



CITY OF FREDERICKSBURG, VIRGINIA

COMMUNITY DEVELOPMENT BLOCK GRANT  
CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION  
REPORT

PROGRAM YEAR 2020 / 2021

(JULY 1, 2020 TO JUNE 30, 2021)

Prepared by:

The Community Planning and Building Department

## **CR-05 - Goals and Outcomes**

### **Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)**

This could be an overview that includes major initiatives and highlights that were proposed and executed throughout the program year.

This is the City of Fredericksburg's Consolidated Annual Performance and Evaluation Report (CAPER) of programs undertaken in accordance with the 2020-2021 Annual Action Plan. A total of \$179,905.88 in CDBG funds were used to assist 395 eligible City households through a variety of programs. This included the emergency repair of 3 units, removal of architectural barriers to promote accessibility for 3 households, and downpayment to 1 households to purchase homes. This also included public services including direct assistance for 5 households to prevent eviction and foreclosure, legal assistance for 212 persons to manage landlord tenant law issues, financial assistance for 2 persons and case management for 52 persons living with HIV/AIDS and testing and education for an additional 117.

CDBG programs this year fulfilled many of the goals of the 2020-2025 Consolidated Plan prioritizing funds for individuals and families to allow for stable and safe homes.

### **Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)**

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each of the grantee's program year goals.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Housing and Support Services - HIV/AIDS	Affordable Housing	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	675	169	25.04%	160	169	105.63%
Housing and Support Services - HIV/AIDS	Affordable Housing	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	50	2	4.00%	10	2	20.00%
Housing Rehabilitation	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	19	3	15.79%	6	3	50.00%
Increase Homeownership	Affordable Housing	CDBG: \$	Direct Financial Assistance to Homebuyers	Households Assisted	10	1	10.00%	2	1	50.00%
Legal Services and Fair Housing Advocacy	Affordable Housing	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	750	212	28.27%	150	212	141.33%

Prevent Foreclosure/Eviction	Affordable Housing	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	0		0	0	
Prevent Foreclosure/Eviction	Affordable Housing	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	70	5	7.14%	14	5	35.71%
Remove Architectural Barriers to Housing	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	10	3	30.00%	2	3	150.00%

**Table 1 - Accomplishments – Program Year & Strategic Plan to Date**

**Assess how the jurisdiction’s use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan, giving special attention to the highest priority activities identified.**

The City of Fredericksburg's use of CDBG funds has addressed the priorities and objectives identified in the 2020-2021 Annual Action Plan. Most importantly for this program year, 100 percent of funds served households of low to moderate income. While funds to build new affordable housing in our City are limited, the City's CDBG program focuses on maintaining and preserving the stock as it exists today ensuring not only a safe living condition for today, but securing inter-generational wealth and housing stability. This work is carried out most significantly through the Emergency Home Repair and the Removal of Architectural Barriers programs. The operations of the City's repair programs shifted to address more complex housing problems arising in the community. Due to a more significant need per households, more financial resources are offered for fewer total projects to ensure these complex needs are comprehensively addressed. The residents participating in the program own their own home and many of them are long standing family homes. Without the CDBG program to assist with necessary emergency home repairs, like failing roofs, leaking plumbing, dangerous electrical systems or the removal of architectural barriers to continue living in their

homes, these families would likely lose their housing and be unable to find another affordable option.

**CR-10 - Racial and Ethnic composition of families assisted**

Describe the families assisted (including the racial and ethnic status of families assisted).

91.520(a)

	<b>CDBG</b>
White	13
Black or African American	20
Asian	0
American Indian or American Native	0
Native Hawaiian or Other Pacific Islander	0
<b>Total</b>	<b>33</b>
Hispanic	4
Not Hispanic	29

**Table 2 – Table of assistance to racial and ethnic populations by source of funds**

**Narrative**

## CR-15 - Resources and Investments 91.520(a)

### Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	195,974	179,906

Table 3 - Resources Made Available

### Narrative

The City of Fredericksburg received \$195,974 in Community Development Block Grant (CDBG) funding for the 2020/2021 Program Year. These funds supported a variety of programs including housing rehabilitation and public services. The total expenditure of funds this year was \$179,905.88 to support CDBG programs.

### Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
Citywide	100	100	

Table 4 – Identify the geographic distribution and location of investments

### Narrative

The Emergency Home Repair Program, Direct homeownership Assistance Program, and Removal of Architectural Barriers Program are administered on a first come, first served basis. Emergency home repairs and needs to remove architectural barriers are addressed as quickly as possible, so waiting lists work exceptionally well. Homeownership assistance requires applicants to qualify for a mortgage loan. In each instance distribution of these programs Citywide has proven beneficial to target eligible households. In general, the most CDBG related activity will occur where there are higher concentrations of low-to-moderate income persons; however, low-to-moderate income needs exist and are scattered throughout the City. By making CDBG investment available Citywide, eligible persons have been served more equitably than if such activity were geographically restricted.

## Leveraging

**Explain how federal funds leveraged additional resources (private, state and local funds), including a description of how matching requirements were satisfied, as well as how any publicly owned land or property located within the jurisdiction that were used to address the needs identified in the plan.**

The Community Development Planner serves as project manager for the Emergency Home Repair, Removal of Architectural Barriers, and Direct Homeownership Assistance programs. Administration costs in the amount of \$37,000 were matched by local funds in the amount of \$33,469.34. The \$6,000 dollars dedicated to the Fredericksburg Area HIV/AIDS Support Services is added to \$\_\_\_\_\_ of federal HOPWA funds used to assist this specific population. The \$8,400 dollars managed by Legal Aid Works is part of a \$23,650 dollar program to prevent eviction and educate tenants. The \$6,108 dollars administered by the Central Virginia Housing Coalition to prevent eviction and offer financial counseling leveraged an additional \$12,247.20 in privately raised funds.



## CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	343	381
Number of Special-Needs households to be provided affordable housing units	0	0
<b>Total</b>	<b>343</b>	<b>381</b>

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	24	7
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	8	6
Number of households supported through Acquisition of Existing Units	2	1
<b>Total</b>	<b>34</b>	<b>14</b>

Table 6 – Number of Households Supported

**Discuss the difference between goals and outcomes and problems encountered in meeting these goals.**

The City's goal for the 2020-2021 program year was to remove architectural barriers, rehabilitate, or provide emergency repairs to 8 dwellings. 6 households assisted during this year had income within 0-50 percent of area median income. 5 of those were below 30 percent of area median income. Though 6 homes were repaired instead of 8, between the removal of architectural barriers and emergency home repair programs, 96% of the dedicated funds in these projects were utilized. The work completed on each home was substantial, continuing a trend from previous years where while fewer projects are

completed, the repair needs of households are more extensive. The need for home repair and removal of architectural barriers remains high. The City's Community Development Planner position that serves as the project manager for the Emergency Home Repair and Removal of Architectural Barriers programs changed hands during the project year, which delayed the final round of projects planned for the year.

Planning staff continued to administer the Direct Homeownership Assistance program, to help provide down payment and/or closing cost assistance. One household was assisted with home purchases. Staff continues to work with the Central Virginia Housing Coalition and provide outreach through civic and neighborhood associations to encourage participation in the program.

Legal Aid Works provided 212 households with direct housing advocacy assistance and landlord tenant education, which is 62 more than the 150 planned.

Fredericksburg Area HIV/AIDS Support Services provided 2 households with utility assistance, 52 households with mental health case management, and offered educational materials and testing to 117 households. The total number of households served was 179, which exceeded the goal of 170 households.

The Central Virginia Housing Coalition provided emergency rental assistance to prevent eviction or foreclosure to 5 households. They planned on serving 14 households, but staff has found that the financial need of each house is greater than ever before and are offering more to each household, while ensuring some funds are available to keep the program open through the entire grant year. Also, due to the Covid-19 pandemic, and the moratorium on evictions inquiries for assistance were paused while households behind in rent relied on this safeguard. Rental assistance was also available through the CARES Act.

### **Discuss how these outcomes will impact future annual action plans.**

Towards the end of the project year, the Central Virginia Housing Coalition informed the City that they would no longer provide emergency rental assistance to prevent eviction or foreclosure through the City's CDBG program. The City will review this aspect of the program during this project year to see if another provider will step in to continue providing this service, or if this activity should be revised or removed from the program.

As home repair needs and architectural barriers become more extensive, the total number of rehabilitation projects served may be reduced.

The City's pool of qualified homebuyers able to access downpayment assistance is limited. The program will be more intensively marketed by meeting with the local realtor association to ensure all potential buyers are connected with the funds.

**Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine**

the eligibility of the activity.

<b>Number of Households Served</b>	<b>CDBG Actual</b>	<b>HOME Actual</b>
Extremely Low-income	180	0
Low-income	44	0
Moderate-income	0	0
<b>Total</b>	<b>224</b>	<b>0</b>

**Table 7 – Number of Households Served**

### **Narrative Information**

100% of City CDBG funds assist low income households. Of the 224 households assisted, 180 or 80% are under 30% of AMI, extremely low income. The remaining 20% households are low income, below 50, or 50-80% of AMI.

