



# 2022-2026 Five-Year Consolidated Plan

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JULY 1, 2022 - DRAFT

**CITY OF HARRISONBURG**

CITY MANAGER'S OFFICE | 409 SOUTH MAIN STREET, HARRISONBURG, VA 22801

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# Executive Summary

## ES-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

### 1. Introduction

The Harrisonburg, VA Five-Year Consolidated Plan (Con Plan) is mandated by federal law and regulations enforced by the U.S. Department of Housing and Urban Development (HUD) for the City to receive federal funding for affordable housing and community development initiatives benefitting primarily low- and moderate-income (LMI) persons. This Con Plan consolidates into a single document the planning and application requirements for the following federal programs:

- Community Development Block Grant (CDBG)

The purpose of the Harrisonburg Con Plan is to:

- Assess the City's affordable housing and community development needs;
- Analyze the City's housing markets;
- Articulate the City's priorities, goals, and strategies to address identified needs; and
- Describe the actions the City will take to implement strategies for affordable housing and community development.

The City's Con Plan for FY 2022 – 2026 provides data on trends and conditions related to Harrisonburg's current and future affordable housing and community development needs. The analysis of this data has been used to establish priorities, strategies, and actions that the City will undertake to address these needs over the next five years. Annually, the City will develop its Action Plan in which it will describe the planned investment of federal resources to implement specific activities.

The City anticipates receiving the following grant amount in fiscal year 2022.

- CDBG: \$540,419 (about \$2,702,095 over five years)
- Prior year resources: \$25,963.51

Projected amounts are expected to change based on federal allocations made annually.

### 2. Summary of the objectives and outcomes identified in the Plan Needs Assessment Overview

Housing needs among residents of Harrisonburg were determined by analyzing housing problems by income level, tenure, and households with special needs. For the Con Plan, sources included the Comprehensive Housing Affordability Strategy (CHAS) dataset, which is based on the 2013-2017 American Community Survey Five-Year Estimates. This source analyzes households with one or more housing problems (overcrowding, lacking adequate kitchen or plumbing facilities), households experiencing cost burden (paying more than 30% of household income for housing costs), and severe cost burden (paying more than 50% of household income for housing costs).

The most significant housing issue identified is cost burden, defined as spending over 30% of household income on housing costs, such as mortgage and rent payments. According to CHAS data, 37.95% of households in the City are cost burdened. Similarly, severe cost burden is defined as spending over 50% of household income on housing. In Harrisonburg, 20.3% of households are severely cost burdened.

In general, “other” renter households are the largest cost-burdened category, with these households accounting for 53.91% of all cost-burdened households. It is important to note that this category includes households comprised of unrelated members, most notably students who are not primary targets of the City’s CDBG funding. Regarding other housing problems, overcrowding is the second most common problem. Overcrowding is less common for homeowner households compared to renter households.

To address the identified housing needs, the City has established the following goals and outcomes to be achieved through the investment of its HUD resources over the next five years:

Goal/Objective	Outcome
Improve access to and quality of affordable housing	Public Facility or Infrastructure for Low/Moderate Income Housing Benefit: 200 households
Improve public infrastructure	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 18,725 Persons Assisted
Provide public services	Public service activities other than Low/Moderate Income Housing Benefit: 2,250 Persons Assisted
Strengthen fair housing enforcement, operations, and education	Other: 1 Other
Planning and administration	Other: 1 Other
Improve public facilities	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 6,550 Persons Assisted

### 3. Evaluation of past performance

The summary of past performance reported below was taken from the City's most recently completed Consolidated Annual Performance and Evaluation Report completed for fiscal year 2020 and submitted to HUD.

The City of Harrisonburg effectively achieved many goals and objectives set forth in the 2019 Action Plan. The Office of the City Manager implements the City's CDBG programs. Activities accomplished by other agencies under CDBG sub-recipient agreements also fall under the oversight of the City Manager's Office. In July of 2017, the City of Harrisonburg adopted the Five-Year Consolidated Plan (2017-2021), which listed five goals. For the 2019 program year the City continued to support several activities which had been supported in previous years. These activities continue to provide supportive services to some of the most at need populations in the City while also meeting several goals of the 2017-2021 Consolidated Plan.

**Improve access to and quality of housing:** The City continued to provide \$140,000 to the HRHA for debt servicing of the Harrison Heights housing development that provided 40 units for LMI residents.

**Provide Public Services:** The five-year strategic plan identifies the provision of public services to LMI residents as a goal for the CDBG. During the 2019 plan year, five projects fulfilled this goal. The VPAS Meals on Wheels program delivered meals to many in the elderly population of Harrisonburg who would not be able to remain in their homes without this basic assistance. The Suitcase Clinic provided medical care to the homeless population in Harrisonburg. The Arc used CDBG funds for the down payment of an accessible vehicle and for health tracking technology for its participants. Pleasant View used CDBG funding to pay for a transportation vehicle for its participants. The CASA Child Advocacy program utilized funds to pay for a part time position that trained and oversaw an additional volunteer staff.

**Improve Public Facilities and Infrastructure:** CDBG funding was allocated to the S. Dogwood Sidewalk project, The Park Accessibility project, and the Kelly St. Waterline project. All three projects are still in the development stage.

**Pursue Improved Utility of Public Transit:** Although CDBG funds were not used in direct support of this goal in program year 2019, the city's Public Transit department continues to consider and create routes with the transit needs of LMI individuals in mind.

**Administration, training, investigation, and enforcement:** CDBG funds were used to provide continuing administrative support to the grant, though the majority of funds were spent from the 2018 program year. These funds were also used to provide architectural drawing to the Northeast Neighborhood Association's community center and museum.

#### **4. Summary of citizen participation process and consultation process**

**Public Hearings** – Public hearings were held on November 9, 2021, December 6, 2021, and January 6, 2022, followed by an online training session for prospective CDBG applicants on January 13, 2022. A final public hearing was held on April 12, 2022, to begin the 30-day public comment period. City Council considers the Consolidated Plan and FY22 Annual Plan for approval at its regular meeting on May 24, 2022.

**Stakeholder Workshops** – On October 13<sup>th</sup> and 14<sup>th</sup>, 2021, a series of three stakeholder workshops were held to identify community needs. During the three workshops, approximately 20 individuals from local organizations, whose missions focus on improving the quality of life for residents in Harrisonburg, provided feedback. Individuals representing government and policy makers, nonprofit organizations, affordable housing providers, and other interested parties were invited to participate to ensure that as many points-of-view as possible were heard. A complete summary is included in the Citizen Participation Appendix.

**Local Meetings of Regular Organizations** – In addition to the stakeholder workshops, five virtual presentations were given during the regular meetings of the ALICE Coalition, CoC, HRHA, City Executive Leadership, and City Council. Members of these organizations were also asked to identify community needs. A complete summary is included in the Citizen Participation Appendix.

**Web-based Citizen Surveys** – Two web-based surveys, one in English and one in Spanish, were posted on the City's website and publicized on the City's Facebook page. Each stakeholder who was invited to participate in a workshop was also encouraged to share the survey with their colleagues, clients or constituents, and any other network of contact they deemed appropriate. During the three months the surveys were active, 29 responses were received.

See the Citizen Participation Appendix for a detailed report of both surveys.

All sign-in sheets, advertisements, and comments received are included in the Citizen Participation Appendix.

#### **5. Summary of public comments**

On December 13, 2021, Gayl Brunk submitted comments on behalf of Valley Associates for Independent Living. The letter identifies needs in the areas of public infrastructure, affordable and accessible housing, and transportation. The full letter is included in the Citizen Participation Index.

#### **6. Summary of comments or views not accepted and the reasons for not accepting them**

All comments were accepted and taken under advisement.

## **7. Summary**

In summary, the Consolidated Plan and Annual Action Plan have been developed with community input and reflect the needs of the City.

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## The Process

### PR-05 Lead & Responsible Agencies 24 CFR 91.200(b)

**1. Describe agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source**

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
Lead Agency	HARRISONBURG	City Manager's Office
CDBG Administrator	HARRISONBURG	City Manager's Office

**Table 1 – Responsible Agencies**

### Narrative

The lead agency for the Consolidated Plan is the City of Harrisonburg City Manager's Office which administers the CDBG program. Several City departments are active stakeholders in community development projects and improvements, including Community Development, Economic Development, Public Transportation, and Public Works. In addition, Harrisonburg Redevelopment and Housing Authority (HRHA) will play a large role in providing and managing housing programs covered by this plan.

### Consolidated Plan Public Contact Information

Kristin McCombe, CDBG Coordinator  
City Manager's Office  
409 South Main St  
Harrisonburg, VA 22801

## **PR-10 Consultation – 91.100, 91.110, 91.200(b), 91.300(b), 91.215(I) and 91.315(I)**

### **1. Introduction**

The public participation process for the Analysis of Impediments and Five-Year Consolidated Plan were designed as one single, extended outreach process. The process involved many public meetings and stakeholder interviews. The City developed a coordinated outreach effort to maximize input from a large cross-section of stakeholders and to continue linking the AI with the Consolidated Plan. Individuals who participated during the AI planning process were afforded the opportunity to reflect and provide feedback on the final goals, milestones, and metrics included in the Consolidated Plan. Outreach initiatives included public meetings, published meeting notices, one-on-one and group interviews, group workshops, and two web-based surveys in both English and Spanish.

Many housing, social service agencies, and other organizations serving the Harrisonburg region were consulted during the development of this Consolidated Plan. They provided information and context that was invaluable to the planning process. Just like for all other CDBG-related activities, the City also strongly encouraged all known stakeholders to participate. A sample of the agencies and individuals from whom the City regularly solicits feedback is in the Citizen Participation Appendix.

#### **Provide a concise summary of the jurisdiction’s activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(I)).**

The City encouraged a high level of public communication and agency consultation when developing this plan to demonstrate its commitment to identifying priority needs and engaging the participation of citizens, public agencies, and nonprofit organizations in a positive and collaborative manner. A list of stakeholders and affordable housing providers was developed and included public agencies and private nonprofit organizations whose missions included the provision of affordable housing and human services to LMI households and persons. These stakeholders were invited to participate in group interviews held to develop the Consolidated Plan and Annual Action Plan.

The City plans to continue this level of engagement with all interested parties beyond the consolidated planning process, enhancing general coordination of the service delivery system throughout the year and for each Annual Plan.

#### **Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness**

The City participates in the Western Virginia Continuum of Care (CoC). Members of the CoC were consulted during the development of the AI and the Con Plan to understand how to best address the needs of homeless persons and persons at risk of homelessness. Through its cooperation with the CoC,

the City will seek to identify ways to enhance coordination among the assisted housing providers and governmental health, mental health, and service agencies.

The City anticipates continuing its coordination of human service funding with other social service agencies and charitable organizations to better target the limited amount of human service dollars available in the community. The City will also continue to coordinate its housing efforts with HRHA, which is a key member of the CoC.

**Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards and evaluate outcomes, and develop funding, policies and procedures for the administration of HMIS**

Harrisonburg and HRHA staff will continue to work with the CoC board to undertake the establishment of performance measurements for homeless programs and close coordination with the City Consolidated Plans. Members of the CoC provided valuable input during public outreach, plan drafting, and project selection process of the Con Plan. The CoC administers the local HMIS.

The City's Citizen Participation Plan allows for citizens, community agencies, and the local CoC the opportunity to provide input on the use of all funding. Notifications of the public hearings are published in Harrisonburg's newspaper of largest distribution, the Daily News-Record. Information is made available to current and previous sub-recipients and is displayed on the City's website.

The City does not receive ESG funds.

**2. Describe Agencies, groups, organizations, and others who participated in the process and describe the jurisdictions consultations with housing, social service agencies and other entities**

<b>1</b>	<b>Agency/Group/Organization</b>	WAY TO GO
	<b>Agency/Group/Organization Type</b>	Services-Low-income Households
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Economic Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.

2	<b>Agency/Group/Organization</b>	United Way of Harrisonburg and Rockingham County
	<b>Agency/Group/Organization Type</b>	Services-Children Services-Health Services-Education
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
3	<b>Agency/Group/Organization</b>	HARRISONBURG REDEVELOPMENT AND HOUSING AUTHORITY
	<b>Agency/Group/Organization Type</b>	PHA
	<b>What section of the Plan was addressed by Consultation?</b>	Public Housing Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
4	<b>Agency/Group/Organization</b>	City of Harrisonburg - Parks & Recreation Department
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Economic Development Market Analysis

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This municipal department was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
5	<b>Agency/Group/Organization</b>	City of Harrisonburg - Planning & Community Development
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Economic Development Market Analysis
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This municipal department was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
6	<b>Agency/Group/Organization</b>	City of Harrisonburg - Public Transportation Department
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Economic Development Market Analysis
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This municipal department was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
7	<b>Agency/Group/Organization</b>	HARRISONBURG
	<b>Agency/Group/Organization Type</b>	Other government - Local

	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Lead-based Paint Strategy Public Housing Needs Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Non-Homeless Special Needs Economic Development Market Analysis Anti-poverty Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This municipal department was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
8	<b>Agency/Group/Organization</b>	VPAS
	<b>Agency/Group/Organization Type</b>	Services-Elderly Persons
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
9	<b>Agency/Group/Organization</b>	Our Community Place
	<b>Agency/Group/Organization Type</b>	Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
10	<b>Agency/Group/Organization</b>	Valley Associates for Independent Living
	<b>Agency/Group/Organization Type</b>	Services-Persons with Disabilities
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
11	<b>Agency/Group/Organization</b>	PLEASANT VIEW
	<b>Agency/Group/Organization Type</b>	Housing Services-Persons with Disabilities
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
12	<b>Agency/Group/Organization</b>	The Arc of Harrisonburg and Rockingham
	<b>Agency/Group/Organization Type</b>	Services-Persons with Disabilities
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.

13	<b>Agency/Group/Organization</b>	JMU IIHHS Suitcase Clinic
	<b>Agency/Group/Organization Type</b>	Services-Health Services-Homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
14	<b>Agency/Group/Organization</b>	Western Virginia Continuum of Care
	<b>Agency/Group/Organization Type</b>	Services-Homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.
15	<b>Agency/Group/Organization</b>	Strength in Peers
	<b>Agency/Group/Organization Type</b>	Services-Health
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.

<b>16</b>	<b>Agency/Group/Organization</b>	CENTRAL SHENANDOAH PLANNING DISTRICT COMMISSION
	<b>Agency/Group/Organization Type</b>	Regional organization
	<b>What section of the Plan was addressed by Consultation?</b>	Market Analysis
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This organization was consulted through a stakeholder meeting and brought several community needs to the attention of City staff that have been incorporated into the plan. Please see the Citizen Participation Appendix for summaries of all stakeholder interviews/workshops.

**Table 2 – Agencies, groups, organizations who participated**

**Identify any Agency Types not consulted and provide rationale for not consulting**

All entities were considered for consultation.

