



# SALT LAKE CITY TRANSMITTAL

**To:**  
Salt Lake City Council Chair  
Salt Lake City Redevelopment Agency Chair

**Start Date:**  
09/16/2024

**Date Sent to Council:**  
09/16/2024

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**Director Signed Date**  
09/16/2024

**Chief Administrator Officer's Signed Date**  
09/16/2024

**Subject:**  
U.S. Department of Housing & Urban Development 2025-2029 Consolidated Plan Briefing and Timeline

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**Document Type \***  
Information Item

**Budget Impact \***  
☐ Yes  
☒ No

**Budget Impact:**

**Recommendation: \***  
Briefing and discussion. The feedback received from Council will help determine goals and objectives, based on identified priorities, providing the framework for the next Consolidated Plan. This will result in a future resolution to adopt a plan that guides funding allocated by HUD.

**Background/Discussion (?)**  
**Overview**

The Consolidated Plan is a document that entitlement grantees are required to submit to the U.S. Department of Housing and Urban Development (HUD) every five years. The plan is a guide for the expenditure of the following grants: Community Development Block Grant (CDBG), Emergency Solutions Grant (ESG), Home Investment Partnerships Program (HOME), and Housing Opportunities for Persons With AIDS (HOPWA). Each year the Council allocates funding to specific programs and activities based on an annual allocation received from HUD to help the City achieve the Consolidated Plan goals. Annual HUD allocations are then submitted to HUD through Annual Action Plans, also referred to as One-Year Plans. Currently, the City is operating under the 2020 – 2024 Consolidated Plan that covers HUD program years 2020 through 2024 which equates to the City's fiscal years 2021 through 2025. Looking forward, Housing Stability is working to finalize a draft 2025 – 2029 Consolidated Plan, to cover City fiscal years 2026 – 2030 (the "2025 – 2029 ConPlan"), for the Council's review and consideration at a future date.

While the 2025 – 2029 ConPlan covers the City's fiscal years beginning with 2026, the process to allocate the fiscal year 2026 funding begins this fall with the release of funding applications. As such, the City needs to identify preliminary goals and objectives, and related eligible activities, prior to the release of the funding applications. To this end, Housing Stability staff is proposing draft 2025 – 2029 ConPlan goals and objectives (Exhibit A) for the Council's review and feedback. These goals and objectives were established by building upon Thriving in Place and Housing SLC, using data obtained through a preliminary needs assessment and analysis of current market conditions, and using input received through community feedback and consultations with internal and external stakeholders. It is anticipated that the City will receive approximately \$27,000,000 in funding from HUD during the 2025 – 2029 Consolidated Plan period to implement the goals and objectives.

Per HUD, the 2025 - 2029 ConPlan, and related First Year Action Plan, for HUD program year 2025 and City fiscal year 2026, needs to be submitted to HUD by May 15, 2025.

### ***Preliminary Findings***

As Housing Stability and its consultants work to finalize a draft plan for the Council's consideration at a future date, the following preliminary findings have been identified through both qualitative and quantitative analysis and were used to develop the draft goals and objectives (Exhibit A):

#### **1. Housing Instability is Rising.**

Efforts to keep renters housed during and immediately following the COVID-19 pandemic, including eviction moratoriums and the emergency rental assistance program, concluded as rental rates skyrocketed, leaving many renter households vulnerable to housing instability. Nearly half of all renter households are cost-burdened (47%), and nearly half of all cost-burdened households spend more than 50% of their income toward housing costs (46%). As of September 2024, year-over-year eviction rates were up 26% compared with 2023. In a survey of community members, which is still in process, 84% stated affordable housing is important or very important as of 9/11/2024.

#### **2. More Households are Experiencing Homelessness Statewide.**

Homelessness is a complex, regional issue and the number of people experiencing homelessness has been increasing statewide. In Salt Lake County, the number of sheltered and unsheltered counted during the Point-in-Time count increased by 4.6% from last year (from 2,297 in 2023 to 2,404 in 2024). The number of individuals experiencing homelessness for the first time increased by 14% between 2023 and 2024.

#### **3. Children Living in Poverty are More Likely to Experience a Range of Negative Outcomes.**

The poverty rate for children under 18 in Salt Lake City is 13%, which is more than 1.5 times the rate of the Salt Lake City metro area. Children living in poverty are more likely to lack access to health care, experience food insecurity, and have lower educational attainment. In a survey of community members, which is still in process, 94% agree that homeless shelter space specifically for children is important or very important as of 9/11/2024.

