



# DAUPHIN COUNTY HOME-ARP ALLOCATION PLAN

Dauphin County Department of Community and  
Economic Development

## Consultation

Describe the consultation process including methods used and dates of consultation:

See Appendix A for all Stakeholder Consultation materials. Stakeholder comments received throughout these various sessions and individual meetings are summarized in the Feedback Chart in the next section and are referenced appropriately throughout the Needs Assessment & Gaps Analysis.

Dauphin County engaged in an extensive stakeholder consultation process during June and July 2022. During this time, the County engaged with a variety of shelter and service providers serving each of the qualifying populations and participating in the Continuum of Care; the County Department of Human Services; victim service providers; rental assistance providers; the Dauphin County Housing Authority; and the Capital Area Coalition on Homelessness.

During each of the consultation sessions, County staff focused on identifying the Qualifying Populations and their unmet housing and service needs. A brief Power Point presentation on the HOME-ARP program was presented followed by questions meant to engage participants in identifying unmet needs among the qualifying populations they served.

A summary of the agencies consulted and the feedback generated during the consultations sessions is outlined below.

List the organizations consulted:

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
<b>Capital Area Coalition on Homelessness</b>	Continuum of Care Lead (includes public and private agencies serving all four of the qualifying populations)	Virtual focus group	There is a lack of permanent supportive housing; shelter operations are a need; general case managers that are not bound by rental assistance, funding source or housing type could be useful; Street Outreach services have been critically important and successful in placing people in shelter; respite housing identified as a need; Fair Market Rent is not competitive in current housing market; landlords are no longer willing to accept HCV or other rental subsidy payments; poor rental, credit, criminal histories act as barriers; year round, low-barrier shelter is not widely available;
<b>YWCA</b>	Veterans' groups; homeless service provider (all qualifying	Virtual focus group	Veterans have co-occurring barriers that require ongoing supportive services to maintain stability once

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
	populations); domestic violence/human trafficking service provider		housed; transitional housing is a successful model for Veterans and individuals fleeing domestic violence and human trafficking; victims of domestic violence are one of the three subpopulations that spend the longest time homeless; shelter dedicated to victims of domestic violence is needed in the County;
<b>Tri-County Community Action Commission</b>	Homeless service provider (all qualifying populations); private agency addressing the needs of persons with disabilities	Virtual focus group	Transportation is a barrier to access housing in proximity to services and employment opportunities; childcare services are unaffordable and inaccessible; services targeted to a whole family are an unmet need
<b>Fair Housing Council</b>	Private organization that addresses fair housing, civil rights	Virtual focus group	Housing and shelter options for large families are limited; Supportive Service Needs include life skills, particularly for those with IDD, financial literacy, housing stability services, transportation, childcare, literacy, landlord/tenant relationship building; employment services (helping to achieve livable wage, not just paycheck to paycheck; soft skills-how to self-advocate, communicate with coworkers; Rental Agreements often favor the landlord, and many tenants have difficulty understanding and abiding by a lease
<b>Salvation Army</b>	Homeless service provider (all qualifying populations)	Virtual focus group	Long term intensive case management is a need to ensure stability for households; staff capacity among service providers is a need to offset and avoid future burnout; transitioning households from immediate employment needs to long term career sustainability requires long term planning and service provision, not always associated with housing;
<b>United Way</b>	Homeless service provider-homeless and at-risk of homeless qualifying	Virtual focus group	Capacity building among direct service providers is a need/gap in the service system

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
	populations; private agency addressing the needs of persons with disabilities		
<b>Dauphin County Human Services</b>	Public agency addresses the needs of all four qualifying populations; agency addressing the needs of persons with disabilities	Virtual focus group	Biggest gap continues to be availability of affordable, accessible units; 100+ individuals/families in hotels due to lack of shelter and housing units; intensive case management is critical to long term success (minimum 18 mos, but often longer is needed up to 5 years); many young adults transitioning out of foster care choose not to continue to participate in the CYS system and lose access to resources to assist with housing and services; capacity and resources to operate a new NCS are not existent-concerns with NCS include isolating individuals and households; Shelter capacity is limited in the northern part of the County and other rural parts of the County, but DHS and faith-based groups have successfully placed households in hotels and provided services. Transportation is still a barrier in the rural parts of the County, even if organizations and services are available. TBRA is effective when coupled with the right services-both are needed;
<b>Dauphin County Housing Authority</b>	PHA	Virtual focus group	Has capacity to project base some vouchers; There are insufficient units on the market with landlords willing to accept FMR-they are not competitive with actual rent rates; as such vouchers are being returned even after 180 day extensions; Background checks are posing an increasingly high barrier for households, along with poor rental and credit history; Developer entity creating transitional housing units coupled with FSS, services are

