HOME-ARP ALLOCATION PLAN DRAFT: FROM HOMELESSNESS TO HOUSING

COLORADO SPRINGS

2022

Prepared by the Community Development Division

Draft for public review – updated 3/29/22

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INTRODUCTION

On March 11, 2021, President Biden signed the American Rescue Plan Act (ARPA) into law, enabling over $1.9 trillion in relief to address the continued impact of the COVID-19 pandemic on the economy, public health, State and local governments, individuals, and businesses.

To address the critical need for homelessness assistance and supportive services across the country, Congress appropriated $5 billion in ARPA funds to be administered by the U.S. Department of Housing and Urban Development (HUD) through the HOME Investment Partnerships program to carry out activities that *must primarily benefit qualifying individuals and families who are homeless, at risk of homelessness, or in other vulnerable populations*. These activities include:

(1) development and support of affordable housing,
(2) tenant-based rental assistance (TBRA),
(3) provision of supportive services, and
(4) acquisition and development of non-congregate shelter units.

As a HOME program participating jurisdiction (PJ), the City of Colorado Springs received $5,741,978 to benefit our community's qualifying populations. The amount is in addition to the annual allocation of HOME funds that the City receives from HUD. This draft plan describes the City's intended use of the additional HOME funds as required in HUD Notice CPD-21-10.

CONSULTATION

The City of Colorado Springs recognizes the unique opportunity that the additional HOME program funding brings to the affordable housing landscape and the ability of local homeless service providers to reduce homelessness for many individuals and households. The City is working closely with the Colorado Springs Housing Authority (CSHA) and the Pikes Peak Continuum of Care (CoC) to coordinate efforts that serve our qualifying populations.

Consultation Process Summary

Community Development staff held a general consultation meeting on December 16, 2021, inviting nearly 60 individuals from 42 organizations. This initial meeting was to introduce the program basics to the stakeholder group, share basic data about our community's qualifying populations, and solicit feedback about the size and needs of the qualifying populations served by the meeting attendees.

The consultation process was a four-month, iterative process and was built upon gathering more current data and changing conditions. The process can be summarized to date as follows:

(1) Virtual consultation via Microsoft Teams (12/16/21) with over 45 attendees
(2) Follow-up one-on-one discussions with stakeholders who requested one (December-February 2021)
(3) Consultation with the Pikes Peak Continuum of Care's ad hoc HOME Funds Committee (January 27, 2022)
(4) Consultation with the Pikes Peak Continuum of Care's Governing Board (March 25, 2022)

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(5) Share materials and Committee comments with all consultation stakeholders and invite feedback
(6) Incorporate feedback into version for public review and comment

Table 1: Organizations Consulted

Agency/Organization	Org type	Method of consultation
Academy School District 20	Education	Virtual meeting
Apartment Association of Southern Colorado	Housing services	Virtual meeting
The Arc	Disability advocate	Virtual meeting
Brothers Redevelopment	Housing services	Invitation to virtual meeting
Catholic Charities	Family services	Virtual meeting
Cheyenne Mountain School District 12	Education	Virtual meeting
CPCD/Head Start	Education	Virtual meeting
Colorado – Office of Homeless Initiatives	Local government	Invitation to virtual meeting
Colorado Springs Community Development Division	Local government	Virtual meeting
Colorado Springs Housing Authority	Public housing	Virtual meeting
Colorado Springs Fire Department	Local government	Virtual meeting
Colorado Springs Police Department	Local government	Invitation to virtual meeting
Colorado Springs School District 11	Education	Virtual meeting
Colorado Legal Services	Legal services	Virtual meeting
Community Health Partnership	Continuum of Care	Virtual meeting
District 49	Education	Virtual meeting
El Paso County Economic Development	Local government	Virtual meeting
Family Promise	Homeless services	Virtual meeting
Food to Power	Family services	Invitation to virtual meeting
Greccio Housing	Housing provider	Invitation to virtual meeting
Harrison School District 2	Education	Virtual meeting
Homeward Pikes Peak	Homeless services	Virtual meeting
Haseya	Domestic violence service provider	Invitation to virtual meeting
The Independence Center	Disability advocate	Invitation to virtual meeting

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Joint Initiatives	Youth services	Virtual meeting
Kingdom Builders	Domestic violence service provider	Invitation to virtual meeting
Lewis-Palmer District 38	Education	Virtual meeting
Lutheran Family Services	Family services	Virtual meeting
Mary's Home	Domestic violence service provider	Virtual meeting
Mt. Carmel Veterans Service Center	Homeless services - veterans	Virtual meeting
National Alliance on Mental Health Colorado Springs	Health advocate	Invitation to virtual meeting
Partners in Housing	Family services	Invitation to virtual meeting
Pikes Peak Area Agency on Aging	Public housing	Virtual meeting
Pikes Peak Library District	Family services	Virtual meeting
The Place	Homeless services - youth	Virtual meeting
Rocky Mountain Human Services	Homeless services - veterans	Virtual meeting
Salvation Army	Homeless services	Virtual meeting
Servicios de la Raza	Family services	Invitation to virtual meeting
Silver Key	Senior services	Virtual meeting
Springs Rescue Mission	Homeless services	Virtual meeting
TESSA	Domestic violence service provider	Invitation to virtual meeting
Westside Cares	Family services	Virtual meeting

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PUBLIC PARTICIPATION

The Division will post notice of the 15-day review and comment period in the paper of record, The Gazette, as well as through various media channels, email newsletters, and partner platforms. A digital draft of the plan will be available for review and comment on the City of Colorado Springs (City) website. Physical copies will be available at various public locations throughout the City.

The public notice will be published in the Gazette on March 29, 2022. The public comment period goes from April 13-28, during which time two virtual public hearings will be held.

- Virtual HOME-ARP Public Hearing #1: Tuesday, April 19, 10-11am via Zoom
- Virtual HOME-ARP Public Hearing #2: Wednesday, April 20, 6-7pm via Zoom

The allocation plan draft will also go through City Council review. It will be introduced on April 11, 2022, during which time members of the public can see the plan presented.

Efforts to broaden participation

1. The City invited stakeholders outside of the Pikes Peak Continuum of Care to comment on homeless needs on multiple occasions.
2. The City will also use social media outlets to solicit general feedback.
3. In addition to the one required public hearing on the allocation plan, the public will have three different opportunities: 1) in front of City Council on 4/11/22 during citizen comment (the agenda and plan materials will have been published on Council calendar, 2) a daytime virtual hearing to best reach service providers, and 3) an evening hearing to best hear all neighbors and residents.
4. Plan draft will be sent to multiple local housing advocates serving diverse populations and neighborhoods.

Summary of all comments

All comments have been accepted to date; none have been rejected. While the consultation process is still underway, the comments collected so far can be summarized by the following themes:

December 2021 general consultation comments

- Mental Health (MH)
    - MH and substance abuse are significant obstacles for many people, especially unsheltered individuals
    - Trauma-informed mobile services and outreach critical in getting people off the street
    - No MH services for youth; many parents sending kids in MH crisis out of state
- Perception
    - Shelter rules and expectations often misunderstood
    - Certain barriers to MH and addiction resources exist for many reasons
- Staff supports and operational capacity

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- Geographic distribution of resources
    - Homeless resources are needed all over the city and not just downtown
    - Transportation logistics huge expense for school districts and families
- Housing affordability
    - Affordable housing is the main need
    - Permanent supportive housing needed in all parts of the city
    - Rising rents are complicating voucher utilization
- Data
    - Official counts are usually an undercount
    - 2022 PIT count will be different this year – car camping and geotags now part of strategy
    - Everyone expecting a big increase in homeless counts and need mid- and post-pandemic

January 2022 – CoC comment summary

Members of the CoC HOME Funds Committee reviewed an initial draft of the plan. All comments were accepted and incorporated into the next draft. Summary of committee comments:

- Address homeless subpopulations via HMIS data
- Add disability population housing issues
- Add Coordinated Entry score data for permanent supportive housing
- Address rental assistance programs in housing needs analysis
- Data merits no preference for qualifying populations

March 2022 – CoC comment summary

City staff will present draft at the March meeting of the CoC Governing Board.

