

CITY OF FREDERICKSBURG, VIRGINIA



COMMUNITY DEVELOPMENT BLOCK GRANT  
CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION  
REPORT  
**DRAFT**

PROGRAM YEAR 2012/2013

(JULY 1, 2012 TO JUNE 30, 2013)

Prepared by: Office of Planning and Community Development



## **EXECUTIVE SUMMARY**

According to the U.S. Census Bureau's 2006-2008 American Community Survey, 5,540 households, or 64.72 percent of the households in the City of Fredericksburg met the Department of Housing and Urban Development's (HUD) definition of low or moderate income (LMI) households. These households have an increasingly more difficult time finding or maintaining affordable housing and other fundamental community services. They have limited funds to meet daily needs and to ensure safe and stable living environments for their families. The City of Fredericksburg uses its Community Development Block Grant (CDBG) funds to provide qualifying individuals and families with necessary housing assistance and public services.

This is the City of Fredericksburg's Consolidated Annual Performance and Evaluation Report (CAPER) of programs undertaken in accordance with the 2012-2013 Annual Action Plan and the 2010 Consolidated Plan (5-year strategic plan).

A total of \$132,086.68 in CDBG funds was utilized to assist eligible City residents through a variety of programs including emergency home repair for 10 units, removal of architectural barriers to promote accessibility at 2 homes, emergency grant assistance to prevent foreclosure and intense financial counseling for 16 LMI households, legal assistance and awareness for 356 LMI people, HIV/AIDS education and testing for 132 individuals, financial assistance for 5 LMI individuals and mental health support for 8 LMI individuals living with HIV/AIDS, providing food for 372 elderly and/or disabled LMI individuals, furthering fair housing initiatives, public information, and general program administration. An additional \$124,861.05 of public and private funds was leveraged by CDBG fund recipients to support the implementation of the outlined programs.

The City of Fredericksburg has met or exceeded its 2010 Consolidated Plan goals as originally identified for Program Year 2012/2013 with the exception of the Direct Homeownership Assistance Program.



CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION REPORT  
PROGRAM YEAR 2012/2013

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# **CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION REPORT**

## **PROGRAM YEAR 2012/2013**

**July 1, 2012 – June 30, 2013**

### **INTRODUCTION**

This Consolidated Annual Performance and Evaluation Report (CAPER) evaluates Fredericksburg's progress in carrying out the 2012/2013 Action Plan for Community Development Programs. This annual report also assesses the City's success in addressing the five-year priorities and objectives contained in its 2010 Consolidated Plan. The report is organized to be consistent with its related Action Plan, so interested citizens can easily compare these documents and readily assess the City's performance in meeting its stated community development goals.

DRAFT

## SUMMARY OF THE ANNUAL PERFORMANCE REPORTING PROCESS

The annual performance reporting process is dictated by the need to provide the U.S. Department of Housing and Urban Development (HUD) with a completed assessment within 90 days of the end of the Program Year. This federal agency also requires that this report be the subject of a public hearing and a 15-day public review and comment period. To meet the September 28, 2013 deadline, Fredericksburg adhered to the following schedule for developing its Consolidated Annual Performance and Evaluation Report (CAPER):

July 30, 2013	Advertise for Public Hearing
July 31, 2013	Send Summary CAPER to civic associations and area churches Send Summary ad to local newspaper
August 6, 2013	Advertise for Public Hearing Summary ad runs in local newspaper Public Notice that 15-day comment period begins
August 13, 2013	Public Hearing
August 21, 2013	Public Comment period ends
September 10, 2013	City Council final approval
September 20, 2013*	Submission of CAPER to HUD
September 28, 2013	HUD assessment

\* The week between City Council approval and submission of the report to HUD is used by staff to review and fine tune the data entered into HUD's Integrated Disbursement and Information System (IDIS).

## ANNUAL PERFORMANCE

### RESOURCES MADE AVAILABLE WITHIN THE JURISDICTION

The City of Fredericksburg received \$139,511 in Community Development Block Grant (CDBG) funding for the 2012/2013 Program Year. These funds supported a variety of programs including housing rehabilitation and public services. The allocation of these resources, as stated in the Annual Action Plan and approved by City Council, is shown below:

Housing Rehabilitation Assistance.....	\$61,436
Direct Homeownership Assistance .....	\$21,700
Public Services	
Central Virginia Housing Coalition .....	\$3,600
Rappahannock Legal Services .....	\$10,400
HIV/AIDS Support Services .....	\$4,600
Fredericksburg Area Food Bank .....	\$1,500
Removal of Architectural Barriers .....	\$8,400
Administration/Oversight and Management.....	\$26,975
Fair Housing .....	\$200
Public Information.....	\$700

### INVESTMENT OF AVAILABLE RESOURCES

The Office of Planning and Community Development implements the City's CDBG programs. Activities accomplished by other agencies, under CDBG subrecipient agreements, also come under Planning Department oversight.

Housing Rehabilitation (Emergency Home Repair Program) – During this reporting period, the Planning Department expended \$74,126.68 to perform emergency repairs to ten owner-occupied houses. These investments did not require any matching funds nor leverage any non-Federal resources. The geographic distribution of investment was one project in Downtown (CT1), one in Old Greenwich (CT3), one in Morningside Subdivision (CT3), two in Airport Subdivision (CT4), two in Canterbury Subdivision (CT4), and three in Mayfield Subdivision (CT4).

Direct Homeownership Assistance – The City did not have any expenses or outcomes in this program. Several households applied during the program year but did not close on a house.

Public Services - The Central Virginia Housing Coalition (CVHC) expended \$3,600 to actively prevent homelessness. With these funds, CVHC was able to provide emergency grants to 16 families threatened with eviction or foreclosure. The same 16 families benefitted from housing and budget counseling administered by CVHC. This investment did not require any matching contributions but leveraged \$12,427 of non-Federal resources. The geographic distribution was City-wide.

Public Services - Rappahannock Legal Services (RLS) expended \$10,400 to provide housing advocacy and/or housing consumer education to 356 very low- to extremely low-income households in the City of Fredericksburg. This investment did not require any matching contributions but leveraged \$17,233.43 of non-Federal resources. The geographic distribution was City-wide.

Public Services - Fredericksburg Area HIV/AIDS Support Services (FAHASS) used \$4,600 to provide practical support services to avoid eviction for 5 individuals and mental health case management to avoid crisis for 8 individuals. FAHASS also provided educational material and/or testing kits to 132 low/moderate income persons in Fredericksburg. This investment did not require any matching contributions but leveraged \$21,906 of non-Federal resources. The geographic distribution was City-wide.