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**Other local/regional/state/federal planning efforts considered when preparing the Plan**

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
2017-2021 Consolidated Plan	City of Harrisonburg	Strategic Plan goals were influenced by historical goals and initiatives
2020-2025 Five-Year and Annual PHA Plan	Harrisonburg Redevelopment and Housing Authority	Since HRHA and the City of Harrisonburg serve the same jurisdiction, their affordable housing and community development goals must be compatible
2021 Harrisonburg Analysis of Impediments	City of Harrisonburg	Strategic Plan goals and objectives will intentionally, affirmatively further fair housing
2016 Bicycle & Pedestrian Plan	City of Harrisonburg	Strategic Plan goals for community facilities and infrastructure were informed by this strategy
2020 Comprehensive Housing Assessment & Market Study	City of Harrisonburg	Strategic Plan goals relied heavily on the data and analysis of this report
2018 Comprehensive Economic Development Strategy	Central Shenandoah Planning District Commission	Strategic Plan goals for economic development were informed by this strategic plan
2018 Comprehensive Plan	City of Harrisonburg	All Strategic Plan goals will support the City's overall long-term community development vision

**Table 3 – Other local / regional / federal planning efforts**

**Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan (91.215(l))**

In accordance with 24 CFR 91.100(4), the City will notify adjacent units of local government of the non-housing community development needs included in its Con Plan. The City will continue to interact with public entities at all levels to ensure coordination and cooperation in the implementation of the Con Plan and thereby maximize the benefits of the City's housing and community development activities for the residents being served.

## **PR-15 Citizen Participation – 91.105, 91.115, 91.200(c) and 91.300(c)**

### **1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting**

**Public Hearings** – Public hearings were held on November 9, 2021, December 6, 2021, and January 6, 2022, followed by an online training session for prospective CDBG applicants on January 13, 2022. A final public hearing was held on April 12, 2022, to begin the 30-day public comment period. City Council considers the Consolidated Plan and FY22 Annual Plan for approval at its regular meeting on May 24, 2022.

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**Local Meetings of Regular Organizations** – In addition to the stakeholder workshops, five virtual presentations were given during the regular meetings of the ALICE Coalition, CoC, HRHA, City Executive Leadership, and City Council. Members of these organizations were also asked to identify community needs. A complete summary is included in the Citizen Participation Appendix.

**Web-based Citizen Surveys** – Two web-based surveys, one in English and one in Spanish, were posted on the City’s website and publicized on the City’s Facebook page. Each stakeholder who was invited to participate in a workshop was also encouraged to share the survey with their colleagues, clients or constituents, and any other network of contact they deemed appropriate. During the three months the surveys were active, 29 responses were received.

See the Citizen Participation Appendix for a detailed report of both surveys.

All sign-in sheets, advertisements, and comments received are included in the Citizen Participation Appendix.

## Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/ attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Public Needs Hearing	Non-targeted/ broad community	N/A	See Citizen Participation Appendix.	None.	
2	Stakeholder Workshops	Housing, community development, and social service organizations serving Harrisonburg.	20 individuals	See Citizen Participation Appendix.	None.	
3	Local Meetings of Regular Organizations	Housing, community development, and social service organizations serving Harrisonburg.	N/A	See Citizen Participation Appendix.	None.	
4	Internet Outreach	Non-targeted/broad community	29 responses	See Citizen Participation Appendix.	None.	

**Table 4 – Citizen Participation Outreach**

# Needs Assessment

## NA-05 Overview

### Needs Assessment Overview

The needs assessment is based on an analysis of housing problems across Harrisonburg by income level among renters, owners, and households with special needs. Additionally, needs were identified through a comprehensive public outreach process that included stakeholder consultation, public hearings, neighborhood meetings, an online resident survey, and a review process designed to meaningfully engage citizens.

HUD prepopulates tables in the subsequent Needs Assessment sections, unless noted as supplemental. Data in this section was drawn primarily from HUD's Comprehensive Housing Affordability Strategy (CHAS) data set, which is a special tabulation of 2013-2017 American Community Survey (ACS) data from the Census Bureau. The CHAS data describes housing problems, such as overcrowding or incomplete kitchen and/or plumbing facilities, as well as cost burden, which occurs when a household pays more than 30% of its gross income on housing costs. Severe cost burden occurs when a household pays more than 50% of its gross income on housing costs.

Supplemental data was drawn from the 2015-2019 ACS 5-Year Estimates and other sources to provide additional context when needed. It should be noted the Census Bureau released a series of experimental estimates for 1 Year 2020 data at the state and National level. Because of the underlying quality concerns, the Census Bureau urges caution in using the experimental estimates as a replacement for standard 2020 ACS 1-year estimates. The 2016-2020 ACS 5-Year data has a target release date of March 2022. Due to this, supplemental data was drawn from the 2015-2019 ACS 5- Year Estimates.

## NA-10 Housing Needs Assessment - 24 CFR 91.205 (a,b,c)

### Summary of Housing Needs

High housing costs reduce economic opportunities and access to prosperity, especially among lower-income households in Harrisonburg. The City of Harrisonburg commissioned a housing market study in 2020 as part of its planning and development efforts. The study found that the lowest income group (up to \$19,410 for a family of four in 2017) has the smallest housing inventory available to them. The lack of available and affordable units is because there is both a shortage of units affordable to this income tier relative to the number of households and many of the units that do exist are occupied by households with higher incomes. Given an inadequate supply of decent, affordable housing options, the area's lower-income households often face a choice between substandard housing and cost burden.

As the data below show, the most significant housing issue identified is cost burden, defined as spending over 30% of household income on housing costs, such as mortgage and rent payments. According to CHAS data, 37.95% of households in the City are cost burdened. Similarly, severe cost burden is defined as spending over 50% of household income on housing. In Harrisonburg, 20.3% of households are severely cost burdened.

In general, "other" renter households are the largest cost-burdened category, with these households accounting for 53.91% of all cost-burdened households. It is important to note that this category includes households comprised of unrelated members, most notably students who are not primary targets of the City's CDBG funding. The Joint Center for Housing Studies of Harvard University notes the high burden rate among college students, for example, might not account for alternative sources of money used to pay for housing, such as funds from parents or student loans. With regard to other housing problems, overcrowding is the second most common problem. Overcrowding is less common for homeowner households compared to renter households.

Demographics	Base Year: 2009	Most Recent Year: 2017	% Change
Population	43,983	53,065	21%
Households	14,359	16,850	17%
Median Income	\$33,587.00 (\$38,178 in 2017 dollars)	\$43,009.00	28% (unadjusted) (12.65% adjusted)

**Table 5 - Housing Needs Assessment Demographics**

**Data Source:** 2009 Census (Base Year), 2013-2017 ACS (Most Recent Year)

**Number of Households Table**

	<b>0-30% HAMFI</b>	<b>&gt;30-50% HAMFI</b>	<b>&gt;50-80% HAMFI</b>	<b>&gt;80-100% HAMFI</b>	<b>&gt;100% HAMFI</b>
Total Households	2,885	2,220	2,955	1,780	7,010
Small Family Households	615	490	1,080	660	3,265
Large Family Households	70	240	240	170	575
Household contains at least one person 62-74 years of age	189	155	465	245	1,270
Household contains at least one person age 75 or older	150	345	335	154	550
Households with one or more children 6 years old or younger	315	469	515	419	680

**Table 6 - Total Households Table**

Data 2013-2017 CHAS  
Source:

DRAFT

## Housing Needs Summary Tables

### 1. Housing Problems (Households with one of the listed needs)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
<b>NUMBER OF HOUSEHOLDS</b>										
Substandard Housing - Lacking complete plumbing or kitchen facilities	4	15	35	0	54	15	0	0	0	15
Severely Overcrowded - With >1.51 people per room (and complete kitchen and plumbing)	60	4	0	55	119	0	0	10	0	10
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	0	120	70	170	360	0	10	4	0	14
Housing cost burden greater than 50% of income (and none of the above problems)	2,015	705	195	0	2,915	140	75	130	25	370

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Housing cost burden greater than 30% of income (and none of the above problems)	215	555	975	225	1,970	50	90	270	165	575
Zero/negative Income (and none of the above problems)	100	0	0	0	100	10	0	0	0	10

**Table 7 – Housing Problems Table**

Data 2013-2017 CHAS  
Source:

2. Housing Problems 2 (Households with one or more Severe Housing Problems: Lacks kitchen or complete plumbing, severe overcrowding, severe cost burden)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
<b>NUMBER OF HOUSEHOLDS</b>										
Having 1 or more of four housing problems	2,080	850	300	230	3,460	155	85	145	25	410
Having none of four housing problems	425	985	1,780	880	4,070	110	295	730	640	1,775
Household has negative income, but none of the other housing problems	100	0	0	0	100	10	0	0	0	10

**Table 8 – Housing Problems 2**

Data 2013-2017 CHAS  
Source:

### 3. Cost Burden > 30%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	460	350	385	1,195	75	50	185	310
Large Related	15	150	85	250	10	44	30	84
Elderly	165	215	170	550	74	75	99	248
Other	1,645	660	540	2,845	40	10	95	145
Total need by income	2,285	1,375	1,180	4,840	199	179	409	787

**Table 9 – Cost Burden > 30%**

Data 2013-2017 CHAS  
Source:

### 4. Cost Burden > 50%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	435	185	10	630	50	35	55	140
Large Related	15	60	0	75	0	4	20	24
Elderly	125	110	25	260	70	30	30	130
Other	1,495	400	160	2,055	20	10	20	50
Total need by income	2,070	755	195	3,020	140	79	125	344

**Table 10 – Cost Burden > 50%**

Data 2013-2017 CHAS  
Source:

### 5. Crowding (More than one person per room)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Single family households	25	105	70	175	375	10	4	14	0	28

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Multiple, unrelated family households	0	15	0	50	65	0	4	0	0	4
Other, non-family households	35	4	0	0	39	0	0	0	0	0
Total need by income	60	124	70	225	479	10	8	14	0	32

Table 11 – Crowding Information – 1/2

Data 2013-2017 CHAS  
Source:

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Households with Children Present								

(Please note that this chart prepopulated blank. The City does not have data to complete this chart.)  
Table 12 – Crowding Information – 2/2

**Describe the number and type of single person households in need of housing assistance.**

According to the prepopulated ACS data, there are 4,976 householders living alone in Harrisonburg, 1,024 of which (20.6%) have income below the poverty level. This is lower than the citywide rate of household poverty (28.3%), which means households comprised of single persons in general might have less difficulty in affording housing costs than larger households.

**Estimate the number and type of families in need of housing assistance who are disabled or victims of domestic violence, dating violence, sexual assault, and stalking.**

In 2019, 4,849 individuals in Harrisonburg, or 9.2% of the population, reported a disability. About 79.1% were over the age of 65. Across the City, approximately 23.6% of persons with a disability also live in poverty. These figures underscore the struggle that many Harrisonburg households that include a person with a disability experience in finding and maintaining suitable affordable housing.

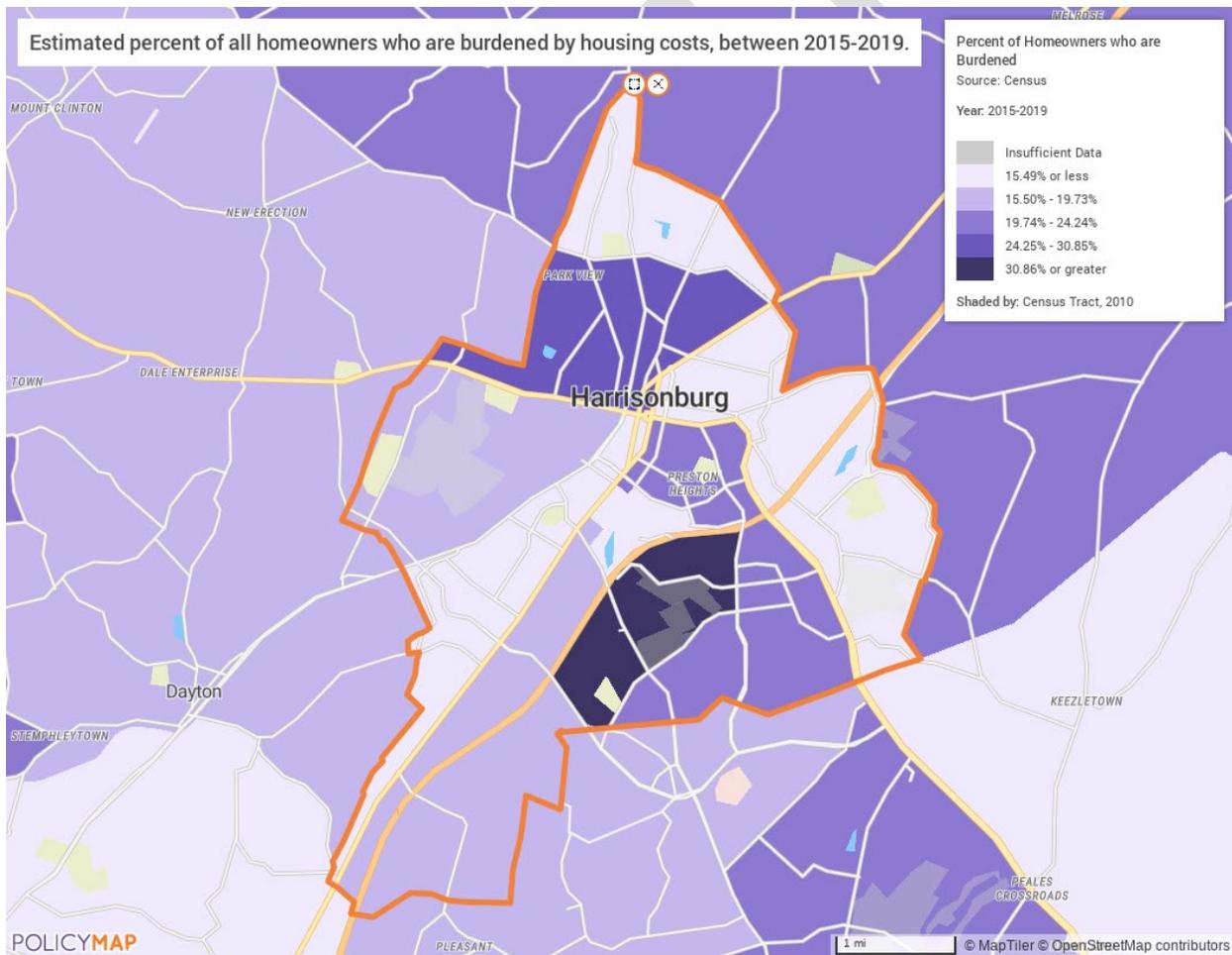
First Step, which offers shelter and other services to all persons fleeing from domestic violence situations, reported 64 adults and 39 children entered their emergency shelter during the 2020 fiscal year. In total, there were 25 households with children. Of the 39 children sheltered, 18 were under 5

