

CITY OF FREDERICKSBURG, VIRGINIA



COMMUNITY DEVELOPMENT BLOCK GRANT  
CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION  
REPORT

PROGRAM YEAR 2008/2009

(JULY 1, 2008 TO JUNE 30, 2009)

Prepared by: Office of Planning and Community Development





**MOTION: KELLY**

**SECOND: DEVINE**

**RE: APPROVING THE 2008/2009 CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION REPORT**

**ACTION: APPROVED: Ayes: 7; Nays: 0**

**September 8, 2009  
Regular Meeting  
Resolution No. 09-84.1**

**WHEREAS**, the City of Fredericksburg, Virginia receives annual funding under the Community Development Block Grant program to address critical community development needs; and

**WHEREAS**, the Department of Planning and Community Development, which administers these funds, develops a Consolidated Annual Performance and Evaluation Report (CAPER) for submittal to the United States Department of Housing and Urban Development (HUD), to show that these funds were expended according to the adopted Annual Action Plan; and

**WHEREAS**, the CAPER evaluates how the City's community development programs have met specified needs and also provides for a public review of these programs.

**NOW, THEREFORE BE IT RESOLVED**, that the Council of the City of Fredericksburg in Virginia, pursuant to a full public participation process, approves the 2008/2009 CAPER.

**BE IT FURTHER RESOLVED** that the City Manager is authorized to forward the approved CAPER to HUD, for their further review and approval.

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***Clerk's Certificate***

*I, the undersigned, certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Resolution No. 09-84.1 duly adopted at the City Council meeting held September 8, 2009 at which a quorum was present and voted.*

  
\_\_\_\_\_  
**Tonya B. Lacey**  
**Clerk of Council**



## EXECUTIVE SUMMARY

According to the 2000 Census, 4,522 households, or 56.75 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 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 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 2008-2009 Annual Action Plan and the 2005 Consolidated Plan (5-year strategic plan).

A total of \$202,848.97 in CDBG funds was utilized to assist eligible City residents through a variety of programs including emergency home repair for 12 units, down payment/closing cost assistance for the purchase of one home, emergency grant assistance to prevent foreclosure and intense financial counseling for 13 LMI households, legal assistance and awareness for 1,127 LMI people, HIV/AIDS education for 103 individuals and support for 11 LMI people, providing food for 251 elderly and/or disabled LMI individuals, furthering fair housing initiatives, public information, and general program administration. An additional \$199,566.56 of public and private funds was leveraged by CDBG fund recipients to support the implementation of the outlined programs.

Annual Action Plan goals were met or exceeded with the exception of the Direct Homeownership Assistance and Removal of Architectural Barriers Programs. All of the programs and initiatives outlined in the 2005 Consolidated Plan have already been met or are still on track to meet the five-year objectives.

An additional resource of \$62,192 Community Development Block Grant funds (CDBG-R) was made available through the approval of the American Recovery and Reinvestment Act of 2009. As directed by HUD, CDBG-R funds were allocated to three specific capital improvement projects through the Substantial Amendment to the 2008-2009 Annual Action Plan approved by City Council on May 26, 2009. The Substantial Amendment was subsequently approved by HUD in July 2009. CDBG-R goals and objectives will be evaluated in the 2009-2010 CAPER.



CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION REPORT  
PROGRAM YEAR 2008/2009

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# **CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION REPORT**

**PROGRAM YEAR 2008/2009**

**July 1, 2008 – June 30, 2009**

## **INTRODUCTION**

This Consolidated Annual Performance and Evaluation Report (CAPER) evaluates Fredericksburg's progress in carrying out the 2008/2009 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 2005 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, 2009 deadline, Fredericksburg adhered to the following schedule for developing its Consolidated Annual Performance and Evaluation Report (CAPER):

July 28, 2009	Advertise for Public Hearing
July 29, 2009	Send Summary CAPER to civic associations and area churches
August 4, 2009	Advertise for Public Hearing Summary ad runs in local newspaper Public Notice that 15-day comment period begins
August 11, 2009	Public Hearing
August 19, 2009	Public Comment period ends
September 8, 2009	City Council final approval
September 23, 2009*	Submission of CAPER to HUD
_____, 2009	HUD assessment

