



Emergency Solutions Grant Substantial Amendment to Consolidated Plan

City of Jersey City, FY2011 and FY2012

ESG Substantial Amendment Program Year 2011 - 2012

This document is the substantial amendment to the City of Jersey City Consolidated Plan and FY2011 and 2012 Annual Action Plans. The amendment addresses the FY2011 second round of funding of the Emergency Solutions Grant (ESG) program (“Round 2” funding) and the FY2012 ESG funding. This substantial amendment is organized by the categories that the U.S. Department of Housing & Urban Development (HUD) requires be included in the ESG Substantial amendment. These include:

- Summary of the consultation process;
- Summary of the Citizen Participation Process;
- Matching funds;
- Proposed activities for Round 2 ESG (FY2011) and activities for FY2012 funding and eligible funding/budget;
- Written Standards for Provision of ESG Assistance;
- The process for ESG Round 2 awards;
- Homeless Participation requirement; and
- Required performance standards.

The HUD-required SF-424 and ESG certifications are submitted to HUD with the final document.

Summary of Consultation Process

HUD specifies that this section describe how the recipient consulted with the Continuum(s) of Care on:

- *Determining how to allocate ESG funds for eligible activities;*
- *Developing the performance standards for activities funded under ESG; and*
- *Developing funding, policies, and procedures for the operation and administration of the HMIS.*

The Division of Community Development (DCD) serves as co-chair with Hudson County Division of Community Development for the countywide Hudson County Alliance to End Homelessness Continuum of Care (HCAEH). On March 21, 2012, during the monthly HCAEH meeting, Jersey City presented its plans on the use of ESG funds for rapid re-housing and prevention activities, which included 1) the current use of ESG monies; and 2) the rationale to utilize most of round 2 monies and a larger portion of FY2012 monies for homeless prevention activities as opposed to rapid re-housing activities. Of the 30 providers and non-providers in attendance, attendees were supportive of the City of Jersey City’s ESG proposed plan. The proposed use of funds was approved with a unanimous vote.

The DCD ESG program will further the goals of our local continuum and further the City’s efforts to end homelessness by establishing common performance goals. The guiding philosophies include the need for an effective outreach and triage infrastructure to prevent homelessness and rapidly re-house individuals and families experiencing homelessness, and to address the proven need for homeless prevention services for our community. The strategic objectives of DCD and HCAEH are to:

1. Decrease shelter stays by increasing rapid re-housing to stable housing.
2. Reduce recidivism of households experiencing homelessness.
3. Decrease the number of Veterans experiencing homelessness.
4. Decrease the number of persons experiencing Chronic Homelessness.
5. Decrease the number of homeless households with children.
 - Increase the number of rapid re-housing vouchers and services.
 - Increase the percentage of participants in Emergency Solutions Grant funded rapid re-housing that move into permanent housing.
 - Increase the percent age of participants in Continuum of Care funded transitional housing that move into permanent housing.
6. Increase the percentage of participants in Continuum of Care funded projects that are employed at program exit.
7. Increase persons experiencing homelessness access to mainstream resources.
8. Collaborate with local education agencies to assist in the identification of homeless families and inform them of their eligibility for McKinney-Vento education services.
9. Improve homeless outreach and triage to housing and services.
10. Improve HMIS data quality and coverage, and use data to develop strategies and policies to end homelessness.
11. Develop effective discharge plans and programs for individuals leaving State Operated Facilities at risk of homelessness.

The Division of Community Development (DCD) in conjunction with the Hudson County Alliance to End Homelessness Continuum of Care (HCAEH) Monitoring Committee will provide oversight and monitor the use of HMIS to measure performance measures such as length of shelter stays and recidivism as well as tracking housing stability measures for the rapid re-housing and prevention program(s). To facilitate project implementation and countywide decision-making, DCD will continue to work closely with all HCAEH providers to establish an effective ESG program. Collectively, DCD and the HCAEH governing body, which consists of all county funded providers, will facilitate countywide data sharing agreements throughout the continuum. DCD anticipates using the data to streamline reporting and performance measurement related to ESG.

Summary of Citizen Participation Process

- *Summarize citizen participation process used;*
- *Summarize the public comments or views received; and*
- *Summarize the comments or views not accepted and include the reasons for not accepting those comments or views.*

The Division will provide for a 30-day public comment period of the Draft Substantial Amendment to the FY 2011 and FY2012 Annual Action Plans. The public input process will include notification through a notice published in the Jersey Journal, by posting the document on the City of Jersey City's web-site, and by notifying key stakeholders via receive e-mail notifications. The public will also have an opportunity to provide public comment at the Division of Community Development's public hearing on April 24, 2012 and at the CoC general meeting on April 18, 2012 at the time attendees will consider approval of the draft substantial amendment. The April 24th and April 18th meetings will take place at 6:00pm and 1:30pm, respectively.

