

City of Hartford

HOME-ARP Allocation Plan



March 2023

(For Public Participation Use Only)

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Executive Summary

Overview

Congress appropriated \$5 billion in ARP funds to be administered through HOME to perform four activities that must primarily benefit qualifying individuals and families who are homeless, at risk of homelessness, or in other vulnerable populations. ARP provides funds for homelessness and supportive services assistance under Title II of the Cranston-Gonzalez National Affordable Housing Act of 1990, as amended (42 U.S.C. 12721 et seq.) (“NAHA”). The program established for the use of ARP funds is the HOME-American Rescue Plan or “HOME-ARP” program.

HOME-ARP funding allows for significant new resources to address homeless assistance needs by creating affordable housing for non-congregate shelter units and providing tenant-based rental assistance or supportive services. HOME-ARP funds are available for expenditure until September 2030.

HOME-ARP funds must be used for individuals or families from the following qualifying populations: homeless; at-risk of homelessness; fleeing or attempting to flee domestic violence, sexual assault, stalking, or human trafficking; other populations where providing assistance would prevent the family’s homelessness or would serve those with the greatest risk of housing instability; and veterans and families that include a veteran family member that meet one of the preceding criteria.

HOME-ARP funds can be used for four eligible activities including the production or preservation of affordable housing; tenant-based rental assistance; supportive services, including homeless prevention services and housing counseling; and the purchase or development of non-congregate shelter for individuals and families experiencing homelessness. Additionally, HOME-ARP provides up to 15 percent of the allocation for administration and planning costs of the participating jurisdiction and for subrecipients administering all or a portion of the grant.

HOME-ARP can provide up to 5 percent of the grant for operating costs of Community Housing Development Organizations (CHDOs) and other non-profit organizations, including homeless providers. Additional funding is available to these organizations for capacity building.

Per the U.S. Department of Housing and Urban Development (HUD), the City of Hartford must engage in consultation and public participation processes and develop a HOME-ARP allocation plan that meets established requirements and submit said plan to HUD before or by March 31, 2023, as a substantial amendment to HUD’s Fiscal Year 2021 annual action plan.

The City of Hartford, upon HUD approval of its HOME -ARP Allocation Plan, will receive approximately **\$5.2 Million** in HOME-ARP funding to address the need for homelessness assistance, supportive services, and non-congregate shelters in this new Covid-19 era. This funding

will allow the City to build upon its deep commitment to and ongoing work in the area of homelessness.

Summary of Planned Activities

This HOME-ARP Plan and the activities planned by the City of Hartford are consistent with the City of Hartford’s Municipal Affordable Housing Plan (hereafter ‘AHP’)¹ that has been approved and adopted by Hartford’s City Council in December 2022. The AHP is a five-year affordable housing plan with extensive research and data. It took a holistic approach to address affordable housing issues and to present goals and implementation strategies in the City of Hartford. In the AHP, there are specific sections on the issue of homelessness regarding available resources, goals, and implementation strategies. This HOME-ARP Plan reinforces content provided in the AHP and provides additional critical data on homelessness assistance and supportive services, needs assessment, gap analysis, activities, and production housing goals.

The City of Hartford is prioritizing (1) the acquisition and development of non-congregate shelter opportunities and (2) Support Services (homeless prevention services, case management, program delivery costs, etc) to support one or more qualified populations. Other eligible activities may be considered, as opportunities arise. Funding under the HOME–ARP program will be administered in accordance with program and target population requirements.

COH is not prioritizing one eligible qualifying population over another.

¹ The 2022 adopted final plan can be found at <https://www.hartfordct.gov/Government/Departments/DDS/DDS-Divisions/Planning-Zoning/Affordable-Housing-Plan>

Plan Development

Consistent with the Citizen Participation Plan, and to give reasonable notice and an opportunity to comment, COH will solicit public input in order to: 1) utilize input into the development of the draft City of Hartford HOME-ARP Allocation Plan (Consultation Process); and 2) solicit feedback and comments on the draft City of Hartford HOME-ARP Allocation Plan (Public Participation).

Consultation

Before developing its HOME-ARP Allocation Plan, the City of Hartford consulted with key stakeholders in the community. These include Journey Home and the Greater Hartford Coordinated Access Network (CAN), homeless services providers, veteran’s organizations, HIV/AIDS service providers, homeless youth service providers, and domestic violence service providers.

As part of its Consultation Process, the City of Hartford conducted seven (7) one-on-one discussions with the purpose of obtaining input into the development of the City of Hartford HOME-ARP Allocation Plan. The purpose of the one-on-one discussions was to consult with agencies and service providers whose clientele includes the HOME-ARP qualifying populations to identify unmet needs and gaps in housing or service delivery systems.

Specifically, the following agencies provided input to this Plan: Community Renewal Team, Mercy Housing and Shelter Corporation, My Sister’s Place, Hands On Hartford, Journey Home, South Park Inn, The Salvation Army. The following table presents the dates for these one-on-one discussions:

Stakeholder Name	Meeting Date(s) and Time(s)
Community Renewal Team	May 13, 2022, at 11am
Mercy Housing and Shelter Corporation	April 19, 2022, at 2pm
My Sister’s Place	April 19, 2022, at 2pm
Hands on Hartford	May 2, 2022, at 11:30am
Journey Home (CoC serving the City of Hartford)	April 21, 2022, at 2pm May 12, 2022, at 11am July 14, 2022, at noon August 10, 2022, at 4pm October 18, 2022, at noon November 4, 2022, at 4pm
South Park Inn	May 3, 2021 at 1pm June 29, 2021 at 1pm May 11, 2022 at 1pm January 23, 2023 at 2:30pm

The Salvation Army	February 27, 2023 at 2pm
State of Connecticut (DOH)	December 14, 2022 at 11am February 22, 2023 at 9am

Journey Home also held several meetings to discuss the needs and priorities with these various stakeholder groups, which occurred on December 1, 2021, December 15, 2021, January 5, 2022, February 2, 2022, February 16, 2022, March 2, 2022, April 6, 2022, and June 1, 2022. Meeting attendees included Beacon Health Options, Chrysalis Center, Community Health Resources Community Housing Advocates, Connecticut Harm Reduction Alliance, Cornerstone Foundation, House of Bread, ImmaCare, Interval House, The Open-Hearth Association, YWCA Hartford Region. These Greater Hartford Coordinated Access Leadership partners are all service providers whose clientele includes the HOME-ARP qualifying populations. The group discussed unmet needs and gaps in housing or service delivery systems. Journey Home shared these needs and priorities with The City of Hartford.