Questions:

- Eligible costs for nonprofit capacity building funding? Response: CDD will share HUD materials on each eligible activity to service provider community.
- Does housing count of multifamily buildings include LIHTC units? Response: Yes.
- Can plan be amended down the road? Response: Yes
- What housing trends do you see down the road? Response: Rental assistance programs kept people housed during the pandemic and address acute needs, but permanent units still provide best outcomes. HUD's allowance of non-congregate shelter is an attempt to address public health needs while providing a flexible building type that can easily convert to permanent housing when necessary.
- Are building locations already determined? Response: No.

Comments:

- Concerns over adequate supportive service funding

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- Response: CDD can address needs among service providers and housing developers every year in the regular annual action planning process and adjust funding priorities accordingly.

No edits or suggestions for additional data

April 2022 – Public comment summary

To be determined.

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NEEDS ASSESSMENT AND GAP ANALYSIS

The City is consulting multiple sources of information about housing and shelter needs. With 2020 Census data and 2022 Point-in-Time data unavailable until Spring 2022, the City is using 2021 Point-in-Time (PIT), Housing Inventory Count (HIC), 2021 HMIS data, as well as 2021 Coordinated Entry scores, 2019 American Community Survey, and November 2021 CoStar data for this initial draft to get a sense of the community need using both pre-pandemic and current numbers.

Homeless Needs Inventory

The following section uses Homeless Management Information Systems (HMIS) data from our region's continuum of care administrator, Community Health Partnership, to assess how many people experiencing homelessness have accessed services and to what extent in 2021.

According to the 2021 Point-in-Time count, there were 1,156 people experiencing homelessness on the night of January 24, 2021. This is a 13% reduction from the 2020 count of 1,339.

Table 2 shows more data from the 2021 PIT and Housing Inventory Count (HIC) and the extent to which each shelter or housing resource in the Colorado Springs area was used. Emergency shelter and other temporary resources have the lowest utilization rates while the more permanent resources have the highest utilization rates.

Table 2: 2021 Utilization Rates by Housing Type

Housing Type	HIC	PIT	Utilization
Emergency Shelter	861	626	73%
Transitional Housing	642	538	84%
Permanent Supportive Housing	722	696	96%
Other Permanent Housing	40	37	93%
Rapid Re-Housing	179	179	100%
Total Temporary Housing (ES+TH)	1503	1164	77%
Total PH (PSH+RRH+OPH)	941	912	97%
Total ALL	2444	2076	85%

Table 2 Data Source: Pikes Peak Continuum of Care/Community Health Partnership

Not everyone who accesses homeless services takes what is known as the Vulnerability Index-Service Prioritization Decision Assistance Tool (VI-SPDAT), a triage tool that takes the client's whole health profile into account to determine which supports and housing type would be the best solution to keep them safely housed. Once a person/household does go through this, they are entered into Coordinated Entry, a

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process by which area providers match clients with the first available and appropriate housing that comes available.

Figure 1 below shows primarily two things: 1) the total number of people (1,967) who were on the Coordinated Entry list in 2021 and 2) the composition of that group by family status, age, military service, and disability. There are many ways these groups can intersect (e.g., a household with a senior, disabled veteran and two young children), but these are just four subpopulations.

Figure 1: Who Sought Housing Through Coordinated Entry

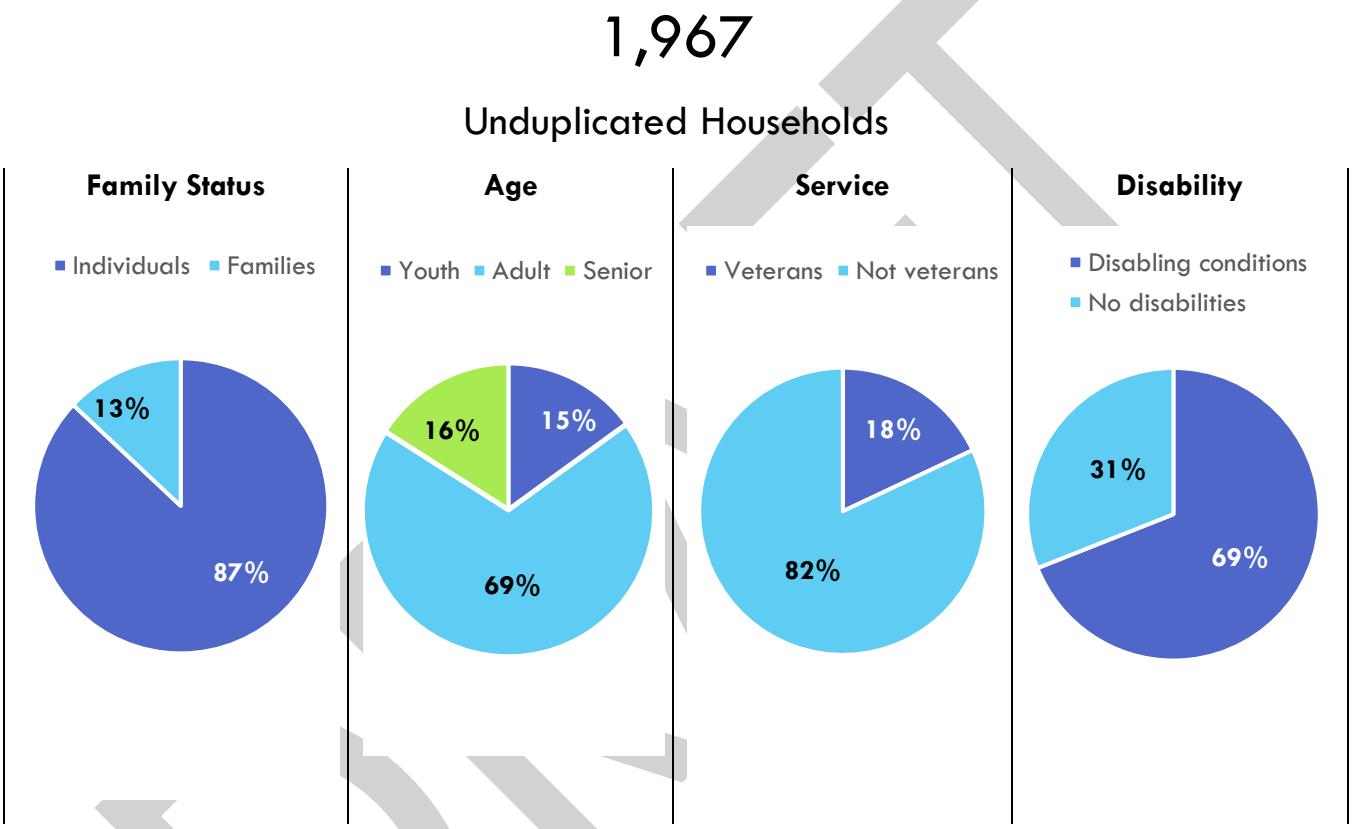

Figure 1 data source: HMIS (Community Health Partnership)

We see that there are over six times more individual households in Coordinated Entry than family households. While there may be simply more individual households experiencing homelessness than family households, this difference is substantial. Comments from McKinney-Vento liaisons during the consultation process indicate that there are likely myriad reasons for this– families may be more reluctant to seek homeless services; they may be more likely to "double up"; or they may not have easy access to shelter where they live, since most homeless services are concentrated downtown.

By age, adults (ages 25-59) make up 69% of individuals on the Coordinated Entry list, with youth (ages 15-24) and seniors (60 and over) making up nearly equal parts of the remaining 31%.

By military service, we see that veterans make up 18% of Coordinated Entry clients.

Lastly, we see that the majority (69%) of all clients seeking housing through Coordinated Entry have at least one disabling condition.

While Figure 1 tells us *who* is looking for housing, the next inquiry is to determine what type of housing they need. Figure 2 (below) illustrates the percentage of households in Coordinated Entry whose presenting needs gave them the highest VI-SPDAT scores, qualifying them for permanent supportive housing.

