

CITY OF FREDERICKSBURG, VIRGINIA



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

PROGRAM YEAR 2014/2015  
(JULY 1, 2014 TO JUNE 30, 2015)

Prepared by: The Community Planning and Building Department



## **EXECUTIVE SUMMARY**

According to the HUD Comprehensive Housing Affordability Strategy Data Query Tool, 5,505 households, or 58.94 percent of the households in the City of Fredericksburg meet HUD's 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 2014-2015 Annual Action Plan and the 2010 Consolidated Plan (5-year strategic plan).

A total of \$160,835.23 in CDBG funds was utilized to assist eligible City residents through a variety of programs including emergency home repair for 8 units, removal of architectural barriers to promote accessibility at 3 homes, emergency grant assistance to prevent foreclosure and intense financial counseling for 16 LMI households, legal assistance and awareness for 62 LMI people, HIV/AIDS education and testing for 248 individuals, financial assistance for 5 LMI individuals and mental health support for 3 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 \$88,173.82 of public and private funding was leveraged by CDBG agencies to support the implementation of the outlined programs.

The City of Fredericksburg has met or exceeded its 2010 Consolidated Plan goals as originally identified or modified in the Annual Action Plan for Program Year 2014/2015 with the exception of the Rappahannock Legal Services (Public Service) and Direct Homeownership Assistance Program. Over the five-year Consolidated Plan timeframe, all program goals were met or exceeded with the exception of the Direct Homeownership Assistance Program.



CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION REPORT  
PROGRAM YEAR 2014/2015

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# **CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION REPORT**

## **PROGRAM YEAR 2014/2015**

**July 1, 2014 – June 30, 2015**

### **INTRODUCTION**

This Consolidated Annual Performance and Evaluation Report (CAPER) evaluates Fredericksburg's progress in carrying out the 2014/2015 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.





## 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, 2015 deadline, Fredericksburg adhered to the following schedule for developing its Consolidated Annual Performance and Evaluation Report (CAPER):

August 17, 2015	Ad to Clerk of Council
August 18, 2015	Send Summary CAPER to civic associations and area churches Send Summary ad to local newspaper
August 25, 2015	Advertise for Public Hearing Summary ad runs in local newspaper Public Notice that 15-day comment period begins
September 1, 2015	Advertise for Public Hearing
September 8, 2015	Public Hearing
September 9, 2015	Public Comment period ends
September 22, 2015	City Council action
September 25, 2015*	Submission of CAPER to HUD

\* The period 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 \$160,835.23 in Community Development Block Grant (CDBG) funding for the 2014/2015 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 .....	\$66,930
Direct Homeownership Assistance .....	\$18,750
Public Services	
Central Virginia Housing Coalition .....	\$3,910
Rappahannock Legal Services .....	\$11,200
HIV/AIDS Support Services .....	\$5,000
Fredericksburg Regional Food Bank .....	\$1,700
Removal of Architectural Barriers .....	\$12,150
Administration/Oversight and Management.....	\$28,709
Fair Housing .....	\$225
Public Information.....	\$800

### INVESTMENT OF AVAILABLE RESOURCES

The Community Planning and Building Department 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 \$95,286.01 to perform emergency repairs to eight owner-occupied houses. These investments did not require any matching funds nor leverage any non-Federal resources. The geographic distribution of investment was one in the Downtown (Census Tract 1), three in Normandy Village (Census Tract 2), and four in Mayfield Subdivision (CT4).

Direct Homeownership Assistance – CDBG expenses were negligible in this program. The Fredericksburg Circuit Court received \$141.00 in recording fees to release the lien on satisfied DHA contracts from prior program years. Several households showed interest but none submitted an application during the program year. Two eligible households are set to receive funding in the 2015-2016 program year.

Public Services - The Central Virginia Housing Coalition (CVHC) expended \$3,860.70 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 \$20,910.00 of non-

Federal resources. The geographic distribution was City-wide.

Public Services - Rappahannock Legal Services (RLS) expended \$11,200 to provide housing advocacy and/or housing consumer education to 62 very low - to extremely low -income households in the City of Fredericksburg. This investment did not require any matching contributions but leveraged \$15,240 of non-Federal resources. The geographic distribution was City-wide.

Public Services - Fredericksburg Area HIV/AIDS Support Services (FAHASS) used \$4,248.52 to provide practical support services to avoid eviction for 5 individuals and mental health case management to avoid crisis for 3 individuals. FAHASS also provided educational material and/or testing kits to 248 low/moderate income persons in Fredericksburg. This investment did not require any matching contributions but leveraged \$5,398 of other-Federal (Ryan White) resources. The geographic distribution was City-wide.

Public Services – The Fredericksburg Regional Food Bank used \$1,700 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 \$1,000 of non-Federal resources. The geographic distribution was City-wide.

