitative data was gathered and used from the:

- American Community Survey 2020 Estimates

- Comprehensive Housing Affordability Strategy (CHAS)
- Homeless Inventory Management System (HMIS)
- Stella P (a HUD visualization tool using HMIS data)
- Housing Resource Line
- January 2022 Point in Time Count
- EmpowerNet Hotline
- 2022 Housing Inventory Count

These data sources 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 when determining the priority needs and which qualifying populations should be targeted for preference or limitations.

# HOME-ARP Activities

This section describes how Henrico County is proposing to use the HOME-ARP allocation to address the unmet needs and gaps ascertained from the consultation process and needs assessment and gaps analysis. In addition, the method that Henrico County will use to solicit agencies, subrecipients, or other partners to undertake these activities is also outlined below. The funding amounts below are proposed amounts and may be adjusted based on the proposals received during the solicitation process.

## Use of HOME-ARP Funding

	Funding Amount	Percent of the Grant	Statutory Limit
Supportive Services	\$ 500,000	15.5%	
Acquisition and Development of Non-Congregate Shelters	\$ 500,000	15.5%	
Tenant Based Rental Assistance (TBRA)	\$ 0	0 %	
Development of Affordable Rental Housing or Permanent Supportive Housing	\$ 2,000,000	62.2%	
Non-Profit Operating	\$ 0	0 %	5%
Non-Profit Capacity Building	\$ 0	0 %	5%
Administration and Planning	\$ 216,865	6.7%	15%
<b>Total HOME ARP Allocation</b>	<b>\$ 3,216,865</b>		

Table 12: Proposed distribution of HOME-ARP funds for each type of eligible activity

The primary need that surfaced from the consultation sessions and the needs assessment is the need for deeply affordable housing. The needs assessment and gaps analysis demonstrated that while there is a gap in the number of shelter beds available to the qualifying populations, there is a greater need for permanent solutions to be added to the current system. Additional shelter beds will be developed through non-congregate shelter, and those units will have a *preference* for those fleeing, or attempting to flee, domestic violence or human trafficking. This *preference* is described in a later section.

To address the needs of lack of affordable housing and non-congregate shelter, Henrico County will pursue a capital project(s) that will be accessible to all four QPs. By increasing the available affordable housing stock, with Permanent Supportive Housing (PSH), the most vulnerable households can regain their stability and break the cycle of homelessness for their household. In addition, by moving households to permanent housing, shelter beds can be freed up for others in need. Households with permanent supportive housing will also receive essential services including, case management, workforce development, and other services to ensure households remain independent and thrive.

The needs assessment and gaps analysis concluded that there is a gap of 475 PSH units, 117 non-congregate shelter beds, and 5,157 deeply affordable rental units. The proposed use of HOME-ARP funds addresses the development of all three of these housing types, along with supportive services, as short-term rental assistance to help support the PSH.

Funds for Supportive Services are intended to provide rental assistance for residents of a HOME-ARP-funded PSH development to provide short-term rental assistance until other rental assistance can be provided. Funds may be provided as a capital reserve to a PSH project.

## **Methods for Soliciting Applications for Funding and Selection of Subrecipients**

The County of Henrico will use the standard procurement process that is currently in place when using a Request for Proposal (RFP) or Notice of Funding Availability (NOFA) method. This RFP or NOFA will be aimed at experienced nonprofit organizations that work with the qualifying populations to develop affordable housing, development of non-congregate shelter, provide supportive services, and administer rental assistance. If an RFP process is used it will be posted by the Henrico County Purchasing Office to the Commonwealth of Virginia's VA Procurement System and will be distributed through the email listserv.

If a NOFA process is used it may occur together with Chesterfield County and the City of Richmond if it is expected that there is a project that will serve all three jurisdictions which would benefit from receiving HOME-ARP funds from all three jurisdictions. In this scenario, the three localities would issue a NOFA and funding application, collectively review all applications, and decide on funding from each locality by project.

The County of Henrico will allocate funds to one or more subrecipients or contractors to oversee the development of permanent supportive housing units, and non-congregate shelter, and administer rental assistance (as supportive services as described above) to serve the QPs. The chosen subrecipient(s) will provide invoices for any type of eligible activity along with appropriate supporting documentation. Henrico will be providing technical assistance and programmatic monitoring of the activity to ensure that the HOME-ARP funds are being used for eligible activities.

No funds designated for Administration and Planning will be provided to a subrecipient or contractor.

## HOME-ARP Production Housing Goals

The primary goal HOME ARP funds will be used for is to increase the amount of affordable housing that is appropriate for households accessing the Coordinated Entry System and on the PHA waitlists. Henrico County will pursue projects that develop affordable housing, which includes permanent supportive housing (PSH) units. The estimated number of units HOME ARP funds will create is 20-40.

By creating affordable housing that includes PSH units, referral partners will have the flexibility to better match clients with housing that meets their specific needs. Households that only require deeply affordable rents to regain and maintain stability can be matched to units that do not offer essential services. Households that require affordable rent but need short-term essential services can be matched with units that provide those services and finally, those households that need long-term essential services can be matched with PSH.

The funds designated as “supportive services,” within the HOME-ARP Allocation Plan are intended as a rent reserve. These funds are intended for the use of rental assistance in combination with the development of the designated funds aimed for PSH or affordable rental units.

## Preferences and Limitations

A preference provides a priority for the selection of applicants who fall into a specific QP or category (e.g., elderly or persons with disabilities) within a QP (i.e., subpopulation) to receive assistance. A *preference* permits an eligible applicant that qualifies for a PJ-adopted preference to be selected for HOME-ARP assistance before another eligible applicant that does not qualify for a preference. A *method of prioritization* is the process by which a PJ determines how two or more eligible applicants qualifying for the same or different preferences are selected for HOME-ARP assistance. This section delves into how preferences have been determined, how these preferences will address the unmet need or gap in benefits, and the method of prioritization that will occur to determine the order of applicants to specific eligible activities. For a more detailed explanation of *preferences*, *method of prioritization*, and *limitations* per the Notice, see Appendix F.

### Identify the Intended Preferences

The non-congregate shelter units will have a *preference* placed on them for those fleeing, or attempting to flee, domestic violence, dating violence, sexual assault, stalking, or human trafficking, as defined by HUD in the Notice. The use of a *preference* has been deemed preferable due to the gap of 117 non-congregate shelter beds for survivors of domestic violence. The *method of prioritization* for this use is applied through a screening tool by first prioritizing individuals with children and those in need of a longer stay. All other qualifying populations will be served on a first-come, first-served basis for the non-congregate shelter units.

All qualifying populations will have an opportunity for service through one of the three activities being funded through the use of the HOME-ARP allocation. The development of permanent supportive housing, affordable rental housing, and supportive services will have a preference for individuals experiencing homelessness. The *method of prioritization* will follow the method established through the Coordinated Entry (CE) system. All other populations will be served on a first-come, first-serve basis using a waitlist system.

## Identify the Intended Limitations

There will be no *limitations* given to any qualifying populations for any of the eligible activities being funded.

## Referral Methods

The County of Henrico will use the Coordinated Entry (CE) system, Homeless Connection Line (a component of CE), and Housing Resource Line to refer households and individuals to the subrecipient operating the PSH, and the subrecipient will be responsible for the intake process. Homeless individuals as defined by HUD which includes those in imminent danger of becoming homeless within 14 days, will be given a preference through the referral and assistance process and will therefore have a preference over other QP individuals and households referred through the Housing Resource Line.