Figure 2: Coordinated Entry Participants Qualifying for Permanent Supportive Housing by Subpopulation

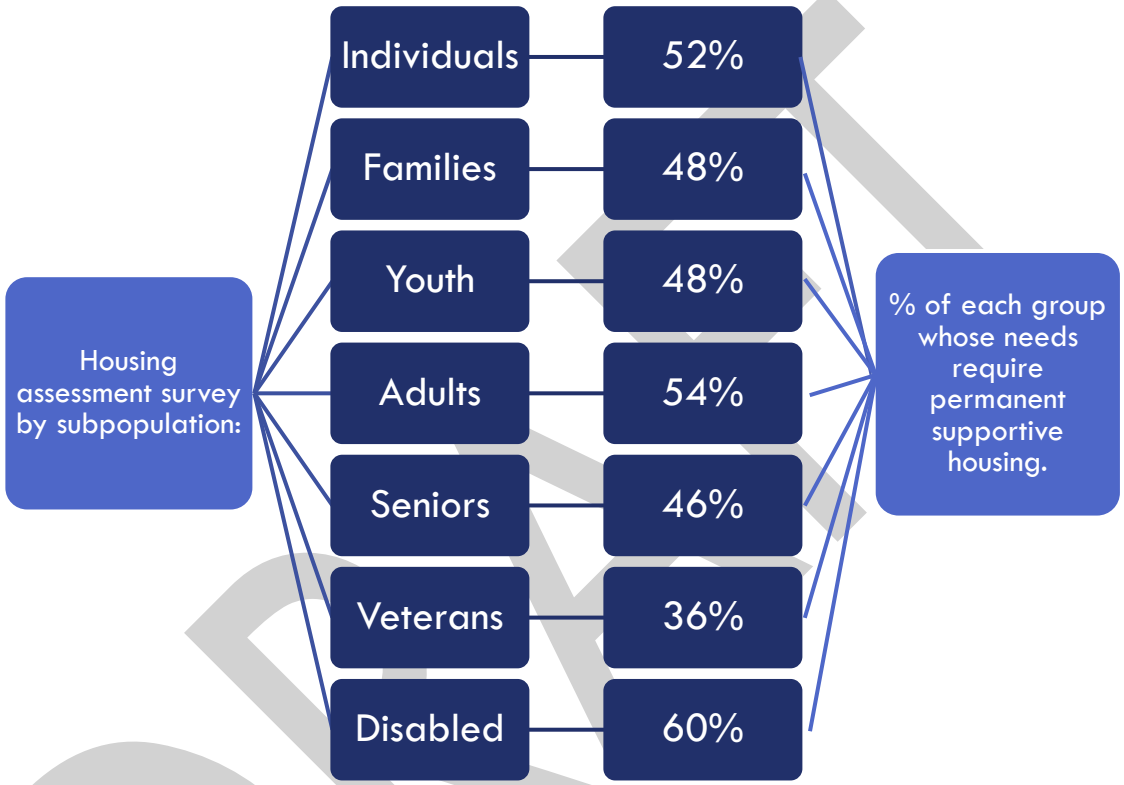

Figure 2 data source: HMIS (Community Health Partnership)

The subpopulations in Figure 2 are not mutually exclusive; as in Figure 1, they are categorized by household status, age, service, and disability.

People with disabilities have the highest share of those needing permanent supportive housing, with 60% scoring in the PSH range. Veterans have the lowest share, with over a third (36%) of all veterans who take the VI-SPDAT scoring for PSH.

Among all populations, nearly 50% of all people taking the housing assessment survey have chronic conditions requiring permanent supportive housing.

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Housing Needs Inventory and Gap Analysis

The City calculated the level of need using the most recent Comprehensive Affordable Housing Strategy (CHAS) data, which has had three additional releases have occurred since the City completed its Housing Needs Assessment for its 2020-2024 Consolidated Plan. This data demonstrates the extent of housing problems and housing needs, particularly for low-income households.

Table 3: Gap Analysis for Residents At Risk of Homelessness and Housing Instability

	Current Inventory	Level of Need	Gap Analysis
	# of Units	# of Households	# of Units Needed
Total MF rental units (5 units+) *Includes LIHTC projects and other subsidized units*	56,368		
Estimated # of all 1-4 unit rentals	16,413		
Total # rental units	72,781		
Colorado Springs Housing Authority owned and managed units and conventional public housing	1,519		
Rental units affordable to households at 30% AMI and below	2,037		
Rental units affordable to households between 31% and 50% AMI	10,066		
Estimate of non-subsidized affordable 1- to 4-unit rentals (assumption of 20%)	3,283		
Total # affordable rental units	16,905		
0%-30% AMI renter households with 1 or more severe housing problems		18,020	
30%-50% AMI renter households with 1 or more severe housing problems		15,740	
Total # of very low-income households (50% AMI and below)		33,760	
Current Gap			**16,855**

*Table 3 Data Source: CHAS (2014-2018), ACS (2019), CSHA Q4 2021 report. *Refers to all multifamily rental units in buildings with 5 or more units. Single family rentals and 2-4plex units are estimated in the number of NOAH rentals.*

The Current Gap at the bottom right corner of Table 3 shows the City's estimate of the demand for housing units affordable to renter households making 50% or below the Area Median Income (AMI).

Current Inventory

We calculated current inventory using CoStar, a commercial real estate database, and 2019 American Community Survey (ACS) data. A CoStar search performed in November 2021 shows a total of 56,368 multifamily rental units overall. The figure only counts apartment buildings of 5 units or more; projects

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financed by Low-Income Housing Tax Credits and other subsidies are included. 2019 ACS data reports the number of all rental units as 72,781. The difference (16,413) can be assumed to be smaller rental units of all types – single-family houses, duplexes, townhomes, etc.

To determine the number of affordable units within the overall rental housing stock, we first factored in public housing units owned and managed by the Colorado Springs Housing Authority. Housing Choice Vouchers and other forms of rental assistance were **not** factored into this calculation. The housing authority owns and operates 1,519 units of public housing and other multifamily projects.

To calculate the number of other affordable multifamily units on the market, we used CoStar to search and filter all apartment data by rental price. To look for units affordable to households in the designated income ranges, the City refers to HUD's Income Summary Limits and calculated affordable rent by using 30% of monthly income as a filter in CoStar.

Table 4: Affordable Rent Calculation (Households Making 30% or less of Area Median Income)

30% AMI Household Size	1	2	3	4	5	6	7	8
Monthly Income	$1,442	$1,650	$1,854	$2,208	$2,587	$2,965	$3,343	$3,722
30% of income for rent	$433	$495	$556	$663	$776	$890	$1,003	$1,117

When the CoStar search results are cross referenced with the rent amount that is affordable to 30% & 50% AMI households per month, we find that a range of affordable units exists within the local inventory. Table 3 indicates that a total of 12,103 units are affordable to households earning less than 50% of the area median income. However, it is important to note that units at these rents typically have vacancy rates of 1-2% which is well below the Colorado Springs' market average of 6-7%.

The last figure in Table 3 that is included in the total inventory of affordable rental inventory is an estimate of the number of non-subsidized, naturally occurring affordable housing (NOAH) that is made up of single-family homes or buildings with 4 units or less. The assumption is that 20% of the rental stock of these housing types are NOAHs. This assumption is based on the share of affordable units found in the multifamily inventory from CoStar.

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Total Number of Very Low- & Extremely Low-Income Households

As we do in our Consolidated Plan process, the City used the most recent Comprehensive Housing Affordability Strategy (CHAS) dataset available (2014-2018). Each year, the U.S. Department of Housing and Urban Development (HUD) receives data from the U.S. Census Bureau to produce the data. This data demonstrates the extent of housing problems and housing needs, particularly for low-income households. The main housing problems assessed are: (a) cost-burdened households; (b) substandard housing; and (c) overcrowding.

With a total of 33,760 very low-income renters spending over 30% (cost burdened) or 50% (severely cost burdened) of their monthly income on rent, this figure represents the major problem experienced by renter households at-risk of homelessness as well as other low-income populations.

Current Gap Between Demand & Supply

This figure is the difference between the number of cost burdened and severely cost burdened low-income renters (33,760) and the number of estimated affordable housing units (16,905) in Colorado Springs. While the gap is lower than the last published estimate of over 26,000 units, there is still a significant lack of affordable and available rental housing across the Colorado Springs area.

Discussion

The availability of vouchers and rental assistance from various federal sources adds an additional layer of complexity in determining the gap in affordable rental units.