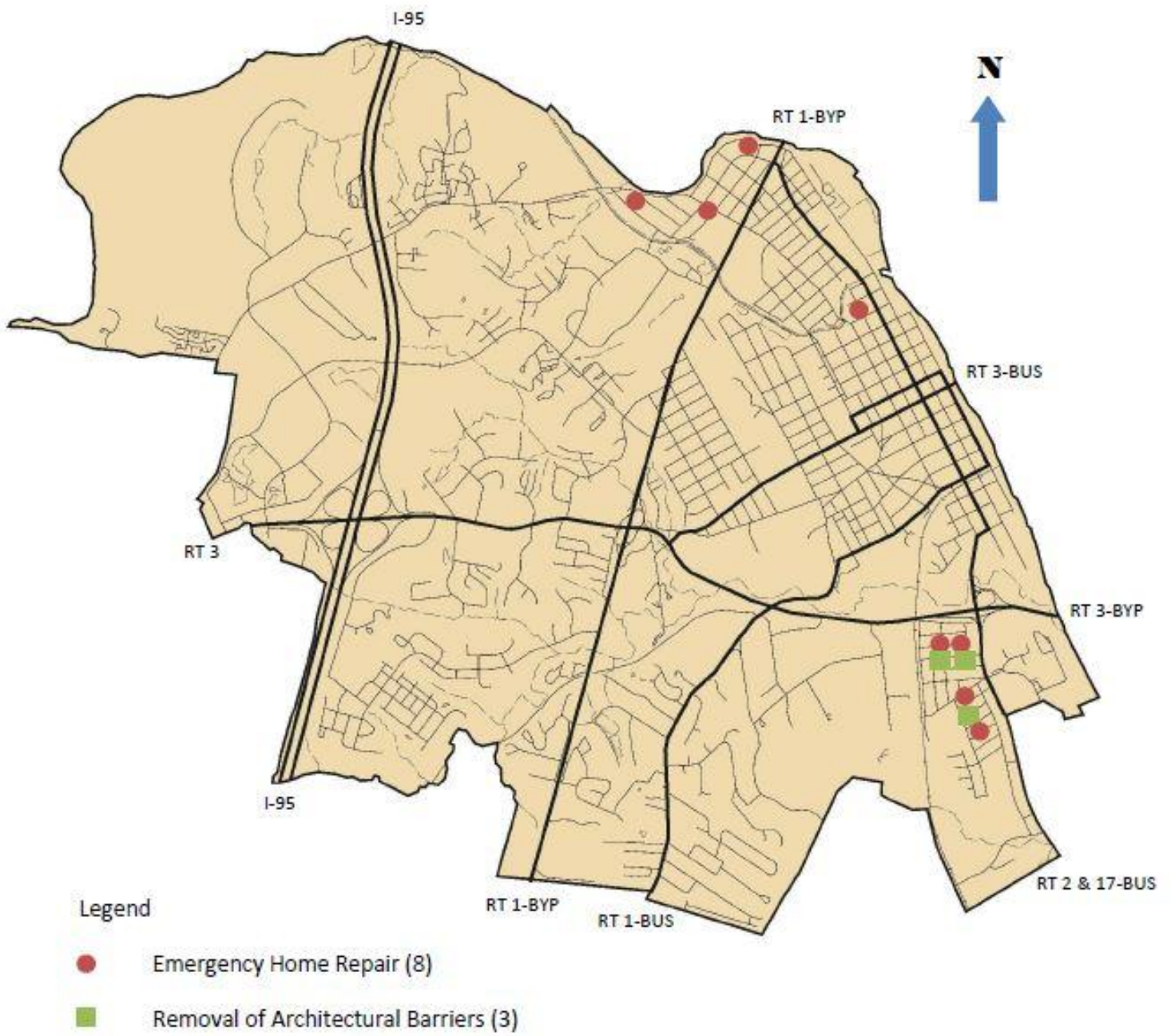
Removal of Architectural Barriers - The Planning Department expended \$14,665 to help maximize the independence and self-sufficiency of three very low - to extremely low - income households of persons with disabilities. This investment did not leverage any non-Federal resources nor did it require a matching contribution. Specific work included bathroom modifications at one residence with the installation of a roll-in shower, ADA height toilet, and grab bars. Additional work included front porch modifications at three residences including the installation of exterior hand railings. The geographic distribution of investment was three in the Mayfield Subdivision.

Administration/Oversight and Management - The Planning Department used \$29,329.90 in CDBG funds to administer and oversee all CDBG programs during this Program Year. The City contributed an additional \$45,625.82 of City General Funds for administration/oversight and management of the CDBG programs, efforts to coordinate other assistance for low - and moderate - income residents of the City, and leadership for the Fredericksburg Regional Continuum of Care.