The Greater Richmond Continuum of Care's (GRCOC) existing *method of prioritization* through the CE system will be implemented for this eligible activity. Homeless individuals will be put at the top of the list for referrals. Those experiencing chronic homelessness may meet first priority according to the method utilized by the GRCOC CE system. All other QPs will be referred on a first-come, first-served basis once the list of initially preferred referrals is exhausted.

For projects funded that are not located in Henrico County, a set number of units based on the percentage of funding allocated will be reserved for qualifying populations either located in Henrico County or whose last permanent address was in Henrico County.

Preference for supportive services/ rental assistance, will be given to PSH residents, having been previously prioritized as described above and then based on need as determined by subrecipient operating PSH. Any subsequent prioritization will follow CoC standards for rental assistance.

The non-congregate shelter will have a *preference* placed on it for those fleeing, or attempting to flee, domestic violence or human trafficking. These clients will be referred to the subrecipient for service through the EmpowerNet Hotline and other domestic violence providers in the area. The *method of prioritization* will be applied through the screening tool which prioritizes those with children or in need of a longer stay. All other QP's will be assessed and served on a first-come, first-serve basis.

## HOME-ARP Refinancing Guidelines

The County of Henrico does not intend to use HOME-ARP funds to refinance existing multifamily housing debt through rehabilitation activities.

# HOME-ARP Allocation Plan Appendices

**Appendix A:** Resolution of the Board of Supervisors, March 14, 2023,  
Amended March 26, 2024

**Appendix B:** March 14, 2023, Public Meeting Minutes

**Appendix C:** Public Hearing Notices

**Appendix D:** HOME-ARP Allocation Plan Public Hearing Presentation and Minutes, February 16, 2023

**Appendix E:** Table of Organizations Contacted for Consultation

**Appendix F:** Tables for the Demographics for the Qualifying Populations

**Appendix G:** Definition of a Preference, Method of Prioritization, and Limitation per CPD Notice 21-10.

# Appendix A: Resolution of the Board of Supervisors, March 14, 2023, Amended March 26, 2024



COUNTY OF HENRICO, VIRGINIA  
BOARD OF SUPERVISORS  
MINUTE

Agenda Item No. 87-23  
Page No. 1 of 1

**Agenda Title: RESOLUTION — Authorizing the County Manager to Submit an Amendment to the Henrico County 2021-22 Annual Consolidated Action Plan adding the HOME-ARP Allocation Plan and to Execute an Amended HOME Agreement**

<p>For Clerk's Use Only:</p> <p>Date: <u>3/14/2023</u></p> <p><input checked="" type="checkbox"/> Approved</p> <p><input type="checkbox"/> Denied</p> <p><input type="checkbox"/> Amended</p> <p><input type="checkbox"/> Deferred to: _____</p>	<p><b>BOARD OF SUPERVISORS ACTION</b></p> <p>Moved by (1) <u>Nelson</u> Seconded by (1) <u>O'Bannon</u></p> <p>(2) _____ (2) _____</p> <p>REMARKS: <b>APPROVED</b></p>	<table border="0"> <thead> <tr> <th></th> <th>YES</th> <th>NO</th> <th>OTHER</th> </tr> </thead> <tbody> <tr> <td>Branin, T.</td> <td><input checked="" type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> <tr> <td>Nelson, T.</td> <td><input checked="" type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> <tr> <td>O'Bannon, P.</td> <td><input checked="" type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> <tr> <td>Schmitt, D.</td> <td><input checked="" type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> <tr> <td>Thornton, F.</td> <td><input checked="" type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </tbody> </table>		YES	NO	OTHER	Branin, T.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Nelson, T.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	O'Bannon, P.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Schmitt, D.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Thornton, F.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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Thornton, F.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>																							

WHEREAS, Henrico County is an entitlement community under the United States Department of Housing and Urban Development (HUD) HOME Investment Partnerships Program ("HOME") as authorized by the HOME Investment Partnerships Act of 1990; and,

WHEREAS, localities are required to submit an Annual Consolidated Action Plan ("Plan") as a condition of receiving HOME funds, and the Board of Supervisors previously approved submission of a Plan that included proposed uses of HOME funds for Fiscal Year 2021-22; and,

WHEREAS, the American Rescue Plan Act ("ARP Act") allocated additional HOME funds of \$3,216,865 to Henrico County; and,

WHEREAS, the County is required to submit an amended Plan adding a HOME-ARP Allocation Plan as a condition of receiving the additional HOME funds, and the Department of Community Revitalization has prepared a HOME-ARP Allocation Plan identifying proposed uses of the additional funds as summarized in the attached table.

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors that it: (1) approves the submission to HUD of an amended Plan adding a HOME-ARP Allocation Plan for the additional HOME funds allocated to the County under the ARP Act for Fiscal Year 2021-22 as summarized in the attached table, and (2) authorizes the County Manager to execute an additional HOME agreement with HUD to accept the additional funds allocated to the County.

Comments: The Director of Community Revitalization recommends approval of the Board paper, and the County Manager concurs.

By Agency Head [Signature] <sup>for Eric Leach</sup> By County Manager [Signature]

Certified: \_\_\_\_\_  
A Copy Teste: \_\_\_\_\_ Clerk, Board of Supervisors

Copy to: \_\_\_\_\_

Date: \_\_\_\_\_



**COUNTY OF HENRICO, VIRGINIA  
BOARD OF SUPERVISORS  
MINUTE**

Agenda Item No. *99-24*

Page No. 1 of 1

**Agenda Title: RESOLUTION — Authorizing the County Manager to Submit an Amendment to the Henrico County FY 2021-22 Annual Action Plan Modifying the HOME-ARP Allocation Plan**

For Clerk's Use Only: Date: <u>3/26/2024</u> <input checked="" type="checkbox"/> Approved <input type="checkbox"/> Denied <input type="checkbox"/> Amended <input type="checkbox"/> Deferred to: _____	<b>BOARD OF SUPERVISORS ACTION</b> Moved by (1) <u>Cooper</u> Seconded by (1) <u>Rogish</u> (2) _____                      (2) _____ REMARKS: <div style="font-size: 2em; text-align: center; border: 1px solid black; padding: 5px;">APPROVED</div>	<table border="0"> <tr> <td></td> <td>YES</td> <td>NO</td> <td>OTHER</td> </tr> <tr> <td>Cooper, R.</td> <td align="center">✓</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>Nelson, T.</td> <td align="center">✓</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>Rogish, J.</td> <td align="center">✓</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>Schmitt, D.</td> <td align="center">✓</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>Whitehead, M.</td> <td align="center">✓</td> <td>_____</td> <td>_____</td> </tr> </table>		YES	NO	OTHER	Cooper, R.	✓	_____	_____	Nelson, T.	✓	_____	_____	Rogish, J.	✓	_____	_____	Schmitt, D.	✓	_____	_____	Whitehead, M.	✓	_____	_____
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Rogish, J.	✓	_____	_____																							
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Whitehead, M.	✓	_____	_____																							

**WHEREAS**, Henrico County is an entitlement community under the United States Department of Housing and Urban Development (“HUD”) HOME Investment Partnerships Program (“HOME”) as authorized by the HOME Investment Partnerships Act of 1990; and,

**WHEREAS**, localities are required to submit an Annual Action Plan (“Plan”) as a condition of receiving HOME funds, and the Board of Supervisors previously approved the submission of an amended Plan that included a HOME-ARP Allocation Plan; and,

**WHEREAS**, the County is required to further amend the FY 2021-22 Plan to incorporate additional language in the HOME-ARP Allocation Plan to address requirements identified by HUD, and the Department of Community Revitalization has prepared a modified HOME-ARP Allocation Plan to address those requirements.