\* The two weeks 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 \$229,095 in Community Development Block Grant (CDBG) funding for the 2008/2009 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.....	\$99,945
Direct Homeownership Assistance .....	\$39,000
Public Services	
Central Virginia Housing Coalition.....	\$5,000
Rappahannock Legal Services.....	\$16,800
HIV/AIDS Support Services.....	\$7,500
Fredericksburg Area Food Bank.....	\$2,000
Removal of Architectural Barriers .....	\$16,500
Administration/Oversight and Management .....	\$40,950
Fair Housing.....	\$500
Public Information .....	\$900

An additional resource of \$62,192 Community Development Block Grant funds (CDBG-R) was made available through the approval of the American Recovery and Reinvestment Act of 2009. As directed by HUD, CDBG-R funds were allocated to three specific capital improvement projects through the approval of Substantial Amendment to the 2008-2009 Annual Action Plan by City Council on May 26, 2009. The Substantial Amendment was subsequently approved by HUD in July 2009. CDBG-R goals and objectives will be evaluated in the 2009-2010 CAPER.

### 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 \$121,687.49 to perform emergency repairs to twelve owner-occupied houses. These investments did not require any matching funds nor leverage any non-Federal resources. The \$21,742.49 above the amount designated in the Annual Action Plan is a portion of unexpended funds accumulated from previous program years. These funds are applied to the housing rehabilitation category as noted in the approved Annual Action Plan. The geographic distribution of investment was three projects in the Middle Charles Street area (CT1), one in the Elmherst Neighborhood (CT2), one in Normandy Village (CT2), one in Hillcrest Subdivision (CT3), one on Lafayette Boulevard (CT3), one in the Fairview Neighborhood (CT4), three in Mayfield Subdivision (CT4), and one in Airport Subdivision (CT4).

Direct Homeownership Assistance – The City provided \$8,306.00 in closing costs/down payment assistance for one low/moderate income household to assist with the purchase of a house within the City limits. This investment leveraged an additional \$118,818 in other public and private funds including mortgage financing. The geographic location of the investment was located in Normandy Village (CT2). 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. Higher participation is expected in the upcoming grant year in coordination with the Neighborhood Stabilization Program.

Public Services - The Central Virginia Housing Coalition (CVHC) expended \$4,155.48 to actively prevent homelessness. With these funds, CVHC was able to provide emergency grants to 13 families threatened with eviction or foreclosure. The same 13 families benefitted from housing and budget counseling administered by CVHC. This investment did not require any matching contributions but leveraged \$9,264 of non-Federal resources. The geographic distribution was City-wide.

Public Services - Rappahannock Legal Services (RLS) expended \$16,800 to provide housing advocacy and housing consumer education to 1,127 low income households in the City of Fredericksburg. This investment did not require any matching contributions but leveraged \$5,300 of non-Federal resources. The geographic distribution was City-wide.

Public Services - Fredericksburg Area HIV/AIDS Support Services (FAHASS) used \$7,500 to provide emotional and supportive services to 11 low/moderate income persons living with HIV/AIDS. FAHASS also provided educational material to 103 low/moderate income persons in Fredericksburg. This investment did not require any matching contributions but leveraged \$3,900 of non-Federal resources. The geographic distribution was City-wide.

Public Services – The Fredericksburg Area Food Bank used \$2,000 to help administer the Food for Life Brown Bag Program. With these funds, the Food Bank assisted 251 elderly and/or disabled persons in Fredericksburg. This investment did not require any matching contributions but leveraged \$27,200 of non-Federal resources. The geographic distribution was City-wide.

Removal of Architectural Barriers Program – The 2008-2009 Annual Action Plan approved CDBG subrecipient funding to the disAbility Resource Center to help this organization in removing architectural barriers to independent living. The City’s annual goal was to assist three households in this regard. Following Plan approval, the disAbility Resource Center declined to administer the Removal of Architectural Barriers Program. City staff utilized \$50.00 in CDBG funds to improve program and contract elements while pursuing other area non-profit organizations with the capacity to administer the program. No other organizations were available; therefore, the City has incorporated the program under its administration for the 2009-2010 program year as it recognizes that there are enormous barriers for persons with disabilities to overcome in order to achieve the maximum feasible level of independent living. While no households benefitted from the program in 2008-2009, the 5-year goal of assisting 15 households by 2010 has been met.

