

## **2018 CAPER**

South Jordan City, Utah



# **2018 Consolidated Annual Performance and Evaluation Report (CAPER)**

for the use of Community Development Block Grant (CDBG) funds

**Program Year 2018-2019**

**Fourth year of the 2015-2019 Consolidated Plan**

The 2018 CAPER is required by HUD to be completed entirely within the Federal Integrated Disbursement & Information System (IDIS). The included CAPER is a download from IDIS, with its inherent formatting, structure, and tables. The City does not receive HOME or ESG funds, and sections or tables applicable to those two programs may not contain information. Attachments provided within IDIS, but not available with the download, have been added to the hard copy.

## **CR-05 - Goals and Outcomes**

### **Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)**

This could be an overview that includes major initiatives and highlights that were proposed and executed throughout the program year.

The 2018 program year was the seventh year of the City's Community Development Block Grant (CDBG) program and the fourth year of the City's 5-year strategic plan (2015-2019 Consolidated Plan). The goals and objectives were advanced during the 2018-19 program year, in accordance with the 2018 Annual Action Plan. The 2015-2019 Consolidated Plan includes the following goals:

- Maintain existing housing
- Provide and improve adequate senior facilities
- Provide senior services
- Correct accessibility deficiencies
- Provide improvements in deficient neighborhoods
- Support essential services programs
- Support training and education programs
- Increase access to affordable housing

The 2018 Annual Action Plan (AAP) allocated funds to projects associated with three of the 2015-2019 Consolidated Plan goals, however progress was made toward all of the goals.

### **Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)**

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each of the grantee's program year goals.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Correct accessibility deficiencies	Non-Housing Community Development	CDBG: \$	Other	Other	5	0	0.00%			
Increase access to affordable housing	Affordable Housing	CDBG: \$0	Rental units constructed	Household Housing Unit	0	0		0	0	
Increase access to affordable housing	Affordable Housing	CDBG: \$0	Direct Financial Assistance to Homebuyers	Households Assisted	20	0	0.00%	0	0	
Maintain existing housing	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	50	0	0.00%	0	0	
Provide and improve adequate senior facilities	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	1000	0	0.00%	0	0	
Provide improvements in deficient neighborhoods	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	69		111	69	62.16%

Provide improvements in deficient neighborhoods	Non-Housing Community Development	CDBG: \$	Other	Other	0	0		0	0	
Provide senior services	Non-Homeless Special Needs	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	1000	0	0.00%	0	0	
Support essential services and training programs	Homeless Non-Homeless Special Needs	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	1000	0	0.00%	241	182	75.52%
Support training and education programs	Homeless Non-Homeless Special Needs	CDBG: \$8000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	20	0	0.00%			
Support training and education programs	Homeless Non-Homeless Special Needs	CDBG: \$8000	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	0		35	5	14.29%

**Table 1 - Accomplishments – Program Year & Strategic Plan to Date**

**Assess how the jurisdiction’s use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan,**

**giving special attention to the highest priority activities identified.**

The City was awarded \$228,033 in CDBG funds for the 2018-19 program year. This was a 9.12% increase from the previous year's grant (\$208,983). While the City's Consolidated Plan was updated in 2015, the goals remained similar to the previous Consolidated Plan. The primary focus of funding for this program year has been a city infrastructure project to improve ADA ramps in neighborhoods throughout the City.

Due to a limited amount of CDBG funding, the City does not typically fund housing activities with CDBG funds. The City has carried over prior-year funding for an activity that provides accessibility upgrades and emergency home repairs. Despite continued outreach efforts, no funds were expended during the program year for that activity. While the City also reports on permits issued for accessory living units during the year, based on the average rents for accessory living units qualifying as affordable, they have not been included in the accomplishments for the program year since no CDBG funding was used for constructing these units. The City issued 19 permits for accessory living units during the year, exceeding the expected outcome of fifteen.

## CR-10 - Racial and Ethnic composition of families assisted

Describe the families assisted (including the racial and ethnic status of families assisted).

91.520(a)

	CDBG	HTF
White	219	0
Black or African American	2	0
Asian	3	0
American Indian or American Native	0	0
Native Hawaiian or Other Pacific Islander	2	0
<b>Total</b>	<b>226</b>	<b>0</b>
Hispanic	64	0
Not Hispanic	170	0

Table 2 – Table of assistance to racial and ethnic populations by source of funds

### Narrative

In all cases the numbers reported are individuals. In some cases, depending on the project or activity type, those individuals are reported as a head of household and represent other individuals in the household or family. The table above, as generated by HUD, does not show beneficiaries who reported as being multi-race, hence a difference between totals here and on the goals.