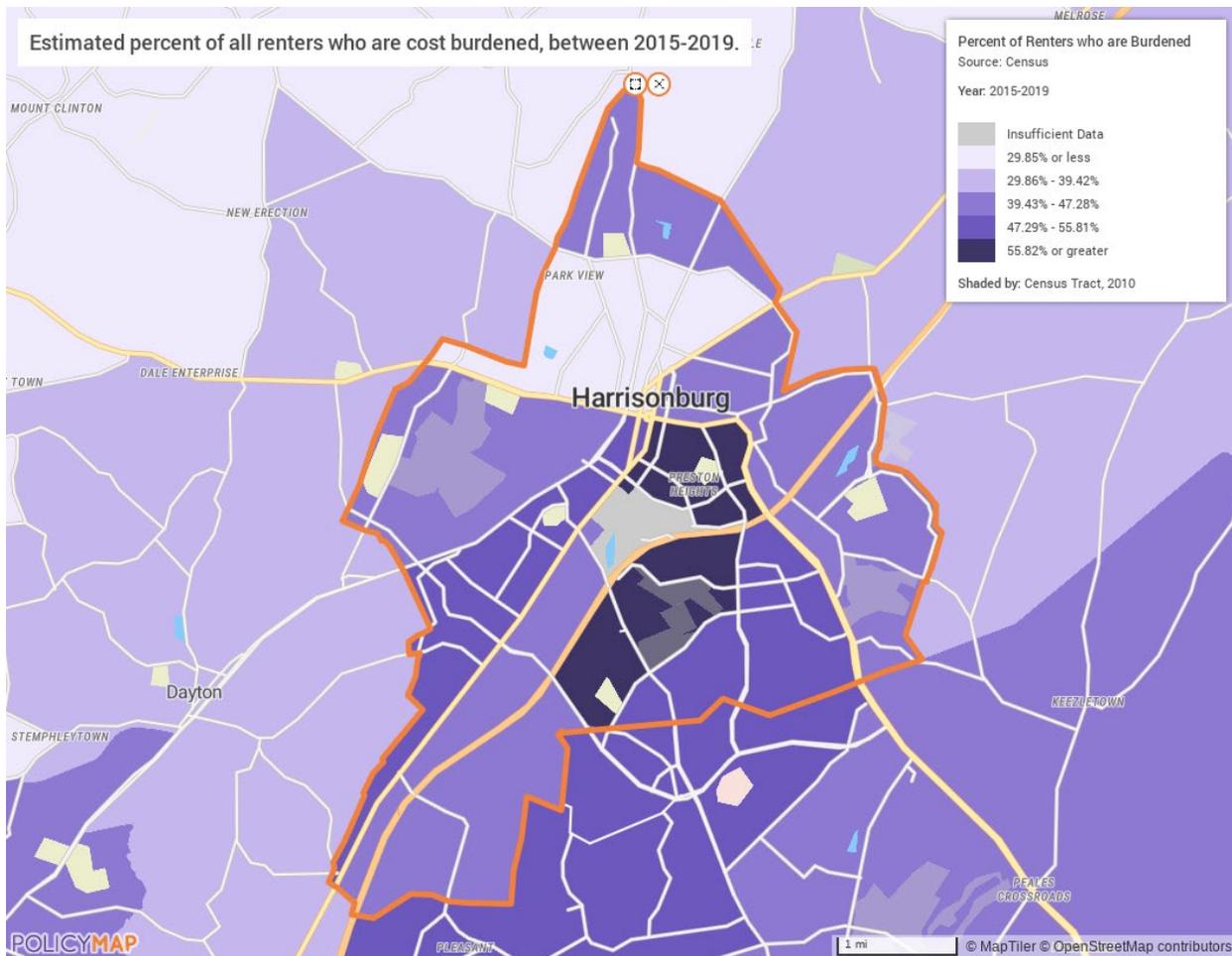
years old, 15 were ages 5-12 and 6 were ages 13-17. Of the 64 adults served, 5 suffered from substance abuse, 6 had severe mental health issues, and 9 had some other disability.

### What are the most common housing problems?

The most common housing problem in Harrisonburg is cost burden. Households with housing costs greater than 30% of their income represent 71.5% of renters with a housing problem and 52.1% of owners with a problem. As shown in the attached cost burden map, cost burden is generally most prevalent in southern Harrisonburg.

The presence of students can affect analysis of household income, which is used to calculate cost burden. The areas identified in the map below with high rates of cost burden also have high proportions of student renters.





Including cost burden, 5,518 renter households and 994 homeowner households experience at least one type of housing problem, including overcrowding, lack of kitchen facilities and/or lack of complete plumbing. Overcrowding is the second most common housing issue and is split relatively evenly across tenure, representing 8.6% of renters and 3.2% of owners with a single housing problem.

**Are any populations/household types more affected than others by these problems?**

“Other” renter households are the largest cost-burdened category, with these 3,310 households accounting for 53.91% of all cost-burdened households. It is important to note that this category includes households comprised of unrelated members, most notably students who are not primary targets of the City’s CDBG funding.

Severe cost burden follows a very similar distribution, although “other” households (both renters and homeowners) are slightly more affected by severe cost burden (61.55% of severely burdened households) than regular cost burden (40.5%). Small families, on the other hand, are less affected (26.14% vs. 34.92%). Single family households make up the largest share those experiencing overcrowding, accounting for 78.29% of renters with this problem and 87.5% for owners.

**Describe the characteristics and needs of Low-income individuals and families with children (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered 91.205(c)/91.305(c)). Also discuss the needs of formerly homeless families and individuals who are receiving rapid re-housing assistance and are nearing the termination of that assistance**

No data exists that would specifically enumerate or describe the at-risk population within the City's jurisdiction. However, according to the Harrisonburg, Winchester/Western Virginia CoC's 2020 point-in-time count, there were 22 sheltered and 0 unsheltered homeless families with children (8.9% of households counted). The total number of sheltered individuals was 262, and the total number of unsheltered individuals was 35.

There is also no complete data for the formerly homeless population or rapid-rehousing recipients nearing termination. The Western Virginia Continuum of Care funds rapid re-housing programs in the cities of Harrisonburg and Winchester, and the surrounding counties of Page, Clarke, Shenandoah, Warren, and Rockingham. The total period of financial assistance for RRH is limited to 24 months within any three years. The 24-month limit applies to case management as well. It includes those who are currently literally homeless (shelter residents, living in other situations not meant for human habitation), and those exiting an institution (where they resided temporarily) with no housing resources. Rapid re-housing is funded through the Virginia Department of Housing and Community Development's (DHCD) Virginia Homeless Solutions Program (VHSP) two-year grant program and the SSVF Program through the Veterans Administration. Last year, rapid re-housing projects within the CoC helped over 300 people find permanent housing.

**If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates:**

No estimate of at-risk populations in Harrisonburg is currently available.

**Specify particular housing characteristics that have been linked with instability and an increased risk of homelessness**

Harrisonburg's high housing costs, evident through the CHAS estimate that 79.14% of all households earning less than 50% of AMI are cost-burdened, make it difficult for low-income individuals and families to maintain a stable household. According to 2019 ACS 5-Year Estimates, 28.3% of the City's population lives below poverty level and 4.9% of the population is unemployed. However, removing the college-age households of 19-24 years old from the equation lowers the poverty rate to 14%, which is higher than Virginia's rate (10.7%) but comparable to the national rate of 13%.

## NA-15 Disproportionately Greater Need: Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

HUD defines a disproportionately greater housing need when a racial or ethnic group experiences housing problems at a rate over 10 percentage points than that of the corresponding income level as a whole. The data table below summarizes the percentage of each racial/ethnic group experiencing housing problems by HUD Adjusted Median Family Income (HAMFI) levels. Where the HUD tables below report AMI, they refer to HAMFI. Housing problems include:

- Housing units lacking complete kitchen facilities and/or complete plumbing facilities
- Overcrowding (more than one person per room)
- Housing costs greater than 30% of income (i.e., cost burden)

According to the 2019 ACS 5-Year Estimates, the total population of Native Hawaiian and other Pacific Islanders in Harrisonburg is 0% of the total population (with a 0.1% margin of error) and the total population of American Indian and Alaska Natives is 0.1% of the total population (with a 0.2% margin of error). Given these low numbers, the estimates from the ACS and CHAS datasets have relatively large margins of error and are not included in the analysis.

In general, the percentage of households with a housing problem is higher for the lowest income brackets (0-50% AMI) and decreases as income increases. According to the above definitions, three racial/ethnic groups in Harrisonburg experience one or more housing problems at a disproportionate level:

- Black households earning 80-100% of AMI
- Hispanic households earning 50-80% of AMI and 80-100% of AMI

Given the very small number of Asians included in the data, results for this group are likely highly error-prone.

	0-30%AMI	30-50%AMI	50-80%AMI	80-100%AMI
<b>Racial/Ethnic Group</b>	% with one or more housing problems			
White	89.0%	67.3%	55.4%	27.6%
Black/African American	89.9%	78.9%	64.7%	<b>46.7%</b>
Asian	100.0%	0.0%	16.7%	0.0%
Hispanic	96.9%	80.9%	<b>70.8%</b>	<b>61.8%</b>
Jurisdiction as a Whole	90.4%	71.2%	57.2%	36.3%

Supplemental Table

### 0%-30% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,500	265	110
White	1,895	235	80
Black / African American	179	20	0
Asian	49	0	10
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	310	10	20

**Table 13 - Disproportionally Greater Need 0 - 30% AMI**

Data 2013-2017 CHAS  
Source:

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

### 30%-50% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,580	640	0
White	1,060	515	0
Black / African American	150	40	0
Asian	0	0	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	360	85	0

**Table 14 - Disproportionally Greater Need 30 - 50% AMI**

Data 2013-2017 CHAS  
Source:

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

### 50%-80% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,690	1,265	0
White	1,125	905	0
Black / African American	200	109	0
Asian	20	100	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	315	130	0

**Table 15 - Disproportionally Greater Need 50 - 80% AMI**

Data 2013-2017 CHAS  
Source:

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

### 80%-100% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	645	1,130	0
White	335	880	0
Black / African American	35	40	0
Asian	0	45	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	275	170	0

**Table 16 - Disproportionally Greater Need 80 - 100% AMI**

Data 2013-2017 CHAS  
Source:

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

## NA-20 Disproportionately Greater Need: Severe Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

HUD defines a disproportionately greater housing need when a racial or ethnic group experiences housing problems at a rate over 10 percentage points than that of the corresponding income level as a whole. The data table below summarizes the percentage of each racial/ethnic group experiencing severe housing problems by HUD Adjusted Median Family Income (HAMFI) levels. Where the HUD tables below report AMI, they refer to HAMFI. Housing problems include:

- Housing units lacking complete kitchen facilities and/or complete plumbing facilities
- Overcrowding (more than 1.5 people per room)
- Housing costs greater than 50% of income (i.e., severe cost burden)

According to the 2008-2012 ACS, the total population of Native Hawaiian and other Pacific Islanders in Harrisonburg is 73 (0.15% of the total population) and the total population of American Indian and Alaska Natives is 54 (0.11% of the total population). Given these low numbers, the estimates from the ACS and CHAS datasets have relatively large margins of error and are not included in the analysis.

In general, the percentage of households with a housing problem is higher for the lowest income brackets (0-50% AMI) and decreases as income increases. According to the above definitions, two racial/ethnic groups in Harrisonburg experience one or more housing problems at a disproportionate level:

- Black/African American households earning 30%-50% of AMI and 80-100% of AMI.
- Hispanic households earning 0-30% of AMI, 50-80% of AMI, and 80-100% of AMI.

Given the very small number of Asians included in the data, results for this group are likely highly error-prone.

	0-30%AMI	30-50%AMI	50-80%AMI	80-100%AMI
<b>Racial/Ethnic Group</b>	% with one or more housing problems			
White	79.1%	42.9%	14.3%	2.1%
Black/African American	77.4%	<b>60.5%</b>	4.9%	0.0%
Asian	81.5%	0.0%	16.7%	0.0%
Hispanic	<b>95.2%</b>	31.8%	<b>26.1%</b>	<b>51.7%</b>
Jurisdiction as a Whole	80.7%	42.2%	15.1%	14.4%

Supplemental Table

### 0%-30% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,235	535	110
White	1,685	445	80
Black / African American	154	45	0
Asian	44	10	10
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	300	15	20

**Table 17 – Severe Housing Problems 0 - 30% AMI**

Data 2013-2017 CHAS  
Source:

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

### 30%-50% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	935	1,280	0
White	675	900	0
Black / African American	115	75	0
Asian	0	0	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	140	300	0

**Table 18 – Severe Housing Problems 30 - 50% AMI**

Data 2013-2017 CHAS  
Source:

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

### 50%-80% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	445	2,510	0
White	290	1,745	0
Black / African American	15	289	0
Asian	20	100	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	115	325	0

**Table 19 – Severe Housing Problems 50 - 80% AMI**

Data 2013-2017 CHAS  
Source:

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

### 80%-100% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	255	1,520	0
White	25	1,190	0
Black / African American	0	75	0
Asian	0	45	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	230	215	0

**Table 20 – Severe Housing Problems 80 - 100% AMI**

Data 2013-2017 CHAS  
Source:

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

## NA-25 Disproportionately Greater Need: Housing Cost Burdens – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction:

HUD defines a disproportionately greater housing need when a racial or ethnic group experiences housing problems at a rate over 10 percentage points than that of the corresponding income level as a whole. Cost-burdened is defined as paying 30-50% of the household income to housing, and severely cost burdened is defined as paying greater than 50% of the household income to housing. The data table below summarizes the percentage of each racial/ethnic group experiencing cost burden at various levels.

The data table below summarizes the percentage of each racial/ethnic group experiencing cost burden at various levels. Based on these definitions, no racial/ethnic groups have disproportionate housing need; however, it is noteworthy that 27.5% of Black/African American households pay more than 30% of their income on housing costs and 24.6% of Black/African American households, pay more than 50% of their income on housing costs.

	<=30%	30-50%	>50%	No/negative income (not computed)
<b>Racial/Ethnic Group</b>	%	% with cost burden		%
White	62.6%	16.5%	20.9%	0.7%
Black/African American	47.9%	<b>27.5%</b>	<b>24.6%</b>	0.0%
Asian	75.5%	6.4%	18.1%	3.2%
Hispanic	59.4%	22.6%	18.1%	0.9%
Jurisdiction as a Whole	61.8%	17.8%	20.5%	0.7%

Supplemental Table

### Housing Cost Burden

Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Jurisdiction as a whole	10,325	2,975	3,420	125
White	7,745	2,045	2,580	85
Black / African American	565	324	290	0
Asian	355	30	85	15
American Indian, Alaska Native	20	0	0	0
Pacific Islander	0	0	0	0

Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Hispanic	1,380	525	420	20

**Table 21 – Greater Need: Housing Cost Burdens AMI**

Data 2013-2017 CHAS  
Source:

DRAFT

## **NA-30 Disproportionately Greater Need: Discussion – 91.205(b)(2)**

### **Are there any income categories in which a racial or ethnic group has disproportionately greater need than the needs of that income category as a whole?**

The impact of housing problems in Harrisonburg varies primarily by income level. However, the following groups within an income tier and race/ethnicity category experienced problems at a rate at least 10 percentage points higher than the City as a whole:

#### Housing Problems

- Black households earning 80-100% of AMI
- Hispanic households earning 50-80% of AMI and 80-100% of AMI

#### Severe Housing Problems

- Black/African American households earning 30%-50% of AMI and 80-100% of AMI.
- Hispanic households earning 0-30% of AMI, 50-80% of AMI, and 80-100% of AMI.

#### Cost Burden

- 27.5% of Black/African American households pay more than 30% of their income on housing costs and 24.6% of Black/African American households pay more than 50% of their income on housing costs.