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
			provided ongoing after a household is placed in housing. This is in partnership with Children & Youth focused on families with children living in hotels
<b>Mid-Penn Legal Services</b>	Private organization that addresses fair housing, civil rights	Virtual focus group	Rental assistance and legal services for eviction prevention can help salvage tenancies and prevent poor rental history from becoming a barrier for future tenancies;
<b>Latino Hispanic Community Center</b>	Homeless service providers (homeless and at-risk qualifying populations); private organization that addresses fair housing, civil rights;	Virtual focus group	Capacity building for nonprofits in order to provide greater level of service is a need; assistance and services to keep at-risk households housed is an unmet need; ESL services and literacy services area need-capacity building to provide Spanish speakers is needed;
<b>Shalom House</b>	Homeless service providers (homeless and at-risk qualifying populations);	Virtual focus group	Transitional housing models are effective and needed to help households move successfully out of shelter into permanent housing, especially when finding affordable permanent housing is difficult; there is an increase in elderly homeless being priced out of rental units they've occupied long-term

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

General Themes and Trends that emerged from all of the consultation groups include the following:

- There continues to be a large gap in the number of quality affordable and accessible units available for rent in the County.
- Protected classes are generally over-represented among people experiencing homelessness.
- Landlord engagement and risk mitigation funds could be helpful to recruit and encourage more landlords to rent to special needs populations.
- Shelter capacity is limited (both bed and staff capacity); hotel/motel utilization rates are high due lack of shelter bed capacity
- Barriers to accessing housing for special needs populations/ELI households include poor credit, criminal and rental histories; significant requests for security deposit (sometimes 3- and 4-times monthly rent); landlords requiring households have 3x the rent in monthly income
- Private landlords no longer accepting HCV or other rental assistance. Many private owners of naturally occurring affordable housing (or owners that had accepted HCV or other assistance)

are selling the units to owners who no longer accept assistance or who increase the rent significantly, displacing households who cannot find affordable units elsewhere.

- Supportive service needs identified include life skills, financial literacy, housing stability services, transportation, childcare, landlord/tenant relationship building; employment services; LEP services
- Staff capacity among all providers is extremely limited

## Public Participation

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

Date(s) of public notice: 11/22/2022

Public comment period: start date - 11/29/2022 end date - 12/13/2022

Date(s) of public hearing: 12/5/2022

Describe the public participation process:

Dauphin County published a notice in the Patriot News informing the public of the availability of the HOME-ARP Allocation Plan, as well as the public hearing, on November 22, 2022. A copy of the notice and Plan were also made available on the County's Website. The Plan was available for a 15 day period, and the County conducted a public hearing on December 5, 2022. The public hearing was held in person, with a virtual option. Comments on the Plan were accepted via US mail, e-mail, telephone or at the public hearing.

Describe efforts to broaden public participation:

Dauphin County offered multiple opportunities and methods for interested parties to provide comment and participate in the public participation process (such as virtually, in person, written or verbal comments). Language services for the Limited English Proficient were available upon request. Reasonable accommodations to allow broader participation by LEP persons or persons with disabilities in the hearing either in person or virtually were made available.

Summarize the comments and recommendations received through the public participation process either in writing, or orally at a public hearing:

No comments or recommendations were received.

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

N/A-no comments were received.

## Needs Assessment and Gaps Analysis

Like many communities, Dauphin County has insufficient inventory of emergency and transitional housing options. Over 40% of those in shelter or transitional housing remain as such for more than six months. Longer lengths of stay may increase the need for beds, as there is less movement for new clients to be able to use those resources. This could also point to a need for additional housing inventory, as fewer available options lead to less turnover in shelter and transitional housing beds. Subpopulations with the longest homeless tenure include those aged 55 and older, victims of domestic violence, those with disabilities.

### OPTIONAL Homeless Needs Inventory and Gap Analysis Table

Homeless													
	Current Inventory					Homeless Population				Gap Analysis			
	Family		Adults Only		Vets	Family HH (at least 1 child)	Adult HH (w/o child)	Vets	Victims of DV	Family		Adults Only	
	# of Beds	# of Units	# of Beds	# of Units	# of Beds					# of Beds	# of Units	# of Beds	# of Units
Emergency Shelter	110	61	130	130	1								
Transitional Housing	76	31	33	33	16								
Permanent Supportive Housing	55	23	145	145	78								
Other Permanent Housing	10	7	27	27	17								
Sheltered Homeless						46	193	38	28				
Unsheltered Homeless						1	58	0	5				
<b>Current Gap</b>													

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

Dauphin County also has a need for affordable housing. The shortage of units both affordable and available for renter households at or below 30% area median income (AMI) increases housing insecurity and rent pressure on extremely low-income households.