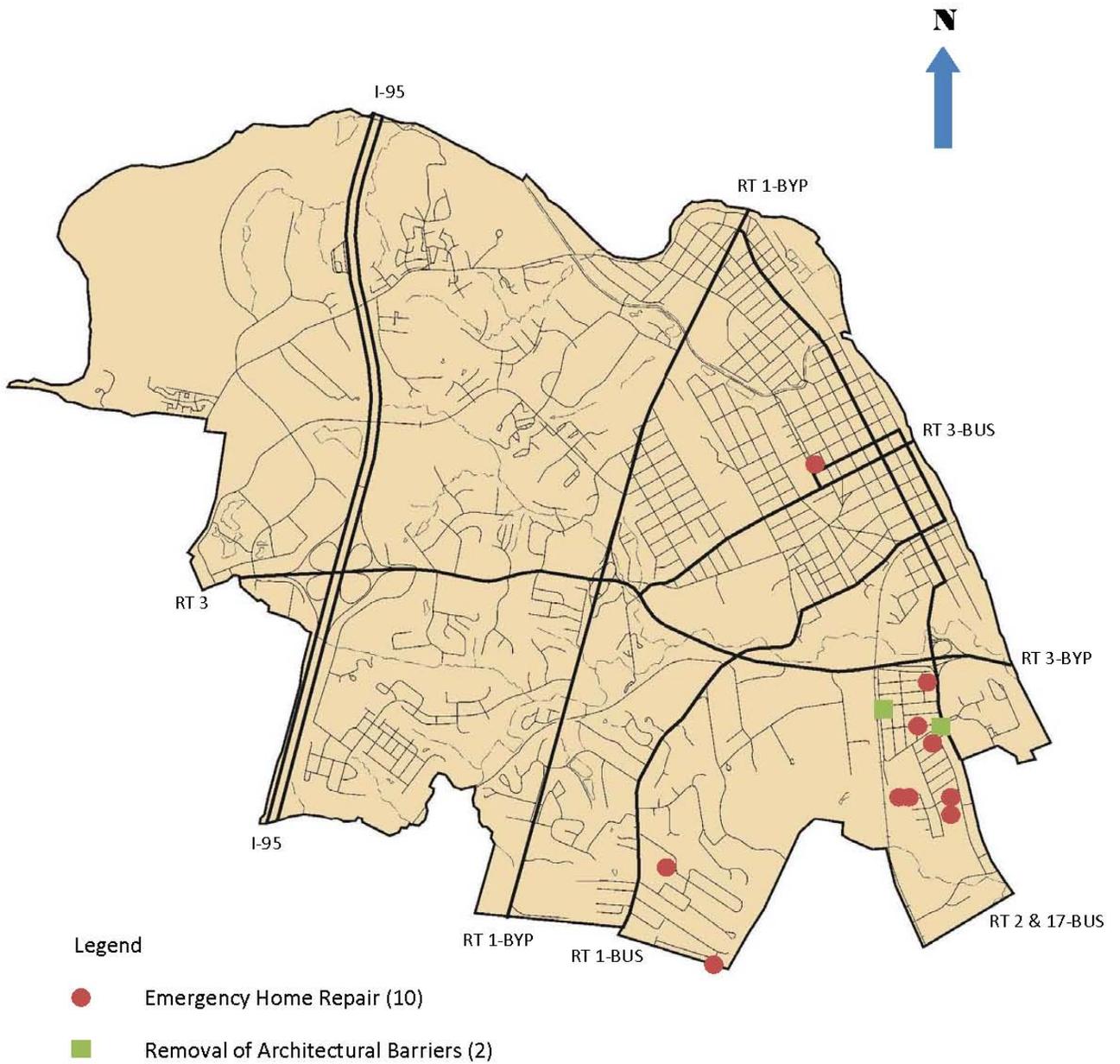
Public Services – The Fredericksburg Area Food Bank used \$1,500 to help administer the Food for Life Brown Bag Program. With these funds, the Food Bank assisted 372 elderly and/or disabled persons in Fredericksburg. This investment did not require any matching contributions but leveraged \$12,427 of non-Federal resources. The geographic distribution was City-wide.

Removal of Architectural Barriers - The Planning Department expended \$9,985 to help maximize the independence and self-sufficiency of two very low- to extremely low-income households of persons with disabilities. This investment did not leverage any non-Federal resources nor did it require a matching contribution. Specific work included the installation of an interior chair lift and installation of an exterior ramp. The geographic distribution of investment in the two houses was two in Mayfield (CT4).

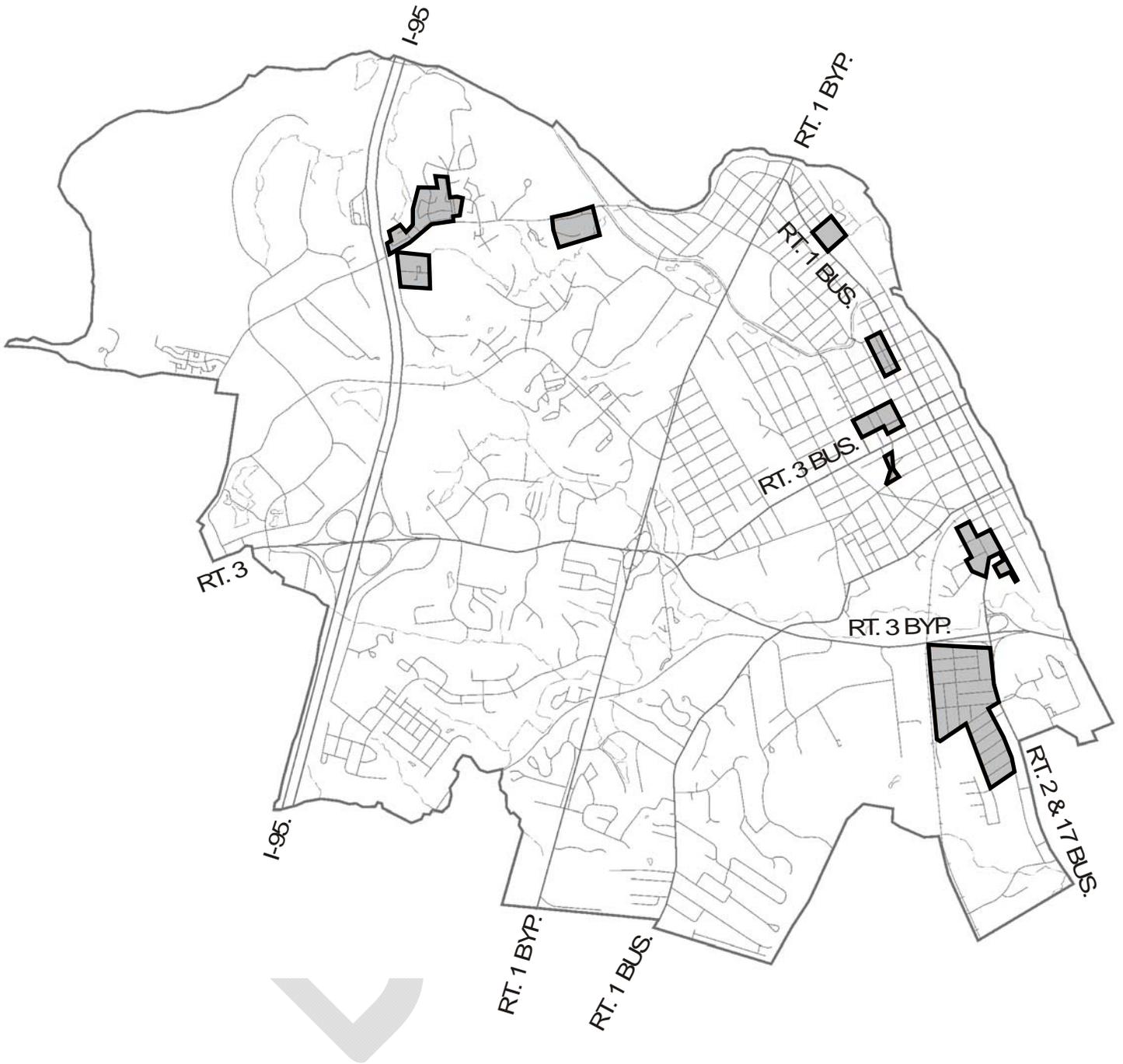
Administration/Oversight and Management - The Planning Department used \$27,322.93 in CDBG funds to administer and oversee all CDBG programs during this Program Year. The City contributed an additional \$51,492.70 of City General Funds for administration/oversight and management of the CDBG programs and efforts to coordinate other assistance for low and moderate income residents of the City.