Table 5 lists federally funded rental assistance programs currently operating in Colorado Springs that prioritize the same qualifying populations that HOME-ARP funds are designed to help. Table 5 does **not** include privately funded (e.g. faith-based programs, mutual aid) initiatives serving smaller geographic or membership-based subcommunities.

Four of these programs are short-term, funded by either the CARES Act, the 2021 Appropriations Bill, or the American Rescue Plan Act. The short-term duration of rental assistance programs makes the need for more permanent housing options increasingly urgent.

All programs listed below are income-based. All beneficiary households counted in Table 5 must make no more than 80% AMI, though most programs prioritize very low- and extremely low-income households.

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Table 5: Vouchers and Rental Assistance Programs for Extremely Low-Income Renters

Voucher or Rental Assistance Program	Source	Administrator	Vouchers Available/ Households Currently Assisted
Housing Choice Voucher	HUD	CSHA	2,290
Emergency Housing Voucher*	HUD	CSHA	101
Emergency Housing Voucher*	HUD	CO Department of Local Affairs	33**
VA Supportive Housing Voucher	VA/HUD	Independence Center	251
Homelessness Prevention and Rapid Rehousing*	HUD	City of Colorado Springs	128
Rapid Rehousing	HUD	City of Colorado Springs	14
Tenant Based Rental Assistance	HUD	City of Colorado Springs	40
Emergency Rental Assistance Program (Round 1)*	Treasury	City of Colorado Springs/CO Dept of Local Affairs	2,574***
Total number of households currently assisted by vouchers or rental assistance programs			**5,431**

*Table 5 Notes: *Short-term funding. **Awarded to El Paso County area housing providers out of 438 vouchers available statewide. ***Total reflects number of beneficiaries assisted with Colorado Springs ERAP funding in 2021; city residents helped with the State of Colorado's ERAP funds are not included in this calculation.*

Table 5 shows that there are currently voucher and rental assistance programs available to serve at least 5,431 Colorado Springs residents. This is not calculated in the housing gap analysis box – which only counts physical housing units – because there may be overlap between a voucher recipient and affordable housing resident. While proven to be effective in preventing homelessness and providing some temporary support for households in crisis, rental assistance programs do not reduce the gap in affordable housing supply.

The administration of these vouchers and rental assistance funds is a community endeavor. While the Colorado Springs Housing Authority manages the most widely recognized voucher program, the Housing Choice Voucher program (commonly referred to as Section 8), the State of Colorado assisted Colorado Springs residents with ERAP applications and many nonprofits take on managing veteran vouchers, rapid rehousing and homelessness prevention funds, and other rental assistance programs.

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SIZE AND DEMOGRAPHIC COMPOSITION OF QUALIFYING POPULATIONS OF COLORADO SPRINGS

The HOME-ARP program requires that funds primarily benefit individuals and families in the following specified qualifying populations.

- Homeless
- At risk of homelessness
- Fleeing, or attempting to flee, domestic violence, dating violence, sexual assault, stalking, or human trafficking
- Other populations, such as those requiring services or assistance to prevent homelessness or those at greatest risk of housing instability
- Veterans who meet any of the above criteria

Any individual or family who meets the criteria for these populations is eligible to receive assistance or services funded through HOME-ARP without meeting additional criteria (e.g., additional income criteria).

The following sections are numbers and narratives describing these populations by size, demographics, and other characteristics.

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People Experiencing Homelessness

The total PIT count of people experiencing homelessness has gone down since 2019. In 2021, there was no unsheltered count, which is why the sheltered and unsheltered number is the same on the chart.

Figure 3: Point in Time Count Trends

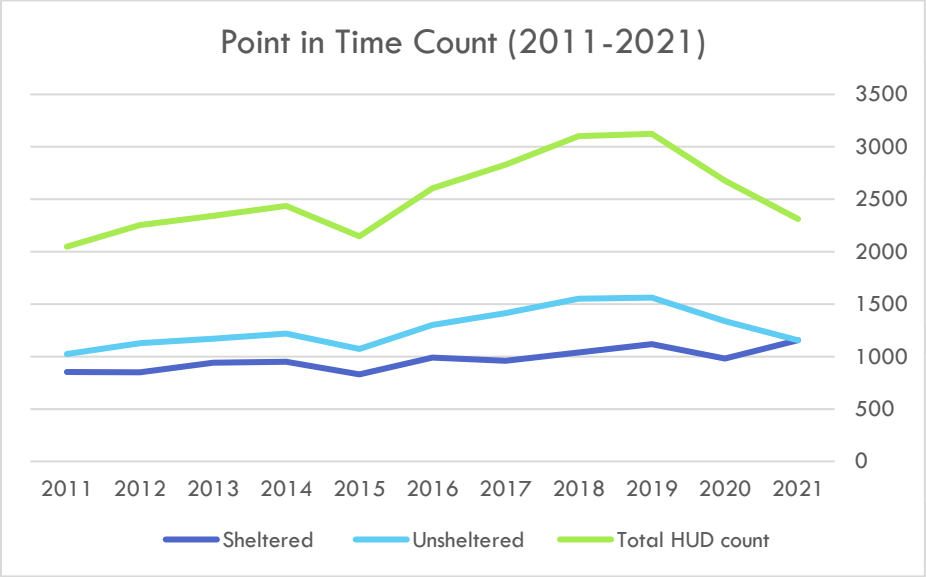

Figure 3 Data Source: Pikes Peak Continuum of Care

Figure 4: Homeless Unaccompanied Adults by Race (2021)

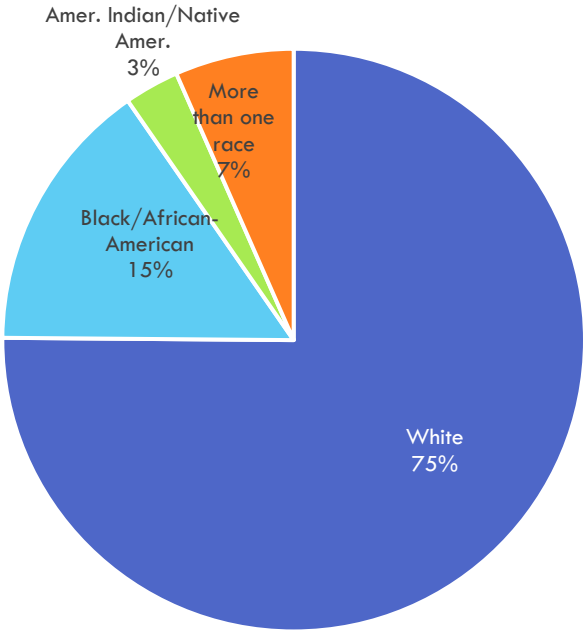

Figure 4 Data Source: Pikes Peak Continuum of Care

Figure 5: Homeless Families by Race (2021) – All individuals in household

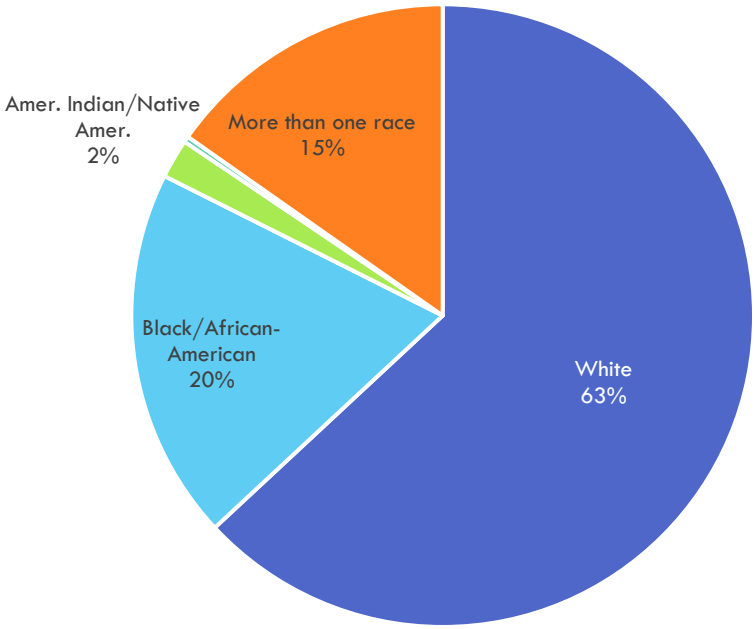

Figure 5 Data Source: Pikes Peak Continuum of Care

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Children and Youth Experiencing Homelessness