After public comments are received, Community Development staff will review the public comments or views received, and comments will be summarized and incorporated into this substantial amendment.

Match

Describe:

- *Types of cash and/or non-cash resources used as match;*
- *Specific amounts of resources used as match;*
- *Proposed uses of match resources.*

The City anticipates funding no more than three (3) non-profit agencies with the FY2011 second allocation and FY2012 funds designated for homeless prevention and rapid re-housing purposes. The City will use a Request for Proposals (RFP) process to select agencies. All ESG subgrantees will be required to provide a 100% match to the funds awarded.

Matching sources may include cash contributions expended for allowable costs, and non-cash contributions including, but not limited to, the value of any real property, equipment, goods or services, provided that the costs are allowable. Costs paid by program income during the contract period will count towards meeting the match requirement provided that the costs are eligible ESG costs that supplement the ESG program.

Proposed Activities and Overall Budget

Proposed activities. *All recipients must include the following details for each proposed activity:*

- *corresponding priority needs from recipient's Annual Action Plan*
- *concise description of the activity, including the number and types of persons to be served*
- *corresponding standard objective and outcome categories*
- *start date and completion date*
- *ESG and other funding amounts*

1. Rapid Re-housing/Homeless Prevention - Housing Relocation and Stabilization Services and Rental Assistance

- a) Reduce homelessness and increase stability for special needs populations.
- b) Expand and preserve affordable housing opportunities throughout the housing continuum.
 - i) Producing affordable units for homeless and disabled persons;
 - ii) Creating and maintaining community-based treatment facilities;
 - iii) Providing emergency housing for homeless individuals and families;
 - iv) Providing housing with services designed to prepare clients to become self-sufficient; and
 - v) Making housing affordable for homeless persons, special needs populations, and senior citizens.

Concise description of the activity, including the number and types of persons to be served

FY 2011 ESG Funds Estimated Allocations by Sub-Activity

Activity	Funding Amount	Percentage
Street Outreach – Essential Services	\$ 5,000.00	1%
Emergency Shelter – Essential Services	\$ 58,628.00	13%
Emergency Shelter – Shelter Operations	\$ 224,251.00	50%
Homelessness Prevention - Housing Relocation and Stabilization Services	\$ 22,670.00	5%
Homelessness Prevention – Rental Assistance	\$ 90,682.00	20%
Rapid Re-Housing – Housing Relocation and Stabilization Services	\$ 9,716.00	2%
Rapid Re-Housing – Rental Assistance	\$ 38,864.00	9%
Administration	\$ 0.00	0%
	\$ 449,811.00	100%

FY 2012 ESG Funds Estimated Allocations by Sub-Activity

Activity	Funding Amount	Percentage
Street Outreach – Essential Services	\$ 5,000.00	1%
Emergency Shelter – Essential Services	\$ 58,628.00	11%
Emergency Shelter – Shelter Operations	\$ 219,251.00	43%
Homelessness Prevention - Housing Relocation and Stabilization Services	\$ 29,159.00	6%
Homelessness Prevention – Rental Assistance	\$ 116,636.00	23%
Rapid Re-Housing – Housing Relocation and Stabilization Services	\$ 12,497.00	2%
Rapid Re-Housing – Rental Assistance	\$ 49,986.00	10%
Administration	\$ 22,491.00	4%
	\$ 513,648.00	100%

Objectives and Outcomes
CPD Outcome Performance Measurement System Reporting
ESG Annual Action Plan Planned Project Results
ESG Performance Measures, FY2011

Table 3C			
Annual Action Plan Planned Project Results			
Outcomes and Objectives	Performance Indicators	Expected Number	Activity Description
SL-1 Availability/Accessibility and Create Suitable Living Environment	Provide funding to support the provision of emergency shelter to homeless persons and/or families.	575*	<ul style="list-style-type: none"> • Emergency Shelter – Shelter Operations • Emergency Shelter – Essential Services
SL-1 Availability/Accessibility and Create Suitable Living Environment	Provide funding to support the provision of medical prescriptions to homeless persons and/or families.	30*	<ul style="list-style-type: none"> • Street Outreach – Essential Services
DH-2 Affordability and Provide Decent Housing	The provision of residential services and assistance primarily to families and single persons experiencing homelessness.	81**	<ul style="list-style-type: none"> • Homelessness Prevention - Housing Relocation and Stabilization Services • Homelessness Prevention – Rental Assistance • Rapid Re-Housing – Housing Relocation and Stabilization Services • Rapid Re-Housing – Rental Assistance

*Hope House – 150 persons; St. Lucy’s Shelter – 425 persons; MASSH – 30 persons.