**OPTIONAL Housing Needs Inventory and Gap Analysis Table**

<b>Non-Homeless</b>			
	<b>Current Inventory</b>	<b>Level of Need</b>	<b>Gap Analysis</b>
	<b># of Units</b>	<b># of Households</b>	<b># of Households</b>
Total Rental Units	29,140		
Rental Units Affordable to HH at 30% AMI (At-Risk of Homelessness)	3,535		
Rental Units Affordable to HH at 50% AMI (Other Populations)	6,720		
0%-30% AMI Renter HH w/ 1 or more severe housing problems (At-Risk of Homelessness)		4,145	
30%-50% AMI Renter HH w/ 1 or more severe housing problems (Other Populations)		3,495	
<b>Current Gaps</b>			7,145

**Suggested Data Sources:** 1. American Community Survey (ACS); 2. Comprehensive Housing Affordability Strategy (CHAS)

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

*Homeless as defined in 24 CFR 91.5*

The number of Dauphin County residents that meet the definition of homeless under 24 CFR 91.5 was derived from the 2022 PIT Count, conducted by the Capital Area Coalition on Homelessness (CACH) on January 26, 2022. The PIT Count identified a total of 423 persons experiencing homelessness in 2022, up from 358 persons (+18.1%) identified in 2021. Of the counted homeless individuals, 359 (84.9%) were sheltered and 64 (15.1%) were unsheltered. In terms of racial and ethnic demographics, 243 (57.4%) of homeless individuals were African American, 145 (34.3%) were White, and 33 (7.8%) were Hispanic. Black/African American individuals comprise 19.2% of Dauphin County’s population, and is disproportionately over-represented among the homeless.

In addition, the County Department of Human Services reported over 100 households in hotel/motels due to lack of shelter capacity and affordable housing inventory.

Between January 2021 and May 2022, a total of 2,083 homeless persons were served by the Dauphin County/Harrisburg Continuum of Care.

<b>Program</b>	<b>Persons Served</b>
Emergency Shelter	683
Permanent Supportive Housing and Supportive Housing	197
Rapid Re-Housing	201
Transitional Housing	205
Safe Haven	9
Street Outreach	788
<b>Total</b>	<b>2,083</b>

According to the FY2021 Performance Measure Module, 883 individuals experienced homelessness for the first time during the period October 1, 2020-September 30, 2021. This is a 137.4% increase from 2020, which had 372 persons experiencing homelessness for the first time. These measures took into account persons entering emergency shelter, transitional housing, safe haven, and permanent housing programs.

The Dauphin County Department of Human Services reported over 100 individuals/families are staying in hotels due to lack of shelter capacity and inventory of affordable housing units.

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

According to 2014-2018 CHAS data, there are 26,958 Dauphin County residents, or 24.1% of residents, with an annual income below 30% of median family income. Renters who are considered disproportionately at-risk numbered 9,440 or 22.9% of renters with household income at or below 30% of the median family income. Additionally, 15,745, or 38.3% of renter households in Dauphin County are considered cost burdened, spending more than 30% of their income on housing costs. Finally, there are 195 renter households that are living in severely overcrowded housing conditions with more than 1.5 persons per room.

Based on HMIS data for the October 1, 2020-September 30, 2021, 29% of leaver households exited to temporary destinations. Exiting to a temporary destination may indicate greater risk of returning to the homeless system.

In addition, Dauphin County assisted 2,903 households with the Emergency Rental Assistance Program since inception through July 7, 2022. Of these households, 59% had income at or below 30% AMI. Households requiring rental assistance may be at greater risk of experiencing homelessness if they cannot sustain ongoing rent and utility payments.

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

The YWCA Greater Harrisburg served 199 adults and 71 children in its shelter during the period January 1 through December 31, 2021. Of these, 34.2% were Black or African American and 24% were white. Households not reporting race represented 24.3% of the total served; 12.5% indicated Hispanic ethnicity. During the 2022 PIT Count, 33 individuals in the system were identified as survivors of domestic violence. The YWCA dedicates 16 emergency shelter beds and 5 transitional housing beds for survivors of domestic violence and their families. Additionally, 9 rapid re-housing beds are designated for victims of human trafficking. Stakeholders reported difficulty in reporting the number of victims of human trafficking because victims are reluctant to confirm their status as a victim while receiving assistance.

In 2014, YWCA Greater Harrisburg established PAATH 15 to provide direct services to victims including crisis intervention and response, emergency shelter, case management, advocacy, legal and medical accompaniments, information and referrals, and other services. Dauphin County often serves as a passthrough and destination for trafficking due to its location along major highway intersections, the Pennsylvania Turnpike, and an airport.

*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*

Those at greatest risk of housing instability include 5,795 renter households with an annual income less than or equal to 30% AMI and experiencing severe cost burden. This represents 14.1% of all renter households in the County. In addition, 90 renter households earn less than or equal to 50% AMI and live in overcrowded housing conditions.

