



City of Baltimore HOME-ARP Allocation Plan

Background and Introduction

The American Rescue Plan Act of 2021 created a special allocation of \$5 billion to support state and local programs for populations experiencing homelessness or identified as at-risk of homelessness and housing instability. This special allocation is administered by the U.S. Department of Housing and Urban Development (HUD) through the HOME Investment Partnerships Program, with the primary goal being to assist four “qualifying populations” through four types of eligible activities.

Qualifying populations include those experiencing homelessness, those at-risk of homelessness, people fleeing or attempting to flee intimate partner violence, stalking or human trafficking, and other populations at the greatest risk of experiencing housing instability.

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

The City of Baltimore received an allocation of \$15,456,082 in HOME-ARP funds to pursue projects that fall within the four eligible activities listed above. To receive this allocation, the City of Baltimore, as a Participating Jurisdiction (PJ), must submit a HOME-ARP Allocation plan to HUD by March 31, 2023 as a substantial amendment to the Program Year 2021-22 Annual Action Plan. The Allocation Plan must describe the intended distribution of HOME-ARP funds, including how these funds will be used to address the needs of the HOME-ARP qualifying populations (QPs).

The Allocation Plan must include the following:

- A summary of the consultation process and results of upfront consultation with community stakeholders and those working with the qualifying populations;
- A summary of comments received through the public participation process and a summary of any comments or recommendations not accepted and the reasons why;
- A description of HOME-ARP qualifying populations within the jurisdiction;
- A needs assessment and an analysis of gaps in housing and shelter inventory, homeless assistance and services, and the homelessness prevention service delivery system;
- A summary of the planned use of HOME-ARP funds for eligible activities based on the unmet needs of the qualifying populations;



- An estimated number of housing units for qualifying populations the PJ will produce or preserve with its HOME-ARP allocation; and
- A description of any preferences for individuals and families in a particular qualifying population or a segment of a qualifying population.

The Baltimore Department of Housing and Community Development, as the administrating agency for the HOME-ARP funds, has prepared the following Allocation Plan to meet the requirements of the release of HOME-ARP funding and to guide its strategy for maximizing the use of this new federal resource to reduce housing instability and homelessness in the City.

Executive Summary

Since 2021, the City of Baltimore has been developing and implementing a comprehensive [Strategic Investment Plan](#) to identify community priorities and the investments needed to prevent and reduce homelessness and housing instability in the City. The plan, published in March 2022, was directly informed and guided by robust community engagement activities designed to solicit feedback from a diverse group of stakeholders. A Core Leadership Team was formed to guide the implementation of the planning process and make recommendations on the potential sources to meet these needs based on their intended purpose and eligible activities that could be funded. The Core Leadership Team, and its successor, the Baltimore Leadership Committee on Housing and Homelessness is co-chaired by the Director of the Mayor's Office on Homelessness (MOHS) and the Commissioner of the Baltimore City Department of Housing and Community Development (DHCD) and comprised of City staff, Continuum of Care (CoC) leaders, people with lived expertise of homelessness, and representatives from other organizations actively engaged in preventing and responding to homelessness.

A key priority investment area identified in the plan was the production of deeply affordable and permanent supportive housing given its efficacy as a long-term solution to preventing and ending homelessness and based on the need identified through data analysis and stakeholder input. Consistent with this identified priority, **the City of Baltimore's allocation of HOME-ARP will be directed to rental housing development through the provision of capital subsidies, specifically for the creation of new Permanent Supportive Housing inventory** designed to meet the needs of qualifying populations with the highest housing and service needs. To ensure access for members of the qualifying population with the greatest housing and services needs, a preference will be established for referrals from the CoC's Coordinated Access System to the Housing Authority of Baltimore City. Additional referrals will be received from the project-based voucher waiting list of the Housing Authority of Baltimore City as well as project level waiting lists managed by the HOME-ARP project owner/property manager.

Pending approval from HUD, the City of Baltimore Department of Housing and Community Development, in coordination with the Mayor's Office on Homeless Services, will develop and



administer a competitive award process to solicit projects to fund through the HOME-ARP program, working in collaboration with the Housing Authority of Baltimore City.