## **CR-25 - Homeless and Other Special Needs 91.220(d, e); 91.320(d, e); 91.520(c)**

**Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:**

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The City of Fredericksburg participates in the Fredericksburg Regional Continuum of Care's Coordinated Entry System and refers individuals experiencing homelessness to the community's Central Intake, when appropriate. Community partners work to identify and engage persons experiencing homelessness and connect them to services. The CoC ensures that all people living unsheltered in the CoC's geographic area are known to and engaged by providers and outreach teams. Micah Ecumenical Ministries works with the street homeless, and primarily identifies and maintains contact with unsheltered persons by offering basic needs services at their hospitality center. Clients engaged with Micah also help to identify others who are unsheltered and may not be accessing services. In response to the Covid-19 pandemic, all unsheltered persons were identified and placed into emergency non-congregate shelter.

### **Addressing the emergency shelter and transitional housing needs of homeless persons**

The Fredericksburg Regional Continuum of Care addresses the emergency shelter needs of homeless persons by collectively providing 48 year-round shelter beds for adults without children, 80 year-round shelter beds for families with children, 42 year-round shelter beds for individuals and families fleeing domestic violence, and 8 year-round shelter beds for those exiting the hospital who have no place to stay. Additionally, a 37 bed cold weather shelter runs from mid-november to mid-march to serve those who would otherwise be unsheltered during the winter months. Despite continued efforts to shelter all unsheltered persons experiencing homelessness, there continue to be cases where a household refuses shelter or shelter is not available due to lack of bed space, time expiration, or violent criminal histories. The CoC is engaged to find a solution to provide shelter opportunities for these individuals; in the meantime, Micah's hospitality center offers basic needs assistance when shelter is not an option. Case managers are also on site at the hospitality center to help with job search, disability application, and access to other community resources. All unsheltered persons are included in the community list for rapid re-housing prioritization; in many cases unsheltered persons have been successfully re-housed from the street.

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

Households experiencing a housing crisis are connected to appropriate resources to prevent homelessness through the Fredericksburg Regional Continuum of Care's Coordinated Entry System. Households who are at risk of losing their housing receive connection to community resources, including housing counseling, financial assistance through faith-based groups, or other related services. Those who are considered most imminently at risk of homelessness are connected to the prevention program for case management, financial assistance, and housing location services, as appropriate. The CoC targets its prevention resources to households living in a hotel/motel or with friends/family, who have run out of options and without prevention assistance would become homeless.

The Fredericksburg Regional Continuum of Care has an active Discharge Planning Committee that works together to ensure that persons being discharged from institutions do not enter homelessness. The committee includes representatives from local hospitals, mental health, and crisis stabilization providers, jails, probation, departments of social services, and schools.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

The Fredericksburg Regional Continuum of Care works to reduce length of homelessness through its Housing First approach to homeless services, reduce new cases of homelessness through its prevention and diversion activities, and reduce returns to homelessness through a focus on stabilization and longer-term supports of the community's most vulnerable. The community's rapid re-housing and permanent supportive housing programs are targeted to those least likely to self-resolve to ensure that they are able to transition back into permanent housing as quickly as possible. Those not prioritized for rapid re-housing or permanent supportive housing are assisted in self-resolving through housing-focused shelter case management. The community's housing locator engages landlords who will rent to high-barrier households, including those with poor credit, criminal backgrounds, financial judgements, or inconsistent income, to ensure access to affordable housing units.

The community is committed to the goals of opening doors to end veteran, chronic, family, and youth homelessness. The Fredericksburg Regional CoC has worked alongside other Virginia CoC's in functionally ending veteran homelessness. While continuing its commitment to the veterans initiative, the CoC is now shifting focus to the goal of ending chronic homelessness.

## **CR-30 - Public Housing 91.220(h); 91.320(j)**

### **Actions taken to address the needs of public housing**

There is no public housing within the City of Fredericksburg.

### **Actions taken to encourage public housing residents to become more involved in management and participate in homeownership**

The City of Fredericksburg is utilized the Direct Homeownership Assistance program to match down payment and closing costs for eligible homebuyers within the City. This program is available City-wide.

### **Actions taken to provide assistance to troubled PHAs**

There are no Public Housing Authorities within the City of Fredericksburg.

## **CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)**

**Actions taken to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment. 91.220 (j); 91.320 (i)**

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.

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.