**Expected number based on projected cost (\$2000) per household

Objectives and Outcomes
CPD Outcome Performance Measurement System Reporting
ESG Annual Action Plan Planned Project Results
ESG Performance Measures, FY2012

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SL-1 Availability/Accessibility and Create Suitable Living Environment	Provide funding to support the provision of medical prescriptions to homeless persons and/or families.	30*	<ul style="list-style-type: none"> • Street Outreach – Essential Services
DH-2 Affordability and Provide Decent Housing	The provision of residential services and assistance primarily to families and single persons experiencing homelessness.	104**	<ul style="list-style-type: none"> • Homelessness Prevention - Housing Relocation and Stabilization Services • Homelessness Prevention – Rental Assistance • Rapid Re-Housing – Housing Relocation and Stabilization Services • Rapid Re-Housing – Rental Assistance

*Hope House – 150 persons; St. Lucy’s Shelter – 425 persons; MASSH – 30 persons.

**Expected number based on projected cost (\$2000) per household

Start Date and Completion Date

ESG funds which will be received for FY 2012 will be awarded within sixty (60) days of receipt of the HUD grant agreement. The ESG contracts for FY 2012 funds are anticipated to begin on September 1, 2012 and will end February 28, 2013. However, the contract period will be dependent upon the date that the HUD grant agreement is executed. At the end of the eighteen (18) month period, funds will be reviewed and reallocated as needed.

ESG and other funding sources

The Division of Community Development (DCD) will not provide additional funding. Subgrantees will utilize other sources of funding to support ESG activities.

Detailed Budget

Declaration of FY 2010 Grant Fund Commitments

Activity Type	Obligated Amount	
Homelessness Assistance.....	\$ 286,419.00	Hope Center – \$85,452.00
Homelessness Prevention.....	\$ 0.00	Saint Lucy’s Shelter – \$195,967.00
Administrative Activities.....	\$ 0.00	MASSH – \$5,000.00
Total FY 2010 Award.....	\$ 286,419.00	

Operation Services – \$229,771.00

Essential Services – \$56,648.00

Discussion of Funding Priorities. *Explain why the recipient chose to fund the proposed activities at the amounts specified (recommended: if available, use locally relevant data to support the funding priorities, and explain how the funding priorities will support the national priorities established in Opening Doors: Federal Strategic Plan to Prevent and End Homelessness). Identify any obstacles to addressing underserved needs in the community.*

The City of Jersey City chose to prioritize homeless prevention activities based on the experience of administering the Homeless Prevention and Rapid Re-Housing program (HPRP). In addition, the City has set aside approximately 11% of the overall FY2011 ESG award and 12% of the FY2012 award for rapid-rehousing activities. Homeless prevention was given greater priority than rapid re-housing due to the greater demand for homeless prevention assistance. This strategy will enable the City to reduce homelessness and increase stability for Jersey City residents in need of this assistance.

While rapid re-housing is important, previous experience has proven that it is extremely difficult to locate reasonably priced housing in high cost areas such as Jersey City. The City's rapid re-housing subgrantee under the HPRP program encountered huge obstacles in locating housing affordable to households earning 50% or below the area median income (AMI). The challenges will be even greater under the ESG program as households must earn 30% or below the AMI.

A lack of reasonably priced housing continues to be a major obstacle in addressing the needs of low income residents in Jersey City. The City of Jersey City continues to prioritize reducing homelessness and decreasing the number of homeless households with children. By using ESG funds for homeless prevention and rapid re-housing activities, the City will be able to prevent additional households from becoming homeless and rapidly return people who experience homelessness to stable housing.

Detailed Budget

Include detailed budget of planned activities and funding levels accounting for entire second allocation and any reprogrammed funds from the first allocation (may use Table 3 in this Notice).

See attachment "ESG Substantial Amendment Notice Tables 1 and 3"

Written Standards for Provision of ESG Assistance

If the recipient is a state: include written standards for providing the proposed assistance or describe the requirements for subrecipients to establish and implement written standards.