### **If they have needs not identified above, what are those needs?**

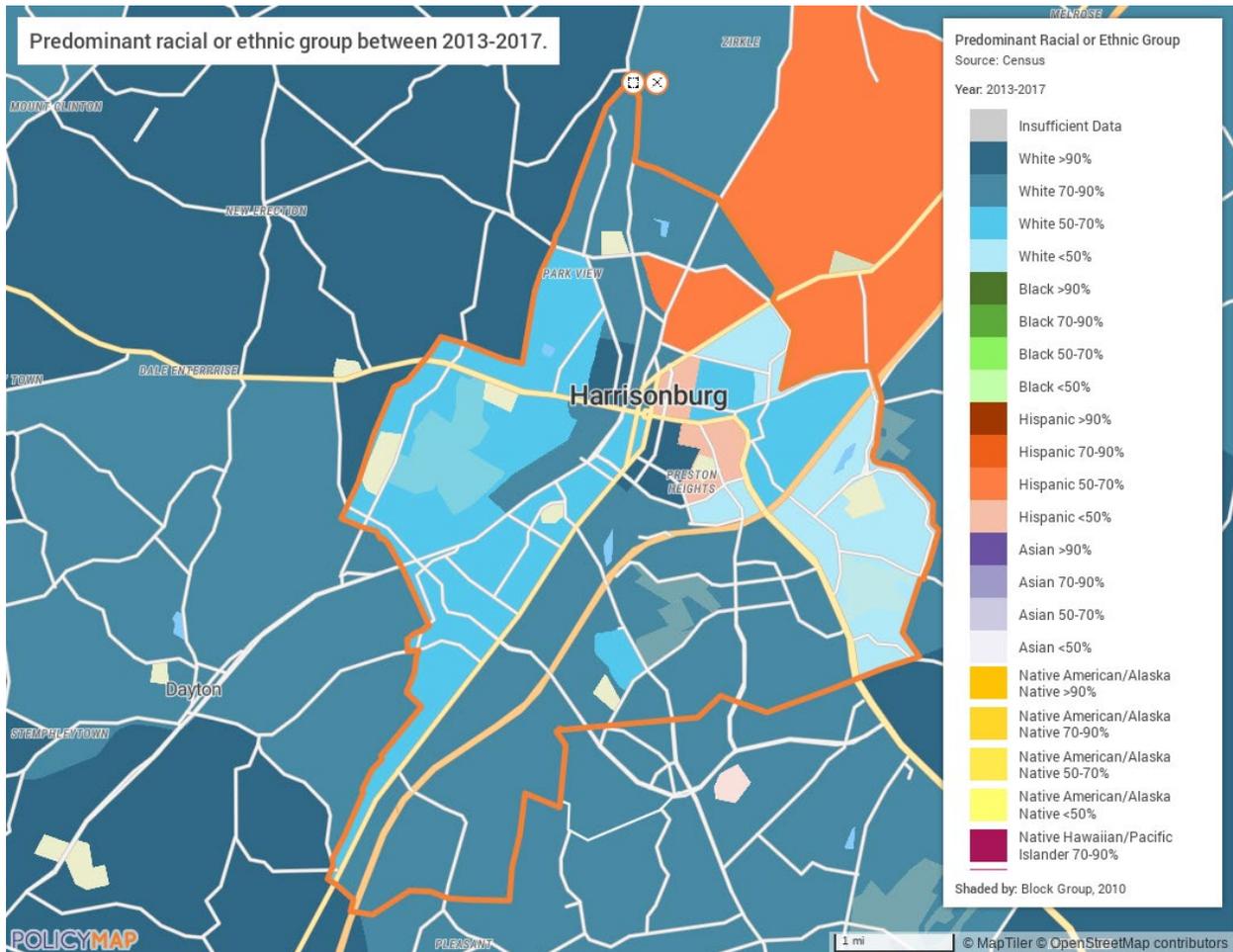
The needs among races/ethnicities are indicated above. Households in the lower income categories have more general needs, as described in NA-10 and the Housing Market Analysis.

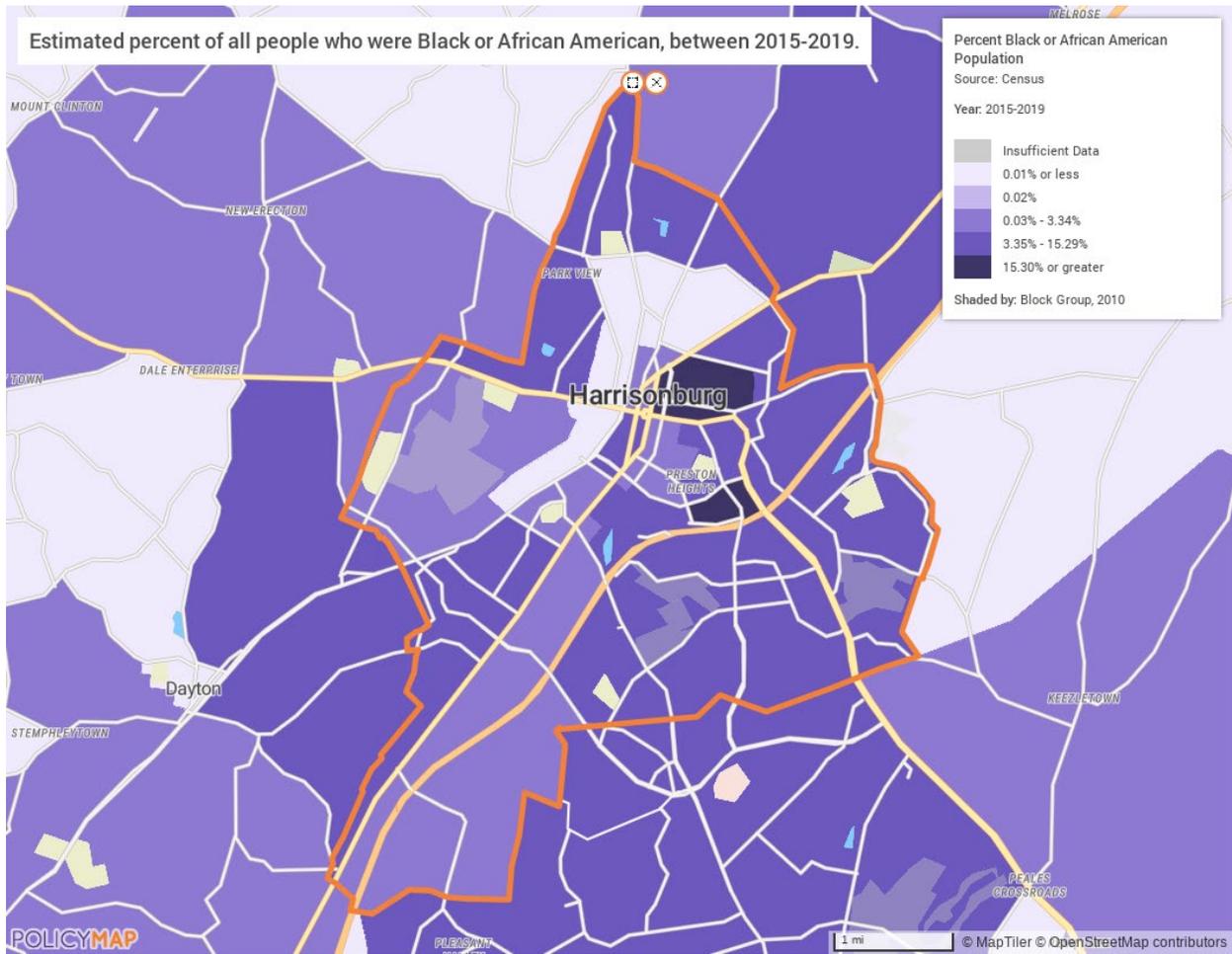
### **Are any of those racial or ethnic groups located in specific areas or neighborhoods in your community?**

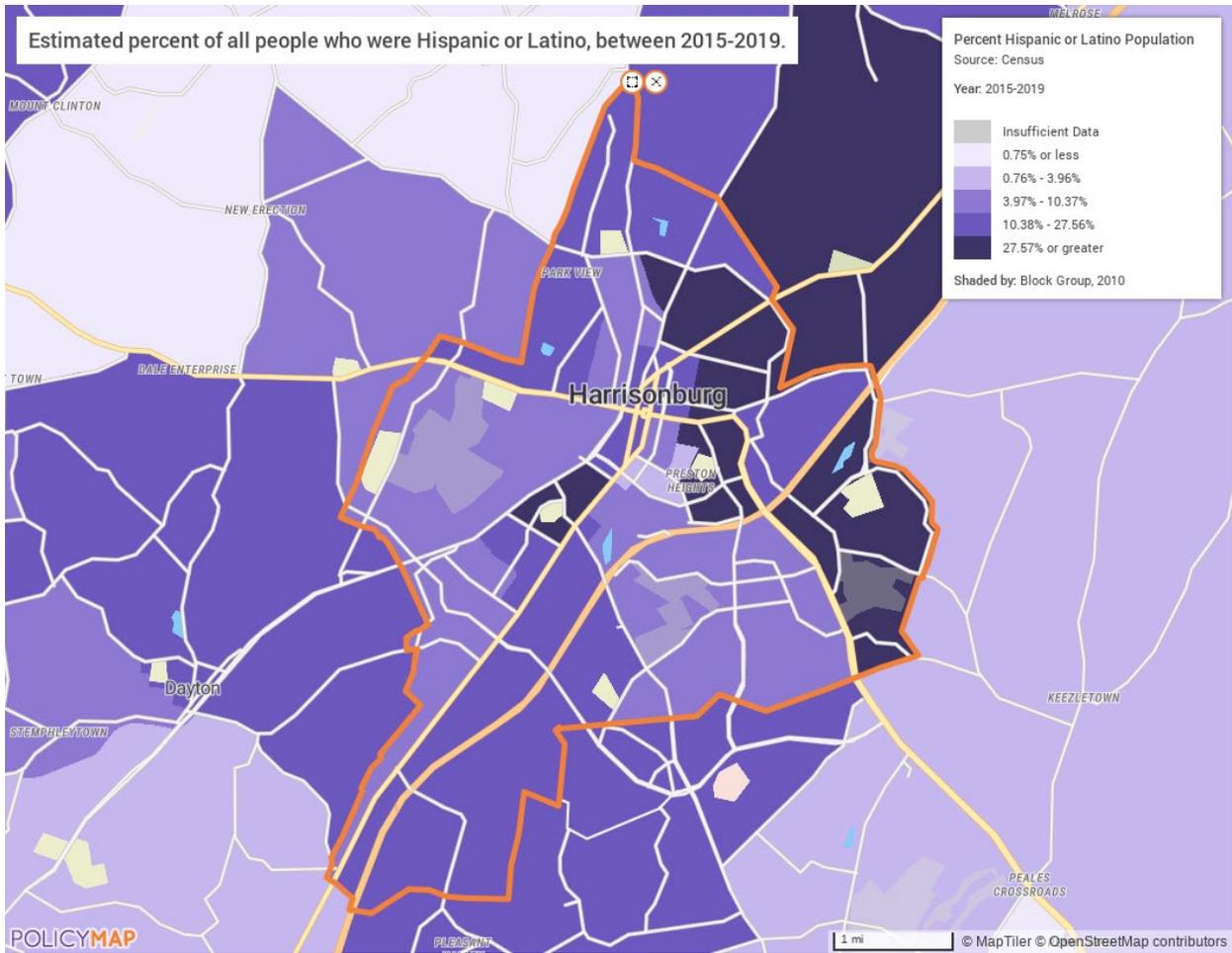
The Downtown/Old Town/Reservoir area (census tract 2.04) contains some of the most densely populated neighborhoods in Harrisonburg. They are also among the most segregated, with block groups that are highly predominantly White or Hispanic. The north/northeastern part of the City (tracts 4.02 and 1.01) also has a high concentration of Hispanic residents compared to other groups.

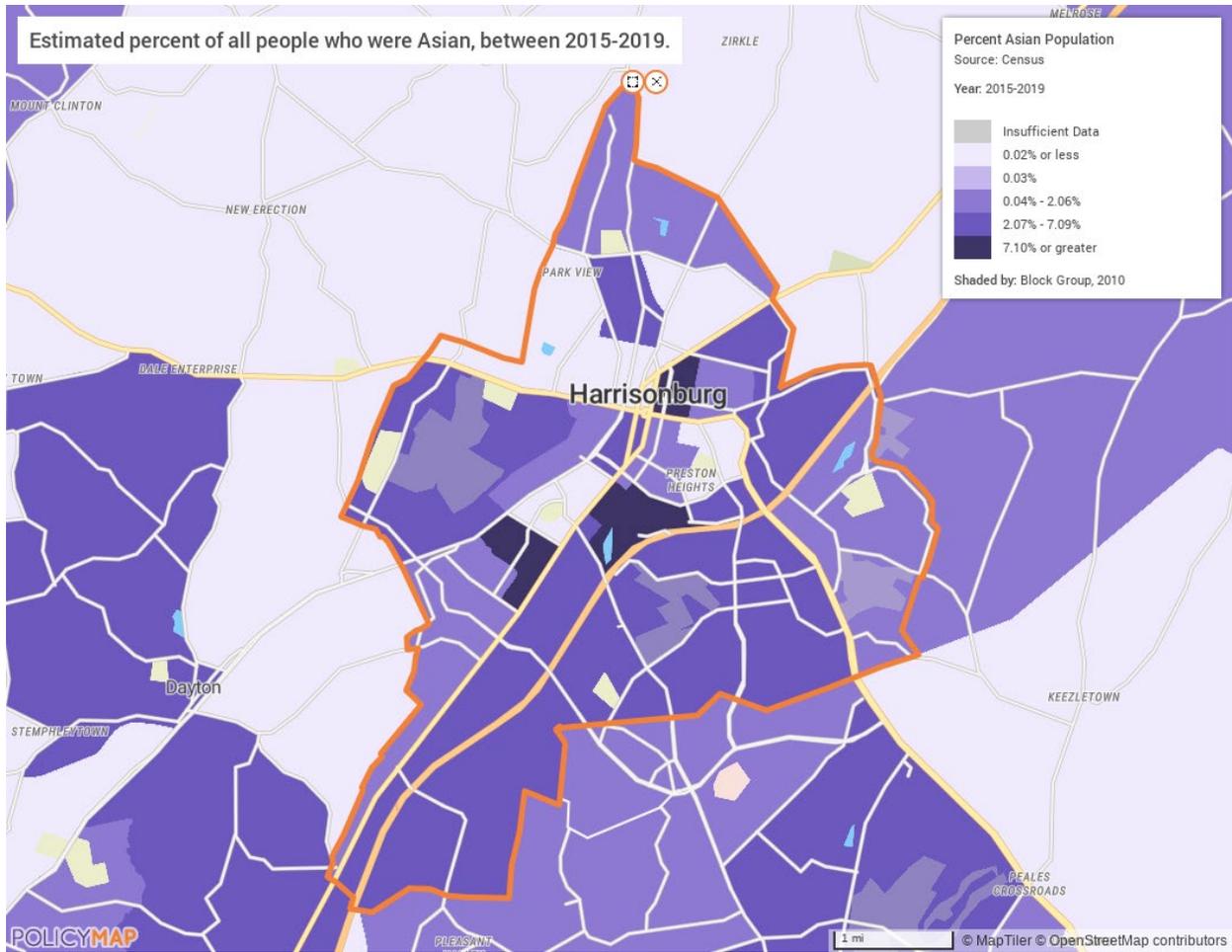
Asian and Black residents are smaller racial/ethnic groups in Harrisonburg than Hispanics but share general patterns of geographic settlement, with higher concentrations in the center and northeastern parts of the City.

The following supplemental maps include the most recent data available. Data from the 2020 Census is currently limited.









## NA-35 Public Housing – 91.205(b)

### Introduction

Harrisonburg Redevelopment and Housing Authority’s (HRHA) mission is “to promote adequate and affordable housing economic opportunity and a suitable living environment free from discrimination; and to foster redevelopment of blighted areas to ensure the economic, social and housing vitality of our community.”

As of 2009, HRHA converted all of its public housing units into project-based Section 8 units. HRHA currently owns and manages a total of 280 residential units including Harrison Heights; Lineweaver Apartments & Annex, two affordable apartment building for elderly and disabled individuals; Commerce Village; a new apartment complex for homeless individuals; and Franklin Heights, a property featuring 129 units including apartments, townhouses, and single-family homes, ranging in size from one to five bedrooms.

The data in this plan is provided by HUD.