Administration/Oversight and Management - The Planning Department used \$41,191.03 in CDBG funds to administer and oversee all CDBG programs during this Program Year. The City contributed an additional \$30,484.56 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 \$500.00 to support printing the 2008 Guide to Virginia Landlord-Tenant Law. This investment did not require any matching contributions but leveraged \$4,600 of non-Federal resources to develop the document. Other fair housing activities are noted above, under Public Services - Rappahannock Legal Services.

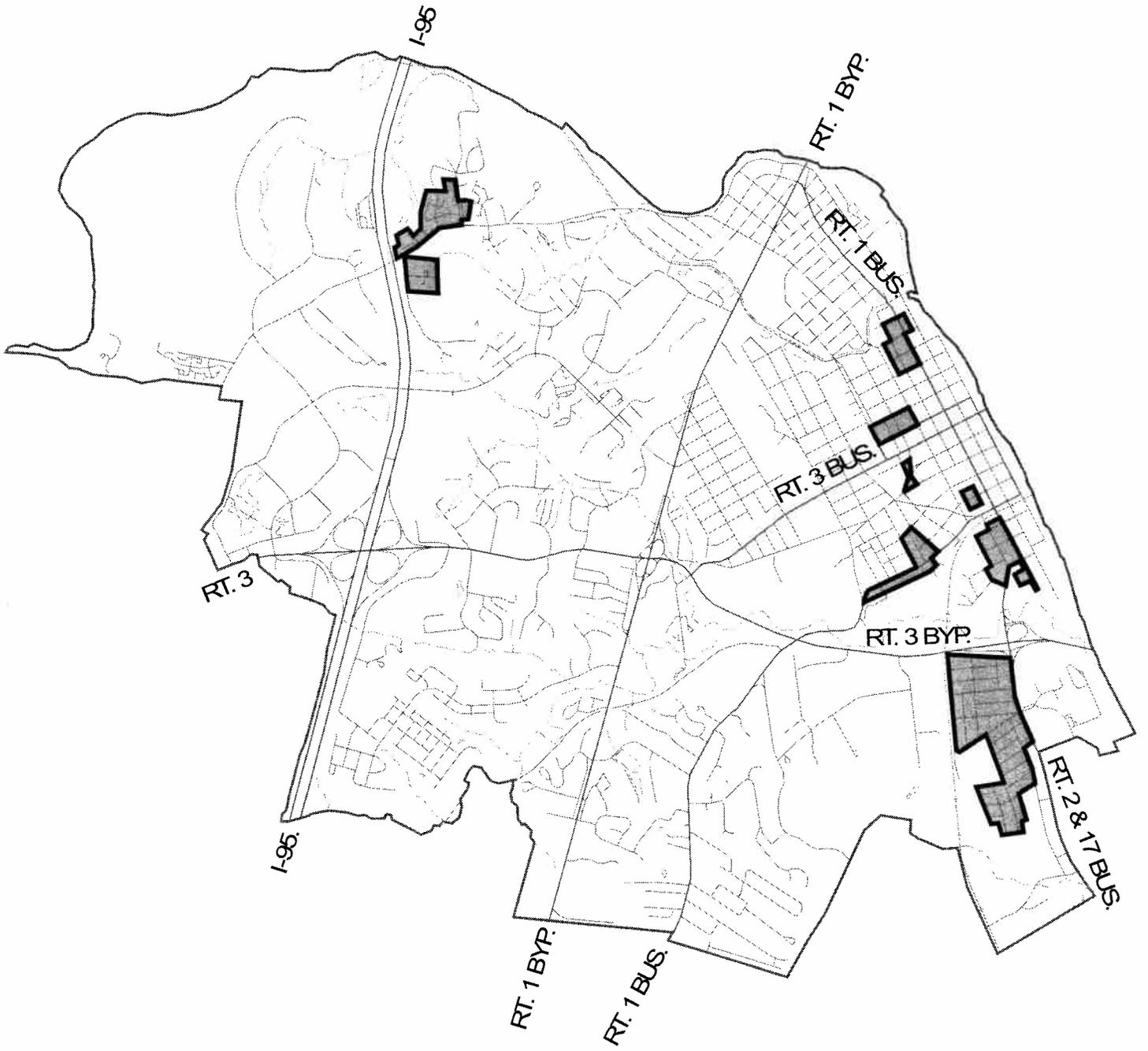
Public Information - The Planning Department expended \$658.97 to provide CDBG information to City residents through the local newspaper, direct mailings, and handouts to office walk-in traffic.