The Division of Community Development (DCD) will require FY2011 and FY 2012 ESG awardees to establish and implement written standards for the ESG program prior to executing contracts.

DCD will require awardees to establish written standards that include:

- a) Standard policies and procedures for evaluating individuals' and families' eligibility for assistance under Emergency Solutions Grant (ESG).
- b) Policies and procedures for coordination among emergency shelter providers, essential service providers, homelessness prevention and rapid re-housing assistance providers, other homeless assistance providers, and mainstream service and housing providers.
- c) Policies and procedures for determining and prioritizing which eligible families and individuals will receive homelessness prevention assistance and which eligible families and individuals will receive rapid re-housing assistance.
- d) Standards for determining the share of rent and utilities costs that each program participant must pay, if any, while receiving homelessness prevention or rapid re-housing assistance.
- e) Standards for determining how long a particular program participant will be provided with rental

assistance and whether and how the amount of that assistance will be adjusted over time.

f) Standards for determining the type, amount, and duration of housing stabilization and/or relocation services to provide a program participant, including the limits, if any, on the homelessness prevention or rapid re-housing assistance that each program participant may receive, such as the maximum amount of assistance, maximum number of months the program participants receives assistance; or the maximum number of times the program participants may receive assistance.

Describe Process for Making Sub-Awards

The Division of Community Development (DCD) will utilize a competitive Request for Proposal (RFP) process to solicit subgrantees for the homeless prevention, rapid re-housing and housing stabilization activities. Proposals will be evaluated and ranked by a review committee comprised of DCD staff. Each proposal will be reviewed for consistency with the RFP proposal and review criteria. Staff review leader will submit funding recommendations to the Director of DCD who will jointly make the final subgrantee recommendations. It is anticipated that Request for Proposals will be issued for the following activities: Housing Prevention, Rapid Re-Housing and Housing Stabilization Services. Each subgrantee will receive a one (1) year contract for the proposed activities. Grantee performance will be evaluated annually and contracts will be extended for successful performers. If a subrecipient's performance is deemed unsatisfactory, unexpended balances will be recaptured and re-allocated via an RFP process.

Homeless Participation Requirement

For those recipients who cannot meet the participation requirement in § 576.405(a), the substantial amendment must include a plan that meets the requirements under § 576.405(b).

The Division of Community Development will use the CoC Consumer Advisory Committee to fulfill its homeless participation requirement. An advisory committee has been created consisting of persons who are formerly homeless, currently homeless and at risk of becoming homeless to incorporate the voice of homeless individuals and families in the HCAEH's work. Members of the Consumer Advisory Committee shall have the opportunity to review and comment on new projects prior to final recommendations.

Performance Standards

The recipient must describe the performance standards for evaluating ESG activities, which must be developed in consultation with the Continuum(s) of Care

The Division of Community Development (DCD), like HUD, recognizes that performance standards will evolve over the next few years as the ESG Interim Rule is implemented and as ESG subgrantees improve their program outcomes through the evaluation of HMIS data and through integration of ESG services into their local Continuum of Care. This first year of implementation of the Emergency Solutions Grant DCD will use HPRP data to create specific performance measures and performance standards. The ESG program will set a minimum of three program standards as follows:

- At least 65% of program participants will be discharge to permanent housing.
- At least 65% of program participants will sustain housing at least six months to one year upon program exit.
- At least 75% of participants will access mainstream resources while participating in the ESG program.

DCD performance standards will continue to evolve as we implement the ESG program. Baseline information from FY2012 will be used to further refine measures and standards for the FY2013 ESG funds. DCD will utilize the policy standards established by our local continuum which adheres to the standards described in the HEARTH Act and recommended by entities across the country, notably, the Community Shelter Board in Columbus, Ohio; and the National Alliance to End Homelessness.

Certifications (to be submitted with amendment)

C. Written standards required for recipients who are eligible and decide to use part of the of FY 2012 funds for emergency shelter and street outreach activities.

1. If the recipient is a metropolitan city, urban county, or territory: include written standards for providing the proposed assistance, as follows.

*2. If the recipient is a state, either: (1) include written standards for providing the proposed assistance **or** (2) describe the requirements for subrecipients to establish and implement written standards.*

The Division of Community Development (DCD) will require FY 2012 ESG awardees to establish and implement written standards for providing emergency shelter and street outreach activities for the ESG program prior to executing contracts.