### Totals in Use

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers in use	0	0	0	814	0	698	0	28	88

**Table 22 - Public Housing by Program Type**

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

Data Source: PIC (PIH Information Center)

## Characteristics of Residents

	Program Type							
	Certificate	Mod-Rehab	Public Housing	Vouchers			Special Purpose Voucher	
				Total	Project-based	Tenant-based	Veterans Affairs Supportive Housing	Family Unification Program
Average Annual Income	0	0	0	11,454	0	11,438	0	11,615
Average length of stay	0	0	0	2	0	3	0	0
Average Household size	0	0	0	2	0	2	0	3
# Homeless at admission	0	0	0	0	0	0	0	0
# of Elderly Program Participants (>62)	0	0	0	93	0	91	0	0
# of Disabled Families	0	0	0	277	0	193	0	3
# of Families requesting accessibility features	0	0	0	814	0	698	0	28
# of HIV/AIDS program participants	0	0	0	0	0	0	0	0
# of DV victims	0	0	0	0	0	0	0	0

**Table 23 – Characteristics of Public Housing Residents by Program Type**

Data Source: PIC (PIH Information Center)

## Race of Residents

Race	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
White	0	0	0	616	0	518	0	25	73
Black/African American	0	0	0	196	0	178	0	3	15
Asian	0	0	0	1	0	1	0	0	0
American Indian/Alaska Native	0	0	0	1	0	1	0	0	0
Pacific Islander	0	0	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

**Table 24 – Race of Public Housing Residents by Program Type**

Data Source: PIC (PIH Information Center)

## Ethnicity of Residents

Ethnicity	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
Hispanic	0	0	0	147	0	135	0	0	12
Not Hispanic	0	0	0	667	0	563	0	28	76

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

Table 25 – Ethnicity of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

## **Section 504 Needs Assessment: Describe the needs of public housing tenants and applicants on the waiting list for accessible units:**

Section 504 of the Rehabilitation Act of 1973 and 24 CFR Part 8 requires that 5% of all public housing units be accessible to persons with mobility impairments. Another 2% of public housing units must be accessible to persons with sensory impairments. The Uniform Federal Accessibility Standards (UFAS) is the standard against which residential and non-residential spaces are judged to be accessible.

HRHA currently owns and manages 121 affordable, accessible housing units in the J.R. Polly Lineweaver complex at 265 North Main Street and the Lineweaver Annex Apartments in downtown Harrisonburg. HRHA has also recently constructed a 30-unit Permanent Supportive Housing Project for homeless people with cognitive and physical disabilities northeast of Downtown. Data is not available for type of disability or for other types of assisted housing. The available figures indicate that at least some of the affordable housing stock is accessible. However, given that all publicly-supported housing units in the City and region are fully-occupied, individuals with disabilities have to wait a long time to actually access these units.

The City of Harrisonburg commissioned a housing market study in 2020 as part of its planning and development efforts. This study, conducted by a professional housing and community development consulting firm, found that there is a “housing mismatch” in which thousands of households live in units that do not align with their income. In other words, many higher income households live in housing “beneath their means” while many lower income households live in units where they must pay 30-50%, or more, of their monthly income for housing costs. While there are numerous reasons why people choose to live where they live, this housing mismatch has a disproportionately greater impact on lower income households. Higher income households have greater choice in the housing market as a result of having more income available for housing. However, when higher income households reside in lower cost housing, they are effectively “squeezing out” lower income households—who, because they are lower income, have the fewest housing options.

The study also showed that the lowest income group (up to \$19,410 for a family of four in 2017) has the smallest housing inventory available and affordable to them. The lack of available and affordable units is because there is both a shortage of units affordable to this income tier relative to the number of households and many of the units that do exist are occupied by households with higher incomes. Affordable housing is in short supply in the region overall: all 280 housing units owned and managed by HRHA and the 811 privately-owned affordable housing units are fully-occupied, and many have long waiting lists.

Most single-family housing, which accounts for over half of Harrisonburg’s housing stock, is generally not accessible to persons with disabilities. The Fair Housing Act requires that most multi-family properties built after 1991 meet federal accessibility standards, but well over 60% of the City’s housing stock was built before this time. Additionally, municipal staff who attended stakeholder meetings stated that the State’s building codes have only recently caught up to the federal accessibility standards. Specific data on privately-owned affordable, accessible housing is unavailable.

Although the market study did not specifically examine the supply and demand of accessible housing, it is reasonable to conclude that these findings indicate that neither the City nor the region has an adequate supply of affordable, accessible housing in a range of unit sizes.

The study also reviewed the Housing Choice Voucher (HCV) waiting list. The HCV waiting list identifies several demographic and housing needs of the households on the list. This includes applicant race, ethnicity, number of bedrooms needed, household size, age qualification (adult, near elderly, elderly, extremely elderly), and if applicant is disabled. As of July 2020, there were 2,707 households on the HCV waiting list. Twenty-two percent of those on the waiting list identified as being disabled. Of all the households on the waiting list, 35% are categorized as elderly, near elderly and extreme elderly.

### **Most immediate needs of residents of Public Housing and Housing Choice voucher holders**

The greatest needs of households currently living in publicly supported housing continue to be stable, decent living conditions and access to opportunity, in the form of employment, education, or transportation connections to neighborhood amenities. HRHA continues to address the most immediate needs of its residents by keeping the maximum number of housing units available and in good condition.

### **How do these needs compare to the housing needs of the population at large**

The population at large includes households that share the needs of HRHA residents and voucher holders because the resources available to HRHA are insufficient to meet local need. Until a unit or voucher becomes available, the 2,371 households on HRHA's waiting list continue to subsist on extremely low incomes in housing conditions that are likely unaffordable, inadequate, or both.

## NA-40 Homeless Needs Assessment – 91.205(c)

### Introduction:

The following information was collected from the 2020 Harrisonburg, Winchester/Western Virginia Continuum of Care (CoC) Point-in-Time data.

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Adult(s) and Child(ren)	22	0				
Persons in Households with Only Children	0	0				
Persons in Households with Only Adults	189	35				
Chronically Homeless Individuals	39	8				
Chronically Homeless Families	2	0				
Veterans	10	1				
Unaccompanied Child	22	4				
Persons with HIV	0	1				
Severely Mentally Ill	45	18				
Chronic Substance Abuse	30	14				
Victims of Domestic Violence	23	1				

If data is not available for the categories "number of persons becoming and exiting homelessness each year," and "number of days that persons experience homelessness," describe these categories for each homeless population type (including chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth):

According to the most recent CoC Performance Profile Report, the Harrisonburg, Winchester/Western Virginia CoC has seen a decline in returns to homelessness from 2018 to 2019. There has been a 3% decline in the rate of people returning to homelessness in 6 months. In 2019, there were 76 persons who exited to permanent housing and returned to homelessness either at less than 6 months, 6-12 months, 13-24 months or after 2 years.

This report also notes the average length of time homeless from 2018 to 19. The CoC saw a 15.7% decrease with 59 days as the average length of time homelessness in 2019.

**Nature and Extent of Homelessness: (Optional)**

Race	Sheltered	Unsheltered
White	195	29
Black or African American	42	5
Asian	1	0
American Indian or Alaska Native	3	1
Pacific Islander	1	0
Multiple Races	20	0

Ethnicity	Sheltered	Unsheltered
Hispanic/Latino	19	0
Non-Hispanic/Non-Latino	243	35

**Estimate the number and type of families in need of housing assistance for families with children and the families of veterans.**

Of the 246 households surveyed in the 2020 Point in Time count (PIT), 22 were households with children. In addition, there were 26 unaccompanied youth counted by the survey. Of the 297 total individuals in the PIT survey, 11 were veterans.

**Describe the Nature and Extent of Homelessness by Racial and Ethnic Group.**

Most homeless counted in the PIT were White (75.4%). The next largest group was Black/African American at 15.8%, followed by Multiple Races at 6.7%.

**Describe the Nature and Extent of Unsheltered and Sheltered Homelessness.**

A majority of the 297 persons surveyed in the 2020 Point in Time count (PIT) were sheltered. Only 35 of those individuals did not have shelter at the time of the survey, and none were children under the age of 18. The majority of homeless veterans (10 out of 11) were also sheltered.

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## **NA-45 Non-Homeless Special Needs Assessment - 91.205 (b,d)**

### **Introduction:**

Persons with special needs include the elderly and frail elderly, persons with developmental and physical disabilities, persons suffering from drug and alcohol addiction, and persons living with HIV/AIDS.

Individuals who have special needs are typically extremely low income and face tremendous challenges finding housing that they can afford. Individuals with special needs also require supportive services in addition to housing that they can afford. Public and private sources have much smaller funds available for these purposes, making it difficult for non-profit organizations to develop and operate housing and supportive service programs.

### **Describe the characteristics of special needs populations in your community:**

#### Elderly

Elderly persons are more likely to live on fixed, very low incomes and/or require special supportive service to complete their daily routines. This means elderly residents especially need affordable housing options and easy access to service providers.

According to CHAS data, 19.7% of City households contain at least one person age 62 or over. Over 40% of these households are low-moderate income, earning 80% or less of the area's median family income. In addition, the Census reported that 38.2% of persons 65 years and over had at least one disability in 2019, 18.9% of whom experienced an independent living difficulty.

#### People Living with Disabilities

There were 4,849 persons with disabilities in Harrisonburg in 2019, representing 9.2% of the population. The most common disabilities reported were ambulatory, meaning difficulty walking or moving around; independent living difficulties; and cognitive, meaning difficulties with various types of mental tasks. Individuals with ambulatory disabilities generally require accessible housing units, and individuals with independent living and cognitive disabilities may require assisted living facilities. Approximately 25.4% of persons with a disability also live in poverty.

#### Substance Abuse and Addiction

The Virginia Department of Behavioral Health and Developmental Services (DBHDS) issues a Report on Substance Abuse Services every two years. According to the 2018 report, alcohol is the most commonly used substance in the state. 25% of high schoolers and 56% of adults claimed to have consumed alcohol within the past 30 days. The consequences of alcohol use, such as death and suicide, particularly affect males, 26-35 year-olds, and individuals living in eastern Virginia. In the past 10 years, the rate of alcohol-related deaths has increased. While Virginia has taken steps to address the ongoing issue of alcohol use, it remains a critical public health issue that affects many Virginians.

Tobacco and nicotine is currently used by 26% of Virginia adults and 16% of Virginia high schoolers. While tobacco use has decreased in recent years, Virginia's 30 cent tax per pack of cigarettes is the

second lowest in the country. In the past several years, e-cigarettes and vaping have increased in popularity, especially among youth (33% of high schoolers have tried an electronic vapor product). These products present a new challenge to the ongoing work of preventing tobacco use in Virginia.

*The Office of the Chief Medical Examiner 2019 Annual Report*, the most recent report available, indicates that the number of drug-caused deaths increased by 9.5% from 2018 to 2019. Illicit opioids like heroin and illicit fentanyl have the highest mortality rates in urban localities like Central and Eastern Virginia, whereas prescription opioids have the highest mortality rates in rural areas of the state like the Western region of Virginia

### **What are the housing and supportive service needs of these populations and how are these needs determined?**

Summarizing the above estimates and input received during stakeholder interviews held in preparing the Five Year Consolidated Plan and information and data provided by Harrisonburg Redevelopment and Housing Authority, the most significant needs for these populations are:

- Access to medical care, including substance abuse and psychiatric care
- Assistance for housing accessibility modifications by homeowners, especially elderly homeowners
- Reasonable accommodations for individuals with disabilities by landlords
- Workforce training
- Transportation access to major community facilities and employers
- Life skills training, including health literacy, financial literacy, and English as a second language

### **Discuss the size and characteristics of the population with HIV/AIDS and their families within the Eligible Metropolitan Statistical Area:**

According to the Virginia Department of Health, as of December 31, 2020, there were 26,189 persons, or about one in 308 Virginia residents, who were living with HIV. Males represent 75% of the total HIV-positive population. As of December 31, 2020, males were living with HIV disease at a rate of 469 per 100,000, with females at a rate of 151 per 100,000.

By December 31, 2014, nearly three-quarters of persons living with HIV disease were ages 40 and older. Age distribution rates were highest among the 55-59 age group at 686 per 100,000, followed by the 50-54 age group at 628 per 100,000. As medical treatment continues to improve, individuals are living longer with HIV.

Approximately 60% of all persons living with HIV disease as of December 31, 2020 were Black, non-Hispanic, followed by White, non-Hispanic persons living with HIV/AIDS at 30%. Black, non-Hispanic persons were almost 7 times more likely to be living with HIV disease at the end of 2020 than White, non-Hispanic persons. Hispanic persons were 2 times more likely to be living with HIV disease than White, non-Hispanic persons. In Rockingham County, there were 31 cases of HIV and 37 of AIDS as of the end of 2020.

## **NA-50 Non-Housing Community Development Needs – 91.215 (f)**

### **Describe the jurisdiction’s need for Public Facilities:**

Through CDBG funds, Harrisonburg can fund the construction, rehabilitation, or installation of public facilities. Eligible public facilities include neighborhood facilities (such as educational centers, parks, recreation centers, and libraries) and facilities for special needs populations (such as homeless shelters, elderly facilities, or centers for disabled persons).

Public Facilities needs include:

- Improved park and recreational amenities
- Accessible play structures for parks
- Homeless shelter and community centers for those at-risk of homelessness

### **How were these needs determined?**

The City facilitated a series of stakeholder interviews, public meetings, online surveys, and requested feedback on needs across the community.

### **Describe the jurisdiction’s need for Public Improvements:**

Through CDBG funds, the City can also fund the construction, rehabilitation, or installation of public improvements. Public improvements include, but are not limited to, street and sidewalk improvements, water and sewer installation, and maintenance and ADA compliance construction and rehabilitation.

Public Improvements needs include:

- Accessibility improvements to curbs, sidewalks, bus stops
- Continued Improvements to the City’s bike and pedestrian paths
- General maintenance and expansion of City infrastructure
- Planning studies

### **How were these needs determined?**

The City facilitated a series of stakeholder interviews, public meetings, online surveys, and requested feedback on needs across the community.

### **Describe the jurisdiction’s need for Public Services:**

Through CDBG funds, Harrisonburg can fund an array of public services. Eligible public services include, but are not limited to, homeless services, education and workforce development programs, homebuyer counseling, elderly care and programs, and childcare and health services.

Public Services needs include:

- Increased transit service to major community amenities

- Transportation for elderly and LMI residents to reach medical services
- Fair housing education
- Assistance for persons with limited English proficiency
- Services for refugee families
- Programming for youth
- Flexible childcare for workers
- Services for elderly and persons with disabilities
- Services for LMI residents

### **How were these needs determined?**

The City facilitated a series of stakeholder interviews, public meetings, online surveys, and requested feedback on needs across the community.

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# Housing Market Analysis

## MA-05 Overview

### Housing Market Analysis Overview:

The housing stock in Harrisonburg is mostly single-family (60.6%) and renter-occupied (61.8%). Median housing values for the City in 2019 (\$203,600) were lower than both the state (\$273,100) and Rockingham County (\$211,500). Gross rent for the City in 2019 (\$883) was lower than both the state (\$1,234) and Rockingham County (\$907).

### Cost of Housing

	Harrisonburg	Rockingham County	Virginia
Median Home Value	\$203,600	\$211,500	\$273,100
Median Gross Rent	\$883	\$907	\$1,234

Supplemental Table

Data Source: 2015-2019 ACS

Like most of the nation, the City is currently experiencing a significant shortage of affordable and available rental units for extremely low-income households. According to the 2020 housing study commissioned by the City of Harrisonburg, there are approximately 2,600 renter households earning 0-30% AMI and only 1,000 rental units affordable to them. Consequently, approximately 85% of those households are cost burdened, spending more than 30% of their income on housing costs. Affordability is a major barrier for many residents in the City, renters and homeowners.