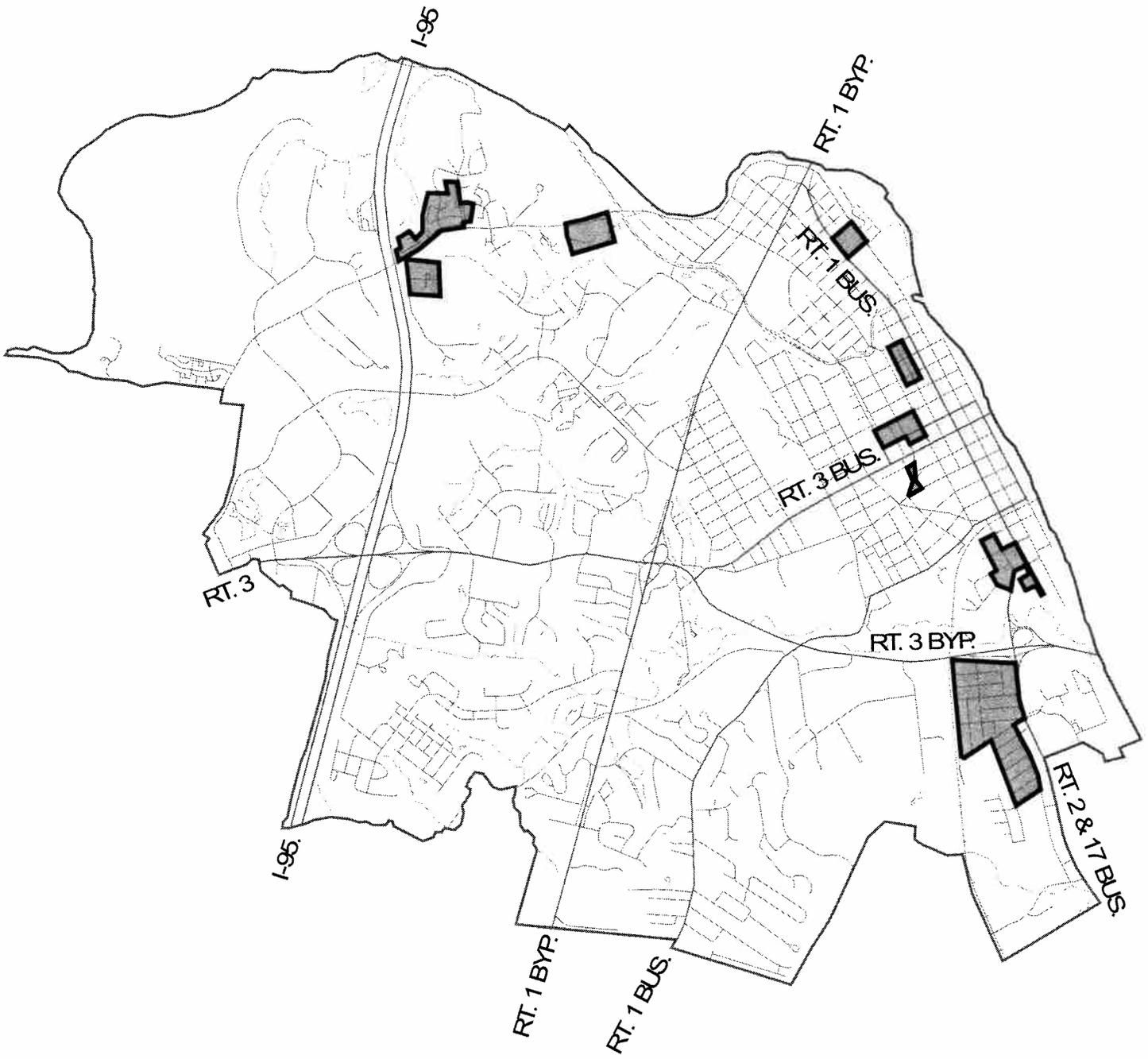
LEGEND:

- EMERGENCY HOME REPAIR
- ▲ DIRECT HOMEOWNERSHIP ASSISTANCE

**Location of CDBG Projects**



Areas of Minority Concentration



Areas of Low and Moderate Income Concentration

## HOUSEHOLDS AND PERSONS ASSISTED

This section describes the priorities contained in the Consolidated Plan as well as the accomplishments of the 2008/2009 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. Twelve very low to extremely low income households consisting of fifteen African-American individuals and ten White individuals received assistance for such emergency repairs. Of the twenty-five persons assisted through this program, twelve 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 \$11,000 towards City projects and waived \$559.62 in permitting fees. This effort resulted in the rehabilitation of eleven homes and one group home serving disabled youth in the City during Rebuilding Together activities. City funds leveraged an estimated \$138,797.00 worth of improvements 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 of Fredericksburg joined with three other area localities in developing a regional application for Neighborhood Stabilization Program (NSP) funds. On April 6, 2009, Virginia Governor Timothy Kaine announced that the Central Virginia Housing Coalition, on behalf of the City of Fredericksburg and Stafford County, would receive \$2.5 million to purchase, renovate and resell foreclosed homes to households with incomes which do not exceed 120% of the median area income depending on household size. (Spotsylvania and Caroline Counties were also awarded \$2.5 million.) The grant is one of three that were the first to be awarded through Virginia's NSP. The local program will provide reinvestment in neighborhoods where foreclosure rates are rising and create new homeownership opportunities throughout the City. Initially the targeted neighborhoods include Mayfield Subdivision and Central Park Townhomes. The program could be expanded in the future to include other neighborhoods with high foreclosure rates. This effort is ongoing and City staff continues to be involved as part of the Project Management Team charged with implementing the program.

4. Planning staff continued to implement the Direct Homeownership Assistance Program, to help provide down payment and/or closing costs assistance. One family was able to take advantage of the availability of funds during 2008-2009. Staff has made efforts to increase participation through communication with area Civic Groups, churches and employers and through outreach at community events. Staff expects an increase in participation during the upcoming 2009-2010 program year as funds will be used in coordination with the Neighborhood Stabilization Program.

## **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). In July 2007, BBC finalized the report and recommendations contained in the new AI were incorporated into the 2008-2009 Annual Action Plan.

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.
2. Increased landlord awareness of fair housing by directly notifying all City landlords (approximately 200 individuals) of federal and state legislation regulating fair housing by letter dated April 28, 2009.
3. Raised visibility of Fair Housing and the complaint process by creating a new 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. The website was released in March 2009. (<http://www.fredericksburgva.gov/Departments/Planning/index.aspx?id=501>)
4. Provided outreach through the distribution of fair housing materials to approximately 30 individuals at the Bragg Hill Family Life Center during the Money Talks! Homeownership Event in January 2009. This location is within a neighborhood with a high percentage of renters and concentrations of minority and low to moderate income populations.

5. Provided outreach through the distribution of fair housing materials to approximately 25 individuals at the University of Mary Washington Multicultural Fair in April 2009. The annual event attracts a diverse population including college students preparing to move into rental units within the community.
6. 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.
7. 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.
8. Worked to reduce NIMBYism by continuing to implement the Rental Property Maintenance Program 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. Long range strategic planning exercises are underway with a formal 10-year Strategic Plan estimated to be adopted by the end of the 2009-2010 Program Year.

## 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 the City of Fredericksburg and the City contributed \$20,000 for the operation of the 2008-2009 Season which was open 59 nights and served 162 different people (averaging 40 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 2008-2009 program year, the City contributed \$80,750 for the operation of the facility. During that period, 747 unduplicated individuals comprising 108 families with 184 children were given shelter. Of these sheltered individuals, approximately 34% moved on to permanent housing. This activity does not entail the use of CDBG funds.

The City approved one project to support clients of Thurman Brisben Center with the Substantial Amendment to the 2008-2009 Annual Action Plan. \$13,500 in CDBG-R funds will be utilized to construct a FRED bus stop shelter and related sidewalk and accessibility improvements. The improvements will promote public transportation and accessibility for LMI individuals and families.