Fair Housing - This activity included \$140.17 to support printing the 2013 Guide to Virginia Landlord-Tenant Law. This investment did not require any matching contributions but leveraged \$5,307.92 of non-Federal resources to develop the document. Other fair housing activities are noted above, under Public Services - Rappahannock Legal Services, and on page 11 under Fair Housing.

Public Information - The Planning Department expended \$352.07 to provide CDBG information to City residents through the local newspaper, direct mailings, and handouts to office walk-in traffic.

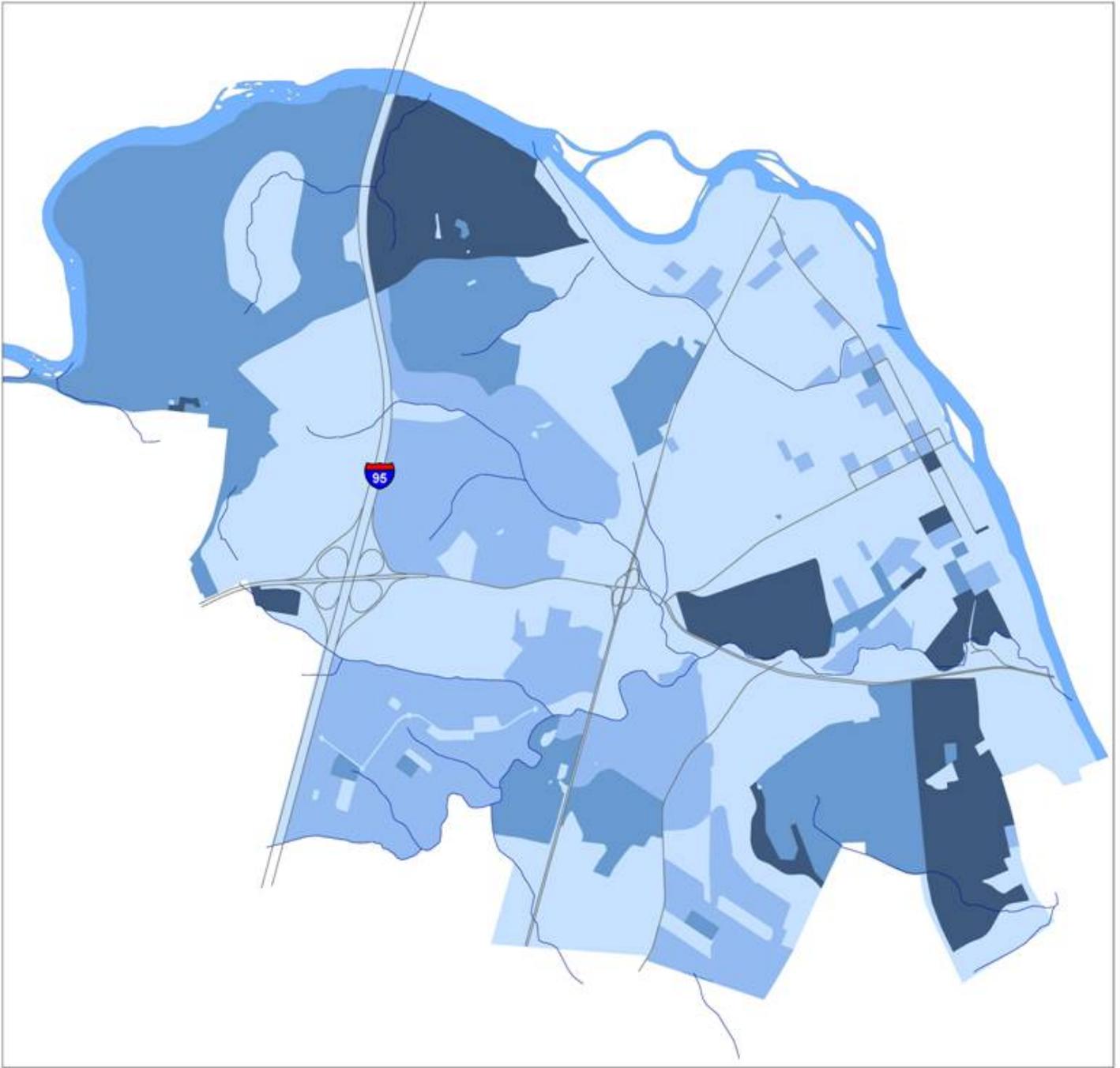


Location of  
Completed CDBG Projects  
2012-2013



Areas of Low and Moderate Income Concentration

# Percentage of Minority Residents by Census Block



**Legend**

**Road Centerlines**

— Road Centerlines

**Percent of Minority Residents By Block**

- < 25 %
- 26 % to 50 %
- 51 % to 75 %
- 76 % to 100 %

Source:  
U.S. Census 2010

0 0.25 0.5 1  
Miles

## HOUSEHOLDS AND PERSONS ASSISTED

This section describes the priorities contained in the Consolidated Plan as well as the accomplishments of the 2012/2013 Program Year. All of Fredericksburg's CDBG activities met HUD specified national objectives. All persons assisted were qualifying low/moderate income persons.