**Actions taken to address obstacles to meeting underserved needs. 91.220(k); 91.320(j)**

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 (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.

Community Planning and Building staff also participated in a steering committee organized by the George Washington Regional Commission to complete a regional affordable housing assessment and action plan. Staff worked closely with consultants to ensure the needs identified through the Consolidated Plan, that are not addressed through CDBG funds, would be addressed through this effort. The work on this was started in Project Year 2019-2020 and concluded in Project Year 2020-2021. Work on the plan now includes identifying means to implement the reports findings.

**Actions taken to reduce lead-based paint hazards. 91.220(k); 91.320(j)**

When home repair and removal of architectural barriers program activities were likely to disturb painted surfaces, the project area was tested for lead paint and the most appropriate response followed. Where needed, lead safe work practices were followed. All homeowners were made aware of the potential threat of lead based paint and information was given to the homeowners and residents.

**Actions taken to reduce the number of poverty-level families. 91.220(k); 91.320(j)**

The City's community development programs reduce the number of poverty level families. Applicable programs include the Emergency Home Repair Program, the regionally administered Housing Choice Voucher Program (including 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, Legal Aid Works, 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 most 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 as part of 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.

#### **Actions taken to develop institutional structure. 91.220(k); 91.320(j)**

The City relies on various methods to strengthen and develop institutional structure to enhance coordination of service delivery. The Community Planning Department meets with City departments, outside agencies, and boards and commissions to enhance coordination and prevent duplication of effort. Staff attended meetings and trainings held by the Department of Housing and Urban Development to ensure that the City remains in full compliance with program guidelines and to ensure the best use of CDBG funds. The City works with a Housing Advisory Committee to approve the expenditure of grant funds ensuring a strong system for grant monitoring structure.

#### **Actions taken to enhance coordination between public and private housing and social service agencies. 91.220(k); 91.320(j)**

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 Community Development Planner works with CVHC and other groups to be able to refer citizens to their best resources. The Fredericksburg Regional CoC continues to strengthen its membership and meet on a monthly basis to more effectively coordinate homeless intervention. The region operates under a coordinated entry system and refers households to the one number used to undertake this assessment and access homeless services.

#### **Identify actions taken to overcome the effects of any impediments identified in the**



**jurisdictions analysis of impediments to fair housing choice. 91.520(a)**

Increased awareness and knowledge of fair housing is provided through funding to Legal Aid works, 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. Visibility of Fair Housing is raised 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.

The program 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 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 staff worked with the City's Transit Department to ensure that the bus system effectively serves all areas of the community.

## **CR-40 - Monitoring 91.220 and 91.230**

**Describe the standards and procedures used to monitor activities carried out in furtherance of the plan and used to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements**

Staff ensures that all CDBG activities are compliant with standards and procedures and meeting annual goals. Subrecipients submit quarterly reports to ensure their part. The Community Development Planner maintains compliance with all procedures for an entitlement community.

## **Citizen Participation Plan 91.105(d); 91.115(d)**

**Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports.**

Staff worked to ensure that residents of Fredericksburg were aware of the CAPER process and to ensure that there was reasonable notice and opportunity to comment on performance reports. A public hearing was held on September 14th and the comment period was held open to allow for additional comment. This hearing was advertised on August 31 and September 7. Additionally, a summary annual report was sent directly to Civic associations, area churches, and interested parties. To give the public a reasonable opportunity to review and comment on the completed CAPER, a summary of the annual performance report and notice of the 15-day comment period was published in the local newspaper. This notice stated that the full document would be available on the City's website and by directly contacting the Community Planning and Building Department.

## **CR-45 - CDBG 91.520(c)**

**Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.**

No changes to the program were made in Project Year 2020-2021. Towards the end of the project year, the Central Virginia Housing Coalition informed the City that they would no longer provide emergency rental assistance to prevent eviction or foreclosure through the City's CDBG program. The City will review this aspect of the program during this project year to see if another provider will step in to continue providing this service, or if this activity should be revised or removed from the program.

**Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants?**

No

**[BEDI grantees] Describe accomplishments and program outcomes during the last year.**

**CR-45 - CDBG 91.520(c)**

**Specify the nature of, and reasons for, any changes in the jurisdiction’s program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.**

No changes to the program were made in Project Year 2020-2021. Towards the end of the project year, the Central Virginia Housing Coalition informed the City that they would no longer provide emergency rental assistance to prevent eviction or foreclosure through the City's CDBG program. The City will review this aspect of the program during this project year to see if another provider will step in to continue providing this service, or if this activity should be revised or removed from the program.

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