The City has also continued to support the Rappahannock Council on Domestic Violence (RCDV) with funding in the amount of \$11,006 to aid in the agency's support of victims of domestic violence. Of the total amount, \$2,082 was used to support the Haven which provides emergency shelter for RCDV clients. During the 2008-2009 program year, 86 households consisting of 180 persons were provided shelter and support at the Haven. Of those, twenty-six (15 adults and 11 children) originated from the City of Fredericksburg. Twenty-one households, approximately 24% of those served, moved into permanent housing. This activity does not entail the use of CDBG funds.

### **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 2008-2009 program year, the City contributed \$25,672 for the operation of the facility. During that period, 61 unduplicated individuals comprising 19 families with 42 children were given shelter and support including child care, employment training, and financial counseling. Of the ten families which left the facility, eight (80%) moved on to permanent housing. This activity does not entail the use of CDBG funds.

The City identified two projects to support Hope House in the Substantial Amendment to the 2008-2009 Annual Action Plan identified. \$21,500 in CDBG-R funds will be utilized to renovate 907 Lafayette Boulevard, an existing building with four TH units. An additional \$21,000 in CDBG-R funds is allocated to renovate 900 Lafayette Boulevard, which Hope House intends to utilize for an additional four TH units. Both capital improvement projects will increase energy efficiency and conservation.

### **Special Needs**

The City supports the Rappahannock Area Community Services Board (RACSB) to provide appropriate housing and support services for mentally ill and mentally disabled persons. The RACSB is actively developing additional supportive housing throughout the Planning District to meet current needs. On September 9, 2008, the City Council approved a Special Use Permit (SUP2008-13) to allow Rappahannock Area Community Services Board (RACSB) to operate a 12-bed facility to serve people with mental illness. It is a short term crisis stabilization center with a maximum of a two week stay and is located in the City adjacent to the RACSB headquarters. Utilization of this facility will assist individuals to avoid crises which could otherwise result in homelessness. This activity does not entail the use of CDBG funds.

### **Homeless Prevention**

1. 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 13 low/moderate income households who faced eviction. The same 13 households also benefitted from intense housing and budget counseling.

2. The City's CDBG program provided funds to Rappahannock Legal Services, whose focus is also homeless prevention. This organization provided housing advocacy assistance and housing consumer education to 1,127 low/moderate income households.
3. Using CDBG funds, FAHASS provided practical assistance (utility/rent payments, transportation, food, etc.), and emotional assistance to 11 persons living with HIV/AIDS. FAHASS also provided educational material to 103 persons considered potentially at-risk for HIV/AIDS.

### **Homelessness Prevention and Rapid Rehousing Program (HPRP)**

In June 2009, the Continuum of Care coordinated an application to the Virginia Department of Housing and Community Development for \$600,000 of Homelessness Prevention and Rapid Rehousing Program (HPRP) funds. Over the two year program the CoC seeks to prevent homelessness by providing emergency grants for 114 households, including 44 families with children. The application also anticipates rehousing individuals and families who have already become homeless by providing funds for security deposits and short term rental assistance for 28 households, including at least six families with children and two chronically homeless individuals. Finally, additional households will benefit from legal services to avoid eviction. Award announcements are anticipated in August 2009. This activity does not entail the use of CDBG funds.

### **OTHER ACTIONS**

This section describes other community development actions that were specified in the 2005 Consolidated Plan and the Annual Action Plan for the 2008/2009 Program Year.

#### **Accomplishments**

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

1. 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.
2. 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.

3. 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 grant. 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 2009, there were 202 homeless adults and children as defined by HUD and an additional 401 homeless children as defined by the U.S. Department of Education. 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 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 2009, a regional application for Neighborhood Stabilization Program (NSP) funds was awarded to the region to purchase, renovate and resell foreclosed homes to area residents with household incomes which do not exceed 120% of the area median income. A minimum of twenty-five percent of the \$2.5 million awarded to serve the City of Fredericksburg and Stafford County will be utilized to promote homeownership for very low to extremely low income households with incomes which do not exceed 50 percent of the area median income.

### **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**

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. Continued to make training available at a reduced price for local contractors in the proper procedures for removing and containing lead hazards. Specifically coordinated HUD/EPA approved Lead Safe Work Practices and OSHA Lead in Construction certification training courses for area contractors in January 2009.
2. Coordinated the lead hazard reduction requirements as an integral part of housing rehabilitation and homeownership assistance programs.
3. Raised visibility of the potential hazards associated with lead-based paint by creating a new 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. The website was released in March 2009. (<http://www.fredericksburgva.gov/Departments/Planning/index.aspx?id=502>)

## **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 Business 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 2009.