The majority of reported beneficiaries are, by race, white (96.9%) and, by ethnicity, are not Hispanic (67.1%). By comparison, the most recent Census data (ACS 2017) reports the City's residents as 90.1% white and 94.7% not Hispanic.

**CR-15 - Resources and Investments 91.520(a)**

**Identify the resources made available**

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	228,033	200,411

**Table 3 - Resources Made Available**

**Narrative**

The 2018-19 CDBG grant award was \$228,033, and 88% of the award has been drawn. The remaining balance is \$27,622.33.

**Identify the geographic distribution and location of investments**

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description

**Table 4 – Identify the geographic distribution and location of investments**

**Narrative**

The City has not identified nor distributed funds according to target areas.

## Leveraging

**Explain how federal funds leveraged additional resources (private, state and local funds), including a description of how matching requirements were satisfied, as well as how any publicly owned land or property located within the jurisdiction that were used to address the needs identified in the plan.**

All sub-recipients receiving CDBG funds for 2018-19 program year projects provide regional services and receive funds from a combination of private, other local governments, state, and federal sources. All 2018-19 City-managed projects were supported by labor and technical assistance from City employees.

## CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	0	0
Number of Special-Needs households to be provided affordable housing units	0	0
<b>Total</b>	<b>0</b>	<b>0</b>

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	0	0
Number of households supported through Acquisition of Existing Units	0	0
<b>Total</b>	<b>0</b>	<b>0</b>

Table 6 – Number of Households Supported

**Discuss the difference between goals and outcomes and problems encountered in meeting these goals.**

Largely due to the modest amount of CDBG funds received annually by the City, it has been expected that the City would further affordable housing through other means, such as the Redevelopment Agency and Accessory Living Units.

In 2012, the City adopted the Accessory Living Unit Floating Zone to allow for guesthouses and accessory apartments on single-family properties. The expectation is that the market rate rents of such units

would be affordable. During the 2018-19 program year, the City approved a total of 19 accessory units were approved. These numbers were not reported as accomplished goals due to no federal funding being used to construct these units.

In 2014, the City joined the local HOME Consortium. Through HOME Consortium funds, among other things, a down-payment assistance program is open for South Jordan residents. However, this year there were no funds available to South Jordan residents due to real estate prices, but they are looking to bring those back this coming year.

The City does have unexpended prior-year funds with a program that provides accessibility upgrades and emergency home repairs for eligible households. The City established a goal to serve 5 housing units through this program. Despite continued outreach efforts, no jobs were completed this program year.

**Discuss how these outcomes will impact future annual action plans.**

The City’s 2019-20 AAP established similar goals. Due to unexpended, but available, funds for emergency home repairs and rehab and funds provided through the HOME Consortium for down-payment assistance, the 2019-20 AAP did not include funding for these housing-related projects.

**Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine the eligibility of the activity.**

Number of Households Served	CDBG Actual	HOME Actual	HTF Actual
Extremely Low-income	0	0	0
Low-income	0	0	
Moderate-income	0	0	
<b>Total</b>	<b>0</b>	<b>0</b>	

**Table 7 – Number of Households Served**

**Narrative Information**

The primary goal of the City's housing study that was in place prior to the 2014 Housing Needs Study was to diversify housing types in the City. The City tracks housing type by single-family detached, townhome (typically single-family attached), and apartment/condos. According to the City’s estimates, from 2010 to 2014 the share of single-family detached decreased from 80.5% to 74.4%, townhomes increased from 11.0% to 13.6%, and the apartments/condos increased from 8.2% to 11.8%.

The 2014 Housing Needs Study shows that, along with a more diversified housing inventory, affordability has increased with an excess of 2,959 housing units available to households earning 80% of less of the area median income (AMI). However, a more refined analysis shows that the range of affordability does not extend far into the lower income levels. A deficit of 815 housing units

exists for households earning less than 30% of AMI and a deficit of 735 for households earning 30% to 50% of AMI.

The goals of the 2014 Housing Needs Study seek to further housing needs at a more refined level and to supplement the regional fair housing equity assessment. The study includes six goals, with several action items associated with each goal. The goals are as follows:

1. Encourage development of affordable housing, focusing at transit sites and significant transportation corridors.
2. Encourage energy-efficient housing that reduces resident costs.
3. Support housing needs for special needs residents.
4. Eliminate barriers to affordable and fair housing.
5. Work with UTA to improve and increase bus routes.
6. Maintain existing housing stock appeal and quality.

## **CR-25 - Homeless and Other Special Needs 91.220(d, e); 91.320(d, e); 91.520(c)**

**Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:**

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The City provided CDBG funds to support two of the leading agencies in the region serving homeless needs and working to reduce homelessness, the Road Home and South Valley Sanctuary. Funds were also provided for a second year to the INN Between, a new sub-recipient in the 2017-18 program year. There are currently no facilities or programs operating within the City itself.