Other populations at greater risk of housing instability, as identified in the 2022 PIT Count include 93 persons with serious mental illness, 72 persons with a substance use disorder, 38 veterans, 6 transgender/ gender non-conforming/ questioning individuals. The following is a breakdown of these populations' sheltered and unsheltered status:

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Adults with a Serious Mental Illness	28	18	9	38	<b>93</b>
Adults with a Substance Use Disorder	37	9	0	26	<b>72</b>
Adults with HIV/AIDS	0	1	0	0	<b>1</b>
Veterans	23	14	1	0	<b>38</b>
Transgender/Gender Non-Conforming	3	1	0	1	<b>5</b>

According to HMIS data, 205 people were living in transitional housing during the period October 1, 2020 through September 30, 2021; of these 131 or nearly 64% were Black, African American, or African. During the same time period, 201 people were receiving rapid rehousing assistance; of these, 70% were Black, African American, or African, again highlighting that this segment of the population is over-represented among people experiencing homelessness. Nearly 15% were Hispanic. Of households that exited Rapid Rehousing programs during this period, 15% of adult leavers had no cash income, putting these households at greater risk of returning to homelessness if unable to support ongoing housing payments.

During the period October 1, 2020 and April 30, 2021, 77 households exited to temporary destinations and 169 households exited to unknown destinations. Of these, 25% and 20%, respectively, returned to homeless during the period May 1, 2021-September 30, 2021. One percent of households exiting to permanent destinations returned to homelessness. Households receiving temporary assistance and those exiting to temporary destinations are more likely to return to homeless or face greater risk of housing instability than those exiting to permanent destinations.

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

The Dauphin County Housing Authority owns and manages more than 815 public housing units throughout the County (excluding the City of Harrisburg) as well as administers 1,050 Housing Choice Vouchers, including VASH, Mainstream and Family Unification vouchers.

The Dauphin County 2022 Housing Inventory Chart (HIC) indicated 237 emergency shelter beds were available, including 59 seasonal beds unavailable after March 2022. In addition, the HIC identified 141 transitional housing beds; 25 Safe Haven beds; 242 Permanent Supportive Housing beds; 105 Rapid Rehousing beds and 65 other permanent housing beds (in the form of tenant-based or project based/SRO voucher assistance).

Due to expiration of eviction moratoria, which offered protection for many low-income renter households, coupled with escalating rents, lack of affordable housing inventory, and continued economic effects of the COVID-19 pandemic, the homeless system in Dauphin County experienced significant strains. It lacks capacity across all systems to address the unmet needs of all qualifying populations. This includes staff capacity, inventory capacity and resource capacity to appropriately address growing needs among all of the QPs. Service providers and shelters alike experience ongoing staffing shortages that contribute to these capacity challenges, but also the housing market and inventory is rapidly changing.

Describe the unmet housing and service needs of qualifying populations:

*Homeless as defined in 24 CFR 91.5*

HMIS indicated 1295 individuals served by the homeless system during the period October 1, 2020-September 30, 2021. The CACH Coordinated Entry System showed a waitlist of 717 households containing 1,353 people. According to the 2022 HIC, Dauphin County has 242 permanent supportive housing beds, of which most are estimated to be occupied. The County also has 339 emergency shelter, transitional housing and safe haven beds. This includes 257 year-round beds and 20 overflow beds. This available inventory is insufficient to meet the needs of the population experiencing homelessness.

All stakeholders consulted for this process expressed the same overwhelming need: affordable rental housing. The County collaborates with developers to invest its HOME funds in LIHTC rental housing to expand the inventory of affordable rental units. However, many of those participating in consultations reported that even these units are not affordable to the extremely low-income populations. Further, there is increased competition for fewer affordable units. Already subsidized projects fill quickly and experience very little turnover and long waiting lists for affordable housing and permanent supportive housing. Many permanent supportive providers rely on scattered site privately owned units, and many providers are falling victim to the landlords who are no longer willing to accept assistance or have tenant selection policies that act as barriers for special needs populations.

According to stakeholders, intensive case management and wrap-around supportive services are required as soon as homeless individuals and families are placed in housing, and these services should be provided for at least 18 months to assist in stabilizing them and decreasing their chance of returning

to homelessness. While numerous service providers are available in the County, their capacity to provide adequate levels of supportive services are strained due to staff shortages, staff burnout, and insufficient staff wages.

Shelter capacity is limited in the northern part of the County and other rural parts of the County, but the Department of Human Services and faith-based groups have successfully placed households in hotels and provided services until affordable housing options are identified. Low-barrier, year-round shelter is not widely available in the County. In addition, there are no dedicated shelter facilities for youth or LGBTQ+, subpopulations identified as having particular unmet needs.