Fair Housing - This activity used \$0.00 to distribute the 2015 Guide to Virginia Landlord-Tenant Law and make referrals to the Rappahannock Legal Services. This investment did not require any matching contributions or leverage any non-Federal resources. Other fair housing activities are noted above, under Public Services - Rappahannock Legal Services, and on page 10 under Fair Housing.

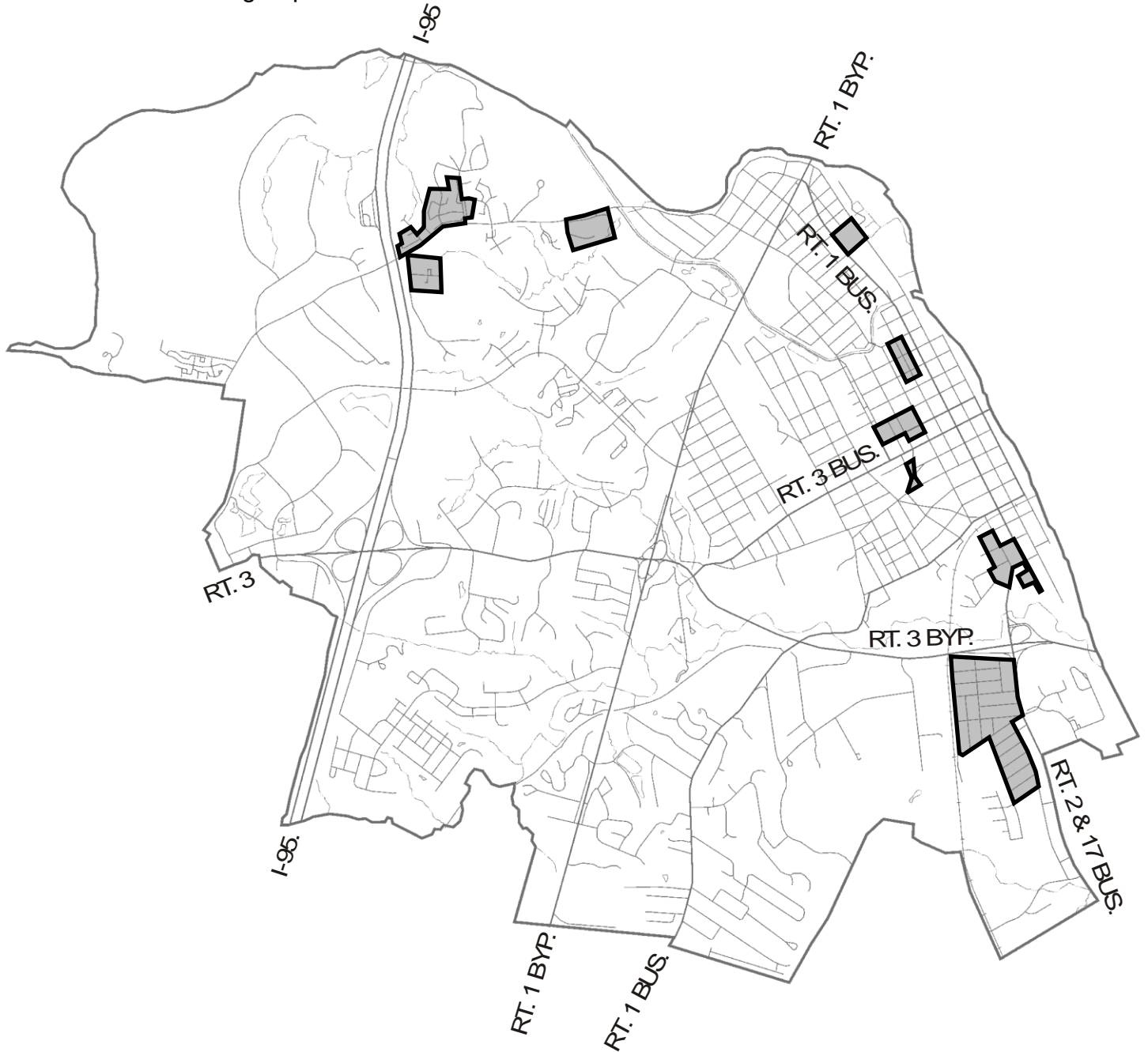
Public Information - The Planning Department expended \$404.10 to provide CDBG information to City residents through the local newspaper, direct mailings, and handouts

to office walk-in traffic.