The Road Home is considered by the City to be the most comprehensive single agency in the region serving the homeless. According to their year-end report, the Road Home served 6 South Jordan residents. These individuals from South Jordan received a total of 217 shelter stays, and had access to case management, showers, meals, clothing, health and mental health services, and referrals to other community resources.

The South Valley Sanctuary provides shelter and services for victims of domestic violence in the region. Their services are available to women, men, and children. In addition to shelter needs, they operate two Community Resource Centers, a 24/7 hotline, and several education programs. Whereas the shelter is a confidential location, the Community Resource Center and hotline make resources available for a broader range of needs and without having to shelter all individuals with needs. This program year, South Valley Sanctuary provided the following services to South Jordan residents: 14 crisis hotline calls, 40 case management services, 32 clinical services, 1 children learning center service, and 3 emergency shelter stays.

The INN Between provides shelter and services for homeless individuals requiring respite or hospice care. Their primary goal to ensure those who are terminally ill can experience the end of life with dignity. During the 2018-19 program year, this organization increased the number of beds available from 16 to 32. According to their year-end report, 3 South Jordan residents received shelter and care.

### **Addressing the emergency shelter and transitional housing needs of homeless persons**

The City funds the Road Home, in part, because of their overall approach towards homelessness. The Road Home provides emergency shelter and programs for transitional housing for homeless persons. The City is also participating with the County in an effort to address homelessness from a comprehensive collaborative approach.

### **Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after**

**being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

As has been mentioned, the Road Home manages a very comprehensive program founded on a Housing First approach. Their Pay for Success Program targets individual men and women with shelter stays between 90-364 days following an incarceration. Services offered by the Road Home include programs for transitional housing.

The INN Between is Utah's first and only hospice for individuals experiencing homelessness, solving a critical gap in end of life care for the community's homeless adults. All their clients are extremely low income. They range from the chronically homeless to those facing first time homelessness when their disease leads to medical bankruptcy. Daily, up to 10 homeless individuals are admitted to each of our area's hospitals, and the hospitals must safely discharge them, otherwise, the patient must remain in the hospital, at great cost to the community. The INN Between services this particularly vulnerable group.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

One of the primary objectives of the City's CDBG programs is to "support family and individual stability, self-reliance, and prosperity." The City's CDBG program supports a wide range of public services that serve essential needs (shelter, food, health care) of individuals who may be facing homelessness. The majority of these public services have a comprehensive and collaborative approach to helping homeless persons transition out of homelessness.

## **CR-30 - Public Housing 91.220(h); 91.320(j)**

### **Actions taken to address the needs of public housing**

There are currently no public housing facilities located within the City, and public housing is not directly addressed by the City's CDBG program. However, regional public housing issues are addressed by the local HOME consortium, of which the City is a member.

### **Actions taken to encourage public housing residents to become more involved in management and participate in homeownership**

Not applicable.

### **Actions taken to provide assistance to troubled PHAs**

Not applicable.

## **CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)**

**Actions taken to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment. 91.220 (j); 91.320 (i)**

During the 2018-2019 program year, the city issued permits for 941 dwelling units (according to City Building Division data). Of those, 46% were for non-single family detached housing (townhomes, condos, apartments). During the 2018 calendar year, the city issued 972 residential permits. Of those, 78% were in one large mixed-housing project (Daybreak).

The City has been updating the General Plan for the City, during the program year. City Staff, in conjunction with elected officials, residents, and consultants, are currently creating a comprehensive plan that will lead to better policies and codes and removing barriers to affordable housing. As part of this effort, a new Housing Study is being completed and will be available for the creation of the 2020-2024 Consolidated Plan.

The City also continues to actively participate in the local HOME consortium.

During the 2019-20 program year, the manager of the City's Redevelopment Agency (RDA) secured approval for a Workforce Housing project in partnership with a local developer. The project will create 9 affordable units for households that are 80% AMI or less. In December 2019, he will be bringing a full proposal to the RDA Board/city council for a workforce housing down payment program and a housing rehab program for their consideration. These programs will most likely be funded through RDA funding, rather than CDBG, due to the size of the City's CDBG grant.

## **Actions taken to address obstacles to meeting underserved needs. 91.220(k); 91.320(j)**

Prior to the 2016-17 program year, the majority of CDBG funding served the needs of seniors in the community. The 2016-17 program year started a transition away from seniors and included a focus on some of the needs in the City's neighborhoods. The majority of the 2018-19 funding was allocated to constructing new ADA ramps that were identified to be non-compliant to current regulations.

The City also continues to be open to ways to better serve the needs of residents through public services. The 2019-20 AAP also includes a new public service providing healthcare.