#### **4. Income Disparities between Owners and Renters is High.**

Rapid increases in housing prices have made ownership out of reach for most households, especially renter households. Renter households earn roughly half of what owner households earn (\$55,055 vs. \$105,639). Renter households, especially low-income renter households, are more likely to be cost-burdened, be over-crowded, or live in substandard housing conditions than owner households.

#### **5. Historic Redlining Continues to Impact Communities.**

Although the practice of redlining has been illegal since 1968, the impacts of redlining continue to impact neighborhoods. In general, historic redlined neighborhoods in Salt Lake City experience a higher rate of air pollution, infrastructure disparities, substandard housing conditions, displacement risk, and slower economic development growth. These neighborhoods are also more likely to be occupied by BIPOC residents.

#### **6. Barriers to Utilizing Active Transportation Persist.**

As population grows and density increases, more people are turning toward active and public transportation. Unfortunately, the number of pedestrian traffic deaths and serious injuries in the city increased by 70% from 2019-2022. In 2023, Salt Lake City had 134 vehicle crashes that involved a pedestrian and 90 that involved a cyclist in 2023. In a survey of community members, which is still in process, 62% agree bike paths are important or very important, and 72% agree walking paths are important or very important as of 9/11/2024.

### ***Next Steps***

Housing Stability is currently requesting feedback on the draft goals and objectives (Exhibit A). Moving forward, in March of 2025, Housing Stability will transmit a draft plan that will include the following components for the Council's consideration:

#### ***Needs Assessment***

The Needs Assessment of the Consolidated Plan, in conjunction with information gathered through consultations and the citizen participation process, provides a clear picture of the City's needs related to Housing; Homeless Services; Community Services; Transportation, Streets and Utilities; and Business and Job Training Support. From the Needs Assessment, the City identifies those needs with the highest priority to form the basis of the Strategic Plan providing a roadmap for programs and projects to be administered. Consolidated Plan Proposed Target Area Maps are attached as Exhibit B.

#### ***Housing Market Analysis***

Building off Thriving in Place and Housing SLC, the Housing Market Analysis provides a clear picture of the environment in which Salt Lake City will administer federal grant programs over the course of the Consolidated Plan. In conjunction with the Needs Assessment, the Market Analysis provides the basis for the Strategic Plan and the programs and projects to be administered. Preliminary Market Analysis for the Consolidated Plan is attached as Exhibit C.

#### ***Strategic Plan***

The Strategic Plan identifies the City's priority needs and describes strategies that the City will undertake to serve priority needs over the five year period. The strategies must reflect the current condition of the market, expected availability of funds, and the City's capacity to administer the plan in conjunction with community partners. There is a very strong link between the Needs Assessment and the Strategic Plan portions of the Consolidated Plan.

#### ***Fair Housing Action Plan***

The Fair Housing Action Plan is a roadmap for the City to follow regarding the ongoing need for ensuring that communities assess, and to the best of their ability, address four fair housing issues. These issues are:

1. Patterns of integration and segregation;
2. Racially or ethnically concentrated areas of poverty;
3. Disparities in access to opportunity; and

#### 4. Disproportionate housing needs

To that end, the consultant team and City staff will conduct an analysis of impediments and determine which types for programs and projects can be undertaken to best mitigate these impediments through the four identified funding sources.

##### *Ongoing Citizen Participation Plan*

The Citizen Participation Plan specifies the policies and procedures to provide opportunities for and encourage participation by the residents of Salt Lake City in the planning, implementation and evaluation of the City's Consolidated Plan. The Citizen Participation Plan outlines a process of citizen participation at both a citywide level, with regard to overall development of programs, and at the neighborhood level, in areas where a significant amount of federal funds are used to subsidize housing and community development.

##### *First Year Action Plan*

The 2025-2029 Consolidated Plan planning process culminates with the development of the city's First Year Action Plan. The First Year Action Plan outlines the specific activities and funding priorities for the first year of the Consolidated Plan, covering July 1, 2025 - June 30, 2026. Subsequent plans are called Annual Action Plans, or referred to as One Year Plans.