Stakeholder feedback for the use of HOME-ARP funds was consistent in the following areas:

- Diversion
- Non-Congregate Shelter Assistance
- Rapid Rehousing
- Outreach
- Security Deposit Assistance
- Provide supportive services
- Shelter/Organization Operating Costs
- Intake/Clinical Services Staff

The City of Hartford received significant comment and data with regard to eligible activities, population preferences, and target geographies. All feedback and input were considered in the drafting of this allocation plan.

Public Participation

The public will be provided with sufficient information beforehand to facilitate informed comment and participation. Public notices will be published, posted and/or transmitted on the following sites and/or via the following media at least two weeks in advance of community outreach meetings, public hearings, technical assistance sessions, and/or any City actions related to the development of consolidated planning documents:

- Legal notices section of the Hartford Courant;
- Legal notices sections of community-based newspapers (Hartford News, West Indian American, Northend Agents, and PostLatino) that cater to minorities and non-English speaking persons. Community-based newspapers do not publish on a daily basis. Therefore,

if a particular public comment period does not coincide with the respective newspaper's publication date, the notice will not be published in that particular paper;

- Hartford Town and City Clerk's Office;
- City of Hartford website, "Public Meetings and Information" Section of the Department of Development Services page,
<https://www.hartfordct.gov/Government/Departments/DDS>

The City of Hartford will solicit input on the draft HOME-ARP Allocation Plan through a nineteen (19) day public comment period from March 6, 2023 through the close of business on March 24, 2023. COH will hold a virtual public hearing on the draft City of Hartford HOME-ARP Allocation Plan on Monday, March 20, 2023. A legal notice was published in at least three (3) newspapers, including one in Spanish announcing the public hearing and comment period. The legal notice and related documents are available on COH's website.

All comments received both at the public hearing and in writing will be summarized and responded to in Attachment A.

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Needs Assessment and Gap Analysis

The City of Hartford evaluated the size and demographic composition of qualifying populations within its boundaries and assessed the unmet needs of those populations. Additionally, COH identified gaps within the City’s current shelter and housing inventory as well as the service delivery system. The most current data available were utilized including the point-in-time count and the housing inventory count for quantifying the individuals and families in the qualifying populations and their need for additional housing, shelter, or services.

Evaluation of Size and Demographic Composition

The City of Hartford Hartford’s population consists of 123,628 individuals, or 45,879 households, according to the 2014-2018 ACS. Hartford is the state’s fourth largest city in terms of total population. Hartford is projected to grow by only 0.3% in the next twenty years, according to projections from the Connecticut Data Center. The largest increases will be for age groups 40-64 years and 65 years and older, indicating that there will likely be a need for more targeted housing for seniors in coming years. 85% of Hartford’s population is non-white. Hartford’s average household size is 2.53 persons/household. 33% of households in Hartford have at least one person under the age of 18; 30% of households have at least one person over the age of 60 years old; and 36% of households are single-person households (elderly, students, unmarried person, etc.). Hartford’s median household income is \$34,338. It is worth noting that there is a significant discrepancy in median household income between owners and renters. The median household income for owner households is \$65,438 – more than twice that for renter households, at \$26,996.

Homeless as defined in 24 CFR 91.5

The 2020 data below came from the Point in Time (PIT) dashboard from the Connecticut Coalition to End Homelessness.

2020	Sheltered		Unsheltered	Total
	Emergency Shelter	Transitional Housing		
Summary of Persons in Each Household Type				
Persons in households without children	347	22	48	417
Persons in households with at least one adult & one child	108	0	2	110
Persons in households with only children	1	0	0	1
<i>Children under age 18</i>	<i>69</i>	<i>0</i>	<i>0</i>	<i>69</i>
<i>Persons age 18 to 24</i>	<i>24</i>	<i>5</i>	<i>1</i>	<i>30</i>
<i>Persons Over Age 24</i>	<i>363</i>	<i>17</i>	<i>49</i>	<i>429</i>

Total	456	22	50	528
Demographic Summary by Race				
Black or African American	198	13	9	220
White	183	9	33	225
Asian	2	0	0	2
American Indian or Alaska Native	9	0	1	10
Native Hawaiian or other Pacific Islander	7	0	0	7
Multiple Races	57	0	7	64
Total	456	22	50	528
Demographic Summary by Ethnicity				
Hispanic/Latino	169	4	14	187
Non-Hispanic/Non-Latino	287	18	36	341
Total	456	22	50	528
<i>Source: Connecticut Coalition to End Homelessness PIT Dashboard January 2020</i>				

In 2021, the data collection methodology changed. According to the Connecticut Coalition to End Homelessness (CCEH), initial data from the January 26, 2021 Point in Time (PIT) count shows that the sheltered homeless population has dropped 18.6% to 389 (compared to a 16.1% drop statewide). The unsheltered population cannot be compared to the previous year's results due to a different methodology utilized for safety concerns over COVID-19. Data in the Homeless Management Information system ("HMIS") was utilized. The unsheltered data is managed by professional outreach teams who are familiar with this population and engage with them year-round. The method employed in 2021 provided accurate data on demographics, disabling conditions, and chronic homelessness since it is entered and verified by outreach staff throughout the year.