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

According to 2014-2018 CHAS data, the number of total housing units exceeds the number of households in Dauphin County. However, the supply of affordable housing units is insufficient for households earning 0-30% AMI. As a result, these households must reside in housing units that are more costly than what would be considered affordable to these households. Renter households earning 81%+ AMI also do not have enough available units appropriately affordable to them. This leads to many high-earning households residing in housing units that would be affordable to lower income households, including those with income below 30% AMI. The low vacancy rates of rental units affordable to these households is indicative of a strong demand for affordable housing within these ranges. Furthermore, this does not consider additional costs such as transportation, childcare, and accessibility modifications for individuals with disabilities. With 38.3% of all Dauphin County renters considered cost burdened and 14.1% of renter households considered severely cost burdened, these additional costs further exacerbate the limited access to affordable housing in the county. Among extremely low-income households, who represent 23% of renter households in the County, 61% experience severe cost burden. For very low-income renters, who represent nearly 40% of all renters in the County, 47.5% are severely cost burdened. This further suggests that the supply of affordable options for housing low-income households is insufficient.

	Total		Cost burdened		Severely Cost burdened	
	#	%	#	%	#	%
Total Renters	41,080	-	15,745	38.3%	7,970	19.4%
Very Low-Income Renters (0-50% AMI)	16,365	39.8%	11,590	70.8%	7,770	47.5%
30-50% AMI	6,925	16.9%	5,065	73.1%	1,975	28.5%
Extremely Low-Income Renters (0-30% AMI)	9,440	23.0%	6,525	69.1%	5,795	61.4%

According to stakeholders, supportive services such as affordable childcare, transportation, employment training and housing counseling along with tenant-based rental assistance are in great need for all qualifying populations, but especially those at-risk of homelessness. Stakeholders also report that TBRA

is highly effective at providing ongoing housing stability, but only if there is adequate, quality inventory and supportive services for extended periods of time to help promote that stability.

Poor rental history is often identified as a barrier for households accessing affordable households. Rental assistance and legal services for eviction prevention were identified as needed services to help salvage tenancies and prevent poor rental history from becoming a barrier for future tenancies.

Subpopulations identified include LGBTQ+ populations, homeless youth and young adults (18-24). This includes young adults that are transitioning out of foster care and choose not to continue to participate in the CYS system and lose access to resources to assist with housing and services. Due to age and lack of rental history, permanent housing options are limited. Stakeholders reported some providers are master leasing units for youth; however, due to general lack of affordable housing inventory, there is still an unmet need for housing options for youth.

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

Victims of domestic violence are identified as one of the three subpopulations that spend the longest time homeless, indicating a need for dedicated resources, including shelter. The YWCA Greater Harrisburg reported 152 individuals were turned away in 2021 due to lack of shelter capacity, indicative of the need for additional dedicated shelter space for this qualifying population. During Federal Fiscal Year 2021, 55% of households fleeing domestic violence exited the homeless system to temporary or unknown destinations. This suggests a lack of permanent, affordable options for this qualifying population. In fact, according to the 2022 HIC, only 16 shelter beds and five transitional housing beds are dedicated for survivors of domestic violence. Only nine Rapid Rehousing units are available for victims of human trafficking. Transitional housing has been identified as a successful model for individuals fleeing domestic violence and human trafficking, particularly when finding permanent affordable housing is difficult; however, stakeholders confirmed the HIC data indicating there are few transitional housing options for this qualifying population in the County. Further, dedicated shelter for victims of domestic violence is needed in the County. Recovery support services are provided through PAATH 15 for survivors, and training is provided to the public and police to identify potential victims.

*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*

According to HMIS, during the period January 1, 2021-May 1, 2022, 629 individuals exited the homeless system. Of these, 30% exited to temporary destinations, including transitional housing and temporarily staying with friends or family. Households without permanent housing may be more likely to experience returns to homelessness. Even among households exiting to permanent destinations, 40% exited to rentals without ongoing subsidy. Together, these suggest a need for both affordable housing units, as well as tenant based-rental assistance to support extremely low, and low-income households.

Stakeholders reported that these households, without ongoing supportive services, are more likely to experience crises, unexpected financial obligations, or other obstacles that may lead to returns to homelessness. Services such as case management, financial literacy, budgeting, basic life skills, workforce development and training, childcare and transportation, when provided beyond the time limitations of housing and/or rental assistance are needed to promote stability and prevent returns to

homelessness. Stakeholders reported these long-term services are not widely available due to lack of financial and staff capacity.

**Veterans:** There are a total of 121 beds available for veterans according to the 2022 HIC. However, two veterans were determined to be unsheltered during the 2022 PIT, indicating a barrier in accessing these resources or difficulties by service providers in engaging veterans. These barriers may include co-occurring mental health and/or substance abuse disorders, lack of income or rental history, or criminal history. YWCA of Greater Harrisburg provides a number of supportive services for veterans in addition to housing, such as case management, life skills training, employment training, financial planning and assistance, housing counseling, transportation, legal services, and child care services. Stakeholders reported that providing services once veteran households are placed in housing allows continuity of care that is critical to promoting stability.