##### **Timeline**

HUD must receive the approved 2025-2029 ConPlan from the City no later than May 15, 2025. To meet this deadline, Housing Stability is proposing the following critical milestones:

- To facilitate the annual allocation process for the first year of the 2025-2029 ConPlan, fiscal year 2026 funds, the City must accept applications for projects/programs in October 2024.
- To provide updates to the progress of the plan, receive Council feedback, and incorporate that feedback in a timely manner, this will be the first of two presentations to Council on the plan progress. Additionally, a separate update will be offered when a draft plan is assembled.
- In order to meet the final submission deadline, Housing Stability staff anticipates presenting the draft plan to the Council in March 2025, and if approved, the plan and accompanying resolution would be adopted as part of the federal grant allocation process in April 2025. There is also a mandatory 30-day public comment period, including a formal public hearing, which will begin once the draft plan is presented to the Council in March.

##### **EXHIBITS:**

Consolidated Plan Proposed Goals and Objectives

C. Preliminary Market Analysis

A. DRAFT - Salt Lake City  
B. Consolidated Plan Proposed Target Area Maps

##### **Will the City Council need to hold a public hearing for this item? \***

- ☐ Yes  
☒ No

##### **Public Process**

The development of the Plan will include many opportunities for the public to participate.

- The Internal Stakeholders Group met twice during July and August 2024. This group is made up of ~40 City Council Staff, Mayor's Office Staff, and City Departments/Divisions staff.
- External Stakeholders Group met twice during July and August 2024. This group is made up of ~45 members of our community that are experts in the fields in which they represent, including representatives from neighborhood councils. Participants were experts in topic areas such as housing, youth services, childcare, education, homeless services, employment, transportation, substance abuse and addictions, healthcare, disability/fair housing, mental health, financing partners, and government partners.
- A Community Online Survey was launched on May 10, 2024, and will run through October 15, 2024. The survey was pushed out via multiple platforms, including public events and social media, to reach the largest number of participants.
- Public Community Events: Housing Stability and Public Affairs Lab staff have already attended several community events, and plans to attend a minimum of ten community events to seek feedback from attendees. This has occurred primarily during the summer months when community events are typically held, however staff will continue participating in relevant community events throughout October 2024.
- Public Hearing: Per federal requirements, the City must host two Public Hearings at different points in the process. The first will be held on October 1st, 2024 during the formal meeting immediately following this briefing, to provide a platform for constituents to identify needs for the City to consider for prioritization. The second will be during the time the Council receives the draft plan and the public comment period is open.
- 30-Day Public Comment Period: A 30-day public comment period is required by HUD prior to the submission of a final adopted Plan. Housing Stability will ensure the public is informed of the 30-day public comment period and will solicit comments.
- Website & Social Media: Housing Stability will ensure a social media presence and consistent updates to the Division website are completed.

##### **Chief Administrator Officer's Comments**



## Exhibit A

# DRAFT 2025-2029 Consolidated Plan - Proposed Goals and Objectives

The proposed 2025-2029 Consolidated Plan (2025-2029 ConPlan) goals and objectives are outlined below for the Council's review. These goals and objectives were informed by internal and external stakeholder meetings; community survey data, Census data; state, county, and city homeless and housing data; and the research conducted to develop the City's transportation plan (Connect SLC), housing plans (Thriving in Place and Housing SLC), and Resident Food Equity Advisors Program annual summary. This research has been instrumental in shaping our strategic objectives and ensuring alignment with community needs and expectations, and both immediate priorities and long-term aspirations.

Based on the sources above, we have developed five focus areas for the Consolidated Plan, which include actionable goals to be accomplishable within the grant period. These goals and objectives cover a broad range of focus areas that will allow the City to be flexible with the types of programs and activities eligible for funding over the five-year period. In order for a program or activity to be eligible for funding, it must be specifically identified in the 2025-2029 ConPlan and tie back to the plan's goals and objectives. The five focus areas, goals, and objectives are as follows:

### **1. Housing:**

- **Protect Tenants and Increase Housing Stability**
  - Improve and expand tenant resources and services.
  - Utilize HUD's Tenant-Based Rental Assistance fund and programs to assist seniors stay in their homes.
- **Preserve Existing Affordable Housing**
  - Invest in home rehabilitation and emergency repair programs to maintain and improve existing housing stock.
  - Acquire and rehabilitate naturally occurring affordable housing.
  - Invest in community land trusts for long-term affordability.
- **Produce More Affordable Housing**
  - Incentivize the development of mixed-income, family-oriented, and accessible housing.
  - Support the development of new housing units affordable to households earning 80% AMI or less, prioritizing housing affordable to households earning 30% AMI or less.
  - Support affordable homeownership and wealth-building opportunities.