Figure 6: Homeless Youth Demographics (297 Total)

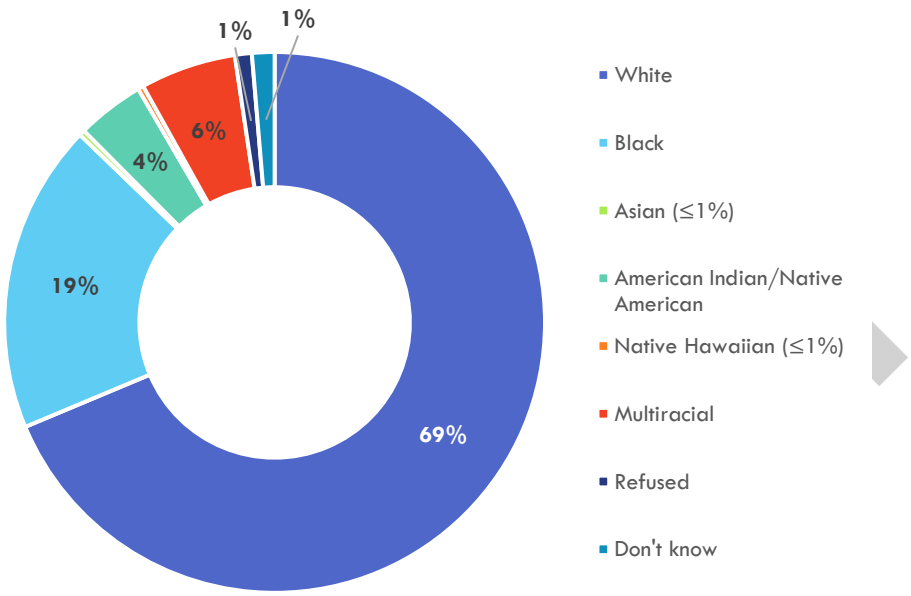

Figure 6 Data Source: Built for Zero Dashboard, Youth Demographics from Jan 8, 2021 to Jan 31, 2022

In 2021, our service providers assisted 297 youth ages 15 to 24 in Colorado Springs. These were counted by clients who used drop-in services, emergency shelter, or through street outreach. Black and Native American youth make up a disproportionately larger share of the homeless youth population in comparison to their share of the general population (6% and 1%, respectively).

The count performed by public schools as outlined by the McKinney-Vento Act is done differently. Table 6 shows a point-in-time snapshot from the 2021-2022 school year of students identified as homeless.

Table 6: 2021-2022 Pupil Membership Count by Instructional Program - Homelessness

School Districts in Colorado Springs	Homeless Student Population
Harrison District 2	54
Colorado Springs District 11	162
Cheyenne Mountain District 12	11
Academy District 20	90
Lewis-Palmer District 38	16
District 49	133
Total	**466**

Table 6 Data Source: Colorado Department of Education

Table 5 shows a **single day's** snapshot of one segment of the student body population. These figures from the Colorado Department of Education show that in a single day this school year, Colorado Springs' six school districts counted 466 homeless students. In a 2021 brief from Community Health Partnership, the total number of unique homeless students counted in the El Paso County area for the 2020-2021 school year was 1,981 (the 2021-2022 single day count for all schools in the county, not just within Colorado Springs, was 766).

Feedback from our local McKinney-Vento liaisons indicates that an exact count is difficult to accomplish and that single day snapshots and even school year counts are usually undercounts.

Another way to look at students who are at risk of homelessness is to look at concentrations of family poverty. The map on the following page shows Census tracts where **both** conditions exist: 1) at least 20% of households are made up of families with children and 2) at least 20% of households are families in poverty. The map in Figure 3 shows concentrations of family poverty throughout the Southeast neighborhoods, along S. Nevada in the downtown and south of downtown areas, and throughout the areas between North Nevada and the I-25 corridor.

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Figure 7: High Concentrations of families with children in poverty

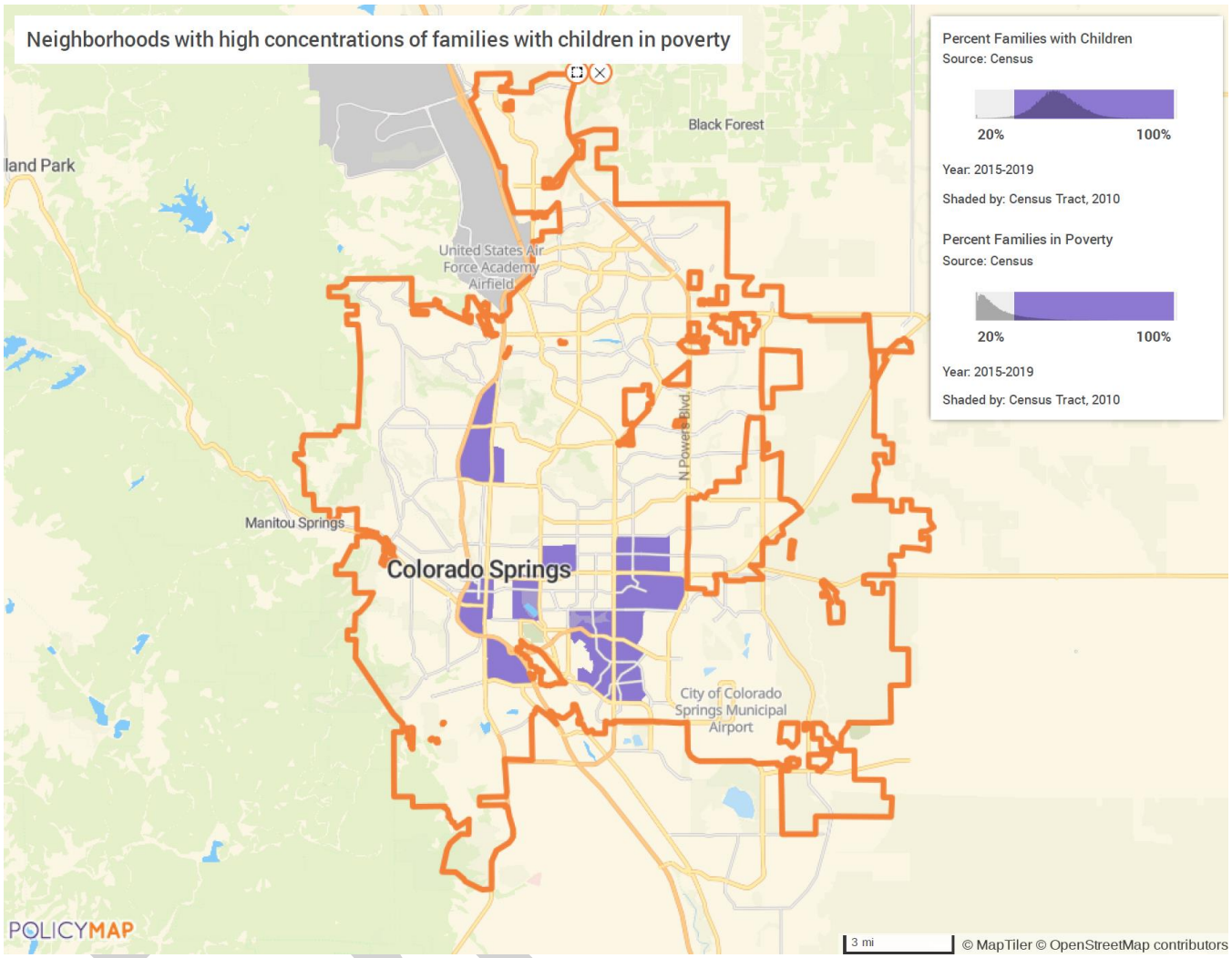

Figure 7 Data Source: ACS 2019

Affordable Housing Residents

Public housing

The Colorado Springs Housing Authority (CSHA) manages a portfolio of several thousand units through various programs, the majority of which are through the Housing Choice Voucher program (Section 8). These work as rental assistance for units owned and operated in the private market.