## **Actions taken to reduce lead-based paint hazards. 91.220(k); 91.320(j)**

Based on Census data and City estimates, over 90% of all housing within the City has been built since 1978, so lead-based paint is not considered to be a widespread concern in the City. For similar reasons, the Salt Lake County Health Department has recently discontinued testing and remediation programs.

The focus of the Health Department is now on education. Residents of South Jordan can access Health Department information at [www.slcohealth.org/programs/leadFreeKids/index](http://www.slcohealth.org/programs/leadFreeKids/index).

**Actions taken to reduce the number of poverty-level families. 91.220(k); 91.320(j)**

The 2018-19 program year is the fourth year of the 2015-2019 Consolidated Plan. One change from the previous Consolidated Plan was a goal to "Support Training and Education Programs." The goal was added to encourage CDBG-supported projects that result in the reduction of poverty-level families. One project that directly addresses this goal was funded in the 2018-19 program year: the Utah Community Action Case Management and Housing Program.

**Actions taken to develop institutional structure. 91.220(k); 91.320(j)**

The 2018-2019 program year was the seventh year of the City's CDBG program. The City continues to strive to improve its program. In June of 2019, Katie Olson was appointed the CDBG Coordinator. This staffing change should allow for more staff time dedicated to CDBG than was available under the previous set-up. The City has relied on guidance from HUD staff and has sought to take advantage of training opportunities.

**Actions taken to enhance coordination between public and private housing and social service agencies. 91.220(k); 91.320(j)**

During the first six years of the City's CDBG program, significant strides have been achieved in reaching out to local service providers. For the most part, coordination between the City and service providers appears to be most hindered by employee turnover. The City now strives to maintain better records for provider contacts, titles, and responsibilities. Although the lack of funds limits what the City can do with CDBG funds to address housing, the City strives to maintain a good relationship with the housing authority and other housing agencies serving residents of South Jordan. The City's involvement with the HOME consortium has provided opportunities to build relationships with a wider range of housing and service providers in the region.

**Identify actions taken to overcome the effects of any impediments identified in the jurisdictions analysis of impediments to fair housing choice. 91.520(a)**

The Regional Analysis of Impediments to Fair Housing Choice (2014) identified the following three impediments specific to South Jordan:

- Housing plan fails to address affordable rental housing
- Large single-family lots
- Absence of rent-assisted family rental units.

**Housing plan fails to address affordable rental housing**

During the program year, the City issued permits for 19 guesthouses and accessory apartments.

**Dominance of large single-family lots**

During the 2018 calendar year the City permitted 761 dwelling units in the Daybreak community, the majority of those permits consisting of small-lot single family and townhomes.

**Absence of rent-assisted family rental units**

The City continues to participate in the local HOME consortium, which directly funds regional projects that include support for existing rent assisted units and the development of new units.

The upcoming RDA-funded workforce housing projects and the new general plan will also address these three impediments.

## **CR-40 - Monitoring 91.220 and 91.230**

**Describe the standards and procedures used to monitor activities carried out in furtherance of the plan and used to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements**

The typical standards and procedures used to monitor activities follow the 2018 Monitoring Plan.

## **Citizen Participation Plan 91.105(d); 91.115(d)**

**Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports.**

The City's Citizen Participation Plan (March 2012) was prepared and approved in preparation for the initial consolidated plan planning process. The Plan was also included in the 2015-2019 Consolidated Plan. The Citizen Participation Plan identifies the process for plan and report preparation, was reviewed regularly throughout the program year, and was followed in preparing the 2018 CAPER.

**CR-45 - CDBG 91.520(c)**

**Specify the nature of, and reasons for, any changes in the jurisdiction’s program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.**

The City did not change any program objectives during the program year, however the 2018-19 program year did provide the opportunity to address underserved goals of the 2015-19 Consolidated Plan. After years of addressing improvements at the City’s senior center, the CDBG program continued its transition towards a focus on the goal to “provide improvements in deficient neighborhoods.” The majority of funding from the 2018-19 program year was directed towards replacing ADA ramps that were out of compliance.

**Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants?**

No

**[BEDI grantees] Describe accomplishments and program outcomes during the last year.**

**CR-56 - HTF 91.520(h)**

**Describe the extent to which the grantee complied with its approved HTF allocation plan and the requirements of 24 CFR part 93.**

Tenure Type	0 – 30% AMI	0% of 30+ to poverty line (when poverty line is higher than 30% AMI)	% of the higher of 30+ AMI or poverty line to 50% AMI	Total Occupied Units	Units Completed, Not Occupied	Total Completed Units
Rental	0	0	0	0	0	0
Homebuyer	0	0	0	0	0	0

**Table 15 - CR-56 HTF Units in HTF activities completed during the period**