**NOW, THEREFORE, BE IT RESOLVED** by the Board of Supervisors that it approves the submission to HUD of an amended FY 2021-22 Plan modifying the HOME-ARP Allocation Plan.

**Comments:** The Director of Community Revitalization recommends approval of the Board paper, and the County Manager concurs.

By Agency Head       By County Manager 

Copy to: \_\_\_\_\_      Certified: \_\_\_\_\_  
 A Copy Teste: \_\_\_\_\_ Clerk, Board of Supervisors  
 Date: \_\_\_\_\_

**FY 2021-22 HOME – American Rescue Plan Act Funds  
Proposed Uses**

Acquisition and Development of Permanent Supportive Housing and/or Affordable Rental Housing	\$2,000,000
Acquisition and Development of Non-Congregate Shelter	\$500,000
Supportive Services through Rental Assistance	\$500,000
Administration and Planning Expenses	\$216,865
<b>Total HOME-ARP Allocation</b>	<b>\$3,216,865</b>

# Appendix B: March 14, 2023, Public Meeting Minutes



**Henrico County**  
**Department of Community Revitalization**  
**HOME-ARP Allocation Plan Public Hearing**  
**Thursday, February 16, 2023**  
**Public Hearing Minutes & Public Comment Notes**

Meeting Location: Fairfield Area Library, 1401 N Laburnum Avenue, Richmond VA, 23223

Meeting Start Time: 6:00pm

Meeting End Time: 8:15pm

A public hearing was held on Thursday, February 16, 2023, at the Fairfield Area Library regarding the development of the HOME-ARP Allocation Plan per the requirements of CPD Notice 21-10. This meeting consisted of a presentation given by staff from the Department of Community Revitalization on the background of the HOME-ARP allocation and the HOME-ARP Allocation Plan. This meeting asked community members to voice priority needs and populations that this funding could be used for and address questions the community had about the HOME-ARP Allocation Plan.

David Sacks opened the meeting and Rachael Thayer presented the attached presentation at this meeting. Cara Kaufman took notes on questions and comments received.

A total of twelve individuals attended the meeting, three of whom were County of Henrico employees. The other attendees were residents of Henrico County or representatives from local organizations.

# HOME-ARP Allocation Plan Public Hearing

COUNTY OF HENRICO  
DEPARTMENT OF COMMUNITY REVITALIZATION

February 16, 2023



## Meeting Agenda

- HOME-ARP: What is it?
- Qualifying Populations
- Eligible Activities
- HOME-ARP Allocation Plan
- Findings
- Proposed Use of Funding
- What Comes Next
- Public Comment and Discussion

DEPT. OF COMMUNITY REVITALIZATION

FEBRUARY 16, 2023

2

## HOME-ARP: What is it?

- Special **one-time allocation** created by the American Rescue Plan Act (ARP) of 2021
- Administered by the U.S. Department of Housing and Urban Development (HUD)
- Henrico County received an allocation of **\$3,216,865**
- Funds are to be used for the **creation or rehabilitation of affordable housing and supportive services** for four types of qualifying populations



DEPT. OF COMMUNITY REVITALIZATION

FEBRUARY 16, 2023

3

## Qualifying Populations

### QP1 - Homeless

- Experiencing literal homelessness, with no permanent shelter options
- Will imminently lose their primary residence (14 days)



### QP2 - At-Risk of Homelessness

- Individuals and households that have an Area Median Income (AMI) of 30% or below
- Are housing cost burdened and are experiencing one or more housing problems classifying their permanent residence as "inadequate" or "unstable"



DEPT. OF COMMUNITY REVITALIZATION

FEBRUARY 16, 2023

4

## Qualifying Populations

### QP3 - Fleeing or Attempting to Flee Domestic Violence

- Individuals and households that are fleeing or attempting to flee:
  - Domestic Violence
  - Sexual Assault
  - Human Trafficking
  - Stalking
  - Dating Violence
  - Labor Trafficking

### QP4 - Other Populations

- Those with the greatest risk of housing instability:
  - AMI  $\leq$  50% and lives in housing that is classified as "unstable"; moved two or more times in 60 days; lives in a hotel or motel; exiting a publicly funded institution or system of care; among others
- Veterans and families that include a Veteran family member

DEPT. OF COMMUNITY REVITALIZATION

FEBRUARY 16, 2023

5

## Eligible Activities

There are five eligible activities that can be pursued using HOME-ARP funds to assist the four qualifying populations:

1. Development, Acquisition, or Rehabilitation of Affordable Rental Housing\*
2. Tenant-Based Rental Assistance (TBRA)
3. Supportive Services\*
4. Acquisition and Development of Non-Congregate Shelter (NCS)
5. Nonprofit Operating and Capacity Building

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## HOME-ARP Affordable Rental Housing

Acquisition, rehabilitation, or development of affordable rental housing primarily (70%) for those of the qualifying populations.

FY 2023 Richmond, VA MSA Fair Market Rents				
Efficiency	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom
\$1,157	\$1,183	\$1,336	\$1,727	\$2,100

Source: U.S. Department of Housing and Urban Development, Fair Market Rent Documentation System

### Examples:

- Rental units at or below fair market rent
- Permanent Supportive Housing
- Single Room Occupancy (SRO) units

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## Supportive Services

Funding used to assist households and individuals experiencing homelessness or are at-risk of homelessness through various means beyond housing.

### Examples:

- Case management
- Short-term rental assistance
- Child care costs
- Housing search and counseling services
- Legal services
- Health services and many more.



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## How does Henrico County get access to these funds?

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## HOME-ARP Allocation Plan



- Must complete a HOME-ARP Allocation Plan by **March 31, 2023**
- HOME-ARP Allocation Plan is submitted to HUD as a substantial amendment to the *2021-22 Annual Action Plan*
- HOME-ARP Allocation Plan must have:
  - Stakeholder consultations
  - Needs assessment & gaps analysis of the current housing inventory and homeless services system
  - Proposed uses of the funds and what populations each use serves

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## STAKEHOLDER CONSULTATION

- Consulted with **28 agencies** that either work with the qualifying populations or in fields related to housing
- Spoke with **14 persons** currently experiencing homelessness
- Key take-a-ways from the consultations include:
  - Need for **affordable units** for those with an AMI of 30% or less
  - Supportive services** to provide stabilization for those living in the affordable units
  - "Flexible Funding" for service providers to use to assist households on a **case-by-case basis**

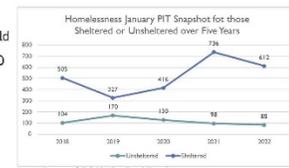
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## NEEDS ASSESSMENT & GAPS ANALYSIS