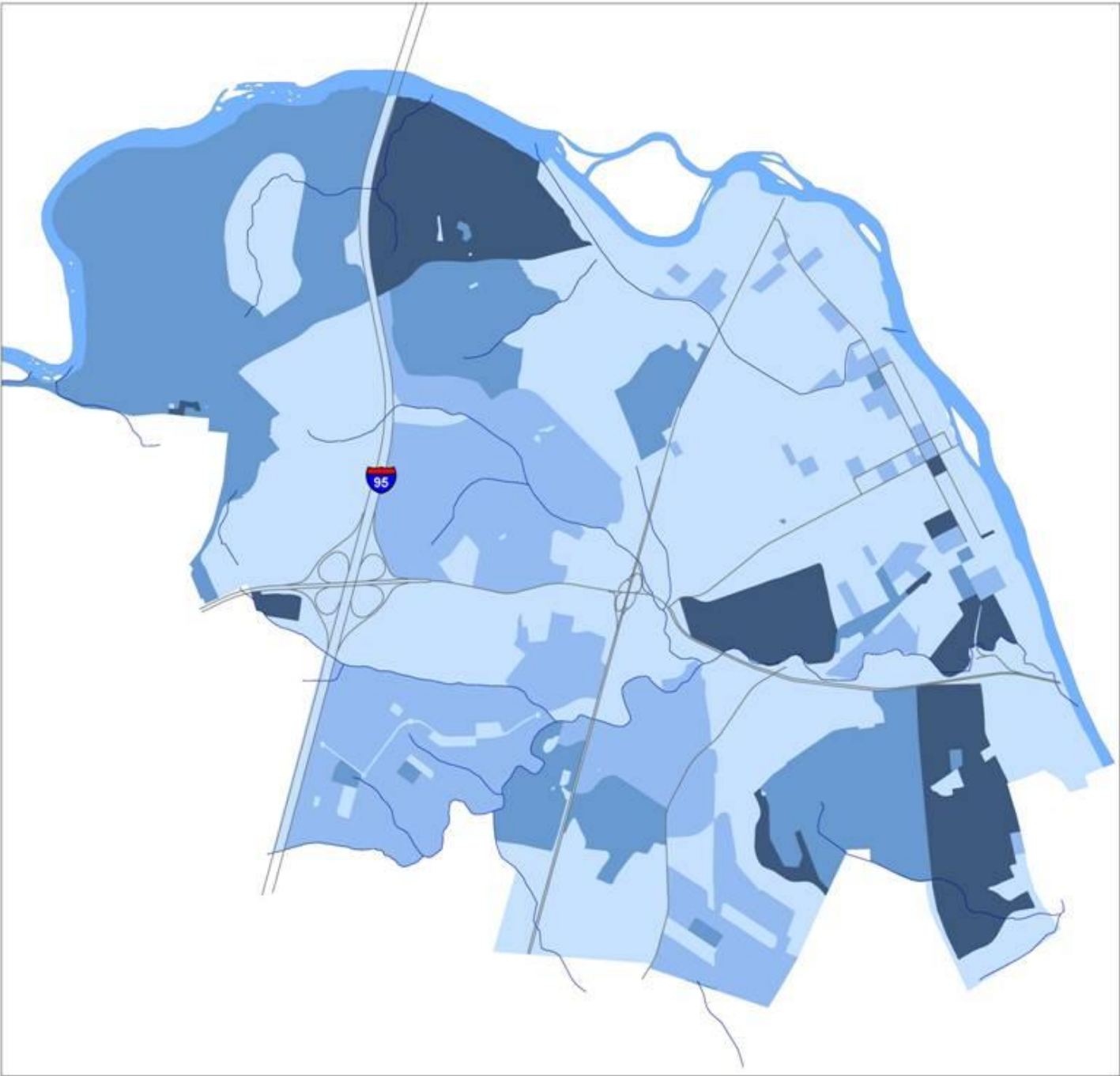
**Map 1: Location of Completed CDBG Projects  
2014-2015**

Areas of predominantly low- to moderate-income residents are shown on Map 2: Areas of Predominantly Low- and Moderate-Income Residents by Census Block. These areas are defined as those where greater than fifty percent (50%) of residents have total household incomes which are at or below 80% of the area median income. Data on households and income levels was most recently collected from the U.S. Census by tract and block group in 2000.



**Map 2: Areas of Predominantly Low- and Moderate-Income Residents by Census Block**  
Data Source: U.S. Census 2000

# 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 2014/2015 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. Eight very low- to extremely low- income households consisting of twelve African-Americans and four Caucasians received assistance for such emergency repairs. Of the sixteen 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 households in need and by providing non-CDBG funding. The City contributed \$5,000 toward City projects. This funding assisted in Rebuilding Together performing repairs to 6 homes. City funds leveraged an estimated \$16,886.89 worth of additional funding and in-kind improvements (total market value of work and materials \$21,886.89) with these projects in the form of volunteer work and community/business donations. As noted above, this activity occurs without CDBG funding.
3. 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 showed interest during program year but did not apply. Two eligible households have qualified for assistance in the 2015-2016 program year.