2021	Sheltered		Unsheltered	Total
	Emergency Shelter	Transitional Housing		
Summary of Persons in Each Household Type				
Persons in households without children	297	22	-	319
Persons in households with at least one adult & one child	70	0	-	70

Persons in households with only children	0	0	-	0
<i>Children under age 18</i>	<i>41</i>	<i>0</i>	<i>-</i>	<i>41</i>
<i>Persons age 18 to 24</i>	<i>13</i>	<i>5</i>	<i>-</i>	<i>18</i>
<i>Persons Over Age 24</i>	<i>313</i>	<i>17</i>	<i>-</i>	<i>330</i>
Total	367	22	-	389
Demographic Summary by Race				
Black or African American	172	10	-	182
White	136	11	-	147
Asian	6	0	-	6
American Indian or Alaska Native	14	1	-	15
Native Hawaiian or Other Pacific Islander	1	0	-	1
Multiple Races	38	0	-	38
Total	367	22	-	389
Demographic Summary by Ethnicity				
Hispanic/Latino	116	3	-	119
Non-Hispanic/Non-Latino	251	19	-	270
Total	367	22	-	389
<i>Source: Connecticut Coalition to End Homelessness PIT Dashboard January 2021</i>				

At Risk of Homelessness as defined in 24 CFR 91.5

211 call data can be used to estimate the needs of those who are at risk of homelessness. The following chart represents the calls from the City of Harford to 211 in the past two years, documenting a 19.4% increase in the number of calls for housing and shelter assistance. For those who are still in their own home, many may receive assistance from the Unite CT Eviction Prevention program. For those who cannot be prevented from being evicted, and for those who have already lost their home, but who are not yet homeless, 211 refers them to homelessness prevention and diversion programs.

211 Data	Shelter Requests	Low Cost Housing/Rent Assistance/ Contacts	Total
Oct 2020 – Sep 2021	8,325	9,125	17,450
Oct 2021 – Sep 2022	10,797	10,037	20,834
Increase (by number)	2,472	912	3,384

Increase (by percentage)	30%	10%	19.4%
<i>Source: ct.211counts.org</i>			

Fleeing, or attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking, as defined by HUD

The following are estimates using and extrapolating six months of data from the Greater Hartford Coordinated Access Network By-Name-List of people experiencing homelessness and domestic violence to estimate a year of data. Journey Home works closely with domestic violence service providers in the region, and the By-Name List does not use any identifying information for people experiencing domestic violence.

Individuals	Families	Total
168	468	636

While working with domestic violence survivors in the Greater Hartford area the homeless domestic violence population is primarily mothers/women with children, but there are also individuals. Similar to other homeless families, their needs include childcare and moving assistance, rental assistance, housing search assistance, and services.

Other Populations

Below is a summary of all other populations. These groups of populations are at risk of being homeless and would not otherwise qualify under the other categories.

2020	Sheltered		Unsheltered	Total
	Emergency Shelter	Transitional Housing		
Severely Mentally Ill	25	6	1	32
Chronic Substance Abuse	11	3	3	17
Veterans	9	9	3	21
HIV/AIDs	7	0	0	7
Victims of Domestic Violence	49	6	1	56
Chronically Homeless Adults	29	0	3	32
Chronically Homeless Vets	1	0	0	1
Total	131	24	11	166
<i>Source: Connecticut Coalition to End Homelessness PIT Dashboard January 2020</i>				

2021	Sheltered			
	Emergency Shelter	Transitional Housing	Unsheltered	Total
Severely Mentally Ill	36	12	-	48
Chronic Substance Abuse	12	15	-	27
Veterans	4	7	-	11
HIV/AIDs	8	1	-	9
Victims of Domestic Violence	21	0	-	21
Chronically Homeless Adults	73	0	-	73
Chronically Homeless Vets	1	0	-	1
<i>Source: Connecticut Coalition to End Homelessness PIT Dashboard January 2021</i>				

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Shelter/Housing Inventory

Hartford is home to eight (8) year-round emergency shelters, two (2) domestic violence shelters, and four (4) transitional housing programs. Year-round emergency shelters supply a total of 335 beds, with only one of the shelters being non-congregated. Domestic violence shelters supply 33 beds in total; transitional housing programs supply 32 beds in total. Combining all shelters that operate year-round, there are 400 beds available in the City of Hartford. In addition, there are five (5) seasonal shelters consisting of 132 beds in the city, for a grand total of 532 beds in Hartford for qualifying populations.

In surrounding towns combined, there are 141 beds supplied by a total of six (6) shelters, including 60 beds in seasonal shelters and 81 beds year-round. The tables below provide details of each shelter, whether it is congregated, and the number of beds.

Hartford Year-Round Emergency Shelters		
Shelter Name	Non-Congregate Y/N?	Number of beds
Salvation Army MH - Family Shelter (ES) (FAM)	No	27
YWCA Of The Hartford Region-Shelter (ES)(IND)	No	18
ImmaCare (ES)(IND)(SM)	No	75
South Park Inn - Emergency Shelter (ES) (IND)(SMF)	Yes	56
The Connection-START Program Hartford	No	12
CRT McKinney Covid Hotel/Motel (CV)(ES)	No	78
DOH-Hartford CAN Hotel/Motel (ES)	No	14
Open Hearth Association - Emergency Shelter (ES)(IND)	No	55
TOTAL		335

Hartford Domestic Violence Shelters		
Shelter Name	Non-Congregate Y/N?	Number of beds

Interval House - Shelter (ES)(PITOnly)	No	22
Interval House Hartford Covid Hotel/Motel (CV)(ES)(DV)(PIT Only)	No	11
TOTAL		33

Harford Transitional Housing Programs		
Shelter Name	Non- Congregate Y/N?	Number of beds
CRT- Veterans Crossings Bridge Housing (GPD)(THP)	No	12
Mercy Housing and Shelter GPD (TH)	No	5
GPD Bridge Housing Beds - SPI (TH) (SMFHC)	Yes	5
SPI - GDP Low Demand - SAFE HAVEN,SH,GPD,	Yes	10
TOTAL		32

Hartford Seasonal Shelters		
Shelter Name	Non-Congregate Y/N?	Number of beds
Salvation Army-MH Overflow (ES)	No	21
Salvation Army MH - Women and Family Overflow (ES)(FAM)	No	23
Journey Home MACC Hotel/Motel	No	15
South Park Inn - Warming Center (DOH)(ES)	Yes	45
Hartford CV FEMA Hotel	No	28
TOTAL		132

Shelters Outside Hartford In Greater Hartford Region		
Shelter Name	Non- Congregate Y/N?	Number of beds

CRT - East Hartford Community Shelter	No	20
Enfield Safe Harbor	Yes	30
The Network Enfield Covid Hotel/Motel	No	5
The Network Domestic Violence Shelter	No	16
Cornerstone - DOH Seasonal Shelter	Yes	30
Cornerstone Emergency Shelter	No	40
TOTAL		141

General Housing Inventory

Hartford has 53,864 housing units citywide. Of occupied units, 19% of occupied units in Hartford are single-family homes whereas 81% are multifamily (2+ units). Furthermore, 23% of occupied units in Hartford are owner-occupied whereas 77% are renter-occupied. Hartford is characterized by an aged housing stock. Half of Hartford's units were built prior to 1950; a quarter was built from 1950-1970, and about a quarter was built since 1970. The age of housing stock often correlates with poorer housing quality. As housing conditions deteriorate, there can be a decreasing number of housing stock, resulting in a shortage of available units for the qualifying populations.