- 697 persons (513 households) were experiencing homelessness in the Richmond Region in January 2022
  - 428 households were adult only
  - 85 households had at least one child
- 27.6% Increase from January 2020
- 220 persons fit the definition of chronic homelessness
- 28.4% of persons experiencing homelessness have a history with domestic violence



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## NEEDS ASSESSMENT & GAPS ANALYSIS



- Henrico counted 57 persons in the January 2023 PIT
- From Oct. 2020 to Sept. 2021, 860 persons (557 households) entered into the Homeless Management Information System reported Henrico as their last permanent residence

## NEEDS ASSESSMENT & GAPS ANALYSIS

- Renters between 0-30% AMI:
  - Total of 9,160
  - 7,465 experiencing at least one housing problem
  - 10% are cost burdened
  - 72% are severely cost burdened
- Renters between 30-50% AMI:
  - Total of 8,100
  - 7,047 experiencing at least one housing problem
  - 42% are cost burdened
  - 39% are severely cost burdened

	Current Inventory # of Units	AMI of Renters # of Households	Level of Need # of Households	Gap Analysis # of Households
Total Rental Units	47,273			
Affordable Units Affordable to rent at 30% AMI (at risk of homelessness)	4,003			
Rental Units Affordable to live at 50% AMI (Other Populations)	24,180			
0% - 30% AMI Renters	5,188			
30% - 50% AMI Renters	8,100			
0% - 30% AMI Renters with housing problems (at risk of homelessness)			7,465	
30% - 50% AMI Renters with housing problems (at risk of homelessness)			7,047	
Current Gaps for 0% to 30% AMI Renters				5,187
Current Gaps for 30% to 50% AMI Renters				15,050

## NEEDS ASSESSMENT & GAPS ANALYSIS

	Existing Stock	Annual Turnover Rate	# Available Annually	Annual Need (based on assumptions)
PSH (Families)	55	0	0	85
PSH (Individuals)	586	0.04	26	1041

- Permanent supportive housing provides affordable housing units equipped with wrap around services
- Preferred solution for working with households experiencing chronic homelessness
- There are no time limits for support or occupancy to households living in the units
- Currently there are twelve facilities that provide permanent supportive housing in the Richmond Region

## KEY TAKE-A-WAYS

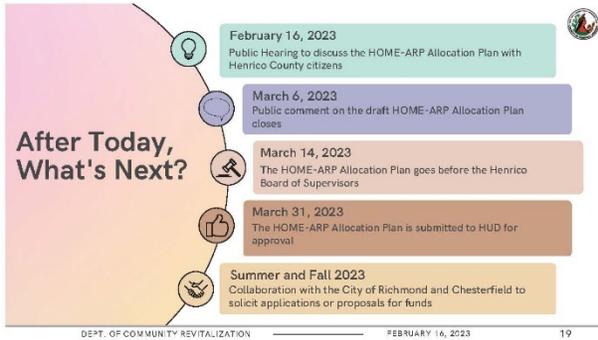
- Gap of 223 shelter beds for adult only households
- Gap of 117 shelter beds for persons that have experienced domestic violence, dating violence, human trafficking, and other forms of abuse
- Gap of 5,157 rental units affordable to households with 0-30% AMI
- Of those experiencing chronic homelessness, 41.6% are adult only households and 15.6% are households with children
- Gap of 475 permanent supportive housing units
- Demographic characteristics associated with increased risk included single parents and those returning from incarceration

## Proposed Use of Funds

- Development of **Permanent Supportive Housing**
  - Serving the homeless, at-risk of homelessness, and other populations
- Development of **Non-Congregate Shelter (NCS)**
  - Serving those who have experienced domestic violence and those at-risk of homelessness
- Supportive Services** focusing on **short-term rental payments** to prevent eviction and support those moving into the Permanent Supportive Housing development
  - Serving the homeless, at-risk of homelessness, and other populations

## Proposed Use of Funds Cont.

	Funding Amount	Percent of the Grant	Statutory Limit
Supportive Services	\$ 500,000	15.5%	
Acquisition and Development of Non-Congregate Shelters	\$ 500,000	15.5%	
Tenant Based Rental Assistance (TBRA)	\$ 0	0%	
Development of Affordable Rental Housing (Permanent Supportive Housing)	\$ 2,000,000	62.2%	
Non-Profit Operating	\$ 0	0%	5%
Non-Profit Capacity Building	\$ 0	0%	5%
Administration and Planning	\$ 216,865	6.7%	15%
<b>Total HOME ARP Allocation</b>	<b>\$ 3,216,865</b>		



**Public Comment**

Public comment on the draft HOME-ARP Allocation Plan is open from February 4th to March 6th, comments can be received by:

- Email to [revitalization@henrico.us](mailto:revitalization@henrico.us)
- Phone by calling (804) 501-7640
- Online by visiting [henrico.us/revit/home-arp-program](http://henrico.us/revit/home-arp-program)
- Here! Right now!

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**Tell Us What You Think**

- Priorities for Funding
- Important housing or service needs for the qualifying populations
- Comments or questions about HOME-ARP Funds or the HOME-ARP Allocation Plan

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**GRCoC Region Homeless Gaps Analysis**

	Current Inventory					Homeless Population					Gap Analysis							
	Family		Adult Only		Vets	Survivors of DV		Households with Adults & Children	Adult Only HH	Vets*	Survivors of DV**	Family		Adult Only		Survivors of DV		
	# of Beds	# of Units	# of Beds	# of Units	# of Beds	# of Beds	# of Units					# of Beds	# of Units	# of Beds	# of Units	# of Beds	# of Units	# of Beds
Emergency Shelter	256	84	199	193	0	33												
Transitional Housing	13	3	22	22	21	4												
Permanent Supportive Housing	181	65	586	586	518	0												
Safe Haven	0	0	47	47	44	47												
Other Permanent Housing	9	2	86	86	14	0												
Sheltered Homeless							259	953	46	158								
Unsheltered Homeless							0	85	9	22								
Current Gap												(10)	(2)	229	229	117	117	

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Comments and questions received and accepted during this meeting include the following:

1. **Henrico Resident:** Is homelessness a product of the economy? Is income and financial status the primary cause of homelessness?
  - a. David Sacks, Rachael Thayer, and Cara Kaufman (Henrico staff) answered that it is difficult to determine a “primary cause” of homelessness, as it is a multifaceted issue. Income and financial instability is one of the easier ways that homelessness demographics are collected and quantified, however other causes or factors include mental, behavioral, or physical health, circumstances surrounding their originating housing instability (e.g., re-entry from incarceration, single parenthood, discrimination), access or knowledge of resources, or status as a domestic violence survivor can all be factors in causing homelessness.
2. **Henrico Resident:** Can we use funds to build tiny homes/tiny home communities with community amenities such as kitchens? Could we influence the regulations to be able to build tiny homes in Henrico?
  - a. David Sacks answered that these funds could potentially be used to create tiny homes for rent to the qualifying populations, however Henrico zoning code would need to be reviewed and revised for the allowance of this type of development.
3. **Henrico Resident:** It is disheartening that Henrico is giving out \$1.5 million dollar bonds for no kill animal shelters but not for homeless shelters.
4. **Henrico Resident:** \$500,000 for homeless services isn’t enough. It’s going to be spent quickly.
5. **Henrico Resident:** There needs to be adequate shelter beds located within Henrico County, not just the City of Richmond. It is unfair for the homeless population to have to travel across jurisdictional boundaries to receive shelter or services when we should be serving them in Henrico. It’s an issue that we don’t have a shelter for adult only households in the County. It’s especially an issue for a household in transition or a teen to have to leave your entire community to go to the City of Richmond for services or shelter.
  - a. Rachael Thayer and Cara Kaufman explain why the primary location for shelters is in the City of Richmond, due to how Henrico County is shaped the City of Richmond ends up being the most central area and allows access to the populations across both the East and West ends of Henrico County. The City of Richmond also has more access to public transportation lines which the County does not have the same level of infrastructure to support as of now.
6. **Henrico Resident:** Does the County have an idea of where a shelter could go in within our boundaries or would citizens be able to give locations?
  - a. David Sacks answered that if the County develops a shelter within its boundaries, it would most likely be on County owned land. Comments would be solicited from citizens during that process.
7. **Henrico Resident:** What is the number of units of permanent supportive housing that this \$2,000,000 will produce? And how will these units be secured for only the qualifying populations?