### **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 by Community Planning and Building Department staff with support from interns from the University of Mary Washington in 2012. Section VI 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 (Not in My Back Yard)

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 (to address impediments 1, 3, and 4).
2. Consider incentives and alternative funding sources to encourage and increase affordable housing (to address impediments 2, 3, and 4).
3. Increase landlord and resident awareness and knowledge of fair housing (to address impediments 1, 4, and 5).
4. Assist residents with special needs to have full access to housing and services (to address impediment 1 and 4).
5. Help to ensure orderly transfer of property assets, to facilitate home improvement loans (to address impediment 3).
6. Work to reduce incidences of NIMBY (to address impediment 5).

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>)

*\*addressing impediment 1*

2. Provided outreach through the distribution of fair housing materials to approximately 21 individuals. These individuals included landlords and renters who contacted the City’s Community Planning and Building Department. The Guide to Virginia Landlord-Tenant Law and Local Rental Housing in Planning District 16 was provided free of charge. *\*addressing impediments 1, 3, and 4*
3. Provided outreach to approximately 500 City landlords by including fair housing information in the Landlord License mailing in January 2015. Additional fair

housing information was mailed to approximately 1,200 landlords (residential and commercial) with a bulk mailing about rental properties in June 2015.  
*\*addressing impediments 1, 4 and 5*

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 draft 2015 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, Community Planning and Building Department staff worked with the City's Transit Department to ensure that the bus system effectively serves all areas of the community. *\*addressing impediments 3 and 4*
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. *\*addressing impediment 3*
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 rehabilitation and ownership continued through the implementation of CDBG programs. *\*addressing impediment 5*

## **Continuum of Care**

The overall continuum of care (CoC) for homeless persons includes emergency shelter, transitional housing, permanent housing, and homeless prevention. In an effort to enhance PD-16's housing crisis response system, the CoC transitioned the lead agency and chair duties in 2015 to a full-time CoC Coordinator position at the George Washington Regional Commission (GWRC). The CoC Coordinator was fully funded through federal and state homeless services grants.

In February 2015, GWRC received a VISTA grant. The VISTA project, which is a partnership between GWRC and the Virginia Coalition to End Homelessness, provides CoCs/LPGs in Virginia a VISTA member who will receive training and on-going support from VCEH and partners to assist a local Continuum of Care in meeting shared goals:

- Engaging current and new stakeholders in the local response to homelessness,
- Assessing and improving the local system that responds to homelessness,
- Utilizing data to articulate need and progress and make data-driven decisions (and therefore be more competitive in garnering resources)
- Supporting local program transition to housing

The VISTA at GWRC works 40 hours per week and is funded with a \$10,000 capacity building grant from the Virginia Housing Development Authority (VHDA), the required match. The VISTA position will end in January 2016.

## Accomplishments

### **Homeless Prevention**

The City used CDBG funds to help maintain the CVHC'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 62 low/moderate income households.

Using CDBG funds, FAHASS provided practical assistance (utility/rent payments, transportation, food, etc.) to 5 persons and emotional assistance to 3 persons living with HIV/AIDS. FAHASS also provided educational material and/or testing kits to 248 persons considered potentially at-risk for HIV/AIDS.

### **Cold Weather Shelter**

The City works closely with Micah Ecumenical Ministries, which manages the region's only cold weather shelter. This facility is located in Stafford County, approximately five miles north of the City. Fredericksburg contributed \$20,000 for the operation of the 2014-2015 season which was open every night November 1, 2014 through March 23, 2015 and served 193 different people (averaging 30 people/night). This activity does not entail the use of CDBG funds.

### **Emergency Shelter**

The City supported Thurman Brisben Center (TBC) with \$75,210 in funding to provide services for the men, women and families with children of Planning District 16 who met the federal definition of homelessness. The Thurman Brisben Center operates 24 hours a day, 365 days a year to frugally provide the homeless with a staffed shelter, food, security and an opportunity to achieve and maintain self-sufficiency and independence. In fiscal year 2015, TBC served a total of 538 clients. Of the 538 clients served, 73 were children. Thirty-eight percent (38%) were discharged into permanent housing.

The City continues to support Empowerhouse, formerly called Rappahannock Council on Domestic Violence (RCDV), with funding in the amount of \$14,500 to

aid in the agency's support of victims of domestic violence and their children. Of the total amount, \$7,860 was used to support the area's only domestic violence emergency shelter for up to 20 women and children at a time (with a maximum two month stay) in a local home in the planning district, at an undisclosed address. The average stay per person across the emergency shelter and transitional housing facilities (see next section) is one month. During the 2014-2015 program year, 328 adults and children were provided shelter, safety, and support. Of those, 86 adults and children originated from the City of Fredericksburg. At least twenty three-percent (23%) of households moved into permanent housing. Only ten percent (10%) of victims receiving on-going 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 shelter for chronically homeless individuals 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 85 individuals received shelter and services during Fiscal Year 2014-2015.