However, 40% of all housing units in Hartford are restricted affordable by deed or financing mechanism. Hartford's share of affordability has hovered around 35 to 40% since at least 2002. These restricted affordable units fall into one of four categories, as defined by the DOH for Section 8-30g:

- Government assisted housing (21% of units in Hartford) refers to projects that receive financial assistance from any governmental program for the construction or rehabilitation of low- or moderate-income housing. The DOH does not break this down by type of subsidy. It should be noted that the Housing Authority of the City of Hartford owns and operates 13 public housing communities, equivalent to 988 units, which fall within this category.²
- Tenant rental assistance (17% of units in Hartford) refers to rental units subsidized by Housing Choice Vouchers.
- Single-family CHFA/USDA mortgages (3% of all units in Hartford) refer to ownership housing financed by the Connecticut Housing Finance Authority or the U.S. Department of Agriculture.

In addition to affordable units as defined by DOH above, certain neighborhoods in Hartford are characterized by market rate rents that are equivalent, or less than, deed-restricted affordable rents. Staff examined median rents by ZIP code as reported by the ACS (2016-2020 5-year estimates)

² City of Hartford HUD 2020 Annual Action Plan and CAPER FY2020-21.

against HUD’s FY2023 Fair Market Rents (FMR) for 1- and 2-bedroom units. For instance, in ZIP Code 06120 (which includes Clay Arsenal, Northeast, and the North Meadows), the median rent reported by the ACS for all units across all bedroom sizes is \$923 per month. HUD FMR rents for 1- and 2-bedroom units for the same zip code are \$1,060 and \$1,320 per month, respectively. This suggests that, in addition to the 40% affordable units as defined by DOH, there is also some “natural”, non-subsidized housing affordability within certain neighborhoods in Hartford. These unsubsidized units may be relatively affordable due to various factors such as local market conditions or to the fact that these units are older or in substandard conditions. In the face of changing market conditions, these units could become less affordable, as they do not have any restriction on rents/sale prices.

Summary/Takeaway from Shelter and General Housing Inventory Data

Historically, whether analyzing the number and percentage of shelter beds or affordable housing, urban areas and cities have had to shoulder the burden of funding activities and organizations that house low-to-moderate income and homeless populations. To the extent that there is a significant gap in available shelter beds, service delivery tools, and available affordable housing, the city is seeking solutions via a regional approach - which would involve a greater level of participation and commitment from the State of Connecticut and surrounding towns.

Unmet Housing and Service Needs for Qualifying Populations

There are two major unmet housing and service needs for qualifying populations. One is the need for non-congregated shelters. Currently, the vast majority of shelters in the City of Hartford are congregated. “Over the past decade, the decline in shelters has largely kept pace with the decline of the state’s homeless population. But, in the economic fallout of the pandemic, the number of people experiencing homelessness is back on the rise in 2022, and the resources are simply not there to sustain the increase”.³ In order to protect public health, and better respond to a future pandemic or public health crisis, there is a strong need for converting traditional congregate shelters into non-congregated shelters for qualifying populations.

The second unmet need is supportive services for qualifying populations. These include but are not limited to food, housing search and counseling, and case management. According to Journey Home, the CoC covering the Greater Hartford area, there are approximately 1,500 homeless people at any given time in the Greater Hartford area. Within the City of Hartford, there are 200 to 400 homeless people at any given time that need these services. In addition, there was a 19.4% increase in 211 calls seeking support in finding emergency shelters.⁴ In fact, from October 1, 2021 to September 30, 2022, there were 20,834 calls to 211 from people in the City of Hartford requesting low cost housing and rental assistance or shelter. Over the next three years, Journey Home estimates that 211 will receive 70,190 calls from people in the Greater Hartford area requesting this assistance. Thousands of these callers will be people who are at risk of homelessness and/or eviction. These data points demonstrate an increasing need in supportive services for qualifying populations in the City of Hartford.

Characteristics of Housing Associated with Instability and An Increased Risk of Homelessness

Besides the traditional method of head counting unsheltered individuals, there are other ways to examine the need and gap for homelessness services. The Affordable Housing Plan provided detailed and extensive needs assessment and gap analysis for affordable housing.⁵ There are some noteworthy findings from these analyses relevant to homelessness:

- *Affordability at risk.*⁶ A 2020 CHFA analysis found a total of 6,734 affordable units at risk of expiring before 2030 in Hartford County; of these, 22% (1,543 units) are owned by for-profit organizations. Most of these units are located in the City of Hartford. Although in the past, it was common for property owners to renew their terms of affordability via different mechanisms, it does not warrant the same decision-making pattern in the future.

³ <https://www.courant.com/2022/12/12/homeless-in-ct-emergency-shelter-system-a-logjam-after-fallout-from-pandemic/>

⁴ *ct.211counts.org*

⁵ AHP Section III. pp.35-53.

⁶ AHP p.40

Therefore, in the event a property owner opted not to extend its affordability term, the renters could possibly be displaced or become homeless.

- *Housing instability*⁷: Hartford has the highest number of eviction filings in Connecticut. Between January 2, 2021, and February 17, 2023, there are 4,738 eviction filings and 10,451 renters facing eviction⁸. Eviction, whether it is finalized, can cause instability because renters can feel intimidated, and insecure, and may face retaliation from property owners. As evictions happen, renters can become homeless and thus seek supportive assistance.
- *Low-rent housing availability*⁹: It is likely that higher-earning households are pressuring the supply of lower-priced units by crowding out households from units that would otherwise be affordable to those making less than 80% of AMI. In other words, there may be market demand for higher-priced units for higher income households, which would free up cheaper units for lower-income households. This also means that, concurrently, existing housing serving the lowest-income groups must also be improved to ensure these units are safe and in good condition.
- *Cost-Burden*: In terms of housing cost burden among renters, 32% of renter households in Hartford are severely housing cost-burdened, meaning they spend more than 50% of their gross income on housing costs. About 22% of Hartford's renters are moderately housing cost-burdened (spending between 30-50%). Note that *low-income renters* or *households on fixed incomes* tend to be the most housing cost-burdened and the most prone to housing instability, as they have less leverage in their income flow to handle unexpected rent increases.