### **2. Homeless Services:**

- **Expand and enhance services and resources that prevent homelessness**
  - Rent assistance
  - Relocation Assistance Fund for Tenants
  - Displaced Tenant Preference Policy & implementation
  - Invest in legal assistance for individuals facing eviction or in need of criminal record expungement.
- **Increase access to and availability of support services and case management for people experiencing and at risk of homelessness**
  - Increase impact of homeless resource fairs.
  - Invest in programs offering wraparound services beyond the shelter system, including medical and dental care.



- Develop a database for service providers to collaborate with landlords and expedite housing placement.
- **Prioritize resources and services for individuals experiencing unsheltered homelessness**
  - Fund and expand mobile homeless resources, such as mobile health services, outreach, and resource programs.
  - Non-congregate housing options, improvement of existing facilities and services, managed camping areas and storage areas.

### **3. Community Services:**

- **Improve access and opportunity to relevant and dignified food choices.**
- **Increase access to high-quality and affordable childcare and out-of-school care.**
  - Expand existing childcare programs, with a focus on early childhood development, affordability, and increasing service capacity.
  - Help parents support the care they need.
- **Improve Access to Technology and Technology Literacy**
  - Technology centers
  - Broadband programs
  - Increase number of locations with free WiFi, both indoor and outdoor

### **4. Transportation and Streets**

- **Make transit and active transportation competitive and attractive modes of travel.**
  - Invest in transit programs like the HivePass and provide passes for youth and parents in Salt Lake City School District to improve accessibility.
  - Fund 50/50 sidewalk programs for businesses and expand ADA curb cuts on more streets to improve accessibility.
- **Support investments that will move toward a goal of zero traffic deaths**
  - Implement measures for street safety, schools, parks, and employment centers.
- **Heal the East/West Transportation Divide**
  - Improve roadway safety, access to transit, and connectivity.
  - Improving and increasing bus stops and stop shelters, route frequency, and destinations.

### **5. Business and Workforce Development**

- **Job Training & Support Services**
  - Prioritize investment in job training, particularly in trades, with apprenticeship and internship programs.
  - Provide wraparound services such as childcare, expungement services, English language learners (ELL) education, career guidance, resume assistance, and interview preparation, especially for individuals with criminal records.
  - Focus on trade training for youth and individuals experiencing homelessness. Incentivize businesses to hire trainees and collaborate with City partners, community organizations, or colleges to expand training programs.
- **Small Business Support**
  - Expand access to small business assistance through grant programs, low-interest gap loans, and simplified application processes, particularly for underserved community members.
  - Support neighborhood-level small businesses and nonprofits through subsidized lease programs.
- **Façade Improvement**



- Expand the popular façade improvement program, within specific target areas, to support more businesses in beautification efforts and ADA compliance updates.