Per HUD regulations, all HOME-ARP funds must be spent by 2030. Because of the overwhelming need for this housing, the City of Baltimore plans to operate on an accelerated timeline, leveraging other complimentary funds alongside HOME-ARP to best support project needs. The City aims to obligate all funds by 2024 with all expenditures occurring by 2026.

Consultation

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

In 2021, Baltimore City began developing a Strategic Investment Plan which was directly informed and guided by robust community engagement activities intentionally designed to solicit feedback from a diverse group of stakeholders, including the Continuum of Care (CoC) and its Lived Experience Advisory Committee and Youth Action Board, MOHS staff, nonprofit service providers, housing developers and operators and government agency partners. While the scope of the Strategic Investment Plan was broad and intended to understand priority needs across the housing and homelessness system, the City utilized this process to identify the best use of HOME-ARP funds, based on the eligible activities this new resource could fund. The below summarizes the methods used and dates of consultation:

Key Interviews

July 2021 – February 2023: 22 interviews were conducted over the course of the planning process to solicit input on community priorities and needs, identify sources and collect data, and discuss the best use of HOME-ARP funds to impact the qualifying populations. Interviewees included leaders within the community, City Departments, homelessness services and housing providers, advocates, and people with lived experiences of homelessness and housing instability. A list of all interviews and dates are included in the appendix.

Listening Sessions:

Eleven listening sessions were conducted during the planning process that focused on specific topics aimed to solicit a deep understanding of the needs of the qualifying populations and the best use of funds to address these needs:

September 2021: MOHS held a series of Listening Sessions with community partners and stakeholders and held dedicated sessions with the Baltimore City Continuum of Care's Lived Experience Advisory Committee and Youth Advisory Board. More than 100 people received invitations to participate in the Community Listening Sessions and a total of 25 people participated in one or more of those sessions. Dates and topic areas are listed below:



- 9/14/21 Community Listening Session: Improving Supply and Access to Housing that People Can Afford in Order to Exit Homelessness
- 9/14/21 Community Listening Session: Reducing Unsheltered Homelessness
- 9/15/21 Community Listening Session: Strengthening Crisis Response and Sheltering Activities and Capacity
- 9/15/21 Community Listening Session: Improving Supply and Access to Housing that People Can Afford in Order to Exit Homelessness
- 9/16/21 Community Listening Session: Reducing Unsheltered Homelessness
- 9/16/21 Community Listening Session: Strengthening Crisis Response and Sheltering Activities and Capacity
- 9/17/21 Listening Session with Lived Experience Advisory Committee (LEAC)
- 9/21/21 Listening Session with Mayor’s Office of Homeless Services staff
- 9/21/21 Listening Session with Youth Advisory Board (YAB)

December 14, 2021: To further solicit input on the use of HOME-ARP and other potential investments for deeply affordable and supportive rental production, DHCD and MOHS held a “PSH Pipeline Dialogue” virtual meeting with affordable and supportive housing developers and owners working in the City. More than 40 community partners and stakeholders were invited to participate, 20 attended.

December 12, 2022: Listening session held with housing developers to provide update on HOME-ARP and other Strategic Investment Plan initiatives and solicit input on the potential design of the HOME-ARP and other capital funding programs to support deeply affordable and supportive housing development.

Online Surveys

September-December 2021: On-line surveys were distributed to people invited to the Community Listening Sessions (generating 26 responses), to LEAC and YAB members (generating 8 responses), and MOHS staff (generating 16 responses) to seek input to help guide decisions regarding prioritization among the ideas generated through the listening sessions. A survey was also administered following the PSH Dialogue (generating 13 responses) to help identify interest and capacity to increase production of deeply affordable and supportive housing.

Continuum of Care Engagement

Throughout the process the CoC Board and committees were engaged. Specifically, Board members were included on the Core Leadership Team and the CoC updated regularly, the Lived Experience Advisory Committee and the Youth Action Board participated in focused listening sessions, and the CoC Housing Committee (8/30/22, 9/13/22, 10/25/22, 11/29/22) and Board have been consulted with and updated on the HOME-ARP plan development (most recently on



2/2/23). The CoC also served as an important partner in marketing the listening sessions and surveys and other opportunities to provide input and participate in the planning process.