This analysis identifies the need to preserve existing affordable housing opportunities while advancing efforts to create a diverse supply of additional affordable units. Ultimately, the City is working to ensure that a mix of housing types exists within all areas to accommodate households of all types and at all places across the income spectrum. The City's housing strategies will be especially informed by the increasing mismatch between incomes and housing costs, the shortage of affordable housing, and the specific accommodations necessary to ensure that special needs populations have adequate affordable housing options with appropriate supportive services where needed.

## MA-10 Number of Housing Units – 91.210(a)&(b)(2)

### Introduction

The housing stock in Harrisonburg is mostly single-family (60.6%) and renter-occupied (61.8%). The majority of multi-family units are located in medium-sized structures (5 to 19 units). Given the number of households that are cost burdened, as described in the Needs Assessment, and the length of the Housing Authority’s waiting lists, it is clear that the number of affordable units in the City is insufficient to meet the level of demand. With 28% of the City’s population living in poverty, the need for more affordable housing, both owner- and renter-occupied, is strong throughout the community.

According to the American Community Survey (ACS), Harrisonburg’s poverty rate of 28% is higher than the national rate of 13%. The city’s poverty rate is inflated by the large number of college students who live off-campus. If the college student population is removed from the calculations, then the poverty rate of non-college student community members in Harrisonburg is 14%, only slightly higher than the national rate.

Even after adjusting for off-campus students, some neighborhoods in Harrisonburg still have high concentrations of poverty according to ACS data. Nearly one in two off-campus students live in poverty. The poverty rate for off-campus students is 45%. When the Census compiles the traditional poverty rate, it counts individuals with incomes that are lower than the poverty rate, including students not living in dorms. Because of this data collection method, many college students living off-campus are counted as impoverished, even if they may be supported by their parents or student loans.

### All residential properties by number of units

Property Type	Number	%
1-unit detached structure	6,740	37%
1-unit, attached structure	4,265	23%
2-4 units	2,015	11%
5-19 units	4,005	22%
20 or more units	900	5%
Mobile Home, boat, RV, van, etc	230	1%
<b>Total</b>	<b>18,155</b>	<b>100%</b>

Table 26 – Residential Properties by Unit Number

Data Source: 2013-2017 ACS

### Unit Size by Tenure

	Owners		Renters	
	Number	%	Number	%
No bedroom	15	0%	210	2%
1 bedroom	20	0%	1,750	17%
2 bedrooms	820	13%	3,975	38%

	Owners		Renters	
	Number	%	Number	%
3 or more bedrooms	5,590	87%	4,470	43%
<b>Total</b>	<b>6,445</b>	<b>100%</b>	<b>10,405</b>	<b>100%</b>

**Table 27 – Unit Size by Tenure**

Data Source: 2013-2017 ACS

**Describe the number and targeting (income level/type of family served) of units assisted with federal, state, and local programs.**

As of 2009, Harrisonburg Redevelopment and Housing Authority (HRHA) converted all of its public housing units into project-based Section 8 units. HRHA currently owns and manages a total of 280 residential units including Harrison Heights; Lineweaver Apartments & Annex, two affordable apartment building for elderly and disabled individuals; Commerce Village; a new apartment complex for homeless individuals; and Franklin Heights, a property featuring 129 units including apartments, townhouses, and single-family homes, ranging in size from one to five bedrooms.

The City is committed to allocating funds that serve the needs of the lowest-income and most disadvantaged residents. Households with incomes less than 80% of the area median income, particularly those with extremely low incomes (less than 30% of area median income), are priorities. The City has also identified special needs individuals as among those who face the greatest challenges and who should receive high priority in the expenditure of federal funds, including at-risk youth, low-income families, the homeless and persons threatened with homelessness, the elderly, and persons with disabilities.

In FY 2020, the City continued its debt servicing of HRHA’s completed rehabilitation of 40 units in the Harrison Heights complex with CDBG funding.

**Provide an assessment of units expected to be lost from the affordable housing inventory for any reason, such as expiration of Section 8 contracts.**

When federal or state funds are used to construct or rehabilitate rental units, there is typically a predetermined period of affordability in which all or some of the units are reserved for income-qualified households. Usually, these subsidy programs have terms of affordability for 15 to 30 years. At the end of the affordability period, these units can convert to market rate if the owner is interested in obtaining higher rents that are not regulated by state or federal regulations. This is more likely to occur in markets with low rental vacancy rates and there are households that could afford the unsubsidized, higher rents. Both of these conditions are present in Harrisonburg. Without intervention such as new public investment to extend the period of affordability, these units could be lost from the city’s affordable housing inventory.

There are ten multifamily assisted housing properties in Harrisonburg. Four of these are owned by HRHA and the balance are privately owned by both non-profits and profit-motivated owners.

The properties with subsidies set to expire within five years are HRHA properties, making them unlikely to convert to market-rate units. However, by 2028, there are other assisted rental units with public subsidies that are set to expire that are owned by profit-motivated owners; future investment may be necessary to preserve these affordable units through rehabilitation, for example.

### **Does the availability of housing units meet the needs of the population?**

There is a “housing mismatch” in which thousands of households live in units that do not align with their income. In other words, many higher income households live in housing “beneath their means” while many lower income households live in units where they must pay 30-50%, or more, of their monthly income for housing costs. While there are numerous reasons why people choose to live where they live, this housing mismatch has a disproportionately greater impact on lower income households. Higher income households have greater choice in the housing market as a result of having more income available for housing. However, when higher income households reside in lower cost housing, they are effectively “squeezing out” lower income households—who, because they are lower income, have the fewest housing options.

The lowest income group (up to \$19,410 for a family of four in 2017) also has the smallest housing inventory available and affordable to them. The lack of available and affordable units is because there is both a shortage of units affordable to this income tier relative to the number of households and many of the units that do exist are occupied by households with higher incomes. Affordable housing is in short supply in the region overall: all 280 housing units owned and managed by HRHA and the 811 privately-owned affordable housing units are fully-occupied, and many have long waiting lists.

### **Describe the need for specific types of housing:**

In Harrisonburg, there are only 230 studio and one-bedroom units affordable to 0-30% AMI households, which is a critical unit type needed to meet the needs of households consisting of 1-2 persons and single persons needing supportive housing. Having an adequate supply of smaller apartments in areas that have access to amenities such as jobs, parks, full-service grocery stores, and public transit is important. Because smaller apartments are part of the solution for supportive housing, the location of these smaller units is critical to ensure that persons in need of services can easily access them via walking and public transit.

## MA-15 Housing Market Analysis: Cost of Housing - 91.210(a)

### Introduction

The HUD-provided table below indicates the number of affordable units available to households with various income levels. The 605 rental units identified as affordable to households below 30% of the HUD-adjusted Median Family Income (HAMFI) represent only 7.3% of the rental housing inventory in the City. This supply of units does not come close to accommodating the 2,605 renter households earning less than 30% of the HUD-adjusted Median Family Income (HAMFI).

In Harrisonburg, the 2022 Fair Market Rent (FMR) for a two-bedroom apartment is \$951. To afford this level of rent and utilities without paying more than 30% of income on housing, a household must earn \$3,170 monthly or \$38,040 annually. Assuming a 40-hour work week, 52 weeks per year, the level of income translates into a Housing Wage of \$18.29 per hour. However, in 2022 in Harrisonburg, minimum-wage workers earned an hourly wage of \$11.00. The monthly rent affordable at minimum wage for a 40-hour work week in the City is \$572, about half the actual two-bedroom Fair Market Rent.

### Cost of Housing

	Base Year: 2010	Most Recent Year: 2017	% Change
Median Home Value	\$213,400 <i>(\$239,825 in 2017 dollars)</i>	\$196,200	-8.06% <i>(-18.19% adjusted)</i>
Median Contract Rent	\$654 <i>(\$735 in 2017 dollars)</i>	\$729	+11.48% <i>(-0.82% adjusted)</i>

Table 28 – Cost of Housing

Data Source: 2010 Census (Base Year), 2013-2017 ACS (Most Recent Year)

Rent Paid	Number	%
Less than \$500	2,200	21.2%
\$500-999	5,710	54.9%
\$1,000-1,499	1,470	14.1%
\$1,500-1,999	835	8.0%
\$2,000 or more	183	1.8%
<b>Total</b>	<b>10,398</b>	<b>99.9%</b>

Table 29 - Rent Paid

Data Source: 2013-2017 ACS

### Housing Affordability

% Units affordable to Households earning	Renter	Owner
30% HAMFI	605	No Data

<b>% Units affordable to Households earning</b>	<b>Renter</b>	<b>Owner</b>
50% HAMFI	2,180	200
80% HAMFI	5,530	865
100% HAMFI	No Data	1,825
<b>Total</b>	<b>8,315</b>	<b>2,890</b>

**Table 30 – Housing Affordability**

Data Source: 2013-2017 CHAS

**Monthly Rent (table prepopulated blank)**

<b>Monthly Rent (\$)</b>	<b>Efficiency (no bedroom)</b>	<b>1 Bedroom</b>	<b>2 Bedroom</b>	<b>3 Bedroom</b>	<b>4 Bedroom</b>
Fair Market Rent					
High HOME Rent					
Low HOME Rent					

**Table 31 – Monthly Rent**

Data Source: HUD FMR and HOME Rents

**Is there sufficient housing for households at all income levels?**

No. The table above shows that there is insufficient housing for extremely low- and low-income households in the City. According to CHAS data analyzed in the Needs Assessment, there are 5,105 households earning between 0% and 50% of the median family income. However, there are only 2,985 housing units affordable to these households, accommodating just 58.5% of this population.

**How is affordability of housing likely to change considering changes to home values and/or rents?**

According to the table above, between 2010 and 2017 the median home value and median contract rent in Harrisonburg decreased by 18.19% and 0.82%, respectively, after adjusting for inflation. Although housing became slightly more affordable during this time, there remained an inadequate stock of affordable housing available to people in the lowest income tiers. According to the 2020 housing study commissioned by the City of Harrisonburg, there are approximately 2,600 renter households earning 0-30% AMI and only 1,000 rental units affordable to them. Consequently, 85% of those households are cost burdened, spending more than 30% of their income on housing costs.

**How do HOME rents / Fair Market Rent compare to Area Median Rent? How might this impact your strategy to produce or preserve affordable housing?**

The City’s median contract rent (\$729) is close to the Fair Market Rent for a two-bedroom apartment (\$803). This means that the HOME rents are roughly aligned with what’s available in the market. However, this does not mean that the supply of median priced homes is sufficient to satisfy everyone

receiving a subsidy. In fact, stakeholders described a situation in which residents have a difficult time securing affordable housing for a number of reasons, including criminal backgrounds, poor credit, lack of transportation, poor English literacy, etc. As housing construction and rehabilitation costs rise, it will be increasingly difficult to produce much needed affordable housing.

DRAFT

## MA-20 Housing Market Analysis: Condition of Housing – 91.210(a)

### Introduction

The following data provides an overview on the condition of housing in Harrisonburg, particularly as it relates to housing that is or is in the process of becoming unsafe or obsolete. Compared to the nation overall, the City’s housing stock is newer and likely in better shape. Although both owner and rental units may require rehabilitation from normal wear and tear, the need is slightly greater for renter-occupied units. This does not reflect on the affordability or availability of housing, however, especially given the City’s rapid population growth.

### Definitions

**Standard Condition:** No major structural defects; adequate plumbing and kitchen facilities; appearance which does not create a blighting influence; and the house meets additional, more stringent, local standards and building codes, including lead-based paint clearance.

**Substandard Condition but Suitable for Rehabilitation:** The nature of the substandard condition makes rehabilitation both financially and structurally feasible.

**Housing Conditions:** Condition of units is assessed using the same criteria as in the Needs Assessment. This includes: 1) lacks complete plumbing facilities, 2) lacks complete kitchen facilities, 3) more than one person per room, 4) cost burden (amount of income allocated to housing) is greater than 30%, and 5) complies with applicable building code standards.

### Condition of Units

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With one selected Condition	1,210	19%	5,450	52%
With two selected Conditions	30	0%	175	2%
With three selected Conditions	10	0%	0	0%
With four selected Conditions	0	0%	0	0%
No selected Conditions	5,195	81%	4,780	46%
<b>Total</b>	<b>6,445</b>	<b>100%</b>	<b>10,405</b>	<b>100%</b>

Table 32 - Condition of Units

Data Source: 2013-2017 ACS

## Year Unit Built

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	1,365	21%	2,675	26%
1980-1999	1,880	29%	3,765	36%
1950-1979	2,340	36%	2,715	26%
Before 1950	865	13%	1,250	12%
<b>Total</b>	<b>6,450</b>	<b>99%</b>	<b>10,405</b>	<b>100%</b>

**Table 33 – Year Unit Built**

Data Source: 2013-2017 CHAS

## Risk of Lead-Based Paint Hazard

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980	3,205	50%	3,965	38%
Housing Units build before 1980 with children present	1,435	22%	500	5%

**Table 34 – Risk of Lead-Based Paint**

Data Source: 2013-2017 ACS (Total Units) 2013-2017 CHAS (Units with Children present)

## Vacant Units (table prepopulated blank)

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units			
Abandoned Vacant Units			
REO Properties			
Abandoned REO Properties			

**Table 35 - Vacant Units**

The above chart prepopulated blank. The City does not collect this type of data, nor is it available via HUD.

## Need for Owner and Rental Rehabilitation

Older housing typically requires more continual maintenance. In the absence of routine maintenance, older housing can quickly become substandard. A common age threshold used to signal a potential deficiency is around 50 years or more. The age of the housing stock in Harrisonburg is slightly younger than the U.S. overall. Over 19.3% of the nation's overall housing stock was built before 1950; for Harrisonburg, 12.5% of units were built before 1950.

Owner- and renter-occupied housing units have different percentages of households built in the four time periods presented in the table above. Although both owner and rental units may require

rehabilitation from normal wear and tear, the need is slightly greater for owner-occupied units – 13% were built prior to 1950, compared to 12% for rental units. However, the market has significantly more renter units than owner units.

Renter-occupied units have a much higher prevalence (52%) of having at least one selected condition than owner-occupied units (19%). It is uncommon for both owner- and renter-occupied units to have more than one selected condition. This may indicate that more renter-occupied than owner-occupied units require rehabilitation, although “selected condition” includes cost burden and overcrowding, which are not reflections of the physical state of the unit.

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

Lead-based paint was banned from residential uses in 1978. All houses constructed before 1978 are, therefore, considered at risk for containing lead-based paint.

Lead-based paint hazards pose the greatest risk for children, especially those under seven years of age. The HUD IDIS-generated table above provides data on owner-occupied and renter-occupied units built before 1980 with children present. In Harrisonburg, there are 1,935 households with at least one child age six or younger live in housing units built before 1980. These households, 11.8% of all households, are at risk for lead-based paint hazards.

## MA-25 Public and Assisted Housing – 91.210(b)

### Introduction

Harrisonburg Redevelopment and Housing Authority’s (HRHA) mission is “to promote adequate and affordable housing economic opportunity and a suitable living environment free from discrimination; and to foster redevelopment of blighted areas to ensure the economic, social and housing vitality of our community.”

### Totals Number of Units

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers available	0	0	0	843	34	809	0	0	461
# of accessible units									

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

**Table 36 – Total Number of Units by Program Type**

Data Source: PIC (PIH Information Center)

### Describe the supply of public housing developments:

As of 2009, HRHA converted all of its public housing units into project-based Section 8 units. HRHA currently owns and manages a total of 280 residential units including Harrison Heights; Lineweaver Apartments & Annex, two affordable apartment building for elderly and disabled individuals; Commerce Village; a new apartment complex for homeless individuals; and Franklin Heights, a property featuring 129 units including apartments, townhouses, and single-family homes, ranging in size from one to five bedrooms.