Priority Needs for All Four Qualifying Populations

The City of Hartford's goals, in collaboration with its many partners in the sphere of homelessness for all four of the qualifying populations include:

- Making homelessness rare, brief, and nonrecurring: Tackling the root causes of homelessness by coordinating better with health care, housing, and transportation providers will safeguard the dignity of those without shelter.
- Adopt a housing first approach to homelessness: Providing people with shelter, regardless of sobriety or mental health status, will transition people from the streets and enable them to receive necessary services.

⁷ AHP pp.41-42

⁸ CT DATA. <https://evictionmap.ctdata.org/#10/41.5031/-72.7575>

⁹ AHP pp.50-51

- Audit and centralize existing social services: Collecting and coordinating providers of homelessness, mental health, counseling, financial education, and family services will improve outcomes for users.

Gaps within the Current Shelter/Housing Inventory and Service Delivery System

As stated in the Hartford Courant article titled “*Homeless In CT: Emergency Shelter System A ‘Logjam’ After Fallout From Pandemic*”, “state and city resources are struggling to keep up with the number of residents experiencing homelessness and housing instability. According to 211 call data, there has been a 19.4% increase in calls for housing and shelter assistance. “

Historically, urban areas and cities have had to shoulder the burden of funding activities and organizations that house and serve homeless populations. To the extent that there is a significant gap in available shelter beds, service delivery tools, and available affordable housing, the city is seeking solutions via a regional approach - which would involve a higher of degree participation and commitment from the State of Connecticut and surrounding towns.

For its part, the City has been a longtime and steadfast supporter of entities, programs, and initiatives aimed at ending homelessness, addressing housing instability, reducing cost burden, and ensuring code compliance. Below is a list of city-implemented activities, some of which are found in the City’s newly adopted 5-Year Affordable Housing Plan:

- The City administers a 5,300 strong Section 8 Housing Choice Voucher Program
- 12% of the rental units in Hartford are supported by some manner of Section 8 subsidy
- The City has committed 10% of its total voucher allocation to support a homeless preference, representing \$4,300,000 in rental subsidy value
- The City provides \$30,000 annually in financial support to Journey Home
- The City increased the value of its vouchers by 10%-20%, increasing the number of opportunities for voucher holders seeking safe, sanitary and affordable housing
- The City successfully housed 50 homeless and permanently displaced residents utilizing HUD-awarded emergency vouchers during the Covid-19 Pandemic.
- The City competed for and secured 25 housing choice vouchers to house low-income military veterans
- The City partnered with Mercy Shelter to provide Mobility Counseling and Services for hose voucher holders that wish to locate to neighborhoods or areas of opportunity
- The City is supporting the relocation of the CRT- managed McKinney Shelter to the Days Inn Hotel, where staff and residents can take advantage of an upgraded, 85 bed facility and services in a non-congregate environment designed to mitigate the spread of COVID-19 and/or other pandemics of the future
- The Fair Rent Commission will continue to guard against unfair rent increases by landlords, helping to hold the lime for cost-burdened households.

- The Rental Licensing Program requires landlords of residential properties with at least 3 units to obtain a rental license and to undergo City-led inspections every 4 years. Housing code inspections are comprehensive and include lead-safety inspections.
- \$750,000 in new funding for the Greater Hartford Legal Aid, provides free legal assistance to City residents who are pursuing legal action against landlords for housing condition violations

Additionally, the City provided direct financial assistance to several different shelters, rooming houses, and social service organizations. Many receive said assistance on an annual basis. These shelters and organizations are generally based in Hartford and serve Hartford residents as well as surrounding towns. A list of these recipients can be found in Attachment B.

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HOME-ARP Subrecipients and Activities

The City of Hartford plans to work with the following non-profits and shelters directly as it relates to the commitment and expenditure of HOME-ARP funding. As is customary with the City's HOME Program, the recipients will be required to submit a HOME-ARP application. The City of Hartford will identify subrecipients of the HOME-ARP funding and provide oversight as the subrecipients carry out activities.

The City of Hartford will not be distributing any portion of its HOME-ARP administrative funds to a subrecipient or contractor prior to HUD's acceptance of the HOME-ARP allocation plan.

Activity	Amount
Supportive Services	\$2,200,000
Acquisition and Development of Non-Congregate Shelter	\$3,000,000
Total	\$5,200,000

There is no planned funding for non-profit operating assistance and capacity building.

Activity 1: \$ 2,000,000 to fund supportive services provided by Journey Home.

Journey Home is a team of innovative problem solvers who are passionate about ending homelessness in our community. Founded in 2007, Journey Home has grown to become a strategic leader and valued partner for homeless service providers throughout the capitol region of Connecticut. A non-profit organization Journey Home currently implements a coordinated entry system and now uses a single prioritized process for shelter placements to ensure that those who are most vulnerable are able to access shelter efficiently.

Journey Home has a long track record of success. In Fiscal Year 20-21, as a result of the COVID-19 Pandemic, 250 individuals were transitioned from congregate shelters into double-occupancy hotel rooms to ensure the safety of staff and clients. Journey Home coordinated this effort, relocating elderly and immunocompromised clients from across the Coordinated Access Network into hotels. The City and Journey Home have collaborated with the City on a number of initiatives, including the management of the City's Homeless voucher preference and the leasing up of 50 Covid-19 Emergency vouchers. With the City's assistance, Journey Home will be uniquely positioned to positively affect the lives of many of our most vulnerable citizens.