Table 7: CSHA Units by Program

Housing Program	Units
Section 8 vouchers	2,290
Conventional public housing	706
Low Income Housing Tax Credit partnerships	1,863
CSHA owned/managed	813
Total # of CSHA units	5,757 (minus 850)

Table 8: CSHA Beneficiaries by Needs and Program

	Share of voucher holders	Share of public housing residents
Extremely low income (0-30% AMI)	79%	79%
Disabled	48%	52%
Senior household	28%	28%

Table 7 shows the share of CSHA residents who qualify under HUD guidelines as special needs populations. The high share of residents with heightened vulnerability shows the capacity at which CSHA programs are operating and the degree of competition among all qualified applicants. The need for such income-restricted units far outweighs the supply of our local housing authority's portfolio.

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Other housing providers

In addition to the Colorado Springs Housing Authority, Colorado Springs has a large community of nonprofits that own and manage (or are about to develop) their own permanent housing projects. All serve households making 80% AMI or below.

Table 9: Affordable Housing Owned and Managed by Local Providers

Housing Provider	Populations Served	Number of Units
Family Life Services	Families	9
Greccio	Families, seniors	513
Homeward Pikes Peak	Single adults with chronic conditions, families, veterans	50*
Ithaka	Single adults with chronic conditions, families, seniors	44
Mary's Home	Domestic violence victims	15
Myron Stratton	Seniors	114
Partners in Housing	Families	68
Salvation Army	Families, seniors, veterans	11
Silver Key	Seniors	TBD
Springs Rescue Mission	Single adults with chronic conditions	65
Solid Rock CDC	Families	77*
Volunteers of America	Families, seniors	307
Total number of transitional and permanent units		**1,273**

**Currently under construction*

Most, but not all, of the providers above participate in Coordinated Entry. While all of the 1,273 units above must go to low-income households, not all units are available to households on the Coordinated Entry list. This speaks to the extent people experiencing homelessness must compete for affordable housing with other low-income households.

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People at Risk of Housing Instability

Housing instability touches renters and homeowners alike, though renters are significantly more at risk since they do not have home equity, are subject to rent increases, and are more likely to have lower incomes. Housing instability for renters can be one predictor of homelessness. The density map below shows the neighborhoods with the highest share of renters who are severely cost burdened, or pay more than half of their incomes on rent.

Figure 8: Percentage of Severely Cost Burdened Renters in Colorado Springs

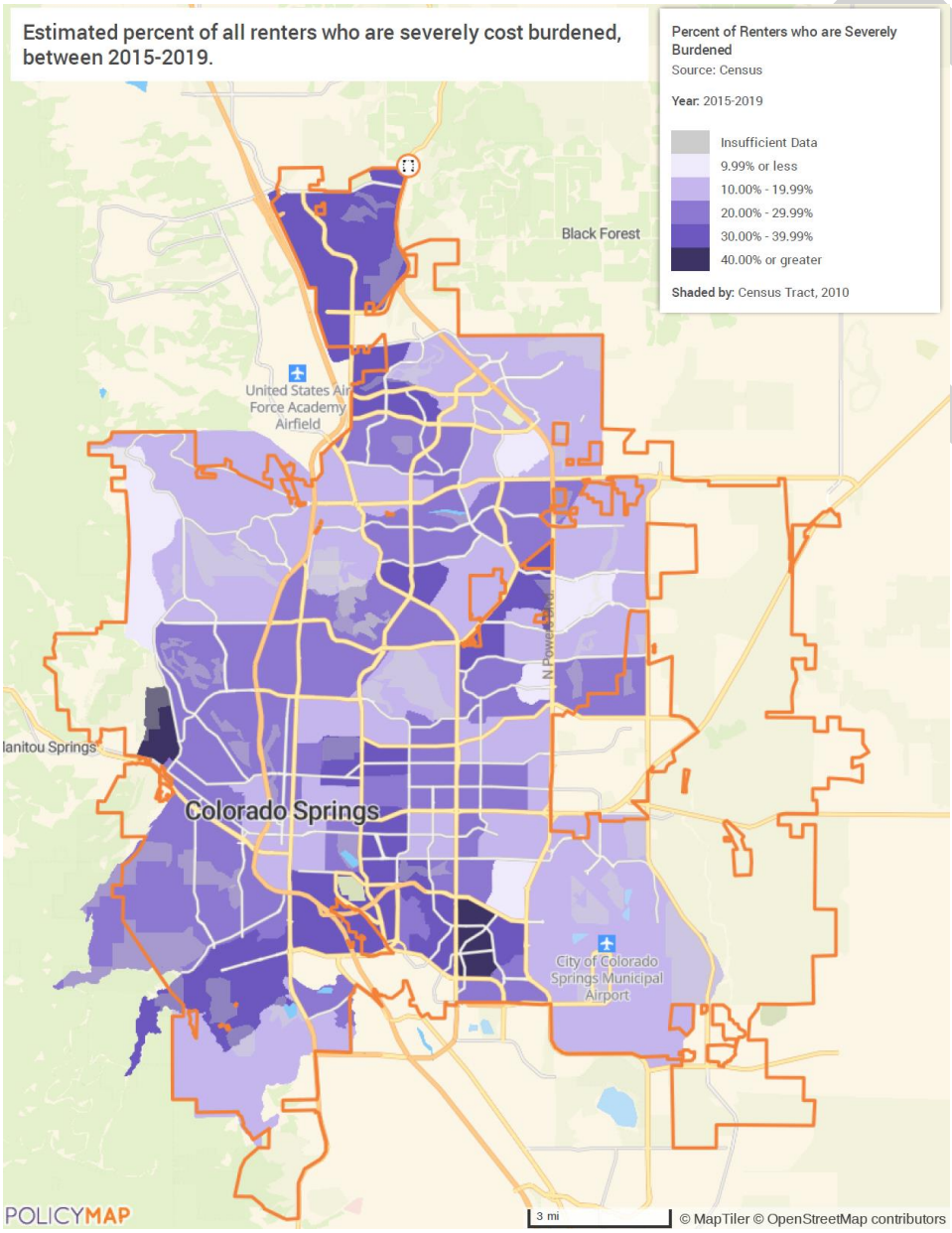

Figure 8 Data Source: ACS (2015-2019)

The map on Figure 6 shows that there is not a single Census tract in the city untouched by severe cost burden for renters. There are two neighborhoods – one on the westside and one in the southeast – in which more than 40% of the renter population is paying more than half of their income on rent. In terms of total population numbers, in Colorado Springs, nearly a quarter (24%) of all renters—over 17,000 people—are severely cost burdened.

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Veterans

The 2021 Point in Time count tallied 76 sheltered veterans. No unsheltered count was conducted during the first PIT of the pandemic. However, 2020 did establish a downward trend for this population.

Figure 9: Veteran Homelessness Trend (2011-2021)

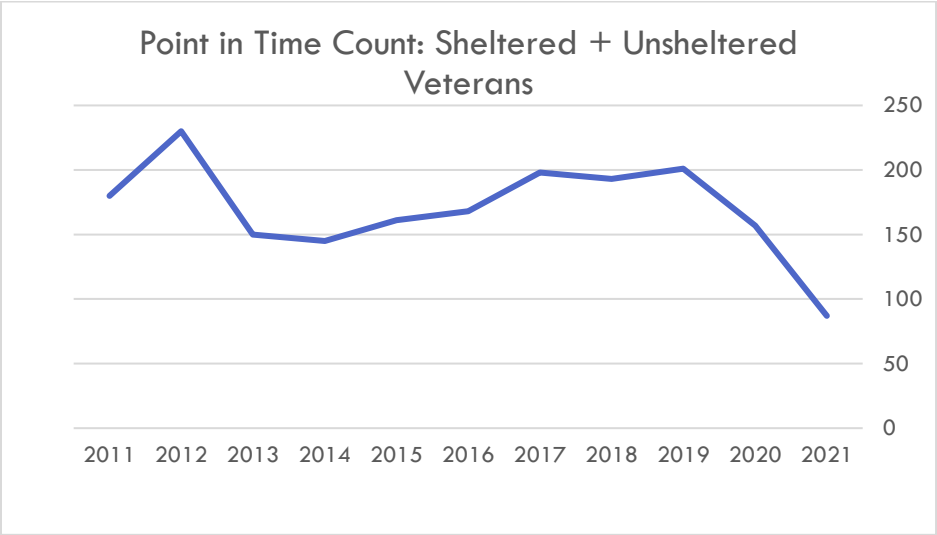
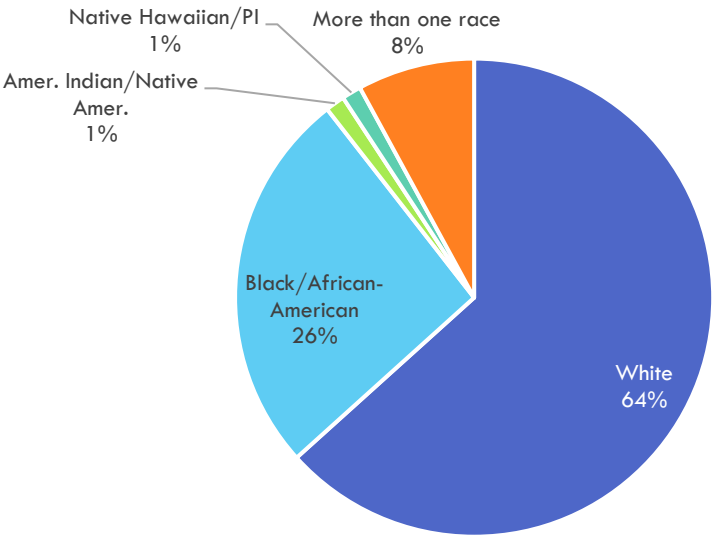