### Describe the number and physical condition of public housing units in the jurisdiction, including those that are participating in an approved Public Housing Agency Plan:

For the most part, HRHA’s project-based Section 8 units are in good condition. HRHA’s disposition of its public housing has allowed it to more easily maintain the quality of the units it owns and manages. The inspection score in the table below is an average of each development’s last three scores as of November 2, 2021.

## Public Housing Condition

Public Housing Development	Average Inspection Score
Heritage Haven	96
J.R. Polly Lineweaver	87
Mosby Heights	96
Colonnade at Rocktown II	99
Harris Gardens Sec II	94

Table 37 - Public Housing Condition

### Describe the restoration and revitalization needs of public housing units in the jurisdiction:

Because its units are in good condition overall, HRHA is able to undertake extensive restoration projects of its existing developments and those it acquires. Some of HRHA's recent revitalization projects include:

- Completed \$9M renovation of 32 units of 2-, 3-, and 4-bedroom duplexes (Franklin Heights) which achieved the citywide initiative to renovate 100 low-income rental units owned by the Authority. In November 2010, this project was awarded the "Best Housing Development" certificate at the Governor's Housing Conference in Richmond.
- Completed the \$2.4M purchase and restoration in 2012 of 25 units of 3- and 4-bedroom affordable housing (Forkovitch Properties).
- Completed a \$1M renovation to its J.R. "Polly" Lineweaver Apartments in 2012 including the upgrade of all heating and air conditioning units.
- Installed solar panels (\$92,000) at its Lineweaver Apartments to save on electricity costs for the Authority as well as tenants. At the time of installation in 2013, it was believed to be the first solar photovoltaic system at a public housing project in the state.
- HRHA intends to apply for Virginia Department of Housing and Community Development Affordable and Special Needs Housing funds to renovate 60 units at its Lineweaver Annex apartments. Planned renovations to the 30-year-old structure include energy efficiency upgrades to the building and apartment units and project basing 20 Permanent Supportive Housing vouchers there in collaboration with the Harrisonburg/Rockingham Community Services Board and Valley Associates for Independent Living.

### Describe the public housing agency's strategy for improving the living environment of low- and moderate-income families residing in public housing:

HRHA's has been working over the last several years to improve the conditions of housing units within its portfolio. HRHA has shown this commitment by making renovations to properties and providing quality supportive services to residents. The City also believes in improving the living environment, having committed \$140,000 of CDBG funding to HRHA for its rehab projects annually for 15-20 years beginning in 2005.

HRHA has been selected to participate in the United States Department of Housing and Urban Development (HUD) cohort #1 of the Moving to Work (MtW) expansion. Participation in the MtW expansion allows HRHA to develop local policies to meet MtW objectives, as well as flexibility on some spending. The MtW Designation provides opportunities for HRHA and HUD to design and test approaches for providing and administering housing assistance and provides flexibility on spending and policy-making to make changes to better expand housing choice and participant self-sufficiency.

Additionally, HRHA sponsors and supports a Family Self-Sufficiency (FSS) program focused at helping their residents improve their economic situation and quality of living. All HRHA tenants who are not elderly or disabled are required to participate in a five-year FSS program designed to transition them out of HRHA-managed units and into the private housing market. Residents who do not graduate receive a Housing Choice Voucher (HCV). Through either outcome, HRHA residents are encouraged to more fully integrate into the community.

DRAFT

## MA-30 Homeless Facilities and Services – 91.210(c)

### Introduction

Harrisonburg is under the jurisdiction of the Western Virginia Continuum of Care (CoC), which covers the counties of Clarke, Frederick, Page, Rockingham, Shenandoah, and Warren, the towns within those counties, and the cities of Winchester and Harrisonburg. This CoC promotes a Housing First approach, which means that priority is placed on getting someone into permanent housing as quickly as possible, and then supportive services, such as substance abuse treatment, are offered as-needed.

### Facilities and Housing Targeted to Homeless Households

	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds	
	Year Round Beds (Current & New)	Voucher / Seasonal / Overflow Beds	Current & New	Current & New	Under Development
Households with Adult(s) and Child(ren)	180	0	0	22	0
Households with Only Adults	157	113	0	56	0
Chronically Homeless Households	0	0	0	32	0
Veterans	0	0	0	15	0
Unaccompanied Youth	0	0	0	0	0

**Table 38 - Facilities and Housing Targeted to Homeless Households**

## **Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons**

The following is a summary of the targeted and main-stream services available to homeless persons in the Harrisonburg Area:

- Arc of Harrisonburg-Rockingham - services for persons with mental disabilities and their families, including a work activity center; respite care; parent-to-parent assistance, support, and information (for parents of all types of special needs children).
- Blue Ridge Legal Services - free legal assistance to low-income residents.
- Bridge of Hope Harrisonburg-Rockingham - counseling/advocacy, case management, life skills, utilities assistance, and rental assistance for victims of domestic violence.
- Community Resource Center: provides assistance with: assistance navigating and applying for housing assistance and public benefits, assistance creating resumes and applying for jobs, free access to our computer lab with WIFI, copiers, printers, scanners, and fax, resource guides listing local shelters, food sources, and clothing resources, peer support groups and workshops, and assistance enrolling in their programs.
- Crossroads Counseling Center - counseling and advocacy for youth with mental health and alcohol/drug abuse issues.
- Harrisonburg Boys & Girls Club - youth development programs including homework help and tutoring, alcohol and drug abuse prevention, teen pregnancy prevention, conflict resolution, juvenile delinquency prevention, athletics, cultural enrichment, citizenship and leadership development, outdoor and environmental education, and parent training.
- Harrisonburg Community Health Center - primary health care services for children and families.
- Harrisonburg First Church of the Nazarene - counseling and advocacy and a soup kitchen/food pantry.
- Harrisonburg-Rockingham Community Services Board - mental health, intellectual disability, and substance abuse services and case management.
- Harrisonburg-Rockingham Free Clinic - free family practice health care for low-income uninsured.
- James Madison University - Medical Suitcase Clinic for the Homeless through which university nursing students and instructors visit Mercy House and Our Community Place to provide health care services to the homeless, including medical evaluations and service referrals.
- Martinsburg, WV Veterans Administration Medical Center - counseling, case management, and health care for alcohol and drug abusers.
- NewBridges Immigration Resource Center - works to assist the large number of immigrants in Harrisonburg to figure out how to pay medical bills, seek food assistance, obtain unpaid salaries from employers, deal with Social Security, and meet other similar needs.
- People Helping People - utilities assistance and rental assistance.
- Pleasant View, Inc. - support services necessary for people with disabilities to live in and enrich the community.

- Training to Achieve Rewarding Careers (TARC) - job training and educational program whose focus is in helping low-income residents overcome barriers to attaining, retaining, and advancing in employment.
- United Way of Harrisonburg and Rockingham County - administers the Emergency Food and Shelter Board federal funds which provide emergency rental and mortgage assistance for persons facing eviction.
- Valley AIDS Network - case management, financial assistance with rent, mortgage and utility bills, onsite food pantry, assistance with transportation to medical appointments, and assistance with accessing HIV-related medical, dental and mental health services.
- Valley Program for Aging Services - "Meals on Wheels" and other services for the elderly in the Harrisonburg area.

**List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. If the services and facilities are listed on screen SP-40 Institutional Delivery Structure or screen MA-35 Special Needs Facilities and Services, describe how these facilities and services specifically address the needs of these populations.**

The following is a summary of the traditional services and facilities that meet the needs of homeless persons in the Harrisonburg Area:

- First Step: A Response to Domestic Violence - adult and child case management, budgeting and credit repair counseling, assistance finding employment and housing, rental assistance, personal safety planning, court accompaniment, and legal advocacy.
- Centralized Housing Intake (CHI) - offers a central point of entry for households experiencing homelessness or at-risk of homelessness.
- Gemeinschaft Home - 41-bed residential program that addresses the needs of non-violent ex-offenders and substance abusers coming out of therapeutic community programs inside the Virginia Department of Corrections. It is dedicated to providing an environment where the ex-offender can find support, acquire work and living skills, advance education goals, and secure safe and affordable housing.
- Open Doors - provides counseling, advocacy, and clothing to its shelter residents, including the mentally ill and substance abusers.
- Mercy House - adult self-sufficiency evaluation, child educational evaluation and referral services, child daycare, extended case management, teen pregnancy shelter and counseling, temporary rental and mortgage assistance to avoid homelessness, clothing and food.
- Our Community Place - day center that offers meals, laundry, and shower access for emergencies, activities, phone, and computer access. Also provides counseling/advocacy, street outreach, and life skills.
- Salvation Army of Harrisonburg/Rockingham County - emergency shelter and provides utilities and rental assistance, daily meals, counseling/advocacy, street outreach, education, case management, and life skills.
- The Valley Mission - emergency shelter and support services

## **MA-35 Special Needs Facilities and Services – 91.210(d)**

### **Introduction**

Various supportive housing needs of the non-homeless have been identified by service providers who were interviewed during the Consolidated Plan process. Identified housing needs include home repair and maintenance for the elderly; accessible housing; accessibility improvements to enable people with disabilities to remain in their homes; housing for the mentally disabled; and affordable housing for all sub-populations.

### **Including the elderly, frail elderly, persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addictions, persons with HIV/AIDS and their families, public housing residents and any other categories the jurisdiction may specify, and describe their supportive housing needs**

Supportive housing is defined as living units that provide a planned services component with access to a wide range of services needed for the resident to achieve personal goals. Various populations with special needs require supportive housing. The specific needs of local special needs subpopulations are described in NA-45, Non-Homeless Special Needs Assessment.

In general, stakeholders interviewed expressed an overall shortage of various types of permanent supportive housing, but gaps were identified for the homeless and those at risk of becoming homeless, adults with mental disabilities, elderly homeowners wishing to retain independent living, and refugee families. Although Harrisonburg Housing and Redevelopment Authority manages units specifically for the elderly or homeless people with mental and physical disabilities, those 151 units are insufficient to meet the need. One particular service that was also identified as lacking was workforce and job training for these populations.

### **Describe programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing**

There is a lack of resources available to persons returning from institutions. There is no HUD Section 202 (supportive housing for low-income elderly persons) or Section 811 (supportive housing for persons with disabilities) in Harrisonburg. However, Harrisonburg will continue to aid special-needs populations by supporting public, private, and non-profit housing and service providers who serve special needs clients.

To ensure that persons who leave institutions receive the most appropriate housing and supportive services possible, the Western Virginia Continuum of Care has adopted discharge protocols that are based on best practices established at the state level. These policies outline procedures for the release of children aging out of foster care, those leaving health care facilities, persons leaving mental health facilities and mental retardation training centers, and those leaving correctional facilities.

The Continuum of Care's Ten-Year Plan includes objectives and strategies that specifically address the creation and implementation of discharge plans for all groups.

**Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. 91.315(e)**

The City plans to fund the following activities that align with the one-year goals and address special housing and supportive needs:

- Goal: Provide public services
  - CASA Child Advocacy Program
  - VPAS Meals on Wheels
  - The Arc SpArc Employment Preparation Through Transportation
  - JMU IIHHS Suitcase Clinic
- Goal: Improve access to and quality of housing
  - HRHA - Harrison Heights Renovation
  - HRHA – Homebuyer Assistance Program

**For entitlement/consortia grantees: Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. (91.220(2))**

See response to prior question.

## **MA-40 Barriers to Affordable Housing – 91.210(e)**

### **Negative Effects of Public Policies on Affordable Housing and Residential Investment**

The City's housing market presents significant impediments to the development of an adequate supply of affordable housing for low- to moderate-income people – rising construction and land costs, a rental market driven by student housing, and more. In addition, there are a number of public policy barriers that affordable housing advocates and other stakeholders articulated during the public engagement processes, including:

#### **2021 Comprehensive Housing Assessment and Market Study**

- **Zoning Districts:** The City created seventeen base zoning districts under its existing code. Fourteen districts are residential. Despite fourteen residential-related districts, the primary allowable use is “dwelling, single-family.” Several districts allow for duplexes, townhomes, and multi-family. A review of the zoning map reveals that most applied zoning districts limit housing options. Other critical uses are not allowed in the district sections of the code. The City has a limited supply of residentially zoned properties that allow for a higher intensity of housing densities and types. Under current zoning, nearly 20% of the City falls under industrial zoning. About 40% of the City's land mass has zoning for single-family detached homes. The City prohibits multi-family development for over 80% of the jurisdictional area. Zoning map amendments can create an additional supply of higher-density residential zoning, which would allow for more affordable units. Zoning map changes can also bring greater consistency between existing land uses and zoning.
- **Accessory dwelling units:** Accessory dwelling units (ADU), also called granny flats, are essential for supplying affordable units and supplementing rental income to those struggling to afford their existing home. Under the current code, the City does not allow for ADUs in any residential zone. While rental spaces are allowable, separate kitchens are not. Accessory units are standard tools that can increase housing supply while maintaining the existing community character.
- **Group Housing:** The residential districts are not explicit in how they regulate group homes. Under the state code, Sec. 15.2-2291 states that “Zoning ordinances for all purposes shall consider a residential facility in which no more than eight individuals with mental illness, intellectual disability, or developmental disabilities reside, with one or more resident or nonresident staff persons, as residential occupancy by a single family. For the purposes of this subsection, mental illness and developmental disability shall not include current illegal use of or addiction to a controlled substance as defined in § 54.1-3401. No conditions more restrictive than those imposed on residences occupied by persons related by blood, marriage, or adoption shall be imposed on such facility.” Harrisonburg's existing code could be more explicit with how it allows for this use, which is defined under boardinghouse, as opposed to group housing project. More clarity could confirm conformity with Sec. 15.2-2291 of the Virginia Code.

- **Family:** Under several residential districts, the code states that “Dwelling units may be occupied by a family or not more than four (4) persons, except that building regulations may supersede such occupancy.” Other residential districts limit occupancy to no more than two persons. The code does not exempt those with disabilities and could violate the Fair Housing Act. These provisions are intended to help regulate student housing issues but also restrict housing options for non-students.
- **Not in My Back Yard (NIMBY):** Public opposition to change in the status quo can be common. NIMBYism describes public opposition or an unwillingness to accept something considered undesirable in a neighborhood or community. This can include a new zoning ordinance, higher density housing, large multi-family development, the creation of housing for people with disabilities or supportive housing, or the development a long-vacant parcel by surrounding landowners. However, in many instances, the potential benefit resulting from proposed change can make it imperative that a public education campaign may be necessary to allay fear, inform with facts, address negative impact and answer questions. Stakeholders identified this issue not only in locating housing for populations they serve, but also in the creation of housing for special needs populations. This public opposition is often times consuming and has stopped projects from being built.
- **Organizational Capacity among Providers:** One of the barriers the city faces is the limited capacity of non-profit and local government service providers and affordable housing providers. There is a lack of sufficient services and supports to assist individuals in accessing, transitioning to and sustaining supportive housing. This includes not only a lack of specific services for some populations, but also includes limited fiscal, staffing and administrative capacity.
- **Lack of Infrastructure:** The cost to develop affordable housing can be high. Some of the larger parcels identified in the study are suitable for new housing development but lack adequate water and sewer service, making them more difficult to develop. With the city’s common practice is to not invest in new infrastructure to such locations, meaning that developers would have to invest their own funds. This could be the deal-breaker for many.