### **Transitional Housing**

The City works closely with Loisann's Hope House, which is a facility serving single mothers and their children. This facility is located in the City of Fredericksburg. During the 2014-2015 program year, the City contributed \$18,660 for the operation of the facility. During that period, 62 individuals comprising of 21 families with 41 children were given shelter and support including child care, employment training, and financial counseling. Of the 21 families which left the facility, eighty-five percent (85%) moved on to permanent housing. Fifteen percent (15%) exited to temporary housing with family and friends. This activity does not entail the use of CDBG funds; however does use \$40,000 in CoC renewal award funding to provide supportive services for homeless women and children residing at the transitional housing.

Empowerhouse's two new City properties were operational for the entire program year. The downtown houses provide transitional housing for one or two households at time. These properties were gifts from the Sunshine Lady Foundation. After upgrades were made possible by community donations, the downtown houses began to provide sheltering. An average of 8 people occupy the homes at one time. A victim of domestic violence with three or more children who needs to stay more than two months at the domestic violence shelter is the ideal household make up for a stay at the houses among other criteria. Fifteen households were assisted this past year including 39 children. Of the 12 households that moved out, 11 moved to permanent housing in about 3 months on average.

## **Permanent Supportive Housing**

During the 2014-2015 Program Year, Micah Ecumenical Ministries utilized its \$142,947 in HUD funding to provide permanent housing rental assistance to 58 chronically homeless persons. These funds were renewed by the U.S. Housing and Urban Development (HUD) in 2015. Micah 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.

## **Rapid Rehousing Program**

During the 2015-2016 program year, Virginia Department of Housing and Community Development (DHCD) awarded the TBC \$136,126 through the Virginia Homeless Solutions Grant (HSG). \$40,095 of VHSP funding was used to re-house a total of 12 households. Of the 12 households, 3 consisted of 6 adults with no children. The other 9 households consisted of 9 adults and 17 children. One of the households without children rapidly re-house is a veteran. One of the 6 adults without children left the area to return to family following a local rehousing. None of the clients served with the HSG funds returned to TBC for emergency shelter.

TBC continues to focus on helping individuals and families return to stable and permanent housing as quickly as possible. A variety of services, as needed, are delivered to promote housing stability and individual well-being. Clients rapidly rehoused enter into a standard lease agreement to housing without any service requirements or restrictions.

During the 2014-2015 program year, Micah Ecumenical Ministries utilized \$132,891 in HSG funding and \$23,723 in ESG dollars to re-house 67 households including 4 veterans, 2 households with children, and 31 chronically homeless individuals.

During the 2014-2015 program year, Loisann's Hope House received \$92,525 in HSG rapid rehousing funding in support of placing homeless women and children into permanent housing. Loisann's Hope House was not awarded funds through the Virginia Emergency Services Grant (ESG). During the year, 51 individuals comprised of 20 single mothers with 31 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. Currently, all families (100%) remain in permanent housing.

In FY 2015, Empowerhouse continued its housing program through a State grant from the Department of Housing and Community Development and a Federal

grant from the U.S. Department of Justice, Office on Violence Against Women. Empowerhouse paid for 44 households with 65 children including 2 adult children (11 adults and 6 children from Fredericksburg) in permanent housing with rental assistance and services. A number of these households (almost half) will be assisted into the FY 2016 year while they achieve housing and economic stability. The program continues to provide employment specialist assistance and job help center and budgeting assistance with the help of Rappahannock United Way and Rappahannock Goodwill Industries. This program does not entail the use of CDBG funding.

### **Special Needs**

The City supports efforts of the Rappahannock Area Community Services Board (RACSB) to provide appropriate housing and support services for 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 2015, more than 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.
- RACSB delivers critical Mental Health Community Support services to 34 people in their apartments across the City. RACSB owns 10 of the apartments.
- Six (6) individuals with psychiatric disabilities reside in supervised apartment programs in the City and an additional 11 individuals are served outside the City in Stafford County.
- RACSB offers one group home serving individuals with an intellectual disability in Fredericksburg. It is being renovated. By the end of the year it will be accessible and ADA compliant with intensive services to four (4) individuals. More than 85 other individuals are supported in the Planning District living in group homes, sponsored placement homes, or intermediate care facilities.
- Seven adults with an intellectual disability reside in four (4) supervised apartments within the City and 11 other individuals are served elsewhere in the planning district. Many use the FRED 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.