- a. Rachael Thayer answered that Henrico staff have been given an estimated 20-40 units, however if multiple jurisdictions fund the same project, more units could be developed. For eligibility, any units funded with HOME-ARP must be used to serve households that are in the qualifying populations as a part of the agreement to receive these funds. This requirement will be included in any contracts signed with non-profits and developers, and Henrico staff conducts annual monitoring of all the programs funded with federal funds to ensure compliance.
8. **Henrico Resident:** Henrico should consider using some of these funds to assist with transportation, child care, and utility assistance, and should consider partnering with GRTC.
9. **Henrico Resident:** We should consider getting bonds as an additional way to support developments for the qualifying populations. Twenty to forty units is not enough, and a bond referendum or creating an affordable housing trust for Henrico County would be beneficial.
10. **Henrico Resident:** Henrico residents are receiving a two cent real estate taxes return. Is there any way this money could be put into a housing trust fund instead of being returned to the citizens? The money is nice, but it's not enough to do much with, especially when collectively it could be used for other projects to assist low-income persons. Henrico should be actively working with land trusts.
  - a. Rachael Thayer answered that Henrico does partner with Maggie Walker Community Land Trust for certain projects and that there is work that MWCTL does within the County.
11. **Non-Profit Representative:** Can funds be granted for pass through? For example, a non-profit puts the application in for a CDC that does not have the resources to put an application in or needs a fiscal agent.
  - a. David Sacks answered that there is a possibility that these funds could be used for pass through, however Henrico prefers to work with the operating entities directly.
12. **Non-Profit Representative:** Henrico is proposing to use these funds in this manner, but then there's the regional approach mentioned. How would that work?
  - a. Rachael Thayer and Cara Kaufman answer that discussions have occurred with Chesterfield and the City of Richmond to potentially do one large project, and a few smaller projects focused as a single entity.
13. **Henrico Resident:** Anything set aside for SWAM?
  - a. Cara Kaufman answered that Henrico currently has procurement policies in place that dictate the SWAM requirements.
14. **Henrico Resident:** What is the motivation to do this regionally? NIMBY is real so how does this work?
  - a. Rachael Thayer answered that between the three jurisdictions there is over \$11.9 million on table for a project versus only Henrico's \$3.2 million. The more funding put in place for a project that is going to serve a population that transcends jurisdictional borders means that this project can get on the ground

faster than if all three jurisdictions funded separately. More funding means faster service.

15. **Henrico Resident:** Is there a specific area that Henrico wants to place these units?
  - a. David Sacks answered that a non-profit will apply for the funding, and typically those entities already have the land or site that the proposed project would go on, or are in discussions with the County to use County owned land. However, we do consider access to transportation lines, employment centers, child care, and other surround services when reviewing applications.
16. **Henrico Resident:** An option could be to renovate a warehouse into affordable housing or shelters, like in the southside of the City of Richmond.
17. **Henrico Resident:** There are not enough heating and cooling shelters. What is going to be done about that?
  - a. David Sacks answered that heating and cooling shelters will be taken into consideration for these funds.
18. **Henrico Resident:** Putting poverty on top of poverty is not ideal. Have Henrico considered giving a bonus to homeowners who rent out their homes to someone in need so folks are spread out and have greater opportunities?
  - a. Rachael Thayer answered that it is important to ensure that poverty is not concentrated and that those served are placed into an area with opportunities. However, a program like the one suggested would not be able to be funded with federal funding as the beneficiaries would not be low to moderate income households and that federal requirements would need to be met for the quality of housing, which would cause programmatic issues.
19. **Henrico Resident:** Can we use funding to bring houses up to code so they could house a qualifying population?
  - a. Rachael Thayer answered that this is not an eligible activity using HOME-ARP funds. David Sacks answered that HUD used to have a program that did this, however that program was discontinued several years ago.

# Appendix C: Public Hearing Notices

## Public Hearing on HOME-ARP and Notice of Draft Allocation Plan for Public Comment

Henrico County, Virginia

As a part of the American Rescue Plan Act (ARP), the U.S. Department of Housing and Urban Development has allocated a special one-time fund type through the HOME Investment Partnership Program (HOME). Henrico County has been allocated \$3,216,865 for one or more of the following eligible activities: development or acquisition for non-congregate shelter, development of affordable rental housing, tenant based rental assistance, supportive services, and non-profit operating and capacity building for those participating in the previously listed eligible activities.

As a participant in the HOME-ARP Program, Henrico County will prepare a *HOME-ARP Allocation Plan* for submission to the U.S. Department of Housing and Urban Development as a substantial amendment to the *2021-22 Annual Action Plan*. The *HOME-ARP Allocation Plan* will include data on regional housing needs for specific populations and the County's proposed uses of HOME-ARP funds. A draft of the *HOME-ARP Allocation Plan* has been posted on our website, [henrico.us/revit](http://henrico.us/revit), and the public comment period will open on February 4, 2023, and will close on March 6, 2023. Comments on the draft HOME-ARP Allocation Plan may be provided by email to [revitalization@henrico.us](mailto:revitalization@henrico.us), online at [henrico.us/revit](http://henrico.us/revit), or by phone to (804) 501-7640

Henrico County will conduct a public hearing at **6:00 pm, Thursday, February 16, 2023, at the Fairfield Library, 1401 N Laburnum Avenue, Richmond VA 23223**. The public hearing provides citizens with an opportunity to express opinions on the use of HOME-ARP funds and needs in Henrico County. The County encourages all residents to attend, especially those who are low- and moderate-income or reside in low- and moderate-income communities or have experienced homelessness, to share their opinions about community development needs in the County.

**This public hearing will be an in-person meeting. There will be no opportunity to participate virtually.** Comments may be provided in advance of the public hearing by email to [revitalization@henrico.us](mailto:revitalization@henrico.us), online at [henrico.us/revit](http://henrico.us/revit), or by phone to (804) 501-7640.

**Inclement Weather:** In the event of inclement weather, please visit our website, [henrico.us/revit](http://henrico.us/revit) the morning of Thursday, February 16, 2023, for updated meeting information.

If you have comments or need additional information concerning the public hearing or ways to comment on the draft HOME-ARP Allocation Plan, please call the Department of Community Revitalization at (804) 501-7640. Assistance for disabled persons or those with limited English proficiency will be provided upon request, with at least three (3) business days prior notification to the Department of Community Revitalization.