### **Affordable Housing**

#### Accomplishments

1. Staff continued to implement the successful Emergency Home Repair Program, which assists residents to eliminate electrical hazards as well as to obtain emergency roof and plumbing repairs. Ten very low- to extremely low- income households consisting of twenty-six African-Americans received assistance for such emergency repairs. Of the twenty-six persons assisted through this program, seven were elderly and/or disabled. The Emergency Home Repair Program is administered on a first-come, first-served basis.
2. The City supported housing rehabilitation by other organizations and agencies by identifying needy households and by providing non-CDBG funding. The City contributed \$6,300 toward City projects and waived one electrical permit fee valued at \$76.50. This effort resulted in the rehabilitation of fourteen homes in the City during Rebuilding Together activities. City funds leveraged an estimated \$48,346.25 worth of additional funding and in-kind improvements (total market value of work \$54,722.75) with these projects in the form of volunteer work and community/business donations. As noted above, this activity occurs without CDBG funding.
3. The City continued to pursue additional resources outside of CDBG funds to foster affordable housing. In 2012-2013, the regional Neighborhood Stabilization Program (NSP) was implemented. One NSP house in Mayfield remains on the market for resale. Additional funding is available to purchase more foreclosed homes in certain census tracts in the City. Due in part to the NSP efforts, the eligible areas of the City, including the Mayfield Neighborhood, has experienced stability over the 2012-2013 program year and has not had many new bank-owned homes become available for the administering agency, Central Virginia Housing Coalition, to purchase. Planning and Community Development staff continues to be involved with the NSP as part of the Project Management Team and provides program support for all City projects.

4. Planning staff continued to administer the Direct Homeownership Assistance Program, to help provide down payment and/or closing costs assistance. The City provided no assistance in closing costs/down payment assistance this year. Several households applied during the program year but did not close on a house.

## **Fair Housing**

The City developed an initial Fair Housing Plan in 1996 and incorporated its findings and goals, updated as appropriate, into its Consolidated Plans. The increasing complexity of analyzing Home Mortgage Disclosure Act (HMDA) data, however, caused the City to hire BBC Research and Consulting to update its Analysis of Impediments to Fair Housing Choice (AI). Completed in July 2007, this document was the result of considerable public outreach and concerted research. The AI was updated in 2012. Section IV of the AI outlines the impediments to fair housing choice identified through the research and interview/survey responses. The five impediments are summarized below. While all relate to housing, not all relate directly to violations of fair housing laws:

1. Residents experiencing discrimination in housing “do nothing.”
2. Lack of affordable housing development.
3. Affordable Housing.
4. Persons with disabilities face barriers to housing choice.
5. NIMBYism.

The AI also provides recommendations as noted in Fair Housing Action Plan, which includes the following activities:

1. Raise the visibility of fair housing and the complaint process.
2. Consider incentives and alternative funding sources to encourage and increase affordable housing.
3. Increase landlord and resident awareness and knowledge of fair housing.
4. Assist residents with special needs to have full access to housing and services.
5. Help to ensure orderly transfer of property assets, to facilitate home improvement loans.
6. Work to reduce incidences of NIMBY (Not in My Back Yard)

Accomplishments in areas related to Fair Housing were as follows:

1. Increased awareness and knowledge of fair housing by providing funding (as noted above) to Rappahannock Legal Services, to help this organization provide education and counseling related to the Virginia Residential Landlord Tenant Act, to persons in the 0-80 percent of median income range.

Raised visibility of Fair Housing and the complaint process by maintaining the Community Development Block Grant/Fair Housing website within the City's website which includes a description of CDBG programs, a definition of fair housing, general fair housing information, landlord tenant guidance, and links to HUD and the Virginia Fair Housing Office's website to get more information or to file a complaint. (<http://www.fredericksburgva.gov/index.aspx?nid=393>)

2. Provided outreach through collaboration with disAbility Resource Center, U.S. Department of Housing and Urban Development, Rappahannock Legal Services, and the Virginia Office for Protection and Advocacy to organize a Fair Housing Seminar that was held at the Central Rappahannock Regional Library headquarters in the City of Fredericksburg on April 30, 2013. Thirty-five individuals participated in the training. The attendees represented landlords, consumers, local police, non-profit service agencies, and other groups engaged in providing housing and/or housing assistance.
3. Provided outreach through the distribution of fair housing materials to approximately 30 individuals. These individuals included landlords and renters who contacted the City's Planning and Community Development Department and those who attended the CoC Public Services Fair on September 8, 2012. The Guide to Virginia Landlord-Tenant Law and Local Rental Housing in Planning District 16 was provided free of charge.
4. Assisted residents with special needs to have full access to housing and services by ensuring that a variety of housing types are included in the City's 2007 updated Comprehensive Plan. Units range from apartments to single-family detached dwellings. This variety should help to maintain and enhance homeownership levels as well as provide additional rental opportunities. In addition, Planning and Community Development staff worked with the City's Transit Department to ensure that the bus system effectively serves all areas of the community.
5. Ensured orderly transfers of assets to facilitate improvement loans by assisting one household to obtain proper title to their home and become eligible for the Emergency Home Repair Program and other non-profit organization programs. City staff also consulted with the Rappahannock Legal Services to ensure that assistance with will preparation is available to eligible clients through the organization.

6. Worked to reduce NIMBYism by continuing to implement the Rental Property Maintenance Program, through individual requests, to ensure that renters can live in decent housing. In addition, efforts that address neighborhood conditions by promoting housing rehab and ownership continued through the implementation of CDBG programs.

## **Continuum of Care**

The overall continuum of care (CoC) for homeless persons includes emergency shelter, transitional housing, permanent housing, and homeless prevention. The Planning and Community Development Department acts as the lead agency for the Fredericksburg Regional CoC. As the elected chairperson, Planning staff has helped to convene monthly meetings, conduct regional point-in-time homeless counts, and to develop regional CoC grant applications to address continuing funding. This regional liaison is ongoing throughout the year. The CoC has recently made efforts to strengthen its membership and reach out to area stakeholders including homeless and formerly homeless individuals for participation.

### **Accomplishments**

#### **Cold Weather Shelter**

The City works closely with Micah Ecumenical Ministries, which manages area's only cold weather shelter. This facility is located in Stafford County, approximately 5 miles north of the City. Fredericksburg contributed \$20,000 for the operation of the 2012-2013 season which was open every night Nov 1, 2012-February 28, 2013 and served 199 different people (averaging 30 people/night). This activity does not entail the use of CDBG funds.

#### **Emergency Shelter**

The City works closely with the Thurman Brisben Center, which is the region's largest programmatic shelter. This facility is located in the City of Fredericksburg. During the 2012-2013 program year, the City contributed \$65,210 for the operation of the facility. During that period, 734 unduplicated individuals comprising 103 families with 154 children were given shelter and supportive services. Of these sheltered individuals, approximately 35% moved on to permanent housing. This activity does not entail the use of CDBG funds.

The City continues to support Empowerhouse formerly called Rappahannock Council on Domestic Violence (RCDV) with funding in the amount of \$9,350 to aid in the agency's support of victims of domestic violence and their children. Of the total amount, \$2,087 was used to support the Haven which provides emergency shelter for up to 23 women and children at a time (with a maximum 2 month stay) in a local home at an undisclosed address. The average stay per

person is 4 weeks. During the 2012-2013 program year, 141 women with their 143 children were provided shelter, safety and support. Of those, 67 (37 adults and 30 children) originated from the City of Fredericksburg. At least 20% of households served moved into stable housing. Only 26% of victims receiving ongoing support from Empowerhouse seek shelter or housing support. This activity does not entail the use of CDBG funds.