### **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 2005 Consolidated Plan. The following summary shows the City's progress in meeting its stated five-year goals:

National Objectives	Program	Planned/Actual Projects by Program Year	
Benefit to Low/Moderate Income Persons – Housing	Emergency Home Repair	<b>Planned</b> 2005: 10 2006: 10 2007: 10 2008: 10 2009: 10 TOTAL: 50	<b>Actual</b> 2005: 4 housing units 2006: 13 housing units 2007: 10 housing units 2008: 12 housing units 2009: TOTAL: 39 housing units
	Homeownership Assistance	<b>Planned</b> 2005: 3 buyers 2006: 3 buyers 2007: 3 buyers 2008: 3 buyers 2009: 3 buyers TOTAL: 15 buyers	<b>Actual</b> 2005: 7 buyers 2006: 4 buyers 2007: 0 buyers 2008: 1 buyers 2009: TOTAL: 12 buyers
	Removal of Architectural Barriers	<b>Planned</b> 2005: 3 2006: 3 2007: 3 2008: 3 2009: 3 TOTAL 15	<b>Actual</b> 2005: 6 housing units 2006: 6 housing units 2007: 6 housing units 2008: 0 housing units 2009: TOTAL: 18 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	<b>Planned</b> 2005: 10 households 2006: 10 households 2007: 10 households 2008: 10 households 2009: 10 households TOTAL: 50 households	<b>Actual</b> 2005: 21 households 2006: 10 households 2007: 19 households 2008: 13 households 2009: TOTAL: 63 households
	Rappahannock Legal Services	<b>Planned</b> 2005: 200 households 2006: 200 households 2007: 200 households 2008: 200 households 2009: 200 households TOTAL: 1,000 households	<b>Actual</b> 2005: 398 households 2006: 778 households 2007: 858 households 2008: 1,127 households 2009: TOTAL: 3,161 households
	FAHASS	<b>Planned</b> 2005: 10 persons 2006: 10 persons 2007: 10 persons 2008: 10 persons 2009: 10 persons TOTAL: 50 persons	<b>Actual</b> 2005: 23 persons 2006: 15 persons 2007: 15 persons 2008: 11 persons 2009: TOTAL: 64 persons
	Fredericksburg Area Food Bank	<b>Planned</b> 2005: 50 persons 2006: 50 persons 2007: 50 persons 2008: 50 persons 2009: 50 persons TOTAL: 250 persons	<b>Actual</b> 2005: 168 persons 2006: 228 persons 2007: 235 persons 2008: 251 persons 2009: TOTAL: 882 persons

## **Program Objectives**

There were no changes in Fredericksburg's program objectives during implementation of the 2008/2009 original Annual Action Plan. All of the goals listed in the Action Plan with the exception of the Direct Homeownership Assistance and the Removal of Architectural Barriers Programs were met and most exceeded this program year. Staff is making progress in addressing shortfalls from the previous program years and intends to meet all of the goals in the approved 2005 Consolidated Plan. The projects identified in the Substantial Amendment to the 2008-2009 Annual Action Plan will be evaluated in the 2009-2010 CAPER.

## **Displacement**

There were absolutely no displacements during the 2008/2009 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 August 11, 2009, City Council held a public hearing during one of its regularly scheduled meetings. This hearing was advertised on July 28<sup>th</sup> and August 4<sup>th</sup> in the Fredericksburg Free Lance-Star. Summary annual reports were also sent directly to civic associations, area churches, and interested parties. No public comments were presented at the meeting.

### **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 on August 4, 2009. 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**

On August 7, 2009, the Community Action Specialist from the disAbility Resource Center provided public comment acknowledging that many of the programs implemented in the 2008-2009 program year served people with low-incomes and people with disabilities. A specific suggestion was made to refer to people with mental retardation or who are mentally handicap as people with a cognitive impairment. This change was noted on page 17 of the document. Further suggestions on how to implement accessibility into new developments and programs were noted.