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Advertisement that was published in the Richmond Times Dispatch (February 4, 2023) and the Free Press (February 9, 2023) newspapers.

Advertisement that was published in the Henrico Citizen as a pop-up advertisement (ran from February 6 to February 16, 2023).

Henrico County Govern... 7,408 Tweets Follow

Tweets Tweets & replies Media Likes

**Henrico County Government** · 1d  
 Henrico will hold a public hearing 6pm Thursday, Feb. 16, at Fairfield Area Library to receive comments on the county's draft HOME-ARP Allocation Plan, which proposes uses for \$3.2M in federal funding for housing-support services.

Details: [henrico.us/revit/home-arp...](https://henrico.us/revit/home-arp...)

**PUBLIC HEARING**

Henrico County

**HOME-ARP Allocation Plan**

6 PM, THURSDAY, FEB. 16

Fairfield Area Library • 1401 N. Laburnum Ave.

**PUBLIC HEARING**

1 2 2

**Henrico County Government** · 1d  
 Comments can be given in person at the public hearing; by email at [revitalization@henrico.us](mailto:revitalization@henrico.us); by phone at (804) 501-7640; and at [henrico.us/revit/home-arp...](https://henrico.us/revit/home-arp...)

HOME-ARP Program - Henrico County, Virginia  
[henrico.us](https://henrico.us)

**Henrico County Government** · 1d

Henrico will hold a public hearing Thursday, Feb. 16 to receive comments on the county's draft HOME-ARP Allocation Plan, which proposes uses for \$3.2 million in federal American Rescue Plan funding for a range of housing-support services.

The public hearing is scheduled for 6 p.m. at Fairfield Area Library, 1401 N. Laburnum Ave. The draft plan and other details are available at <https://henrico.us/revit/home-arp-program/>.

Allocation of HOME-ARP funds is limited to five eligible activities and the nonprofits and community organizations that provide them:

- ▶ Development or acquisition of noncongregate shelter
- ▶ Development of affordable rental housing
- ▶ Tenant-based rental assistance
- ▶ Supportive services
- ▶ Nonprofit operating and capacity building

In addition to the public hearing, comments can be given by email at [revitalization@henrico.us](mailto:revitalization@henrico.us); by phone at (804) 501-7640; and at <https://henrico.us/revit/home-arp-program/>.

**PUBLIC HEARING**

Henrico County

**HOME-ARP Allocation Plan**

6 PM, THURSDAY, FEB. 16

Fairfield Area Library • 1401 N. Laburnum Ave.

**PUBLIC HEARING**

Like Comment Share

# HENRICONNEWS

Henrico County Public Relations

Henrico Planning launches new tools to receive community input

The **Department of Planning** has introduced the HenricoNext Public Engagement Portal and Meeting in a Box tools to help residents shape a vision for Henrico County's future as it prepares the **2045 Comprehensive Plan**. The plan will serve as Henrico's blueprint and guide for a healthy and prosperous future.

The Portal contains an **interactive map** to pin comments and the **Meeting in a Box** tool encourages community groups to have a free-flowing discussion about the county's future growth. [Info](#)

**Attention Henrico businesses**

Wednesday, March 1 is the deadline to file and submit payment for business license renewal. It's also the deadline to file a business return of tangible personal property. Visit the [Online Business Tax Filing and Payment Portal](#). Penalty and interest fees apply for late filings. [Info](#)

**Comments sought for HOME-ARP funding plan**

**PUBLIC HEARING**

Henrico County

**HOME-ARP Allocation Plan**

6 PM, THURSDAY, FEB. 16

Fairfield Area Library • 1401 N. Laburnum Ave.

**PUBLIC HEARING**

The **Department of Community Revitalization** will hold a public hearing Thursday, Feb. 16 at **Fairfield Area Library** for the county's draft HOME-ARP Allocation Plan, which proposes uses for \$3.2 million in federal funding for a range of housing-support services. [Details](#)

Advertisements posted on social media and electronic newsletters on February 6, 2023.

From right to left: Twitter, Facebook, the HenricoNews.



HENRICO COUNTY NEWS

# Henrico to hold public hearing for housing-support plan totaling \$3.2 million

by: [Brandon Carwile](#)  
Posted: Feb 10, 2023 / 06:09 PM EST  
Updated: Feb 10, 2023 / 06:09 PM EST

**PUBLIC HEARING**

Henrico County

**HOME-ARP Allocation Plan**

6 PM, THURSDAY, FEB. 16  
Fairfield Area Library • 1401 N. Laburnum Ave.

**PUBLIC HEARING**

*Henrico will hold a public hearing Thursday, Feb. 16 to receive comments on the county's HOME-ARP Allocation Plan.*

SHARE

HENRICO COUNTY, Va. (WRIC) — Henrico officials would like to hear from residents regarding a HOME-ARP Allocation Plan, which proposes using \$3.2 million in federal American Rescue Plan funding for a variety of housing-support services within the county.

The public hearing will be held Thursday, Feb. 6, at 6 p.m., at the Fairfield Area Library located at 1401 North Laburnum Avenue.

According to guidelines from the U.S. Department of Housing and Urban Development, the allocation of HOME-ARP funds is limited to five eligible activities:

- Development or acquisition of non-congregate shelter
- Development of affordable rental housing
- Tenant-based rental assistance
- Supportive services
- Nonprofit operating and capacity building

News post written about the HOME-ARP Allocation Plan public hearing on the Channel 6 news website, posted on February 10, 2023.

# Appendix D: HOME-ARP Allocation Plan Public Hearing Presentation and Minutes, February 16, 2023



## **Henrico County Department of Community Revitalization HOME-ARP Allocation Plan Public Hearing Thursday, February 16, 2023 Public Hearing Minutes & Public Comment Notes**

Meeting Location: Fairfield Area Library, 1401 N Laburnum Avenue, Richmond VA, 23223

Meeting Start Time: 6:00pm

Meeting End Time: 8:15pm

A public hearing was held on Thursday, February 16, 2023, at the Fairfield Area Library regarding the development of the HOME-ARP Allocation Plan per the requirements of CPD Notice 21-10. This meeting consisted of a presentation given by staff from the Department of Community Revitalization on the background of the HOME-ARP allocation and the HOME-ARP Allocation Plan. This meeting asked community members to voice priority needs and populations that this funding could be used for and address questions the community had about the HOME-ARP Allocation Plan.

David Sacks opened the meeting and Rachael Thayer presented the attached presentation at this meeting. Cara Kaufman took notes on questions and comments received.

A total of twelve individuals attended the meeting, three of whom were County of Henrico employees. The other attendees were residents of Henrico County or representatives from local organizations.