## OTHER ACTIONS

This section describes other community development actions that were specified in the 2010 Consolidated Plan and the Annual Action Plan for the 2014/2015 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 \$55,125. 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 2015, there were 217 homeless adults and children as defined by HUD and an additional 894 homeless adults and children as defined by the HEARTH Act (11 adults) and the U.S. Department of Education (883 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 not required to re-enter client data 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.

As an additional effort, the City organized a community clean up day for the Central Park Townhomes held on March 21, 2015. This neighborhood is composed of primarily low and moderate income families as well as being a predominately minority area. The event provided opportunity to improve and maintain common areas around the homes, playgrounds, and recreation facilities. Additionally, there were various service providers present to offer education about available services and programs, including the Bragg Hill Family Life Center. 20 City employees volunteered to participate in the cleanup in addition to police and fire services. In total, four dumpsters of trash were removed from the neighborhood. Prizes were donated by Wal Mart and offered as incentive for resident cleanup efforts. These included 2 children's bicycles and 2 backyard grills. The neighborhood association also donated lunch and refreshments for the cleanup participants. With the valuation of time and in-kind donation of prizes and dumpster rentals, staff estimates the total donated value to be \$4,218. This event improved the quality of this low income affordable neighborhood.

### **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 the Census Bureau's 2007-2011 American Community Survey data which shows that of 6,138 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.



## Estimated Number of Housing Units Occupied by Low or Moderate Income Families with LBP Hazards

The extent of potential lead based paint hazard has been determined from 2007-2011 ACS data based on the age of the City's housing stock. Potential LBP hazards exist in houses constructed before 1980, after which lead based paint was no longer likely to be available. Of the 9,341 dwelling units in Fredericksburg, 6,138 are pre-1980 stock. As noted above, only about 20 percent of the housing units built between 1960 and 1978 are likely to contain lead, which reduces the potential hazard to 3,696 units, or 37.7 percent of City housing. There are 630 units with a potential lead hazard occupied by young children though, so this matter remains of ongoing concern.

### 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 2014-2015, the RAHD confirmed nine cases of elevated lead in children in the City of Fredericksburg. RAHD case managers confirm that the nine 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/index.aspx?nid=918>)
3. Distributed lead hazard brochures to contractors and CDBG applicants.

### **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.

The CoC transitioned the lead agency and chair duties in 2015 to a full-time CoC Coordinator position at the George Washington Regional Commission (GWRC). The CoC Coordinator was fully funded through federal and state homeless services grants.

Factors contributing to this decision include, the CoC's continued growth, its effort to retool the region's homeless services system, and increased resource commitments to comply with federal and state monitoring expectations. 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 2015.

### 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 CVHC.

The Fredericksburg Regional CoC continues to strengthen its membership and meet on a monthly basis to more effectively coordinate homeless intervention. CVHC is designated and funded as the Centralized Intake office for servicing households in crisis. CoC members refer households to CVHC to conduct intake and coordinate emergency services for households to prevent homelessness and regain stability.

### 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 2010 Consolidated Plan were reduced for the 2014-2015 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:

National Objectives	Program	Planned/Actual Projects by Program Year	
		Planned	Actual
Benefit to Low/Moderate Income Persons – Housing	Emergency Home Repair	2010: 10 housing units 2011: 10 housing units 2012: 7 housing units 2013: 8 housing units 2014: 8 housing units TOTAL: 43 housing units	2010: 8 housing units 2011: 12 housing units 2012: 10 housing units 2013: 8 housing units 2014: 8 housing units TOTAL: 46 housing units

	Homeownership Assistance	<b>Planned</b> 2010: 3 buyers 2011: 3 buyers 2012: 2 buyers 2013: 2 buyers 2014: 2 buyers TOTAL: 12 buyers	<b>Actual</b> 2010: 0 buyers 2011: 1 buyer 2012: 0 buyers 2013: 0 buyers 2014: 0 buyers TOTAL: 1 buyer
	Removal of Architectural Barriers	<b>Planned</b> 2010: 3 housing units 2011: 3 housing units 2012: 2 housing units 2013: 3 housing units 2014: 3 housing units TOTAL: 14 housing units	<b>Actual</b> 2010: 3 housing units 2011: 4 housing units 2012: 2 housing units 2013: 3 housing units 2014: 3 housing units TOTAL: 15 housing units