**Persons with Disabilities:** Households with a disabled member represent one of three subpopulations with longest length of time homeless. During the Federal Fiscal Year 2021, over 70% of households with a disabled member exited the homeless system to temporary or unknown destinations. For people with disabilities, accessible housing is a continuing and critical need, ranging from individuals in wheelchairs to medical beds and in-home healthcare services in order to maintain housing stability. Overall, there is a severe need for permanent housing that can accommodate persons with disabilities. This typically includes bathroom equipped with grab bars, installation of handrails, walk-in showers and tubs, along with handicapped accessible doors and cabinets. Medical respite care was identified as a need for individuals discharging from hospital settings. Other needs of this population to maintain housing stability are the same as everyone else: access to employment and accessible public transportation.

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

According to PA 2-1-1 Counts, 6,726 requests were made for housing and shelter assistance between June 2021 and June 2022 in Dauphin County, or 3.3% of the county's adult population. This was the third highest rate out of all counties in Pennsylvania. Over 70% of these requests were made regarding rental assistance. While most requests were adequately met, unmet request rates were high for those seeking temporary housing solutions through shelter (4% unmet) and home repair or maintenance needs for low-income homeowners (7% unmet). Home repair/ maintenance includes adaptations for safety and disability access, general upkeep, and weatherization. This suggests an unmet need for supportive services and reinforces stakeholder comments indicating a lack of affordable and accessible housing options in the County.

Since PIT and HIC data only provide a snapshot of persons experiencing homelessness on a single night, a broader picture can be provided through data current presented in Dauphin County's Annual Performance Report (APR) for FY 2022 (1/1/2021 to 9/30/2022) as of May 2022. Between January 2021 and May 2022, 1,286 households stayed at least one night in emergency shelter (ES), permanent supportive housing (PSH), permanent housing (PH), rapid re-housing (RRH), transitional housing (TH), or safe haven (SH).

<b>Exits from the Homelessness System</b>			
	<b>% Exits to Positive Destinations</b>	<b># of Households Exited to Positive Destinations</b>	<b>Total # of Households Exited</b>
<i>By Household type</i>			
Adult-only Households	23.7%	49	207
Households with Children	31.6%	123	389
Child-only Households	0.0%	0	4
<i>By Pathway</i>			
ES	20.3%	95	468
PSH + PH	100.0%	6	6
RRH	34.3%	12	35
TH	54.2%	65	120
Safe Haven	-	0	0
<b>All Households</b>	<b>28.3%</b>	<b>178</b>	<b>629</b>

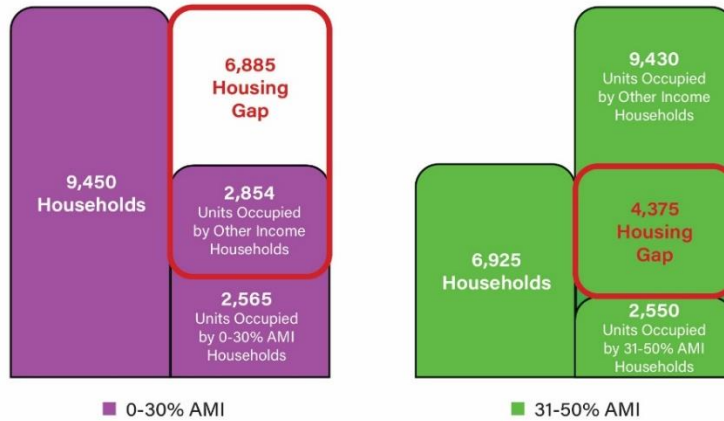
Only 28% of households exiting the homeless system exited to positive housing destinations. This suggests that there is an overall lack of permanent housing resources for all household types that entered the homelessness system, especially for those who were only able to access emergency shelter or rapid re-housing resources.

As indicated, shelter resources (both bed capacity and staff capacity) are insufficient to meet the needs. Specifically, there is a gap for low-barrier year-round shelter resources. Stakeholders reported that street outreach services that have been funded with supplemental CARES Act funding have been critical to identifying unsheltered individuals and placing them in shelter or other temporary housing solutions; however, as these resources dwindle, there will be a gap in the ability to continue to provide this service.

2014-2018 CHAS Data, though outdated, identified 9,450 renter households with income below 30% AMI. For these households, there is a 6,885-unit gap in inventory that is both affordable and available to households in this income tier. For renter households between 31-50% AMI, there is a 4,375 unit-gap in housing in units both affordable and available. This suggests that households are experiencing cost burden and severe cost burden by occupying units that are not affordable to them, putting them at greater risk of housing stability and homelessness.



## HOUSING GAP FOR RENTER HOUSEHOLDS IN DAUPHIN COUNTY



Source: 2014-2018 CHAS

ESL services and literacy services are unmet needs in the County. Staff capacity is insufficient to provide adequate services for the limited English proficient. Spanish speakers in particular were identified as not being widely available among service providers.