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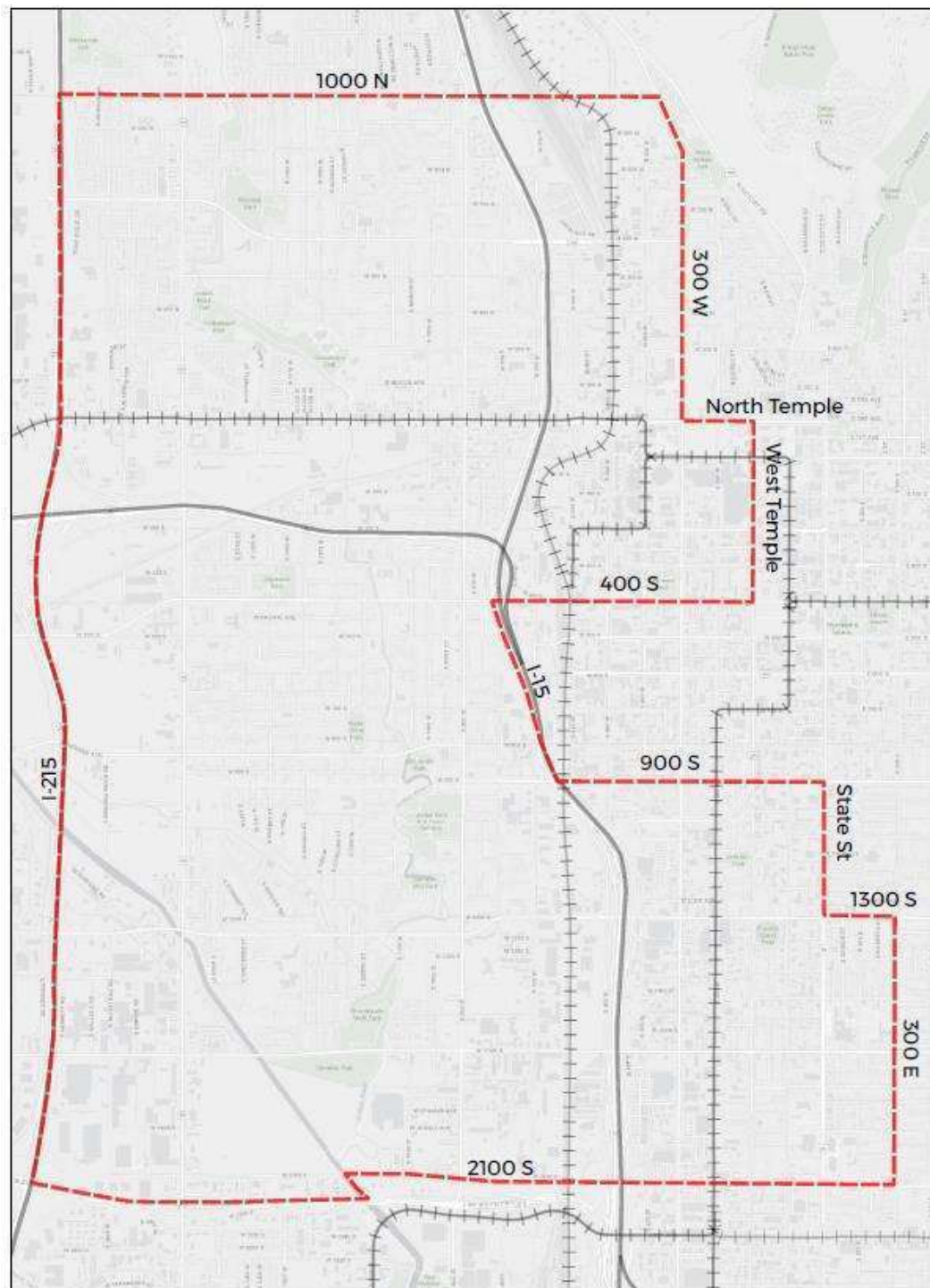