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

NATIONAL OBJECTIVE	PROGRAM	PLANNED/ACTUAL ASSISTANCE by PROGRAM YEAR	
Benefit to Low/Moderate Income Persons – Public Service	Central Virginia Housing Coalition	Planned 2010: 10 households 2011: 10 households 2012: 12 households 2013: 16 households 2014: 13 households TOTAL: 61 households	Actual 2010: 22 households 2011: 15 households 2012: 16 households 2013: 17 households 2014: 16 households TOTAL: 86 households
	Rappahannock Legal Services	Planned 2010: 200 persons 2011: 200 persons 2012: 140 persons 2013: 140 persons 2014: 140 persons TOTAL: 820 persons	Actual 2010: 450 persons 2011: 411 persons 2012: 356 persons 2013: 335 persons 2014: 62 persons TOTAL: 1,614 persons
	FAHASS	Planned 2010: 10 persons 2011: 10 persons 2012: 7 persons 2013: 10 persons 2014: 8 persons TOTAL: 45 persons	Actual 2010: 44 persons 2011: 7 persons 2012: 13 persons 2013: 15 persons 2014: 8 persons TOTAL: 87 persons
	Fredericksburg Regional Food Bank	Planned 2010: 200 persons 2011: 200 persons 2012: 200 persons 2013: 200 persons 2014: 200 persons TOTAL: 1,000 persons	Actual 2010: 316 persons 2011: 306 persons 2012: 372 persons 2013: 334 persons 2014: 334 persons TOTAL: 1,700 persons

### Program Objectives

There were no changes in Fredericksburg’s program objectives during implementation of the 2014/2015 original Annual Action Plan. All of the goals listed in the Action Plan with the exception of the Rappahannock Legal Services Public Service Program and Direct Homeownership Assistance Program were met and most exceeded this program year.

### Displacement

There were absolutely no displacements during the 2014/2015 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.

## **PUBLIC PARTICIPATION**

### **PUBLIC HEARING**

On September 8, 2015, City Council will hold a public hearing during one of its regularly scheduled meetings. This hearing was advertised on August 25, 2015 and September 1, 2015 in the 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 25, 2015. This notice stated that the full document was available for review in the Community Planning and Building Department 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**

One City resident, the chairman of the Fredericksburg Independent Green Party, used the public hearing platform to highlight his concerns regarding the classification of race on official HUD documentation. He wished for the terms to reflect an individual's true race based on the one drop rule and to accurately represent the rarity of albinism as whiteness.

No other comments were received prior to the close of the public input period on September 9, 2015.

## **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 2014/2015 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 2014/2015 Program Year was to rehabilitate or provide emergency repairs to eight dwellings. Staff met its goal of emergency repairs, completing a total of eight units. Every household assisted during this Program Year had incomes within 0-50 percent of area median income. Three 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 funding but did not close on a house. Two households are qualified and are expected to receive assistance in the 2015-2016 program year. 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.

### **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 62 households instead of the projected 140 due to staff turnover. Fredericksburg Area HIV/AIDS Support Services assisted 8 individuals as planned. This organization was also able to provide 248 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 13.

A fourth subrecipient, Fredericksburg Regional 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 the 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 three households in this regard. The program assisted three households during the 2014/2015 Program Year. Three household assisted during this period had incomes within 30-50 percent of area median income.

#### ADMINISTRATION

The Planning Department expended \$29,329.90 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 (20%) cap of Fredericksburg's overall CDBG award. The City contributed an additional \$45,625.82 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

Fair Housing activities took place 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.

In 2012, City staff updated the comprehensive Analysis of Impediments to Fair Housing



Choice (AI). As noted before, the recommendations in the AI were incorporated into the 2014-2015 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	5 households	3 households	None
Direct Homeownership Assistance	None	None	None
Public Services – Rappahannock Legal Services	14 persons	29 persons	5 White, Hispanic (P) 1 Asian, Non-Hispanic (P) 1 Black / African American & White, Non-Hispanic (P) 12 Other Multi-Racial, Non-Hispanic (P)
Public Services – FAHASS	5 persons	3 persons	None
Public Services – Central Virginia Housing Coalition	12 households	3 households	1 Asian, Non-Hispanic (P)
Public Services – Food Bank	177 persons	168 persons	2 Asian, Non-Hispanic (P) 4 American Indian / Native Alaskan, Non-Hispanic (P) 1 Native Hawaiian / Other Pacific Islander, Non-Hispanic (P) 20 Other Multi-Racial, Hispanic (P)
Removal of Architectural Barriers	3 households	None	None

## MONITORING

City programs were monitored by HUD in the spring of 2015. No findings were issued but recommendations were offered. Those recommendations have been incorporated into current programs. City staff will monitor CVHC and Rappahannock Legal Services in 2015-2016.

## PUBLIC INFORMATION

The Planning Department expended \$404.10 to provide CDBG information to City residents.

## CONCLUSION

The City of Fredericksburg has met or exceeded its 2010 Consolidated Plan goals as originally identified or modified in the Annual Action Plan for Program Year 2014/2015 with the exception of the Rappahannock Legal Services (Public Service) and Direct Homeownership Assistance Program. Over the five-year Consolidated Plan timeframe, all program goals were met or exceeded with the exception of the Direct Homeownership Assistance Program.