Figure 9 Data Source: Pikes Peak Continuum of Care

The City of Colorado Springs and the service provider community have made substantial strides in reducing veteran homelessness. With additional federal resources available specifically for veterans and public-private partnerships, like the Pikes Peak Veteran Housing Fund, the community is optimistic about achieving functional zero for veteran homelessness.

Figure 10: Veteran Homelessness by Race (2021)



Achieving functional zero depends on addressing the stark disparity in homelessness among Black veterans.

Disability

The HMIS data in the Homeless Needs Inventory section of this plan show that having a disability greatly increases the chance that a person experiencing homelessness will need permanent supportive housing.

Across the city, 13% of the general population (or 59,348 people) report having some sort of disability (hearing, vision, cognitive, ambulatory, or any condition preventing one from self-care or independent living). This number is the same across gender, but it varies significantly across race and age. Age-related disability is common, but Figure 8 shows the disparities across racial and ethnic lines. Black and Native American populations are much more likely to have a disability in Colorado Springs by a large margin.

Figure 10: Disability and Race/Ethnicity in Colorado Springs

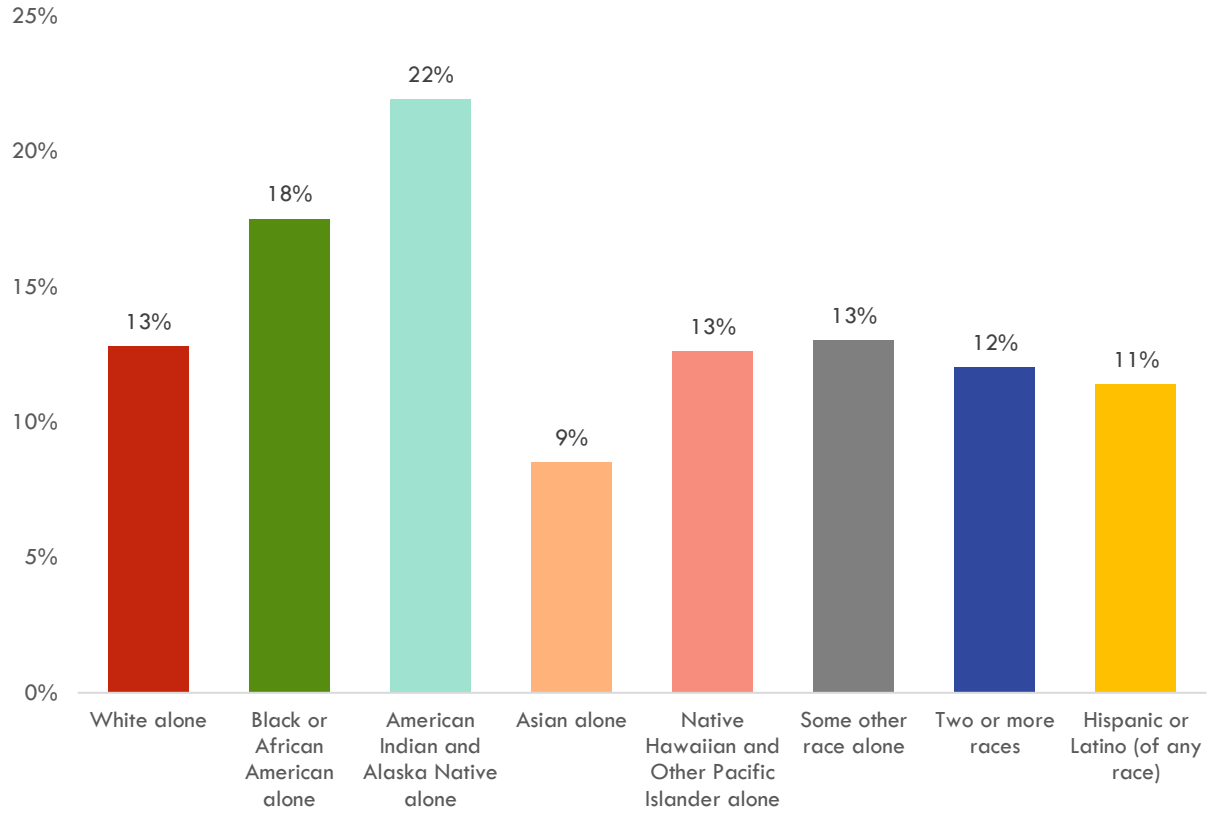


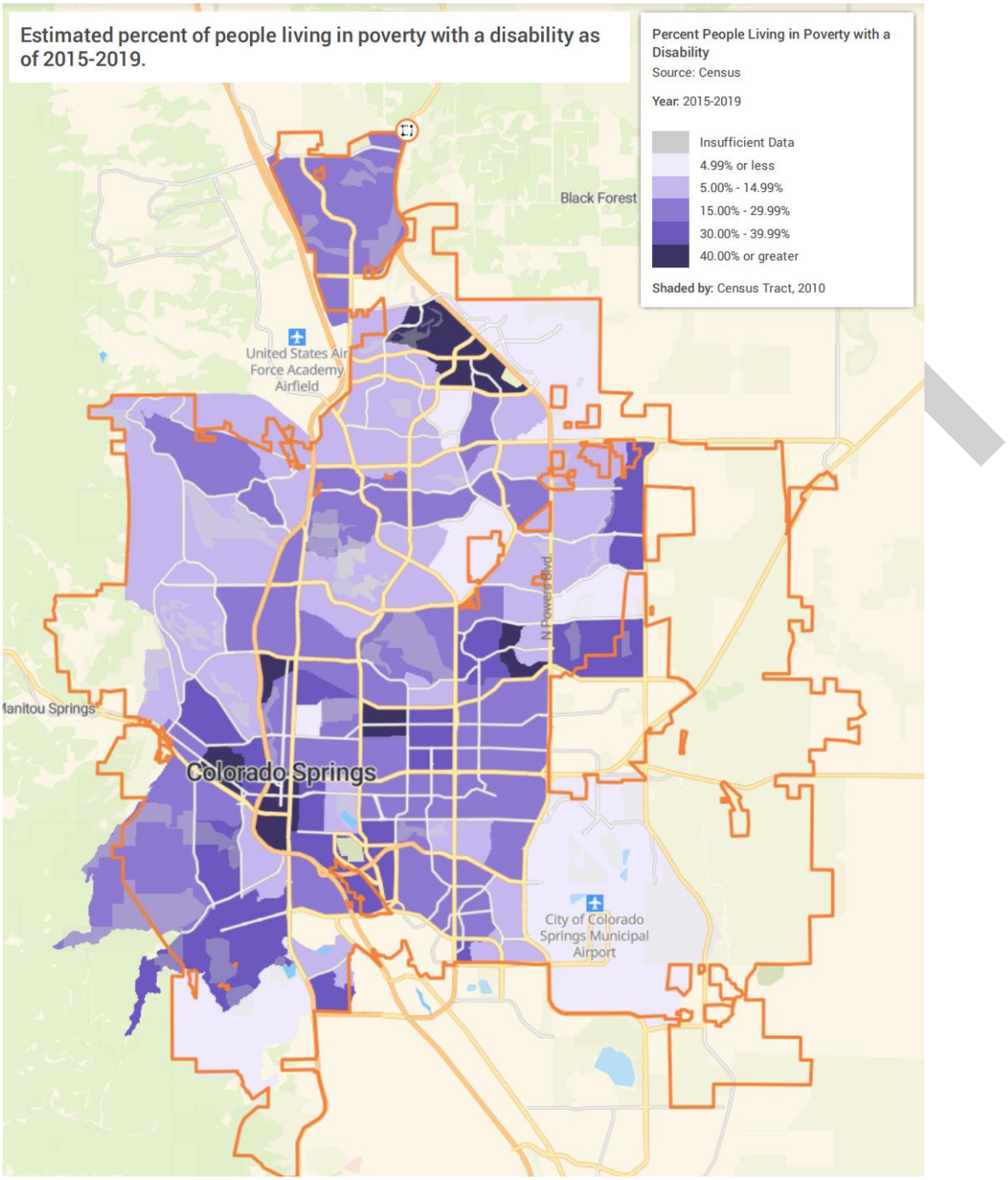
Figure 10 data source: 2020 American Community Survey