Micah Ecumenical Ministries in partnership with the Rappahannock Area Community Services Board and Mary Washington Hospital has established the Residential Recovery Program as a respite program for the chronic homeless with medical and mental health conditions. The program is located at 1512 Princess Anne Street (former site of the RACSB Crisis Stabilization Program). A total of 105 individuals were served in FY2012-13.

### **Transitional Housing**

The City works closely with Hope House, which is a two-year transitional housing (TH) facility serving single mothers and their children. This facility is located in the City of Fredericksburg. During the 2012-2013 program year, the City contributed \$18,660 for the operation of the facility. During that period, 65 unduplicated individuals comprising of 24 families with 41 children were given shelter and support including child care, employment training, and financial counseling. Of the seventeen families which left the facility, eighty-nine percent (89%) moved on to permanent housing. This activity does not entail the use of CDBG funds; however does use \$57,918 in CoC renewal award funding and \$42,243 in HSG Shelter Operations funding to provide supportive services for homeless women and children residing at the transitional housing facility.

Empowerhouse acquired a new property in the City of Fredericksburg in July, 2012 with financial support from the Sunshine Lady Foundation. After upgrades and renovation were made possible by community donations, the downtown house provides two household units to extend shelter services for women with large families. Victims of domestic violence with three or more children who need to stay more than two months at the domestic violence shelter may stay at the new Transition House on the downtown bus-line while they prepare to find affordable housing. Two households were assisted since April, 2013 including 6 children. Both found permanent housing within three months.

In FY 2013, Empowerhouse (formerly RCDV) continued this service through a State grant from the Department of Housing and Community Development and another U.S. Department of Justice, Office on Violence Against Women Grant for three years. Empowerhouse placed 26 households with 36 children (8 adults and 11 children from Fredericksburg) in permanent housing with rental assistance and services. A majority of these households will be assisted into the FY 2014 year while they achieve housing and economic stability. The program continues

to provide employment specialist assistance and added economic empowerment classes with the help of Rappahannock United Way. This program does not entail the use of CDBG funding.

### **Permanent Supportive Housing**

During the 2012-2013 Program Year, Micah Ecumenical Ministries utilized its \$110,828 in HUD funding to provide permanent housing rental assistance to 31 chronically homeless persons. Of those served, one person was a veteran. As of June 30, 2013, a total of 143 people have received assistance through Micah's Supportive Housing Program since it began in January of 2008. Forty-two (42) were actively enrolled at the end of the 2012-2013 program year. Of the 52 persons who had exited the program, 51 transitioned into other permanent housing, 12 returned to homelessness, 13 left the region, 1 was permanently hospitalized, 13 were incarcerated, and 7 passed away, 3 disappeared.

On March 13, 2013, U.S. Housing and Urban Development (HUD) Secretary Shaun Donovan announced that, the Fredericksburg Regional Continuum of Care (CoC) will receive renewal federal funding for local homeless programs. Micah Ecumenical Ministries will receive \$36,804 to provide permanent housing assistance for twelve homeless households over a one year period through its Journey Program (note: this is the former TBC FISH Program funding). Micah Ecumenical Ministries will receive \$27,848 to provide permanent housing assistance through the Journey Program. Rental subsidies will house seven persons, including one veteran, who have been continuously struggling with homelessness for a year or more or who have had at least four episodes of homelessness in the past three years (HUD's definition of chronically homeless). Micah Ecumenical Ministries was also awarded renewal funding in the amount of \$31,632 to provide permanent supportive housing assistance to end the cycle of homelessness for thirteen chronically homeless individuals. Both agencies will leverage other resources to ensure that the newly housed clients will have stability in their residence and work toward financial independence over the subsidy period and beyond.

### **Special Needs**

The City supports efforts of the Rappahannock Area Community Services Board (RACSB) to provide appropriate housing and support services for to individuals with psychiatric and intellectual disabilities. RACSB is actively developing supportive housing throughout the Planning District to meet current needs. The following is a list of accomplishments serving special needs populations in Fredericksburg. Each activity was completed without the use of CDBG funding.

- RACSB opened The Sunshine Lady House for Mental Health Wellness & Recovery in November 2009. The 12-bed residential crisis stabilization program assists adults experiencing acute psychiatric crisis. In FY 2013 approximately 400 individuals used the crisis stabilization program.
- RACSB opened the Lafayette Boulevard Boarding House in 2010, an eight-bed long-term boarding house for adults with serious mental illness who require 24-hour staff support.
- A total of 16 individuals with psychiatric disabilities reside in supervised apartment programs in several locations within the City and an additional 11 individuals are served in the planning district.
- RACSB delivers critical Supported Living services (SLP) to 40 additional people in more than 30 individual apartments across the City.
- Six adults with an intellectual disability live in a community group home within the City and more than 60 other individuals are supported in residences in the Planning District.
- Six adults with an intellectual disability resided in supervised apartment programs within the City and 10 others were served in the planning district. Many use the public transportation system regularly to get to work as well as for shopping and recreational activities. Supervised apartment programs allow individuals to live in an apartment and have staff nearby providing 24-hour support. This offers a greater level of independence than a group home.

### **Homeless Prevention**

The City used CDBG funds to help maintain the Central Virginia Housing Coalition's Lend-A-Hand program for homeless prevention. With these funds, this organization was able to provide financial assistance to 16 low/moderate income households who faced eviction. The same 16 households also benefitted from intense housing and budget counseling.

The City's CDBG program provided funds to Rappahannock Legal Services, whose focus is also homeless prevention. This organization provided housing advocacy assistance and/or housing consumer education to 356 low/moderate income households.

Using CDBG funds, FAHASS provided practical assistance (utility/rent payments, transportation, food, etc.) to 5 persons and emotional assistance to 8 persons living with HIV/AIDS. FAHASS also provided educational material and/or testing kits to 132 persons considered potentially at-risk for HIV/AIDS.

## **Rapid Rehousing Program**

During the 2012-2013 program year, Hope House received \$107,757 in Housing Solutions Grant (HSG) Rapid Rehousing funding from the Department of Housing and Community Development (DHCD) in support of placing homeless women and children into permanent housing. Hope House was not awarded funds through ESG. During the year, 29 unduplicated individuals comprised of 11 families and 18 children were placed into permanent housing throughout the community. Case Management and financial assistance, for up to 24 months, were and continues to be provided to families in support of their housing stability. There were no veterans or chronically homeless families served however, three adults (27%) were survivors of domestic violence and four adults (36%) dealt with substance abuse issues. Currently, all families (100%) remain in permanent housing with six families (55%) maintaining their permanent housing for six months or longer.

During the 2012-2013 program year, DHCD awarded the Thurman Brisben Center with \$41,216 through the Emergency Solutions Grant (ESG) during the second stage of the grant period. TBC was able to re-house 24 unduplicated individuals and four families with children. Of these 24 individuals and four families, 96% remain in permanent housing. Also, during the 2012-2013 program year, TBC received \$125,310 from the ESG funding. With this funding, TBC assisted 31 individuals and eight families with children. All of the clients served with the ESG grant remain in permanent housing. Finally, TBC utilized \$84,062 in HSG funding to house 23 individuals and five families with children. Seventy-four percent (74%) of those helped with the HSG grant remain in permanent housing. None of the clients have returned to TBC for emergency shelter.