Comments and questions received and accepted during this meeting include the following:

20. **Henrico Resident:** Is homelessness a product of the economy? Is income and financial status the primary cause of homelessness?
  - a. David Sacks, Rachael Thayer, and Cara Kaufman (Henrico staff) answered that it is difficult to determine a “primary cause” of homelessness, as it is a multifaceted issue. Income and financial instability is one of the easier ways that homelessness demographics are collected and quantified, however other causes or factors include mental, behavioral, or physical health, circumstances surrounding their originating housing instability (e.g., re-entry from incarceration, single parenthood, discrimination), access or knowledge of resources, or status as a domestic violence survivor can all be factors in causing homelessness.
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  - a. David Sacks answered that these funds could potentially be used to create tiny homes for rent to the qualifying populations, however Henrico zoning code would need to be reviewed and revised for the allowance of this type of development.
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25. **Henrico Resident:** Does the County have an idea of where a shelter could go in within our boundaries or would citizens be able to give locations?
  - a. David Sacks answered that if the County develops a shelter within its boundaries, it would most likely be on County owned land. Comments would be solicited from citizens during that process.
26. **Henrico Resident:** What is the number of units of permanent supportive housing that this \$2,000,000 will produce? And how will these units be secured for only the qualifying populations?

- a. Rachael Thayer answered that Henrico staff have been given an estimated 20-40 units, however if multiple jurisdictions fund the same project, more units could be developed. For eligibility, any units funded with HOME-ARP must be used to serve households that are in the qualifying populations as a part of the agreement to receive these funds. This requirement will be included in any contracts signed with non-profits and developers, and Henrico staff conducts annual monitoring of all the programs funded with federal funds to ensure compliance.
- 27. **Henrico Resident:** Henrico should consider using some of these funds to assist with transportation, child care, and utility assistance, and should consider partnering with GRTC.
- 28. **Henrico Resident:** We should consider getting bonds as an additional way to support developments for the qualifying populations. Twenty to forty units is not enough, and a bond referendum or creating an affordable housing trust for Henrico County would be beneficial.
- 29. **Henrico Resident:** Henrico residents are receiving a two cent real estate taxes return. Is there any way this money could be put into a housing trust fund instead of being returned to the citizens? The money is nice, but it's not enough to do much with, especially when collectively it could be used for other projects to assist low-income persons. Henrico should be actively working with land trusts.
  - a. Rachael Thayer answered that Henrico does partner with Maggie Walker Community Land Trust for certain projects and that there is work that MWCTL does within the County.
- 30. **Non-Profit Representative:** Can funds be granted for pass through? For example, a non-profit puts the application in for a CDC that does not have the resources to put an application in or needs a fiscal agent.
  - a. David Sacks answered that there is a possibility that these funds could be used for pass through, however Henrico prefers to work with the operating entities directly.
- 31. **Non-Profit Representative:** Henrico is proposing to use these funds in this manner, but then there's the regional approach mentioned. How would that work?
  - a. Rachael Thayer and Cara Kaufman answer that discussions have occurred with Chesterfield and the City of Richmond to potentially do one large project, and a few smaller projects focused as a single entity.
- 32. **Henrico Resident:** Anything set aside for SWAM?
  - a. Cara Kaufman answered that Henrico currently has procurement policies in place that dictate the SWAM requirements.
- 33. **Henrico Resident:** What is the motivation to do this regionally? NIMBY is real so how does this work?
  - a. Rachael Thayer answered that between the three jurisdictions there is over \$11.9 million on table for a project versus only Henrico's \$3.2 million. The more funding put in place for a project that is going to serve a population that transcends jurisdictional borders means that this project can get on the ground

faster than if all three jurisdictions funded separately. More funding means faster service.

34. **Henrico Resident:** Is there a specific area that Henrico wants to place these units?
  - a. David Sacks answered that a non-profit will apply for the funding, and typically those entities already have the land or site that the proposed project would go on, or are in discussions with the County to use County owned land. However, we do consider access to transportation lines, employment centers, child care, and other surround services when reviewing applications.
35. **Henrico Resident:** An option could be to renovate a warehouse into affordable housing or shelters, like in the southside of the City of Richmond.
36. **Henrico Resident:** There are not enough heating and cooling shelters. What is going to be done about that?
  - a. David Sacks answered that heating and cooling shelters will be taken into consideration for these funds.
37. **Henrico Resident:** Putting poverty on top of poverty is not ideal. Have Henrico considered giving a bonus to homeowners who rent out their homes to someone in need so folks are spread out and have greater opportunities?
  - a. Rachael Thayer answered that it is important to ensure that poverty is not concentrated and that those served are placed into an area with opportunities. However, a program like the one suggested would not be able to be funded with federal funding as the beneficiaries would not be low to moderate income households and that federal requirements would need to be met for the quality of housing, which would cause programmatic issues.
38. **Henrico Resident:** Can we use funding to bring houses up to code so they could house a qualifying population?
  - a. Rachael Thayer answered that this is not an eligible activity using HOME-ARP funds. David Sacks answered that HUD used to have a program that did this, however that program was discontinued several years ago.

## Appendix E: Table of Organizations Contacted for Consultation

Organizations Contacted for Consultation		
Organization	Type of Stakeholder	Method of Outreach
Homeward	Continuum of Care	Email
Housing Families First	Homeless Service Provider	Email
Saint Joseph's Villa	Homeless Service Provider	Email
Commonwealth Catholic Charities	Homeless Service Provider	Email
CARITAS	Homeless Service Provider	Email
Focused Outreach	Homeless Service Provider	Email
EmpowerNet	Homeless Service Provider	Email
Hanover Safe Place	Homeless Service Provider & Domestic Violence Service Provider	Email
HomeAgain	Homeless Service Provider	Email
Salvation Army RVA	Homeless Service Provider	Email
ACTS	Homeless Service Provider	Email
Goochland Cares	Homeless Service Provider	Email
Hand Up	Homeless Service Provider	Email
Daily Planet Health Services	Homeless Service Provider	Email
Virginia Supportive Housing	Homeless Service Provider	Email
Safe Harbor	Homeless Service Provider & Domestic Violence Service Provider	Email
Liberation Veterans Services	Homeless Service Provider & Veteran Agency	Email
Richmond YWCA	Homeless Service Provider & Domestic Violence Service Provider	Email
The James House	Homeless Service Provider	Email
VCU Hospital program (Project Empower)	Public Agency	Email
Bon Secours	Community Partner	Email
Credit Restoration Institute	Community Partner	Email
The Community Foundation	Community Partner	Email
Resources for Independent Living Inc. and Central Virginia Resource Corporation	Disability Agency	Email
Senior Connections	Elderly Care Agency	Email
OAR of Richmond	Reentry Agency	Email
Partnership for Housing Affordability	Community Partner	Email
Capital Region Workforce	Public Agency	Email
Department of Veteran Services	Public Agency & Veteran Agency	Email
Hanover Department of Social Services	Community Partner	Email
Richmond Behavioral Health	Homeless Service Provider & Public	Email

	Agency	
Housing Opportunities Made Equal, INC.	Fair Housing	Email
Resources for Independent Living Inc. and Central Virginia Resource Corporation	Disability Agency	Email
Senior Connections	Elderly Care Agency	Email
Virginia Home for Boys and Girls	Homeless Service Provider & Community Partner	Email
Chesterfield County Public Schools	Public Agencies	Email
Chesterfield Social Services	Public Agencies	Email
Chesterfield Citizen Information and Resources	Public Agency	Email
Chesterfield Mental Health Support Services	Public Agency	Email
Chesterfield Community Engagement police officers	Community Partner	Email
Henrico Mental Health and Development Services	Public Agency	Email
Henrico County Public Schools	Public Agency	Email
Henrico Department of Social Services	Public Agency	Email
Richmond Redevelopment Housing Authority	Public Housing Authority	Email
Henrico Chapter NAACP	Civil Rights Agency	In-Person, Email
Virginia Department of Housing and Community Development	Public Agency	Email
Virginia Housing	Public Housing Authority	Email
Richmond Metropolitan Habitat for Humanity	Community Partner	Email
EMS of Virginia	Homeless Service Provider	Email
Project:HOMES	Community Partner	Email