Under Section IV.4.2.ii.G of the HOME-ARP Notice, a PJ may provide additional characteristics associated with instability and increased risk of homelessness in their HOME-ARP allocation plan. These characteristics will further refine the definition of “other populations” that are “At Greatest Risk of Housing Instability,” as established in the HOME-ARP Notice. If including these characteristics, identify them here:

Dauphin County is not establishing additional characteristics at this time.

Identify priority needs for qualifying populations:

Based on stakeholder consultations and data analysis, rental housing that is affordable and accessible to individuals and households at 0-30% AMI is the priority need. An adequate inventory of deeply subsidized housing for Qualifying Populations is a priority due to low vacancy rates and escalating rental costs. Coupled with this is a priority for rental assistance and supportive services (including case management, legal services and homeless prevention services) to assist the homeless identify and access housing and become stably housed, as well as to prevent homelessness among households who are at greatest risk.

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

In addition to feedback from stakeholders and consultation sessions, the following plans and data sources were consulted to determine needs and system gaps for HOME-ARP qualifying populations:

- American Community Survey (ACS), 2016-2020

- HUD Comprehensive Housing Affordability Strategy (CHAS), 2014-2018
- Capital Area Coalition on Homelessness (CACH) 2022 Point-In-Time Count
- CACH 2022 Housing Inventory County (HIC)
- CACH Coordinated Entry System (CES)
- Harrisburg/Dauphin County CoC Annual Performance Report (APR)
- 2021 System Performance Measures
- United Way of Pennsylvania's 2-1-1 Counts

## HOME-ARP Activities

*Describe the method(s) that will be used for soliciting applications for funding and/or selecting developers, service providers, subrecipients and/or contractors:*

The Dauphin County Department of Community and Economic Development will invite any Developer/Owner that is looking to apply for funding and/or other resources from the County for the new construction, substantial rehabilitation, and/or preservation of affordable housing to submit a proposal for funding. The proposed activity, including the proposed qualifying population(s) to be served, will be evaluated in accordance with the County's HOME-ARP allocation priorities, preferences and prioritization (if any), and projects that address qualifying populations will be considered. The County is not currently establishing preference or priority as part of its scoring criteria for HOME ARP proposals for funding. Should the County establish preference or priorities, a substantial amendment may be duly publicized and submitted to HUD for review. Applicants for HOME-ARP must meet the minimum program eligibility and threshold requirements. Depending on the nature of the proposed activity, site inspections may be conducted by County staff. An evaluation of the site's feasibility, financial underwriting and developer capacity assessment will be completed and considered as part of the review process.

*Describe whether the PJ will administer eligible activities directly:*

Dauphin County will not administer and oversee its eligible activities directly. Rather, it will enter into HOME Agreements with developers of affordable rental housing projects, and execute subrecipient agreements with service providers. The County will provide oversight and management of its developer and subrecipient agreements.

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

Dauphin County will not be distributing any portion of its HOME – ARP administrative funds to a subrecipient or contractor prior to HUD's acceptance of the HOME-ARP allocation plan.

## Use of HOME-ARP Funding

	Funding Amount	Percent of the Grant	Statutory Limit
Supportive Services	\$ 375,000		
Acquisition and Development of Non-Congregate Shelters	\$ #		
Tenant Based Rental Assistance (TBRA)	\$ #		
Development of Affordable Rental Housing	\$ 1,621,510		
Non-Profit Operating	\$ #	# %	5%
Non-Profit Capacity Building	\$ #	# %	5%
Administration and Planning	\$ 352,325	15 %	15%

<b>Total HOME ARP Allocation</b>	\$ 2,348,835		
----------------------------------	--------------	--	--

*Describe how the PJ will distribute HOME-ARP funds in accordance with its priority needs identified in its needs assessment and gap analysis:*

The HOME-ARP budget was driven by the priority needs identified as a result of stakeholder consultation and data analysis. Dauphin County will distribute 70% of its HOME-ARP allocation for the development of affordable rental housing. An overall lack of affordable rental units was one of the most frequently identified unmet needs among stakeholders. Tight rental markets and high rents make it extremely difficult for housing and service providers to find units that are affordable and in decent condition for their clients. The County is prioritizing the creation of affordable housing units for qualified populations. In addition, the County is allocating approximately 15% of its HOME-ARP funds for supportive services, recognizing that long term supportive services are critical to ensuring stability and success in permanent housing for vulnerable households. HOME – ARP funds will be used for individuals or families from all of the following qualifying populations: homeless; at-risk of homelessness; fleeing or attempting to flee domestic violence, sexual assault, stalking, or human trafficking; other populations where providing assistance would prevent the family’s homelessness or would serve those with the greatest risk of housing instability.