During the 2012-2013 program year, Micah Ecumenical Ministries utilized \$126,265 in HSG funding to re-house 31 households including 8 veterans, 1 household with children, and 12 chronic homeless. One household left the program to live with family and one household left the program due to a roommate conflict. All others have remained in permanent housing.

## OTHER ACTIONS

This section describes other community development actions that were specified in the 2010 Consolidated Plan and the Annual Action Plan for the 2012/2013 Program Year.

### Accomplishments

#### **Removing Obstacles to Meeting Underserved Needs**

Planning staff continued to implement the Emergency Home Repair Program, to maximize available funding for housing rehabilitation. This program provides the means to repair leaking roofs and plumbing (to mitigate water damage) as well as to repair electrical systems (to remove safety hazards). This program operates on a first-come, first-served basis and demand has been high, as revealed by an active waiting list.

Planning staff continued to implement the Direct Homeownership Assistance Program to expand homeownership opportunities available to low/moderate income City residents. This program provides specific closing costs and down payment assistance to qualifying households.

The Homeless Management Information System (HMIS) continued to expand the number of service providers utilizing the system and inputting data on clients served. The HMIS is a shared database administered by the George Washington Regional Commission through a CoC supported HUD renewal grant in the amount of \$59,305. The system is accessed via the Internet and tracks the provision of services to the Region's chronically homeless population and those at risk of homelessness. As of the "point-in-time count" conducted in January 2013, there were 193 homeless adults and children as defined by HUD and an additional 815 homeless adults and children as defined by the HEARTH Act (12 adults) and the U.S. Department of Education (803 children). Tracking those services has the dual benefit of ensuring that homeless persons are efficiently receiving services to which they are entitled while minimizing waste and abuse, such as "double dipping." The system also reduces intake time as service providers are alleviated of entering data for a client once they are in the system regardless of their entry point. To date, the operation of the HMIS has been heralded by the CoC as an unqualified success and this effort has been strongly supported by the member localities of Planning District 16 including the City of Fredericksburg.

#### **Fostering and Maintaining Affordable Housing**

Fredericksburg has consistently supported affordable housing through its CDBG programs. CDBG funded activities with a strong homeownership emphasis include the Direct Homeownership Assistance Program and the Emergency Home Repair Program. Homeownership assistance helps qualifying families to become homeowners. Emergency home repair assistance addresses high cost maintenance items to keep the homes of qualifying families intact and habitable.

The City continued to pursue additional resources outside of CDBG funds to foster affordable housing. In 2012-2013, the regional Neighborhood Stabilization Program (NSP) was implemented and resulted in the purchase and gift of a previously purchased foreclosed townhouse within the Central Park Townhomes neighborhood to Micah Ecumenical Ministries. The unit will provide permanent housing for two previously homeless individuals. One NSP house in Mayfield remains on the market for resale. Additional funding is available to purchase more foreclosed homes in certain census tracts in the City. Due in part to the NSP efforts, the eligible areas of the City, including the Mayfield Neighborhood, has experienced stability over the 2012-2013 program year and has not had many new bank-owned homes become available for the administering agency, Central Virginia Housing Coalition, to purchase. Planning and Community Development staff continues to be involved with the NSP as part of the Project Management Team and provides program support for all City projects.

### **Removing Barriers to Affordable Housing**

The City has established flexible zoning requirements for setbacks and parking, to encourage in-fill development in established neighborhoods. City staff also considers whether to waive water availability fees for new units on a case by case basis, as another means to make new housing affordable.

### **Evaluating and Reducing Lead-Based Paint Hazards**

Lead poisoning is dangerous, especially to young children who may ingest small pieces or breathe in dust when lead-based paint chips, flakes, or peels. The result can be eventual mental retardation, blindness, and possibly death. Houses constructed after 1978 are not likely to contain this hazard, but those constructed prior to this date may have surfaces that need abatement.

The actual number of houses in this category can be determined from Census data which shows that of 6,060 dwelling units in the City are 1979 stock or earlier. The use of lead in household paint, however, was officially banned by the Lead Paint Poisoning Prevention Act of 1971. As a consequence, while almost all of the houses built before 1960 are likely to have leaded paint, only about 20 percent of the houses built between 1960 and 1979, are likely to have that problem. In addition, the lead hazard is of greater concern when young children are present (6 years of age or young). The chart below shows the potential lead-based paint hazard in City households, the hazard being much more likely in the dwelling units built prior to 1960 and of more concern when young children are present.

## Potential Lead Based Paint Hazard

	<b>Owner-Occupied Units</b>	<b>Owner-Occupied with Young Children</b>	<b>Rental Units</b>	<b>Rentals with Young Children</b>	<b>Total</b>
Units built 1939 or earlier	815	185	535	75	1,350 units 260 with young children
Units built 1940-1959	835	90	920	145	1,755 units 235 with young children
Units built 1960-1979	930	65	2,025	345	2,955 units 410 with young children

### Health Department Findings

Testing for lead poisoning in children residing in the City of Fredericksburg is done by the child's pediatrician, as well as repeat testing for children found to have elevated lead levels. The Rappahannock Area Health District (RAHD) takes an active role in following up on any lead reports that it receives and will provide lead testing to a limited number of clients through its school physicals program. A public health nurse contacts the family and provides education regarding lead hazards, recommended management based on lead level, referrals, and household assessment as needed. When indicated, the Virginia Department of Health (VDH) assists the local health department in doing household testing. The public health nurse also contacts the individual's physician to discuss the management plan and VDH recommendations.

In 2012-2013, the RAHD confirmed four cases of child lead poisoning in the City of Fredericksburg. RAHD case managers confirm that the four poisoning events occurred prior to the families moving to the United States. Community development staff has accomplished lead-based paint testing, in conjunction with its housing rehabilitation program, to further refine this assessment. While only limited testing has occurred, the results of this activity have shown that there is a wide range in the degree of hazards associated with housing built prior to 1978 and occupied by low to moderate-income households. Some houses, for instance, had very little lead-based paint present - such as on a door or two - while others had larger amounts - such as a majority of the painted trim. Affected housing occupied by children is the primary concern.

## Accomplishments

The City continued to implement the Federal regulations for reduction of lead-based paint hazards. City staff accomplished the following related tasks during this past program year.

1. Coordinated the lead hazard reduction requirements as an integral part of housing rehabilitation, removal of architectural barriers, and homeownership assistance programs.
2. Raised visibility of the potential hazards associated with lead-based paint by maintaining a Community Development Block Grant/Lead-Based Paint Hazards website within the City's website which provides general information, guidance to residents and contractors on how to renovate structures built prior to 1978 safely, links to the Environmental Protection Agency and HUD websites, and contact information for the local health department for individuals who may have concerns about lead poisoning.  
(<http://www.fredericksburgva.gov/Departments/Planning/index.aspx?id=502>)
3. Distributed lead hazard brochures to members of the community at the CoC Services Fair on October 22, 2012.