Activity 2: \$ 1,000,000 to fund the extensive rehabilitation of the existing Salvation Army South Marshal Street Family Shelter

The Salvation Army's Marshall House is located in Hartford's Asylum Hill Neighborhood, at 225 South Marshall Street. Marshall House programs offer far more than just meals, clothing, and a

place to sleep. Services are holistic and include prevention and response to issues surrounding homelessness and poverty. Residents are offered education, employment skills training, advocacy services, counseling, and compassionate care so that they are empowered to lead responsible, self-sufficient lives. The staff at Marshall House is committed to providing a safe environment, support, and guidance for residents during difficult periods in their lives. The Marshall House features a Women & Family No Fees Shelter, a Homelessness Prevention Program, and a Homeless Prevention and Shelter Diversion program. Over the past 10 years, the shelter's current location has fallen into disrepair and dilapidation. So much so, that in December of 2022, the shelter's operation and its participants were temporarily relocated offsite. The Salvation Army is now working with the State of Connecticut Department of Housing and the City of Hartford to produce a scope of work and secure the funding necessary to correct health code violations, address structural issues, and create a non-congregate layout to mitigate the effects of COVID-19 now and into the future.

Activity 3: \$ 2,200,000 to fund relocation, acquisition and development activities on behalf of the South Park Inn Shelter

South Park Inn offers strengths-based, person- and family-centered rehousing and case management services to individuals and Veterans experiencing homelessness. It is its vision that homelessness should be brief and rare and that our guests should receive the same dignity and respect that staff and community members. South Park works together with other organizations to assist all individuals at risk of homelessness, experiencing homelessness, or recently placed from shelter to continue their lives seamlessly and with minimal interruption or trauma within their new homes and communities; to this end, South Park Inn provides its guests with housing search services, comprehensive case management, and post-placement support, and food services.

The Inn has outgrown its current location in Hartford's downtown. South Park Inn is seeking relocation of their entire shelter operations into a hotel or other structure that will provide non-congregate utilization in response to Covid-19. Any new shelter location is anticipated to have up to 95 beds where support staff and participants alike can operate in a safer, healthier environment. Any new location will allow for an expansion of participants and services.

HOME-ARP Production Goals

The City of Hartford through the utilization of its HOME-ARP funding and with the help of awardees, is expected to:

- Produce/support 195 new non-congregate shelter units for homeless individuals and families which serve one or more of the qualifying populations.
- Provide 90 individuals and families with rapid rehousing assistance ((rental assistance, security deposit assistance, and services) over a three-year period.
- Assist 546 homeless with housing search assistance, housing application assistance, and help with negotiating leases with landlords over a three-year period.
- 100 families at risk of homelessness and/or eviction with homeless prevention or shelter diversion assistance (financial assistance, including rental arrears, and services over a three-year period.

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**Attachment A: Comments Received Through the Public Participation Process
Public Participation**

To be completed.

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Attachment B: City-Assisted Shelter and Supportive Services Organizations

Most Recent CDBG Assistance Amounts:

Subrecipient or Contractor Name: Mercy Housing and Shelter Corporation

City: Hartford

State: CT

Zip Code: 06114, 1148

DUNS Number: 198768772

Is subrecipient a victim services provider: N

Subrecipient Organization Type: Other Non-Profit Organization

ESG Subgrant or Contract Award Amount: 13367

Subrecipient or Contractor Name: Mercy House Prevention

City: Hartford

State: CT

Zip Code: 06114, 1148

DUNS Number: 198768772

Is subrecipient a victim services provider: N

Subrecipient Organization Type: Other Non-Profit Organization

ESG Subgrant or Contract Award Amount: 107972.27

Subrecipient or Contractor Name: Hartford Interval house

City: Hartford

State: CT

Zip Code: 06134, 0207

DUNS Number: 103962429

Is subrecipient a victim services provider: N

Subrecipient Organization Type: Other Non-Profit Organization

ESG Subgrant or Contract Award Amount: 14211.84

Subrecipient or Contractor Name: Immacare Inc.

City: Hartford

State: CT

Zip Code: 06126, 0669

DUNS Number: 861009504

Is subrecipient a victim services provider: N

Subrecipient Organization Type: Other Non-Profit Organization

ESG Subgrant or Contract Award Amount: 7041

Subrecipient or Contractor Name: Open Hearth Association
City: Hartford
State: CT
Zip Code: 06106, 5102
DUNS Number: 021815774
Is subrecipient a victim services provider: N
Subrecipient Organization Type: Other Non-Profit Organization
ESG Subgrant or Contract Award Amount: 23371.36

Subrecipient or Contractor Name: South Park Inn
City: Hartford
State: CT
Zip Code: 06106, 1806
DUNS Number: 120504147
Is subrecipient a victim services provider: N
Subrecipient Organization Type: Other Non-Profit Organization
ESG Subgrant or Contract Award Amount: 33159.2

Subrecipient or Contractor Name: YMCA
City: Hartford
State: CT
Zip Code: 06105, 3718
DUNS Number: 069255719
Is subrecipient a victim services provider: N
Subrecipient Organization Type: Other Non-Profit Organization
ESG Subgrant or Contract Award Amount: 9503.89

Subrecipient or Contractor Name: Journey Home
City: Hartford
State: CT
Zip Code: 06106, 1808
DUNS Number: 083112739
Is subrecipient a victim services provider: N
Subrecipient Organization Type: Faith-Based Organization
ESG Subgrant or Contract Award Amount: 21124.4

Attachment C: HUD Definitions of Qualifying Populations

Homeless as Defined in 24 CFR 91.5

(1) An individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning:

(i) An individual or family with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground;

(ii) An individual or family living in a supervised publicly or privately-operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state, or local government programs for low-income individuals); or

(iii) An individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution;

(2) An individual or family who will imminently lose their primary nighttime residence, provided that:

(i) The primary nighttime residence will be lost within 14 days of the date of application for homeless assistance;

(ii) No subsequent residence has been identified; and

(iii) The individual or family lacks the resources or support networks, e.g., family, friends, faith-based or other social networks needed to obtain other permanent housing;

(3) Unaccompanied youth under 25 years of age, or families with children and youth, who do not otherwise qualify as homeless under this definition, but who:

(i) Are defined as homeless under section 387 of the Runaway and Homeless Youth Act ([42 U.S.C. 5732a](#)), section 637 of the Head Start Act ([42 U.S.C. 9832](#)), section 41403 of the Violence Against Women Act of 1994 ([42 U.S.C. 14043e-2](#)), section 330(h) of the Public Health Service Act ([42 U.S.C. 254b\(h\)](#)), section 3 of the Food and Nutrition Act of 2008 ([7 U.S.C. 2012](#)), section 17(b) of the Child Nutrition Act of 1966 ([42 U.S.C. 1786\(b\)](#)), or section 725 of the McKinney-Vento Homeless Assistance Act ([42 U.S.C. 11434a](#));