Core Leadership Team/Baltimore Housing and Homelessness Leadership Committee

September 2021- Present: The investment ideas that were generated through those processes were discussed with a 14-person Core Leadership Team that was formed to guide the implementation of this Strategic Investment Planning process comprised of City staff, Continuum of Care leaders, people with lived expertise of homelessness, and representatives from other organizations actively engaged in responding to homelessness in Baltimore. Discussion of the investment ideas generated, and surveying of the Core Leadership Team, resulted in prioritizing HOME-ARP funds to expand the supply and improve access to affordable, quality housing options using capital investments. Upon completion of the Strategic Investment Plan, the Core Leadership Team was transitioned to a more formal committee charged with implementation. This Committee continues to meet and has established working groups to oversee the activities and investment strategies identified.

List the organizations consulted:

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
CONTINUUM OF CARE			
LEAC (Lived Experience Advisory Committee)	CoC - Lived Experience Advisory Committee	Interview, Core Leadership Team	See Appendix (Key Interview Feedback in SIP, Attachment A)
Continuum of Care Board	Continuum of Care	Meeting	Participants were interested in engaging in future conversations expanding the city’s development portfolio to include non-LIHTC projects. Participants were also interested in continued and improved system coordination.
CoC Housing Committee	Continuum of Care	Listening Session, Regular updates and engagement at meetings	
HOMELESS SERVICE PROVIDERS			



Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
St Vincent de Paul	Homeless Services & At Risk of Homelessness	Attended Listening Session/PSH Pipeline Dialogue/Interview	See Appendix (Key Interview Feedback, Listening Session Feedback in SIP, Attachment A; Pipeline Dialogue Feedback is on Page 10 of SIP)
Healthcare for the Homeless	Homeless Services Provider	Interview	
Women’s Housing Coalition	Homeless Services Provider	Attended Pipeline Dialogue	
Project PLASE	Homeless Services	Attended Listening Session/Interview	
Sarah’s Hope Family Shelter	Homeless Services	Attended Listening Session	
The NEST	Homeless Services	Attended Listening Session	



Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
At Jacob's Well	Homeless Services	Attended Listening Session and Pipeline Dialogue	
Greenspring Men's Shelter	Homeless Services	Attended Listening Session	
Health Care for the Homeless	Homeless Services	Attended Pipeline Dialogue, Core Leadership Team	
Helping Up Mission	Homeless Services	Attended Pipeline Dialogue	
Associated Catholic Charities	Homeless Services, At Risk of Homelessness	Attended Pipeline Dialogue, Core Leadership Team	
St. Ambrose Housing Aid Center	At Risk of Homelessness	Attended Pipeline Dialogue	See Appendix (Key Interview Feedback, Listening Session Feedback in SIP, Attachment A; Pipeline Dialogue Feedback is on Page 10 of SIP)



Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
DOMESTIC VIOLENCE GROUPS			
ROAR (Rebuild, Overcome, and Rise)	DV & Crime Victims Service Provider	Interview	Top need from their clients is safe, affordable housing in areas that they want to live. The lack of affordable housing stock limits their choice and keeps them in dangerous situations. Additional need is service coordination and site-based supportive services to help their clients manage their care.
House of Ruth Maryland	DV Service Provider	Attended Listening Session, Core Leadership Team, CoC Board	HRM provided data indicating need for housing for their client population. Priority need for their population is safe, stable affordable housing options that range in terms of intensity of associated services. They also have some need for eviction prevention and financial assistance because they often have high levels of debt due to behavior of abusive partners. While there is some need for emergency shelter and rental assistance, the highest need among eligible activities for HOME-ARP funding is development of affordable rental housing.
VETERANS' GROUPS			
Veterans Affairs Hospital	Veterans Services	Interview	PSH units for single adult males is the highest



Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
			<p>need among the veteran population. There are currently more vouchers than available units. The process for getting units inspection is lengthy and units often fail inspection at least once. Housing stock is not safe or accessible or is not affordable. Many of the veterans currently experiencing homelessness are older (55-70) and may soon age out of independent living as this population is impacted more rapidly/severely than the civilian population.</p>
PUBLIC HOUSING AGENCY			
<p>Housing Authority Baltimore City</p>	<p>Public Housing Authority</p>	<p>Interviews, also attended PSH Dialogue</p>	<p>HABC provided data on their capacity and waitlists to inform the needs assessment and gaps analysis. The wait list for their subsidized housing programs are all extensive. HABC also expressed interest in partnering to ensure HOME-ARP funds would be utilized in the most efficient and effective way possible to serve the highest need populations in Baltimore.</p>
PUBLIC AGENCIES THAT ADDRESS THE NEEDS OF QUALIFYING POPULATIONS			



Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
Mayor’s Office of Homeless Services	Public Agency – Homeless Services	Attended Pipeline Dialogue, Core Leadership Team, and Listening Session	See Appendix (Key Interview Feedback, Listening Session Feedback in SIP, Attachment A)
Baltimore Mayor’s Office of Children and Family Success (MOCFS)	Public Agency - Rental Assistance Provider	Interview, Core Leadership Team	
Baltimore City Health Department	Public Agency - Services Provider	Interview, Core Leadership Team	
Health and Human Services	Public Agency	Core Leadership Team	
Baltimore City Department of Finance	Public Agency	Core Leadership Team	
Behavioral Health System Baltimore (BHSB)	Behavioral Health	Attended Listening Session	



Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
People Encouraging People	Behavioral Health	Attended Listening Session and Pipeline Dialogue	
Baltimore Police Department	Law Enforcement Agency	Interview	
PUBLIC AGENCIES OR ORGANIZATIONS THAT ADDRESS FAIR HOUSING, CIVIL RIGHTS, THE NEEDS OF PERSON WITH DISABILITIES			
Baltimore Metropolitan Council	Fair Housing	Interview	There are significant racial disparities in housing options and availability as well as an overall lack in housing stock. Currently there is a gap in fair housing representation for units below market rent. There is a need for safe, quality housing stock.
Disability Rights Maryland	Disability Advocacy	Interview	There are barriers due to criminal and institutional settings histories that prevent people from accessing safe housing. There is a significant lack of deeply affordable housing and the stock that is available is poorly regulated. The housing stock is not accessible for persons living with many disabling conditions and is not in close proximity to



Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
			resources or transportation. Finding housing for persons is often directly tied to an agency's relationship with individual landlords.
Homeless Person Representation Project	Legal Services	Interview/Attended Listening Session, CoC Board Member	See Appendix (Listening Session Feedback in SIP, Attachment A)
AIDS Interfaith Residential Services (AIRS)	Affordable Housing serving people with disabilities	Attended Pipeline Dialogue	See Appendix (SIP Report)
Public Justice Center	Legal Services: Fair Housing	Interview	See Appendix (SIP Report)
OTHER ORGANIZATIONS THAT ADDRESS THE NEEDS OF QUALIFYING POPULATIONS			
Volunteers of America – MidAtlantic Development	Nonprofit Affordable Housing Developer	Attended Pipeline Dialogue	There is a need for Innovative financing models that support expanded pipeline of permanent housing units in development, including acquisition and pre-development financing. Also a need for more intensive, higher quality services within PSH to better support client population's housing stability and success. See Appendix (SIP Report)
Rebuild Metro	Non-profit developer	Attended Pipeline Dialogue	
Homes for America	Nonprofit Housing Developer	Attended Pipeline Dialogue	
Weinberg Foundation	Philanthropic Organization, Funders Together to End Homelessness	Interview, Core Leadership Team, Listening Session	
Downtown Partnership	Community Services	Interview	



Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
Marian House	Recovery Housing and Supportive Services	Attended Pipeline Dialogue	
Family Recovery Program	Supportive Housing/Reunification	Attended Pipeline Dialogue	
Henson Development	Housing Developer	Attended Pipeline Dialogue, Core Leadership Team	
McCormack Baron Salazar	Housing Developer	Attended Pipeline Dialogue	
AHC of Greater Baltimore	Affordable Housing Developer	Attended Pipeline Dialogue	
Enterprise Community Development	Affordable Housing Developer	Attended Pipeline Dialogue	
Episcopal Housing Corporation	Affordable Housing Developer	Attended Pipeline Dialogue/Interview	
Mission First	Affordable Housing Developer	Attended Pipeline Dialogue	
Community Housing Associates	Affordable Housing	Attended Pipeline Dialogue	
Dayspring Programs	Affordable Housing	Attended Pipeline Dialogue	There is a need for Innovative financing models that support