Exhibit B

DRAFT

**NBIP Target Area**

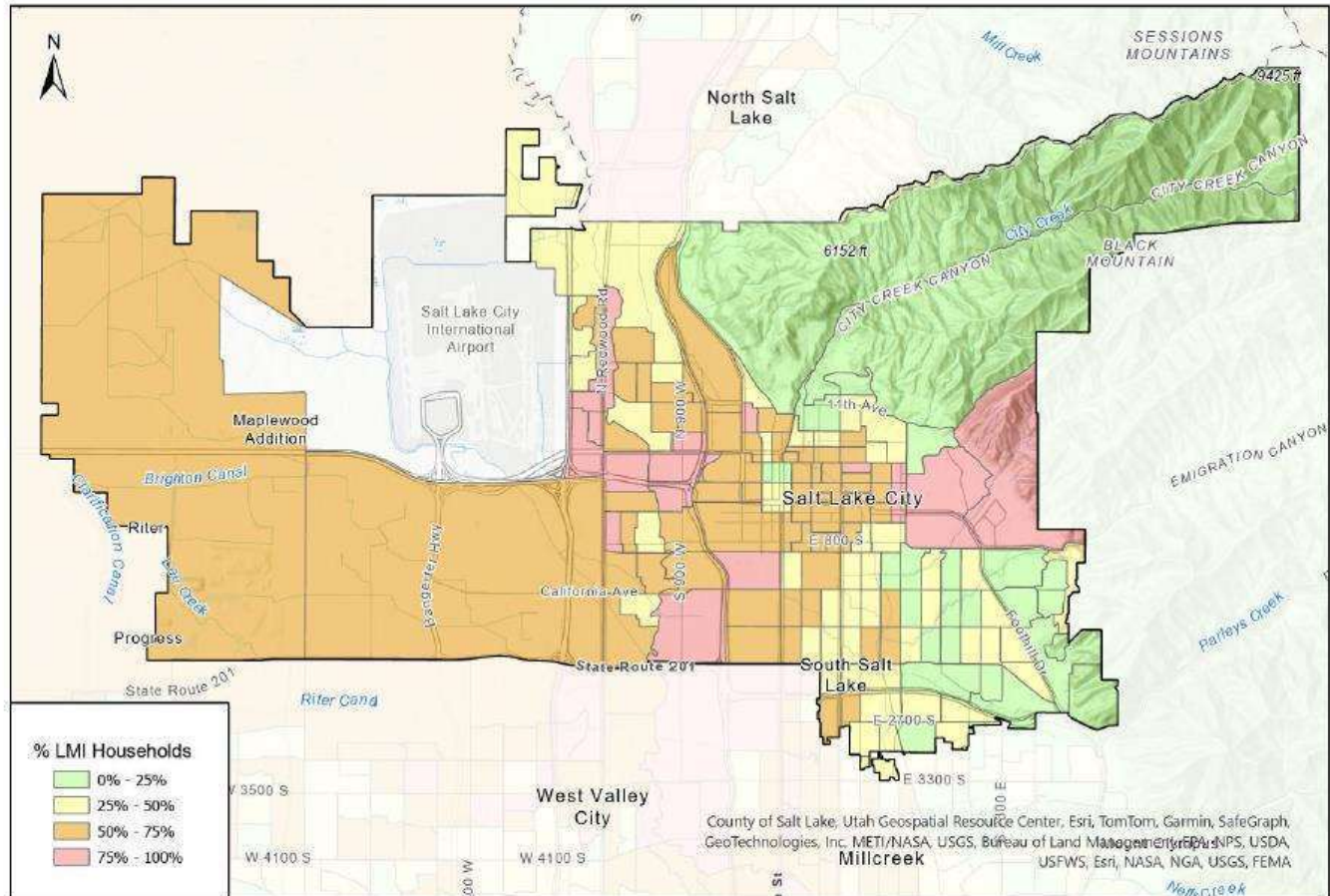






HUD LMI 2016-2020

### Percent Low and Moderate Income Households by Block Group, Salt Lake City, UT



Data