Living with a disability often limits earning power. Incomes are general lower among people living with disabilities, limiting their housing choices due to budget. People with disabilities make up a disproportionately larger share of the population living below the poverty line.

Colorado Springs general population in poverty	People living in poverty with a disability
12%	20%

Data source: 2019 American Community Survey

Figure 11: Percentage of people living in poverty with a disability



The map above shows that there are few neighborhoods in the city where neighbors in poverty with a disability do not live. The greatest concentrations are scattered about the central and northeast areas of Colorado Springs.

Linkage between assisted living and accessible housing

Colorado Springs disability advocacy and service provider The Independence Center reports troubling trends for residents trying to transition from nursing homes or assisted living to independent housing. They report:

> Between October 1, 2020, and March 30, 2021, 86 people requested to move out of their nursing home back into the community. However, only 16 were completed in that time. Transitioning out of a nursing home can take between 30 days and more than 6 months depending on housing availability, discharge paperwork and getting community supports in place. The largest barrier is finding the accessible, affordable housing. There are people stuck in Colorado Springs nursing homes waiting to get out. **They are waiting in the most expensive housing in the community where they do not want to be. Medicaid nursing home beds are at least $7,000 per month per bed.**
>
> -Patricia Yeager

The lack of housing options for low-income, disabled residents who want to live independently leaves them with the most expensive and least desired option while tying up the waiting list for those who cannot live independently. Those without the financial or social supports are most at risk of becoming homeless.

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Victims of Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking

Local, up to date, comprehensive data on victims of domestic violence is difficult to obtain, as service providers do not use HMIS and may use different databases that must follow required privacy laws. For the purposes of this section, CDD staff is using statewide service trends, local police call data, and local housing inventory to get a sense of the scale and scope of needs among this qualifying population.

Service trends

The following data is from the Colorado Summary section of the 16th Annual Domestic Violence Counts Report from the National Network to End Domestic Violence (2022).

On a **single day** in 2021, 32 out of 45 domestic violence programs in Colorado reported the following services provided:

- 950 victims served
  - **51% through shelter or housing**
  - 49% through counseling, legal services, or other supportive services
- 371 hotline calls
- 245 unmet requests for service
  - **56% were requests for housing and shelter**

Local police reports show that domestic calls went up 50% in the first year of the pandemic, averaging about 1,200 calls per month in 2020.[1] Colorado Springs' largest domestic service provider, TESSA, went from serving 15,000 people in a typical year to serving over 22,000 people in 2020.

Housing and shelter inventory

DV Service Provider	Housing Type	Number of beds
TESSA	Emergency shelter	32
Mary's Home	Transitional housing	15

The 2021 Point in Time count tallied 24 adult survivors of domestic violence in shelters that are not dedicated domestic violence shelters.

Need

If roughly half of all Colorado domestic violence hotline calls were requests for housing or shelter, then one can estimate that over 11,000 people who called TESSA in 2020 needed some sort of housing or shelter assistance.

[1] https://krdo.com/news/2021/05/11/colorado-domestic-violence-calls-increase-50-during-pandemic/

HOME-ARP ACTIVITIES

The City of Colorado Springs is proposing the following activities with its HOME-ARP allocation:

Table 8: Proposed HOME-ARP allocation

	Funding Amount	Grant Percentage	Statutory Limit
Supportive Services	$287,099	5%	
Acquisition and Development of Non-Congregate Shelter	$1,148,396	20%	
Tenant Based Rental Assistance (TBRA)	$287,099	5%	
Development of Affordable Rental Housing	$2,870,989	50%	
Nonprofit Operating	$0	0%	5%
Nonprofit Capacity Building	$287,099	5%	5%
Administration and Planning	$861,296	15%	15%
Total HOME-ARP Allocation	**$5,741,978**	**100%**	

This budget was prepared in the context of the State of Colorado's proposed HOME-ARP allocation. With over 40% of the State's HOME-ARP funds going to supportive services, the City felt it appropriate to devote local funds to capital projects, rental assistance for those exiting homelessness, and nonprofit capacity building. The City is allocating 5% of supportive service funding to subrecipients awarded construction funding for new housing or non-congregant shelter projects.

The City is committing 70% ($4 million) of HOME-ARP funds towards construction of non-congregate shelter (20%) and permanent supportive housing (50%) to provide a necessary service model for people experiencing homeless and to add critical housing stock to prevent and end homelessness for our most vulnerable.

The City currently partners with the Colorado Springs Housing Authority on a tenant-based rental assistance (TBRA) program for households exiting homelessness. We will fund this program with HOME-ARP funds, while using regular HOME entitlement funds to create a TBRA program to prevent homelessness for seniors.

Lastly, administrative and capacity building funding will be included to staff this program internally, as well as help our local housing providers prepare competitive capital project proposals.

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HOME-ARP Production Goals

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

Table 10: Housing Units Created or Supported with HOME-ARP Funds

	Funding Amount	Units Created/Supported
Acquisition and Development of Non-Congregate Shelter	$1,148,396*	150
Tenant Based Rental Assistance (TBRA)	$287,099	20
Development of Affordable Rental Housing	$2,870,989*	300
Admin, capacity-building, supportive services	$1,435,495	n/a
Total HOME-ARP Allocation + Units	**$5,741,978**	**470**

**Denotes assumption that HOME-ARP will provide 3% of project financing at current industry standard of $300,000/unit*

Describe specific affordable rental housing production goals

The primary goal for these funds is to add housing stock that is an appropriate resource for most households in our Coordinated Entry waiting list. The City will pursue affordable multifamily housing and permanent supportive housing projects through an RFQ process. By using other federal, state, and local finance tools, the goal is to close the housing gap for those making under 30% AMI by over 300 units.

Adding up to 150 shelter units that meets the needs of all types of households in need of wraparound services is critical in reducing the time people spend in homelessness and successfully placing them in permanent housing. Design guidelines for a non-congregate shelter project should allow, over time, easy conversion to transitional or permanent housing units, depending on community need over the long term.

The City is also reserving funding for tenant-based rental assistance (TBRA) to help households exiting homeless find and keep housing while they become more stable. The amount reserved can support up to 20 households for up to two years.

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PREFERENCES

There is currently no targeted population for non-congregate shelter or affordable rental housing production aside from the qualifying populations described in this plan.

In accordance with the Fair Housing Act, no housing or services will be denied to anyone based on:

- Disability (a mental or physical impairment which substantially limits a major life activity)
- Race (includes hair texture, hair type, or a protective hairstyle commonly or historically associated with race, such as braids, locs, twists, tight coils or curls, cornrows, Bantu knots, Afros, and headwraps)
- Creed
- Color
- Religion
- Sex
- Sexual Orientation
- Gender Identity
- Gender Expression
- Marital Status
- Familial Status
- National Origin
- Ancestry, or
- Source of Income.

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HOME-ARP REFINANCING GUIDELINES

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

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