On August 14, 2009, a City resident provided public comment. He reviewed the draft as well as previous CAPERs and noted that the 2008-2009 programs were well implemented. He was pleased with the CDBG programs and has witnessed the results in the community.

This minimal public response, however, does not indicate the community is not interested in the City's CDBG programs. The City's planning staff maintains a close liaison with neighborhood organizations and continually seeks help to identify families eligible for CDBG assistance. In addition, staff evaluates its ongoing programs to ensure continued effectiveness in meeting community needs. Neighborhood organizations have typically found this contact to be sufficient. As a consequence, they usually do not provide testimony during formal public participation evaluations.



## 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 2008/2009 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 2008/2009 Program Year was to rehabilitate or provide emergency repairs to ten dwellings. Staff achieved its goal by providing emergency repairs to a total of twelve units. Every household assisted during this Program Year had incomes within 0-50 percent of area median income. Eight of those were below 30 percent of the area median income.

### DIRECT HOMEOWNERSHIP ASSISTANCE

The City of Fredericksburg assisted one household to achieve homeownership. A public investment of \$8,306.00 provided down payment/closing cost assistance. Leveraged funds, however, amounted to an additional \$118,818 in other public and private funds including mortgage financing. The benefitting household had an annual income between 51-80 percent of the area median income.

The 2000 census shows a decline of homeownership as a percentage of Fredericksburg's overall housing occupancy. As a consequence, this CDBG program fulfills a critical need. 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.

While annual goals were not met, the program is still on target to meet the five-year goals identified in the 2005 Consolidated Plan. An increase in participation is expected during the upcoming program year as program funds will be utilized in conjunction with the Neighborhood Stabilization 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 1,127 households instead of the projected 200. Fredericksburg Area HIV/AIDS Support Services assisted 11 individuals instead of the planned ten. This organization was also able to provide 103 low income, at-risk persons with critical education. The Central Virginia Housing Coalition served 13 households instead of the projected 10.

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 251 elderly and/or disabled people instead of the projected 50.

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

The 2008-2009 Annual Action Plan approved CDBG subrecipient funding to the disAbility Resource Center to help this organization to remove architectural barriers to independent living. The City's annual goal was to assist three households in this regard. Following Plan approval, the disAbility Resource Center declined to administer the Removal of Architectural Barriers Program. City staff pursued other area non-profit organizations with the capacity to administer the program but none were available. Therefore, the City has incorporated the program under its administration for the 2009-2010 program year as it recognizes that there are enormous barriers for persons with disabilities to overcome, in order to achieve the maximum feasible level of independent living. While no households benefitted from the program in 2008-2009, the 5-year goal of assisting 15 households by 2010 has been met.

## ADMINISTRATION

The Planning Department expended \$41,191.03 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 \$30,484.56 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 2008-2009 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 Non-Hispanic	White Non-Hispanic	Other Households or Persons (as specified)
Emergency Home Repair	8 households	4 households	None
Direct Homeownership Assistance	None	1 household	None
Public Services – Rappahannock Legal Services	451 households	620 households	56 Other Multi-Racial-Hispanic
Public Services – FAHASS	2 persons	5 persons	1 White Hispanic 1 Black Hispanic 1 Other Multi Racial-Non-Hispanic 1 Other Multi Racial-Hispanic
Public Services – Central Virginia Housing Coalition	8 households	5 households	None
Public Services – Food Bank	145 persons	92 persons	2 White Hispanic 2 Asian Non-Hispanic 4 American-Indian/ Native-Alaskan, Non-Hispanic 3 Other Multi Racial-Hispanic 3 Other Multi Racial-Non-Hispanic
Removal of Architectural Barriers	None	None	None

## PUBLIC INFORMATION

The Planning Department expended \$658.97 to provide CDBG information to City residents.

## CONCLUSION

The City of Fredericksburg has met or exceeded its Consolidated Plan goals as originally identified for Program Year 2008/2009 with the exception of the Direct Homeownership Assistance and Removal of Architectural Barriers Programs; however the programs are still on track to meet the five-year goals identified in the 2005 Consolidated Plan. Staff will continue to work at implementing all of the goals of the 2005 Consolidated Plan and provide needed assistance to the community. The projects identified in the Substantial Amendment to the 2008-2009 Annual Action Plan will be evaluated in the 2009-2010 CAPER.