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

The affordable rental housing inventory in Dauphin County is severely limited, a challenge that existed long before, and has been exacerbated by, the pandemic. There is increased competition for fewer affordable units throughout the County. Privately owned units are no longer available for affordable housing in many places as landlords are no longer willing to accept rental assistance or have tenant selection policies that act as barriers for special needs populations. Shelters lack bed capacity for households experiencing homelessness, and many families are sheltered in hotels which is costly. Due to lack of affordable inventory, it is increasingly challenging to move folks out of shelter into permanent housing. Success in permanent housing is contingent on long-term services; therefore, the County’s emphasis with HOME ARP funds will be to create new units to add to the affordable housing inventory in the County, while providing support for the wraparound services required to ensure successful, stable housing.

## HOME-ARP Production Housing Goals

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

It is anticipated that the County's HOME ARP funds will be used to create a minimum of five new units affordable to households at or below 30% AMI.

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

It is anticipated that the County's HOME ARP funds will be used to create a minimum of five new units affordable to households at or below 30% AMI. The County's priority goal established by this Allocation Plan is to increase the number of affordable housing units in the County. Providing funds for rental housing production directly supports the advancement of that goal.

## Preferences

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

Dauphin County will not establish a preference; all qualifying populations will be eligible to apply for assistance under the County's HOME-ARP assisted program(s). Any preferences established in the future will be described in an amendment to this Allocation Plan and will not violate any fair housing, civil rights, or nondiscrimination requirements at the federal, state, or local level, which includes but is not limited to requirements found in 24 CFR 5.105(a).

*If a preference was identified, explain how the use of a preference or method of prioritization will address the unmet need or gap in benefits and services received by individuals and families in the qualifying population or subpopulation of qualifying population, consistent with the PJ's needs assessment and gap analysis:*

No preferences are established.

## Referral Methods

*Identify the referral methods that the PJ intends to use for its HOME-ARP projects and activities.*

*PJ's may use multiple referral methods in its HOME-ARP program. (Optional):*

Dauphin County will use the Coordinated Entry system as an indirect referral source. That is, the CE will be used for intake in order to add the eligible applicant to a HOME-ARP project waiting list, which will be selected from in accordance with the preference and prioritization described above. Coordinated Entry will not be used to admit applicants directly to a HOME-ARP assisted project

*If the PJ intends to use the coordinated entry (CE) process established by the CoC, describe whether all qualifying populations eligible for a project or activity will be included in the CE process, or the method by which all qualifying populations eligible for the project or activity will be covered. (Optional):*

As indicated above Coordinated Entry will not be used to admit applicants directly to a HOME-ARP assisted project as it does not include all of the qualifying populations. Referrals will be accepted from other sources including emergency shelters, 2-1-1, Street Outreach programs and service providers. All referrals will be placed on the project(s) waiting list and admitted in accordance with the preference and prioritization established earlier in this Plan

*If the PJ intends to use the CE process established by the CoC, describe the method of prioritization to be used by the CE. (Optional):*

As indicated above Coordinated Entry will not be used to admit applicants directly to a HOME-ARP assisted project, and the CoC CE prioritization will not be utilized.

*If the PJ intends to use both a CE process established by the CoC and another referral method for a project or activity, describe any method of prioritization between the two referral methods, if any. (Optional):*

As indicated above Coordinated Entry will not be used to admit applicants directly to a HOME-ARP assisted project as it does not include all of the qualifying populations. Referrals will be accepted from other sources including emergency shelters, 2-1-1, Street Outreach programs and service providers. All referrals will be placed on the project(s) waiting list and admitted in accordance with the prioritization described earlier in this plan. Source of referral will not give one applicant preference or prioritization over another.

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

Describe whether the PJ intends to limit eligibility for a HOME-ARP rental housing or NCS project to a particular qualifying population or specific subpopulation of a qualifying population identified in section IV.A of the Notice:

**Dauphin County is not establishing limitations on eligibility.**

If a PJ intends to implement a limitation, explain why the use of a limitation is necessary to address the unmet need or gap in benefits and services received by individuals and families in the qualifying population or subpopulation of qualifying population, consistent with the PJ's needs assessment and gap analysis:

**Dauphin County is not establishing limitations on eligibility.**

If a limitation was identified, describe how the PJ will address the unmet needs or gaps in benefits and services of the other qualifying populations that are not included in the limitation through the use of HOME-ARP funds (i.e., through another of the PJ's HOME-ARP projects or activities):

**Not applicable.**



### HOME-ARP Refinancing Guidelines

Dauphin County does not intend to use HOME-ARP funds to refinance existing debt secured by multifamily rental housing in order to rehabilitate the units with HOME-ARP funds. If the County determines that it will use HOME ARP for refinancing, the guidelines for doing so will be in conformance with the HOME-ARP program notice and will be submitted to HUD for review.

Appendix A: Consultation Materials

Appendix B: Citizen Participation

Appendix C: SF424s and Certifications