Source: HUD Exchange, ACS 5-Year 2016-2020 Low- and Moderate-Income Summary Data, 2024

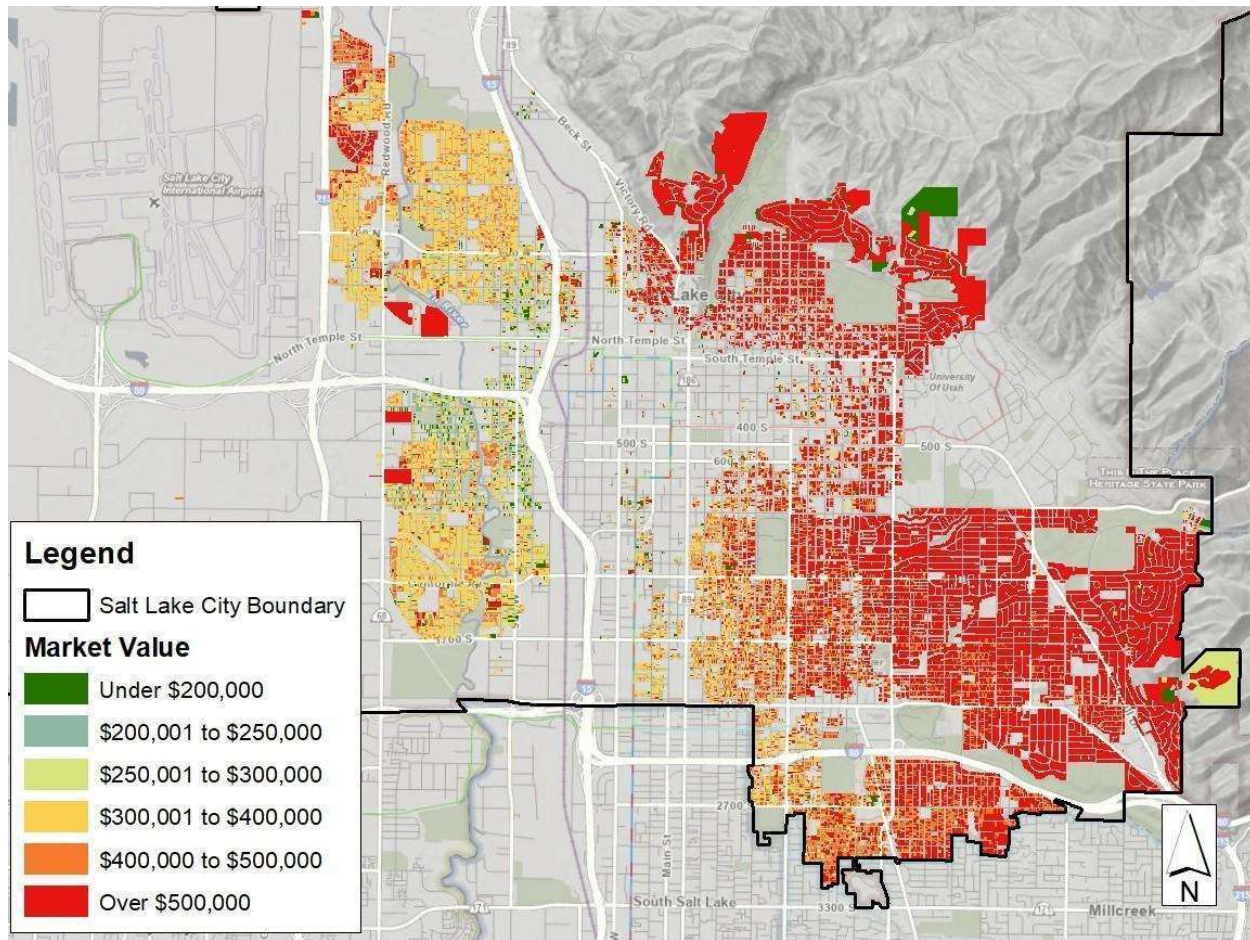
Erik Fronberg, Salt Lake City Housing Stability Division 8/14/2024