## Reducing the Number of Poverty Level Families

The City's community development programs are indirectly related to reducing the number of poverty level families. Applicable programs include the Emergency Home Repair Program, the regionally administered Housing Choice Voucher Program (including a component to serve people with cognitive impairments), Food for Life Program, existing local tax relief for the elderly and/or disabled persons, and homeless prevention programs through the Central Virginia Housing Coalition, Rappahannock Legal Services, and the Fredericksburg Area HIV/AIDS Support Services. The above programs do not actually increase anyone's income, though. Instead, the City's relatively modest CDBG entitlement is thought to be more effective when directed toward handling high-cost home maintenance items, so low/moderate income persons can use their income for other critical living expenses.

Fredericksburg has no separate economic development component in its CDBG activities. Fredericksburg's Office of Tourism and Economic Development continues to work with developers and investors to establish technological and industrial plants, as well as to develop the retail and service sectors that provide new jobs for low/moderate income persons.

To ensure that economic growth and job opportunity benefits all Fredericksburg residents, the FREDericksburg Regional Transit System links people and jobs. The FRED fleet travels on routes that have been carefully developed in response to

community input and to ensure community access for elderly, low/moderate income, and mobility impaired persons.

### **Developing Institutional Structure**

The Fredericksburg Planning staff has worked with the region's social service agencies, the George Washington Regional Commission, and a host of service providers and non-profit organizations to develop the Fredericksburg Regional Continuum of Care. City staff also acts as the lead agency and elected chairperson. The Fredericksburg Regional CoC planning group has the support of the local governments in Planning District 16 and will submit a CoC grant application to HUD in 2013.

### **Enhancing Coordination**

There is no public housing in Fredericksburg with which to coordinate. Administration of the Housing Choice Voucher Program for rental assistance, on the other hand, has been consolidated for all regional localities under the Central Virginia Housing Coalition. The Fredericksburg Regional CoC continues to strengthen its membership and meet on a monthly basis to more effectively coordinate homeless intervention.

### **Public Housing Improvements and Resident Initiatives**

There is no public housing within the City of Fredericksburg.

### **Ensuring Compliance with Program and Comprehensive Planning Requirements**

The Planning staff continues to ensure that each contractual agreement for the use of CDBG funds relates to the housing strategies identified in the Consolidated Plan and the applicable Annual Action Plan. Subrecipients formally agree to adhere to all applicable statutory and regulatory requirements. Subrecipients must also submit quarterly performance reports and a final annual report.

In evaluating annual performance, it is important to examine how the expenditure of funds relates to the priorities, needs, and goals of the 2010 Consolidated Plan. Note that the goals of the 2020 Consolidated Plan were reduced for the 2012-2013 Program Year due to considerable cuts in funding by HUD due to false Census data. The following summary shows the City's progress in meeting its revised five-year goals:

<b>National Objectives</b>	<b>Program</b>	<b>Planned/Actual Projects by Program Year</b>	
Benefit to Low/Moderate Income Persons – Housing	Emergency Home Repair	<b>Planned</b> 2010: 10 housing units 2012: 10 housing units 2013: 7 housing units 2013: 8 housing units 2014: 10 housing units TOTAL: 45 housing units	<b>Actual</b> 2010: 8 housing units 2012: 12 housing units 2013: 10 housing units 2013: 2014: TOTAL: 30 housing units
	Homeownership Assistance	<b>Planned</b> 2010: 3 buyers 2012: 3 buyers 2013: 2 buyers 2013: 2 buyers 2014: 3 buyers TOTAL: 14 buyers	<b>Actual</b> 2010: 0 buyers 2012: 1 buyer 2013: 0 buyers 2013: 2014: TOTAL: 1 buyer
	Removal of Architectural Barriers	<b>Planned</b> 2010: 3 housing units 2012: 3 housing units 2013: 2 housing units 2013: 3 housing units 2014: 3 housing units TOTAL: 14 housing units	<b>Actual</b> 2010: 3 housing units 2012: 4 housing units 2013: 2 housing units 2013: 2014: TOTAL: 9 housing units

Fredericksburg's CDBG subrecipients provide the homeless prevention element of the City's Continuum of Care, through the following public services:

<b>NATIONAL OBJECTIVE</b>	<b>PROGRAM</b>	<b>PLANNED/ACTUAL ASSISTANCE by PROGRAM YEAR</b>	
Benefit to Low/Moderate Income Persons – Public Service	Central Virginia Housing Coalition	<b>Planned</b> 2010: 10 households 2012: 10 households 2013: 12 households 2013: 16 households 2014: 10 households TOTAL: 58 households	<b>Actual</b> 2010: 22 households 2012: 15 households 2013: 16 households 2013: 2014: TOTAL: 53 households
	Rappahannock Legal Services	<b>Planned</b> 2010: 200 persons 2012: 200 persons 2013: 140 persons 2013: 140 persons 2014: 200 persons TOTAL: 880 persons	<b>Actual</b> 2010: 450 persons 2012: 411 persons 2013: 356 persons 2013: 2014: TOTAL: 1,217 persons
	FAHASS	<b>Planned</b> 2010: 10 persons 2012: 10 persons 2013: 7 persons 2013: 10 persons 2014: 10 persons TOTAL: 47 persons	<b>Actual</b> 2010: 44 persons 2012: 7 persons 2013: 13 persons 2013: 2014: TOTAL: 34 persons
	Fredericksburg Area Food Bank	<b>Planned</b> 2010: 200 persons 2012: 200 persons 2013: 200 persons 2013: 200 persons 2014: 50 persons TOTAL: 850 persons	<b>Actual</b> 2010: 316 persons 2012: 306 persons 2013: 296 persons 2013: 2014: TOTAL: 918 persons

## **Program Objectives**

There were no changes in Fredericksburg's program objectives during implementation of the 2012/2013 original Annual Action Plan. All of the goals listed in the Action Plan with the exception of the Direct Homeownership Assistance Program were met and most exceeded this program year.

## **Displacement**

There were absolutely no displacements during the 2012/2013 Program Year. During the implementation of CDBG programs the City of Fredericksburg provides temporary living accommodations, as necessary, but seeks to avoid permanent displacement entirely. The Fredericksburg City Council formally adopted a Residential Anti-Displacement and Relocation Assistance Plan on April 23, 1996 that adheres to applicable Federal statutes.

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## **PUBLIC PARTICIPATION**

### **PUBLIC HEARING**

On August 14, 2013, City Council held a public hearing during one of its regularly scheduled meetings. This hearing was advertised on July 31<sup>st</sup> and August 7<sup>th</sup> in the Fredericksburg Free Lance-Star newspaper. Summary annual reports were also sent directly to civic associations, area churches, and interested parties.