# Appendix F: Definition of a Preference, Referral Methods, and Limitation per CPD Notice 21-10

## Preferences

A preference provides a priority for the selection of applicants who fall into a specific QP or category (e.g., elderly or persons with disabilities) within a QP (i.e., subpopulation) to receive assistance. A *preference* permits an eligible applicant that qualifies for a PJ-adopted preference to be selected for HOME-ARP assistance before another eligible applicant that does not qualify for a preference. A *method of prioritization* is the process by which a PJ determines how two or more eligible applicants qualifying for the same or different preferences are selected for HOME-ARP assistance. For example, in a project with a preference for chronically homeless, all eligible QP applicants are selected in chronological order for a HOME-ARP rental project except that eligible QP applicants that qualify for the preference of chronically homeless are selected for occupancy based on length of time they have been homeless before eligible QP applicants who do not qualify for the preference of chronically homeless.

Please note that HUD has also described a method of prioritization in other HUD guidance. Section I.C.4 of Notice CPD-17-01 describes Prioritization in CoC CE as follows:

“Prioritization. In the context of the coordinated entry process, HUD uses the term “Prioritization” to refer to the coordinated entry-specific process by which all persons in need of assistance who use coordinated entry are ranked in order of priority. The coordinated entry prioritization policies are established by the CoC with input from all community stakeholders and must ensure that ESG projects are able to serve clients in accordance with written standards that are established under 24 CFR 576.400(e). In addition, the coordinated entry process must, to the maximum extent feasible, ensure that people with more severe service needs and levels of vulnerability are prioritized for housing and homeless assistance before those with less severe service needs and lower levels of vulnerability. Regardless of how prioritization decisions are implemented, the prioritization process must follow the requirements in Section II.B.3. and Section I.D. of this Notice.”

If a PJ is using a CE that has a method of prioritization described in CPD-17-01, then a PJ has preferences and a method of prioritizing those preferences. These must be described in the HOME-ARP allocation plan in order to comply with the requirements of Section IV.C.2 (page 10) of the HOME-ARP Notice.

In accordance with Section V.C.4 of the Notice (page 15), the HOME-ARP allocation plan must identify whether the PJ intends to give a 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).

- The PJ must comply with all applicable nondiscrimination and equal opportunity laws and requirements listed in 24 CFR 5.105(a) and any other applicable fair housing and civil rights laws and requirements when establishing preferences or methods of prioritization.

While PJs are not required to describe specific projects in its HOME-ARP allocation plan to which the preferences will apply, the PJ must describe the planned use of any preferences in its HOME-ARP allocation plan. This requirement also applies if the PJ intends to commit HOME-ARP funds to projects that will utilize preferences or limitations to comply with restrictive eligibility requirements of another project funding source. **If a PJ fails to describe preferences or limitations in its plan, it cannot commit HOME-ARP funds to a project that will implement a preference or limitation until the PJ amends its HOME-ARP allocation plan. For HOME-ARP rental housing projects, Section VI.B.20.a.iii of the HOME-ARP Notice (page 36) states that owners may only limit eligibility or give a preference to a particular qualifying population or segment of the qualifying population if the limitation or preference is described in the PJ's HOME-ARP allocation plan.** Adding a preference or limitation not previously described in the plan requires a substantial amendment and a public comment period in accordance with Section V.C.6 of the Notice (page 16).

## Referral Methods

PJs are not required to describe referral methods in the plan. However, if a PJ intends to use a coordinated entry (CE) process for referrals to a HOME-ARP project or activity, the PJ must ensure compliance with Section IV.C.2 of the Notice (page10).

A PJ may use only the CE for direct referrals to HOME-ARP projects and activities (as opposed to CE and other referral agencies or a waitlist) if the CE expands to accept all HOME-ARP qualifying populations and implements the preferences and prioritization established by the PJ in its HOME-ARP allocation plan. A direct referral is where the CE provides the eligible applicant directly to the PJ, subrecipient, or owner to receive HOME-ARP TBRA, supportive services, admittance to a HOME-ARP rental unit, or occupancy of a NCS unit. In comparison, an indirect referral is where a CE (or other referral source) refers an eligible applicant for placement to a project or activity waitlist. Eligible applicants are then selected for a HOME-ARP project or activity from the waitlist.

The PJ must require a project or activity to use CE along with other referral methods (as provided in Section IV.C.2.ii) or to use only a project/activity waiting list (as provided in Section IV.C.2.iii) if:

1. the CE does not have a sufficient number of qualifying individuals and families to refer to the PJ for the project or activity;
2. the CE does not include all HOME-ARP qualifying populations; or,
3. the CE fails to provide access and implement uniform referral processes in situations where a project's geographic area(s) is broader than the geographic area(s) covered by the CE

If a PJ uses a CE that prioritizes one or more qualifying populations or segments of qualifying populations (e.g., prioritizing assistance or units for chronically homeless individuals first, then prioritizing homeless youth second, followed by any other individuals qualifying as homeless, etc.) then this constitutes the use of preferences and a method of prioritization. To implement a CE with these preferences and priorities, the PJ **must** include the preferences and method of prioritization that the CE will use in the preferences section of their HOME-ARP allocation plan. Use of a CE with embedded preferences or methods of prioritization that are not contained in the PJ's HOME-ARP allocation does not comply with Section IV.C.2 of the Notice (page10).

### **Limitations in a HOME-ARP rental housing or NCS project**

Limiting eligibility for a HOME-ARP rental housing or NCS project is only permitted under certain circumstances.

- PJs must follow all applicable fair housing, civil rights, and nondiscrimination requirements, including but not limited to those requirements listed in 24 CFR 5.105(a). This includes, but is not limited to, the Fair Housing Act, Title VI of the Civil Rights Act, section 504 of Rehabilitation Act, HUD's Equal Access Rule, and the Americans with Disabilities Act, as applicable.
- A PJ may not exclude otherwise eligible qualifying populations from its overall HOME-ARP program.
- Within the qualifying populations, participation in a project or activity may be limited to persons with a specific disability only, if necessary, to provide effective housing, aid, benefit, or services that would be as effective as those provided to others in accordance with 24 CFR 8.4(b)(1)(iv). A PJ must describe why such a limitation for a project or activity is necessary in its HOME-ARP allocation plan (based on the needs and gap identified by the PJ in its plan) to meet some greater need and to provide a specific benefit that cannot be provided through the provision of a preference.
- For HOME-ARP rental housing, section VI.B.20.a.iii of the Notice (page 36) states that owners may only limit eligibility to a particular qualifying population or segment of the qualifying population if the limitation is described in the PJ's HOME-ARP allocation plan.
- PJs may limit admission to HOME-ARP rental housing or NCS to households who need the specialized supportive services that are provided in such housing or NCS. However, no otherwise eligible individuals with disabilities or families including an individual with a disability who may benefit from the services provided may be excluded on the grounds that they do not have a particular disability.