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## Exhibit C

### PRELIMINARY MARKET ANALYSIS

#### Market value of single-family homes in Salt Lake City



Source: Salt Lake County Assessors Data

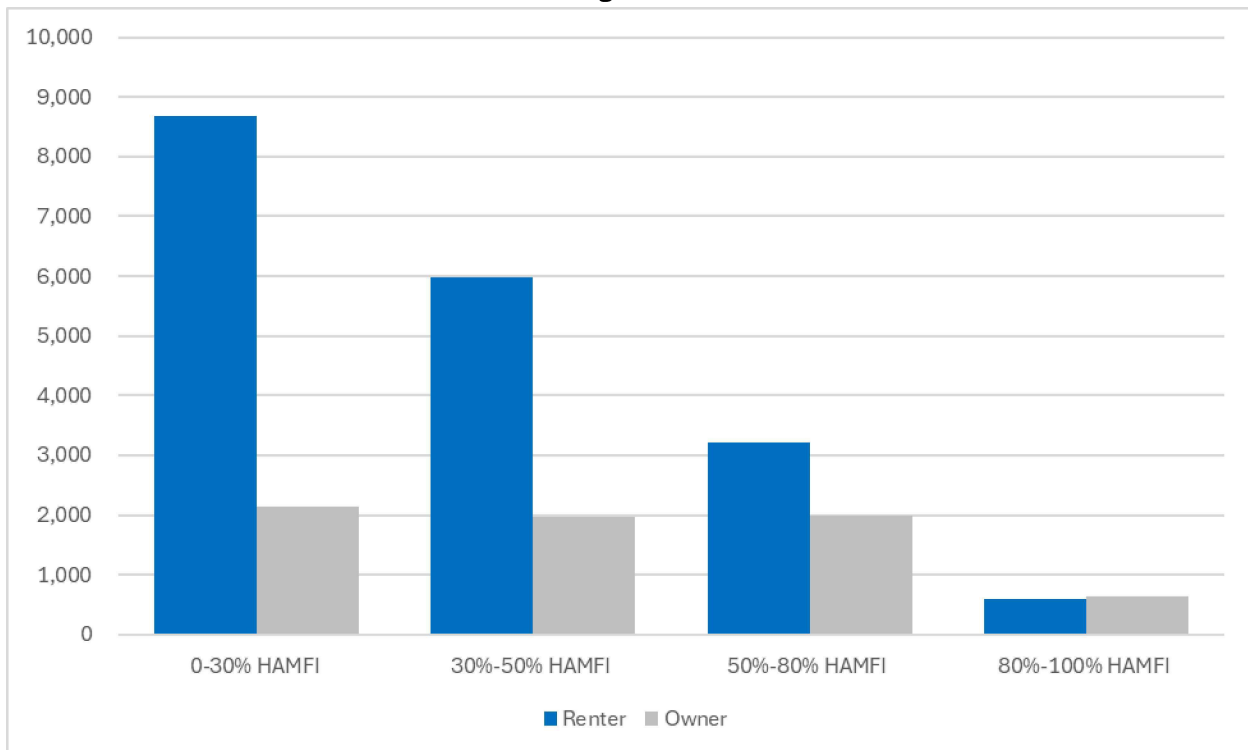


## Housing Issues

A total of 30.7% percent of households in Salt Lake City are listed as occupying housing that has at least one severe housing problems. HUD considers a household to have a severe housing problem if one or more of the following conditions exist:

- Severe overcrowding: More than 1.5 people per room
- Severe cost burden: Monthly housing costs, including utilities, exceed 50% of monthly income
- Lack of complete kitchen facilities: The housing unit lacks complete kitchen facilities
- Lack of complete plumbing facilities: The housing unit lacks complete plumbing facilities

### Households with One or More Severe Housing Problem

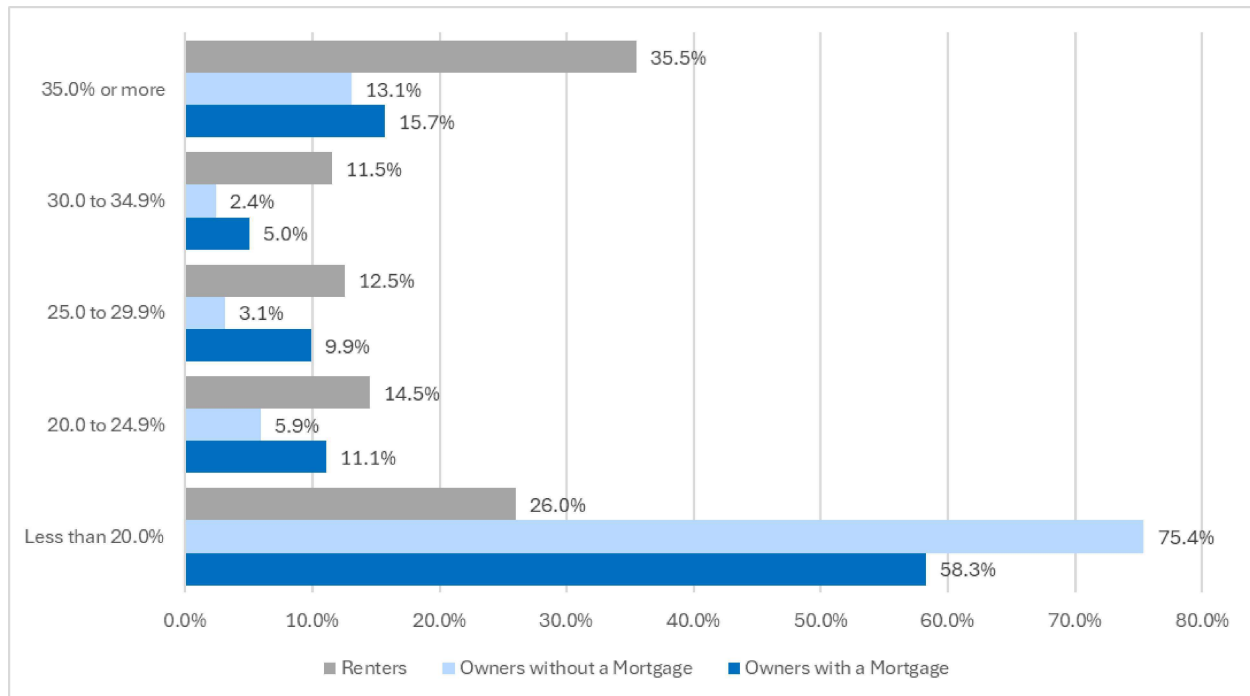


Source: US HUD CHAS Data 2016-2020



According to the 2018-2022 American Community Survey 5-Year Estimates, 47% of renters are cost-burdened, spending at least 30% of their monthly income on housing costs, increasing from 45% five years ago. Among homeowners, 20.7% of owners with a mortgage, decreasing from 25.5% and 15.5% of owners without a mortgage were cost burdened, increasing from 10%.

#### PERCENT OF INCOME SPENT ON HOUSING BY TENURE



Source: 2018-2022 American Community Survey 5-Year Estimates

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