### **PUBLIC NOTICE**

To give the public a reasonable opportunity to review and comment on the completed CAPER, the City published a summary of this annual performance report and notice of a 15-day comment period in the local newspaper. The summary and public notice ran in the Fredericksburg Free Lance-Star newspaper on August 7, 2013. This notice stated that the full document was available for review in the Office of Planning and Community Development as well as in the Central Rappahannock Regional Library and on the City's website [www.fredericksburgva.gov](http://www.fredericksburgva.gov). In addition, this notice was mailed directly to neighborhood civic associations and selected churches with which the Planning staff has worked and those identified in the Citizen Participation Plan.

### **SUMMARY OF PUBLIC COMMENTS**

To be completed following the public comment period.

## ASSESSMENT OF ANNUAL PERFORMANCE

The City of Fredericksburg demonstrated an exceptional effort to achieve the community development goals specified in its Annual Action Plan. During the 2012/2013 Program Year, the City continued to implement established programs to maximize the impact of its community development funds. Specific areas of endeavor were as follows:

1. Emergency Home Repairs
2. Direct Homeownership Assistance
3. Public Services
4. Removal of Architectural Barriers
5. Administration
6. Affirmatively Furthering Fair Housing
7. Public Information

There were no economic development activities undertaken with CDBG funds.

### EMERGENCY REPAIRS

Planning staff continued to implement its Emergency Home Repair Program to assist low income citizens to repair leaking roofs, plumbing, and/or electrical hazards. The City's goal for the 2012/2013 Program Year was to rehabilitate or provide emergency repairs to seven dwellings. Staff exceeded its goal of emergency repairs, completing a total of ten units. Every household assisted during this Program Year had incomes within 0-50 percent of area median income. Five of those were below 30 percent of the area median income.

### DIRECT HOMEOWNERSHIP ASSISTANCE

Planning staff continued to administer the Direct Homeownership Assistance Program, to help provide down payment and/or closing costs assistance; however, no households utilized the program during the program year. Several households inquired about or applied for funding but did not close on a house. Staff continues to work with the Central Virginia Housing Coalition and provide outreach through Civic and Neighborhood Associations and community events to encourage participation in the program.

According to the U.S. Census Bureau's 2006-2008 American Community Survey (2009 data sets), there are 335 extremely low-income owner-occupied households in Fredericksburg. This number comprises 10.4 percent of all owner-occupied housing units in the City, which is a slight increase since the 2000 Census. In 2000 there were 284 extremely low-income owner households, which comprised 10 percent of all City owner households. This stability attests to the City's concerted efforts and programs to

maintain and promote affordable housing. Staff will continue to reach out to the community through contact with civic groups and churches, advertisements/articles in the local paper and coordination with Central Virginia Housing Coalition and area employers to encourage utilization of the program funds.

## ACQUISITION

There were no CDBG funds used for acquisition this program year.

## PUBLIC SERVICES

Homeless prevention occurred through three non-profit organizations with subrecipient contracts. Rappahannock Legal Services provided assistance to 356 households instead of the projected 200. Fredericksburg Area HIV/AIDS Support Services assisted 13 individuals instead of the planned seven. This organization was also able to provide 132 low-income, at-risk persons with critical education and/or testing to prevent the spread of the disease. The Central Virginia Housing Coalition served 16 households instead of the projected 12.

A fourth subrecipient, Fredericksburg Area Food Bank, assisted elderly and/or disabled persons living in Fredericksburg with the Food for Life Brown Bag program. This organization assisted 372 elderly and/or disabled people instead of the projected 200.

Most public services funded through Fredericksburg's CDBG program are related to the Continuum of Care. The focus of CDBG funding for Public Services is on preventing homelessness, which has had a strong impact on identified needs. The numbers of individuals and households assisted has routinely exceeded established goals. In addition, 100 percent of the benefit has been to qualifying low/moderate income persons.

## REMOVAL OF ARCHITECTURAL BARRIERS

Fredericksburg provided CDBG funding to support the Removal of Architectural Barriers Program administered by the City's Planning and Community Development Department to help to remove architectural barriers to independent living. The City's annual goal was to assist two households in this regard. The program assisted two households during the 2012/2013 Program Year. Each household assisted during this period had incomes within 0-30 percent of area median income.

## ADMINISTRATION

The Planning Department expended \$27,322.93 in CDBG funds to administer the City of Fredericksburg's CDBG program. This amount, plus expenses for Fair Housing and Public Information, is within the federally mandated twenty percent cap of Fredericksburg's overall CDBG award. The City contributed an additional \$51,492.70 of

City General Fund money toward administration/oversight and management of the CDBG programs and efforts to coordinate other assistance for low and moderate income residents of the City.

#### AFFIRMATIVELY FURTHERING FAIR HOUSING

Most CDBG Fair Housing activities occurred under the auspices of Rappahannock Legal Services. In addition to providing educational material, Rappahannock Legal Services has a strong Fair Housing Program that provides housing advocacy assistance.

For several years, the City staff conducted research into potential Fair Housing issues by analyzing Home Mortgage Disclosure Act data. This effort became extremely difficult to sustain as banks merged and restructured with increasing frequency, so the City hired a consultant to develop a comprehensive new Analysis of Impediments to Fair Housing Choice (AI). As noted before, the recommendations in the AI were incorporated into the 2012-2013 Annual Action Plan and will continue to be implemented with subsequent annual action plans.

The benefits of all CDBG programs to minority segments of the City's population are shown in the following chart:

Program	Racial and Ethnic Impact		
	Black / African American, Non-Hispanic	White, Non-Hispanic	Other Households (H) or Persons (P) (as specified)
Emergency Home Repair	10 households	None	None
Direct Homeownership Assistance	None	None	None
Public Services – Rappahannock Legal Services	126 persons	163 persons	3 White, Hispanic (P) 3 Asian, Non-Hispanic (P) 1 American-Indian / Native-Alaskan, Non-Hispanic (P) 2 Native Hawaiian / Other Pacific Islander, Non-Hispanic 1 American-Indian / Native-Alaskan and White, Non-Hispanic (P) 6 Black / African American & White, Non-Hispanic (P) 51 Other Multi-Racial, Non-Hispanic (P)
Public Services – FAHASS	6 persons	7 persons	None
Public Services – Central Virginia Housing Coalition	10 households	6 households	None
Public Services – Food Bank	187 persons	156 persons	3 Asian, Non-Hispanic (P) 3 American-Indian / Native-Alaskan, Non-Hispanic (P) 2 Native Hawaiian / Other Pacific Islander, Non-Hispanic (P)
Removal of Architectural Barriers	2 households	None	None

## MONITORING

City staff is scheduled to conduct monitoring at the Fredericksburg Area Food Bank and Central Virginia Housing Coalition in 2013-2014.

## PUBLIC INFORMATION

The Planning Department expended \$ \$352.07 to provide CDBG information to City residents.

## CONCLUSION

The City of Fredericksburg has met or exceeded its 2010 Consolidated Plan goals as originally identified for Program Year 2012/2013 with the exception of the Direct Homeownership Assistance Program and FAHASS public services.

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