DCD will require awardees to establish written standards that include:

- a) Standards for targeting and providing essential services.
- b) policies and procedures for admission, diversion, referral and discharge by emergency shelters assisted under ESG, including standards regarding length of stay, if any, and safeguards to meet the safety and shelter needs of special populations and persons with the highest barriers to housing.
- c) Policies and procedures for assessing, prioritizing, and reassessing individuals' and families' needs for essential services related to emergency shelter.

D. Requirements for recipients who plan to use the risk factor under paragraph (1)(iii)(G) of the “at risk of homelessness” definition.

If recipient plans to serve persons “at risk of homelessness,” based on the risk factor “otherwise lives in housing that has characteristics associated with instability and an increased risk of homelessness:” describe specific characteristics associated with instability and increased risk of homelessness.

The Division of Community Development (DCD) plans to allow its ESG subrecipients to use, the risk factor in 24 C.F.R. 576.2, under paragraph (1)(iii)(G) of the “at risk of homelessness” definition: “otherwise lives in housing that has characteristics associated with instability and an increased risk of homelessness.”

DCD used its HPRP award money to provide homeless prevention and rapid re-housing to “at risk” and “homeless” individuals and families. The performance outputs and expenditure tracking proved the need for homeless prevention services were and still are needed in our community. DCD believes that in the implementation of the FY2011 and FY 2012 ESG contracts, subgrantees will have ample opportunity to identify and serve persons deemed to be at risk of homelessness based on our HPRP program analysis and the standards described in the “at risk of homelessness” definition in

E. Requirements for Optional Changes to the FY 2012 Annual Action Plan

1. Centralized or Coordinated Assessment System

If the recipient's jurisdiction, or a portion of the recipient's jurisdiction, currently has a centralized or coordinated assessment system and the recipient or subrecipients utilize the centralized or coordinated assessment system, the recipient should describe the assessment system in the substantial amendment.

The Division of Community Development (DCD) does not currently use centralized or coordinated assessment systems. The Hudson County Alliance to End Homelessness Continuum of Care (HCAEH) is in the process of developing a homelessness prevention eligibility tool to target those most at-risk of becoming literally homeless. The tool will be developed using HUD's ESG eligibility criteria and local data regarding characteristics common among people who are literally homeless. Depending on the level of need of potential clients, the agency initially conducting intake will either admit the person to their program or will conduct a warm hand-off to another homelessness prevention provider in the ESG-funded homelessness prevention system that is skilled in meeting the person's needs for housing.

The Hudson County Alliance to End Homelessness Continuum of Care (HCAEH) will use existing formal agreements, along with HMIS and other HUD approved documents, with providers serving people who are literally homeless (emergency shelters, day centers, and street outreach providers) to identify people who are eligible for rapid re-housing services. This system will be integrated into a more robust coordinated intake process for the homeless residential system that is currently under development.

FY2011 and FY2012 subgrantees will not be required to participate in a centralized or coordinated assessment system until HUD provides additional standards to Continuums of Care through the publication of the Continuum of Care program rule. Once HCAEH has created and approved a centralized or coordinated assessment system, DCD will encourage the recipient to participate in the CoC's centralized or coordinated assessment system.

2. Monitoring

If existing monitoring procedures are not sufficient to allow recipients to monitor compliance with the new requirements, HUD encourages recipients to update their monitoring standards and procedures in the process of submitting this substantial amendment. This should address appropriate levels of staffing.

The City will use the Hudson County Alliance to End Homelessness (HCAEH) Monitoring Policy to evaluate program effectiveness. The HCAEA Program Planning and Evaluation Committee (the "Committee") will be responsible for monitoring programs funded through the City's ESG grant. This committee is also responsible for the countywide Homeless Management Information System (HMIS). The committee is also responsible for monitoring and evaluation all projects funded through the Jersey City/ Hudson County Continuum of Care. By channeling monitoring responsibilities through the Committee this will allow for a more comprehensive review of homeless shelters, rapid re-housing, street outreach and homeless prevention activities. The Committee will perform a site visit of each project funded through the Continuum of Care and Emergency Solutions Grant Program. During each site visit Committee members will meet with program staff, review HMIS data, financial data and program files to determine whether the program is meeting HUD requirements and the HCAEH Performance Standard. Prior to the site visit, the Committee will provide each project sponsor with a Performance and Evaluation Checklist and providers will be asked to provide backup documentation for each item on the list at the site visit. Each funded program will receive a score based on their monitoring visit. Staff from the Division of Community Development will participate in monitoring visits.