(ii) Have not had a lease, ownership interest, or occupancy agreement in permanent housing at any time during the 60 days immediately preceding the date of application for homeless assistance;

(iii) Have experienced persistent instability as measured by two moves or more during the 60-day period immediately preceding the date of applying for homeless assistance; and

(iv) Can be expected to continue in such status for an extended period of time because of chronic disabilities, chronic physical health or mental health conditions, substance addiction, histories of domestic violence or childhood abuse (including neglect), the presence of a child or youth with a disability, or two or more barriers to employment, which include the lack of a high school degree or General Education Development (GED), illiteracy, low English proficiency, a history of incarceration or detention for criminal activity, and a history of unstable employment; or

(4) Any individual or family who:

(i) Is fleeing, or is attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member, including a child, that has either taken place within the individual's or family's primary nighttime residence or has made the individual or family afraid to return to their primary nighttime residence;

(ii) Has no other residence; and

(iii) Lacks the resources or support networks, e.g., family, friends, faith-based or other social networks, to obtain other permanent housing.

At risk of homelessness AS Defined in 24 CFR 91.5

(1) An individual or family who:

(i) Has an annual income below 30 percent of median family income for the area, as determined by HUD;

(ii) Does not have sufficient resources or support networks, e.g., family, friends, faith-based or other social networks, immediately available to prevent them from moving to an emergency shelter or another place described in paragraph (1) of the "Homeless" definition in this section; and

(iii) Meets one of the following conditions:

(A) Has moved because of economic reasons two or more times during the 60 days immediately preceding the application for homelessness prevention assistance;

(B) Is living in the home of another because of economic hardship;

(C) Has been notified in writing that their right to occupy their current housing or living situation will be terminated within 21 days after the date of application for assistance;

(D) Lives in a hotel or motel and the cost of the hotel or motel stay is not paid by charitable organizations or by federal, State, or local government programs for low-income individuals;

(E) Lives in a single-room occupancy or efficiency apartment unit in which there reside more than two persons or lives in a larger housing unit in which there reside more than 1.5 people per room, as defined by the U.S. Census Bureau;

(F) Is exiting a publicly funded institution, or system of care (such as a health-care facility, a mental health facility, foster care or other youth facility, or correction program or institution); or

(G) Otherwise lives in housing that has characteristics associated with instability and an increased risk of homelessness, as identified in the recipient's approved consolidated plan;

(2) A child or youth who does not qualify as “homeless” under this section, but qualifies as “homeless” under section 387(3) of the Runaway and Homeless Youth Act ([42 U.S.C. 5732a\(3\)](#)), section 637(11) of the Head Start Act ([42 U.S.C. 9832\(11\)](#)), section 41403(6) of the Violence Against Women Act of 1994 ([42 U.S.C. 14043e-2\(6\)](#)), section 330(h)(5)(A) of the Public Health Service Act ([42 U.S.C. 254b\(h\)\(5\)\(A\)](#)), section 3(m) of the Food and Nutrition Act of 2008 ([7 U.S.C. 2012\(m\)](#)), or section 17(b)(15) of the Child Nutrition Act of 1966 ([42 U.S.C. 1786\(b\)\(15\)](#)); or

(3) A child or youth who does not qualify as “homeless” under this section, but qualifies as “homeless” under section 725(2) of the McKinney-Vento Homeless Assistance Act ([42 U.S.C. 11434a\(2\)](#)), and the parent(s) or guardian(s) of that child or youth if living with her or him.

Domestic Violence, Dating Violence, Sexual Assault, and Stalking as defined in [24 CFR 5.2003](#)

Dating violence means violence committed by a person:

- (1) Who is or has been in a social relationship of a romantic or intimate nature with the victim; and
- (2) Where the existence of such a relationship shall be determined based on a consideration of the following factors:
 - (i) The length of the relationship;
 - (ii) The type of relationship; and
 - (iii) The frequency of interaction between the persons involved in the relationship.

Domestic violence includes felony or misdemeanor crimes of violence committed by a current or former spouse or intimate partner of the victim, by a person with whom the victim shares a child in common, by a person who is cohabitating with or has cohabitated with the victim as a spouse or intimate partner, by a person similarly situated to a spouse of the victim under the domestic or family violence laws of the jurisdiction receiving grant monies, or by any other person against an adult or youth victim who is protected from that person's acts under the domestic or family violence laws of the jurisdiction. The term "spouse or intimate partner of the victim" includes a person who is or has been in a social relationship of a romantic or intimate nature with the victim, as determined by the length of the relationship, the type of the relationship, and the frequency of interaction between the persons involved in the relationship.

Sexual assault means any nonconsensual sexual act proscribed by Federal, tribal, or State law, including when the victim lacks capacity to consent.

Stalking means engaging in a course of conduct directed at a specific person that would cause a reasonable person to:

- (1) Fear for the person's individual safety or the safety of others; or
- (2) Suffer substantial emotional distress.

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Luke A. Bronin
Mayor

November 28, 2022

Honorable Maly D. Rosado, Council President, and
Members of the Court of Common Council
City of Hartford
550 Main Street
Hartford, CT 06103

RE: Proposed Housing & Homeownership Funding

Dear Council President Rosado,

Following multiple discussions with members of the Court of Common Council and residents of our city about housing quality, code enforcement, tenant representation, homelessness prevention, and homeownership preservation and promotion, attached for your consideration is resolution authorizing proposed investments that represent a significant and perhaps unprecedented set of commitments by the City on these issues. In brief, this proposal would:

- Fund Greater Hartford Legal Aid's Representation of Tenants for a three-year period
- Establish a Revolving Fund for Emergency Housing Repairs
- Further Increase Staffing for Housing Inspections & Residential Licensing Implementation
- Allocate Funds for Homelessness Prevention for Families with Children
- Establish a Forgivable Loan Fund for Homeownership Preservation
- Establish a Forgivable Loan Program to Incentivize City Employee Homeownership
- Dedicate National Opioid Settlement funds received by the City to the aid of individuals suffering from addiction and homelessness or mental illness

These proposals draw on funding from a number of different sources detailed in the resolution, including an unanticipated and previously un-budgeted allocation of Municipal Revenue Sharing Account (MRSA) funds from the State. The proposal would also authorize a reallocation of certain ARPA economic development funds set aside for emergency hospitality (hotel) stabilization, as that full allocation of funds is no longer needed due to successful efforts to stabilize key city hotels through other partnerships.

Thank you for your consideration. Please do not hesitate to reach out with any questions you may have.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read "Luke A. Bronin", is written below the text "Respectfully Submitted,".

Luke A. Bronin
Mayor

**550 Main Street
Hartford, Connecticut 06103
Telephone (860) 757-9500
Facsimile (860) 722-6606**

RESOLUTION
COURT OF COMMON COUNCIL
City of Hartford, November 28, 2022

INTRODUCED BY: Luke A. Bronin, Mayor
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WHEREAS, the City of Hartford is committed to taking timely and aggressive action to ensure that Hartford's landlords fulfill their fundamental obligation to ensure the housing units they offer for rent are safe, clean, sanitary and adequate, and to ensure that no Hartford resident is compelled to live in housing that is unsafe or unsanitary; and

WHEREAS, the City of Hartford wishes to support the important and ongoing efforts to prevent and reduce homelessness within the Hartford community, and has particular concern for those families with children who may be facing or at risk of homelessness in the Hartford community; and

WHEREAS, the City of Hartford likewise regards the preservation and promotion of affordable homeownership to be a strategic priority, as identified in the City's Hartford 2035 Plan of Conservation and Development; and

WHEREAS, on May 19, 2021, the Court of Common Council unanimously adopted a Resolution authorizing a multi-year spending plan under the American Rescue Plan Act of 2021 (ARPA); and

WHEREAS, the City has received unanticipated and previously unbudgeted Municipal Revenue Sharing Account (MRSA) funds from the State of Connecticut for FY 2023; and

WHEREAS, Greater Hartford Legal Aid (GHLA) provides free legal assistance to City residents who are pursuing legal action against landlords for housing condition violations, and the GHLA could expand the scope and reach of this free legal assistance with the aid of an annual grant of \$250,000 from the City of Hartford for a period of three years, totaling \$750,000 over that period, funded through unanticipated MRSA revenues; and

WHEREAS, to address emergency situations in which immediate repairs to residential units are required to protect the life, health and safety of the residents, the City seeks to establish a \$1,000,000 Revolving Fund for Emergency Housing Repairs to fund such repair work, to be executed through approved contractors, the costs of which could be recovered through an additional assessment on the property's annual real property tax bill; and

WHEREAS, said Revolving Fund for Emergency Housing Repairs can initially be capitalized by drawing upon \$600,000 of unexpended ARPA funds already authorized by the Court of Common Council to "Housing-focused Non-Profits", in addition to \$400,000 from unanticipated MRSA revenues; and

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WHEREAS, by utilizing up to a further \$200,000 in MRSA revenues over the remainder of this fiscal year, the City will fund two additional Housing Inspector positions at the Department of Development Services, as well as two additional administrative assistant positions to support housing code enforcement and the implementation of the Residential Licensing Program; and

WHEREAS, Journey Home and the Coordinated Access Network currently work with providers in Hartford to coordinate and fund efforts to prevent homelessness for families with children, but require additional funds to sustain this work in the years ahead, and the City intends to utilize \$2.2 million in grant funds to provide additional resources for services for families at risk of homelessness, as well as to support broader efforts to combat homelessness; and

WHEREAS, by reallocating a total of \$900,000 in ARPA fundings previously allocated by the Court of Common Council for Economic and Community Development, and by utilizing a further \$350,000 from unanticipated MRSA revenues received from the state in FY 2023, the City seeks to fund the creation of a Homeownership Preservation Fund to provide loans of up to \$10,000 to City homeowners over the age of 65 to finance exterior improvements to owner-occupied homes and help those seniors to remain in their homes, which loans could be forgiven after an appropriate period of continued homeownership; and

WHEREAS, by reallocating a further \$1,250,000 in ARPA funding previously allocated by the Court of Common Council for Economic and Community Development, the City seeks to establish a new forgivable loan program to provide up to \$10,000 in down-payment assistance for any municipal employee seeking to purchase a home in the City of Hartford, which loans could be forgiven after an appropriate period of owner occupancy; and

WHEREAS, the City of Hartford anticipates receiving an allocation of \$375,000 from the National Opioid Settlement Fund in FY 2023 and seeks to utilize these funds to help mitigate a major consequence of the ongoing nationwide opioid epidemic, which is the increase in the number of individuals suffering from both addiction as well as homelessness and mental illness; now, therefore, be it

RESOLVED, that \$1,700,000 of unanticipated and previously unbudgeted Municipal Revenue Sharing Account (MRSA) funds received from the State of Connecticut will be allocated to a new Housing & Homeownership Initiative Fund for the purposes described above; and be it further

RESOLVED, that the multi-year spending plan under the American Rescue Plan Act of 2021 adopted by the Court of Common Council on May 19, 2021 is hereby amended as follows:

- The allocation for Economic and Community Development is hereby reduced by \$2,150,000, and
- \$900,000 is hereby allocated for the creation of a Homeownership Preservation Fund, as described above, and
- \$1,250,000 is hereby allocated to support initiatives promoting homeownership by City employees, as described above; and be it further

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RESOLVED, that the Mayor is hereby authorized to allocate National Opioid Settlement Funds in the amount of \$375,000 to support initiatives to aid individuals suffering from addiction as well as homelessness or mental illness; and be it further

RESOLVED, that the Court of Common Council supports the additional programmatic investments and initiatives to address housing and homeownership needs outlined in the clauses above; and be it further

RESOLVED, that the Court of Common Council, pursuant to Chapter X, Section 7(a) of the Charter, does hereby authorize the Mayor to transfer funds as necessary between departments, offices and/or agencies to expend funds consistent with this resolution; and be it further

RESOLVED, that the Mayor is authorized to execute any and all manner of other documents and to take such other actions as he and the Corporation Counsel may deem appropriate and in the best interest of the City to effectuate the transfers and allocations referenced herein; and be it further,

RESOLVED, that no person or entity shall be entitled to rely on, or otherwise claim any benefit by reason of this Resolution.

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