**2022 Analysis of Impediments to Fair Housing Choice**

- Consistent with the 2016 AFH, a lack of affordable, accessible housing within high opportunity areas remains a barrier that disproportionately affects members of the protected classes.
- Members of the protected classes are more likely to have lower incomes, higher unemployment rates and higher poverty rates. Limited housing choice restricts access to community assets for members of the protected classes.
- Fair housing education and outreach efforts are not adequately meeting need.
- Members of the protected classes are underrepresented among homeowners.

## MA-45 Non-Housing Community Development Assets – 91.215 (f)

### Introduction

In determining priorities for the allocation of federal funds, the City has recognized the need to foster a competitive local economy that expands economic opportunities for current and future residents. This section describes the local workforce, the nature of current employment, and activities that coordinate economic development activities across local and regional agencies.

### Economic Development Market Analysis

The largest number of workers who live in the City, according to the Business Activity table below, are employed in the Transportation and Warehousing, Manufacturing, Professional, Scientific, Management Services, and Construction sectors.

According to the data by occupation, the Sales and Office sector is the largest, with 30% of City residents working in this sector. This is consistent with the types of employment opportunities available for City residents.

### Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	555	628	3	3	-1
Arts, Entertainment, Accommodations	2,801	5,185	16	21	5
Construction	1,007	1,042	6	4	-2
Education and Health Care Services	2,558	4,087	14	16	2
Finance, Insurance, and Real Estate	714	1,217	4	5	1
Information	435	1,072	2	4	2
Manufacturing	2,993	3,176	17	13	-4
Other Services	587	724	3	3	0
Professional, Scientific, Management Services	1,189	1,274	7	5	-2
Public Administration	0	0	0	0	0
Retail Trade	2,276	4,458	13	18	5
Transportation and Warehousing	1,073	244	6	1	-5
Wholesale Trade	595	1,259	3	5	2
Total	16,783	24,366	--	--	--

**Table 39 - Business Activity**

Data 2013-2017 ACS (Workers), 2017 Longitudinal Employer-Household Dynamics (Jobs)  
Source:

## Labor Force

Total Population in the Civilian Labor Force	27,465
Civilian Employed Population 16 years and over	26,010
Unemployment Rate	5.37
Unemployment Rate for Ages 16-24	10.01
Unemployment Rate for Ages 25-65	2.84

**Table 40 - Labor Force**

Data Source: 2013-2017 ACS

Occupations by Sector	Number of People
Management, business and financial	5,140
Farming, fisheries and forestry occupations	1,300
Service	3,845
Sales and office	5,675
Construction, extraction, maintenance and repair	1,680
Production, transportation and material moving	1,595

**Table 41 – Occupations by Sector**

Data Source: 2013-2017 ACS

## Travel Time

Travel Time	Number	Percentage
< 30 Minutes	21,260	88%
30-59 Minutes	2,325	10%
60 or More Minutes	675	3%
<b>Total</b>	<b>24,260</b>	<b>100%</b>

**Table 42 - Travel Time**

Data Source: 2013-2017 ACS

## Education:

### Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	2,345	90	1,010

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
High school graduate (includes equivalency)	4,240	120	1,060
Some college or Associate's degree	4,130	250	745
Bachelor's degree or higher	6,850	155	745

**Table 43 - Educational Attainment by Employment Status**

Data Source: 2013-2017 ACS

### Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	100	505	650	625	455
9th to 12th grade, no diploma	330	515	475	680	340
High school graduate, GED, or alternative	3,110	1,615	1,445	2,370	1,440
Some college, no degree	12,560	1,490	795	1,315	740
Associate's degree	550	640	365	545	175
Bachelor's degree	1,315	2,145	960	1,710	615
Graduate or professional degree	59	710	1,000	1,250	850

**Table 44 - Educational Attainment by Age**

Data Source: 2013-2017 ACS

### Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	25,355
High school graduate (includes equivalency)	24,495
Some college or Associate's degree	26,815
Bachelor's degree	37,210
Graduate or professional degree	52,855

**Table 45 – Median Earnings in the Past 12 Months**

Data Source: 2013-2017 ACS

**Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?**

The largest employment sectors in Harrisonburg in terms of worker share are Manufacturing (18%); Arts, Entertainment, and Accommodation (17%); Education and Health Care Services (15%); and Retail Trade (14%). The top five private employers in the Harrisonburg area are George’s Foods (food processing), DRiV Automotive (motor vehicle parts), Sentara Healthcare (hospital), Shenandoah Valley Organic (food processing), and Aramark Campus (dining services). Major public employers include James Madison University, Harrisonburg City Public Schools, and the City of Harrisonburg. [source: Virginia Employment Commission]

**Describe the workforce and infrastructure needs of the business community:**

While there are jobs, the City of Harrisonburg, continues to struggle to attract workers to fill open jobs. There is a need for additional workforce to move into the area to fill both high-skilled and low-skilled jobs.

**Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create.**

Harrisonburg has grown by 13% since 2010 from a population of 47,406 in 2010 to 53,391 in 2018. This growth has largely been fueled by students and adults 65 years and older. Of the 5,985-person increase from 2010 to 2018, increased student enrollments accounted for 2,224 additional residents, representing 37% of overall population growth. During that time, the population of adults 65 years and older increased from 3,887 to 4,700, an increase of 813, representing 13% of overall population growth.

Postsecondary students at JMU and Eastern Mennonite University (EMU) contribute to the city’s population. Total enrollment across these universities has increased by 11% since 2010, growing from 20,971 in 2010 to 23,195 in 2018.

Past population growth has brought economic opportunities to the region alongside challenges for local governments and service providers tasked with accommodating it. College students accounted for 37% of population growth between 2010-2018. Demand for off-campus rental units to accommodate college students exerts upward pressure on rental rates, pricing out non-student households. This means that low-income workers will face even tougher competition for jobs and fewer resources available to help them.

**How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?**

A skillful and well-educated workforce is essential to attracting and retaining employers and growing the City's economy. According to ACS data, the City's unemployment rate in 2012 was 6.8%, about the same as the state's unemployment rate of 6.9%, but much lower than the nation's unemployment rate of 9.3%. The unemployment rate for Rockingham County was even lower at 5.5%.

Residents with a Bachelor's degree or higher were less likely to be unemployed or not in the labor force than residents with less educational attainment. Residents without a high school diploma or equivalent were more likely than those with only a high school diploma to be out of the labor force altogether. There is an emerging need to adapt to the needs of businesses. This could include, but is not limited to, training in modern manufacturing needs, as those needs are moving towards IT/automation skills based than entirely labor-based.

**Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan.**

There are a number of local community partners that operate workforce training programs.

- The Shenandoah Valley Workforce Development Board (SVWDB) was established in 2000 to provide oversight and administration of the Workforce Innovation and Opportunity Act (WIOA) in the Shenandoah Valley. Adult career seekers and those who have been laid off can find a wide range of services to improve job readiness, education, and job searching skills through Valley Workforce Centers. All career seekers may participate in workshops, classes, and events offered through Valley Workforce Centers free of charge. Other specialized services are based on eligibility.
- Blue Ridge Community College in Weyers Cave, VA offers career training, certification/licensure prep, and professional development in programs including health care, business, commercial driving, manufacturing, and trades.
- The Virginia Employment Commission (VEC), a partner in the Virginia Workforce Network (VWN), is the public employment service established to assist employers in finding qualified workers and to assist workers in finding suitable jobs. There are no fees charged to the employer or applicant for services. VEC staff will assist employers by screening and referring applicants to job openings, providing critical labor market information for business and economic planning, and coordinating statewide Employer Advisory Committee activities.
- The Harrisonburg-Rockingham Chamber of Commerce recognizes the critical responsibility of business and industry to ensure that schools and workforce development programs are of the highest quality. The Chamber commits to providing leadership for business cooperation with our educational institutions and those that provide workforce development services by communicating needs and expectations, and by sharing resources.
- James Madison University offers a number of certificate and professional development courses.

- JMU and BRCC partnered to create a manufacturing liaison position to serve the Valley’s manufacturers. The liaison helps academia respond to the training/education needs of the region’s manufacturers

**Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)?**

Yes. Harrisonburg is part of the Central Shenandoah Planning District Commission (CSPDC), which prepares a CEDS for a region of five counties, five cities, and eleven towns.

**If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.**

There are a number of strategic initiatives described in detail in the 2018 CEDS that are directly supported by the goals contained in this Consolidated Plan, including:

- Prepare the workforce for in-demand occupations with opportunities to advance up the career ladder and build human capital.
- Address critical infrastructure updates and anticipate future community needs to improve competitiveness to attract and retain business.
- Expand and diversify economic activity by focusing on developing physical assets and cultivating natural resources.
- Grow agribusiness by expanding the markets for farmers, producers, food manufacturers, and other related sectors, like forestry.

## **MA-50 Needs and Market Analysis Discussion**

### **Are there areas where households with multiple housing problems are concentrated? (include a definition of "concentration")**

The Downtown/Old Town/Reservoir area (census tract 2.04) contains some of the most densely populated neighborhoods in Harrisonburg. They are also among the most segregated, with block groups that are highly predominantly White or Hispanic. The north/northeastern part of the City (tracts 4.02 and 1.01) also has a high concentration of Hispanic residents compared to other groups. Asian and Black residents are smaller racial/ethnic groups in Harrisonburg than Hispanics but share general patterns of geographic settlement, with higher concentrations in the center and northeastern parts of the City.

### **Are there any areas in the jurisdiction where racial or ethnic minorities or low-income families are concentrated? (include a definition of "concentration")**

The selected R/ECAP thresholds in the 2016 AFH included a non-White population higher than 15% and poverty rate greater than 33% (the City-wide rate at that time). However, it is important to look at disparities between groups in relation to disproportionate poverty and access to community assets to assess fair housing needs. Therefore, in the current analysis, local criteria have been adjusted; the thresholds for R/ECAPs in this analysis were set at 20% or higher non-White or Hispanic populations and a poverty rate greater than the City-wide average of 28.3%. R/ECAP thresholds were applied at both the census tract and block group levels to allow for comparison with both the 2016 AFH and the 2021 Comprehensive Housing Assessment and Market Study.

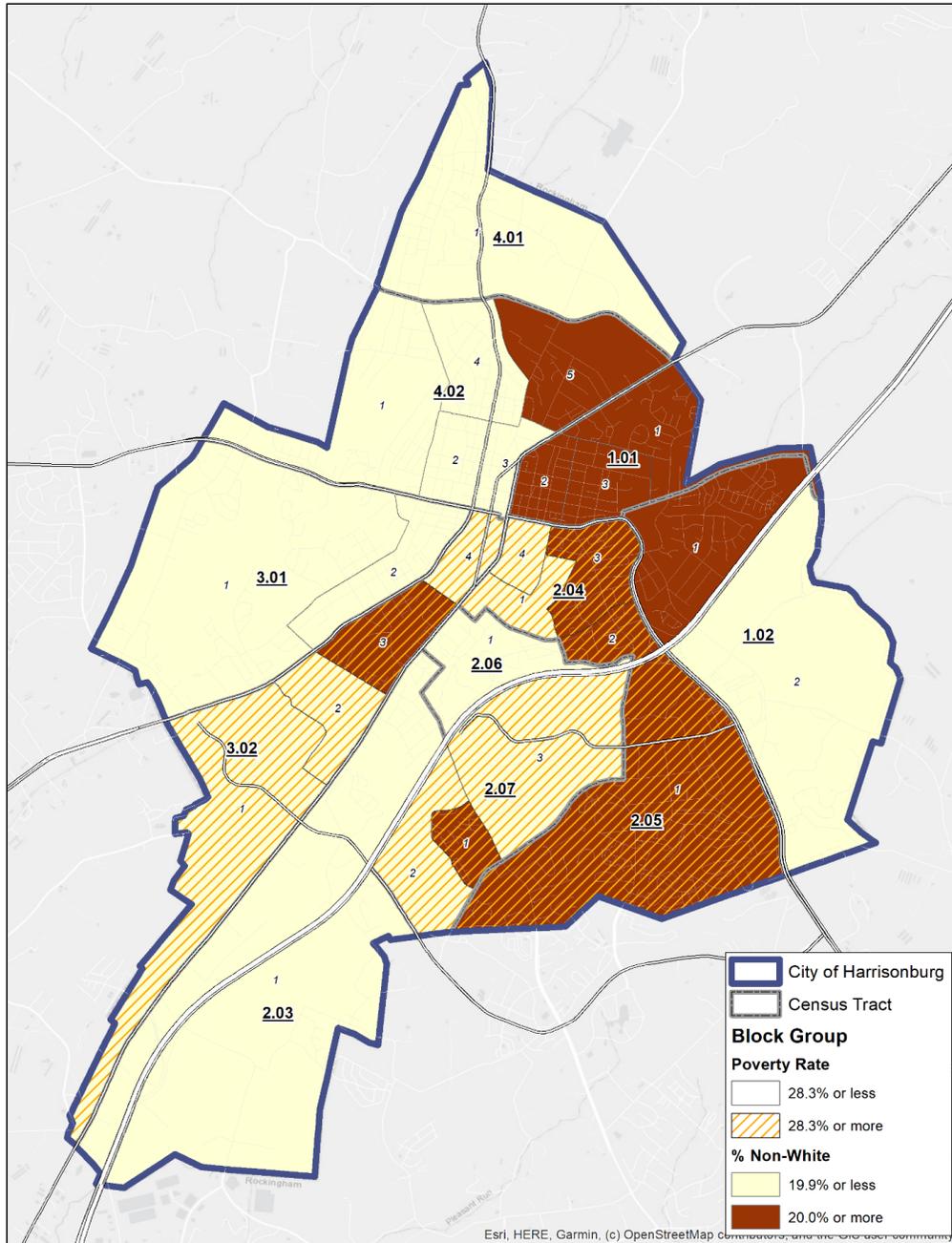
While Census Tracts 1.01, 1.02, and 4.02 were identified as R/CAPs in the 2016 AFH, these areas no longer meet the eligibility threshold. However, they continue to have higher levels of poverty and/or racial/ethnic concentrations.

Consistent with the 2016 AFH, Census Tract 1.01 continues to be an area of concentration for both racial and ethnic minorities; however, this census tract does not meet the R/ECAP thresholds based on 2019 data due to a poverty rate of 17.6%, well below the City-wide rate. Census Tracts 1.02 and 4.02 also continue to have racial and/or ethnic minority concentrations, but do not exceed the City-wide poverty rate to qualify as R/ECAPs.

Two additional census tracts were identified as having concentrations of both racial and/or ethnic minorities and households below the poverty line based on 2019 data. The first R/ECAP was Census Tract 2.04, which had a non-White concentration of 25.7%, a Hispanic concentration of 28.6%, and a 35.7% poverty rate. This tract was the only R/ECAP identified in the 2016 AFH, described as containing some of the most densely populated and segregated neighborhoods in Harrisonburg, corresponding to Downtown, Old Town, and the Reservoir area. Within Census Tract 2.04, 2 of the 4 block groups met R/ECAP thresholds. A new, second R/ECAP in 2019 was Census Tract 2.05 (Block Group 1); the racial minority concentration in this area was 20.8% with a 37.2% poverty rate.

R/ECAP thresholds applied at the block group level reveal additional racially and ethnically concentrated areas of poverty within Census Tracts 2.07 (BG 1) and 3.02 (BG 3).

**City of Harrisonburg R/ECAPs, 2019**



Source: U.S. Census Bureau, 2019 ACS 5-Year Estimates (DP05, B17001A-1)

## Racial and Ethnic Concentrations by Census Tract and Block Group, 2019

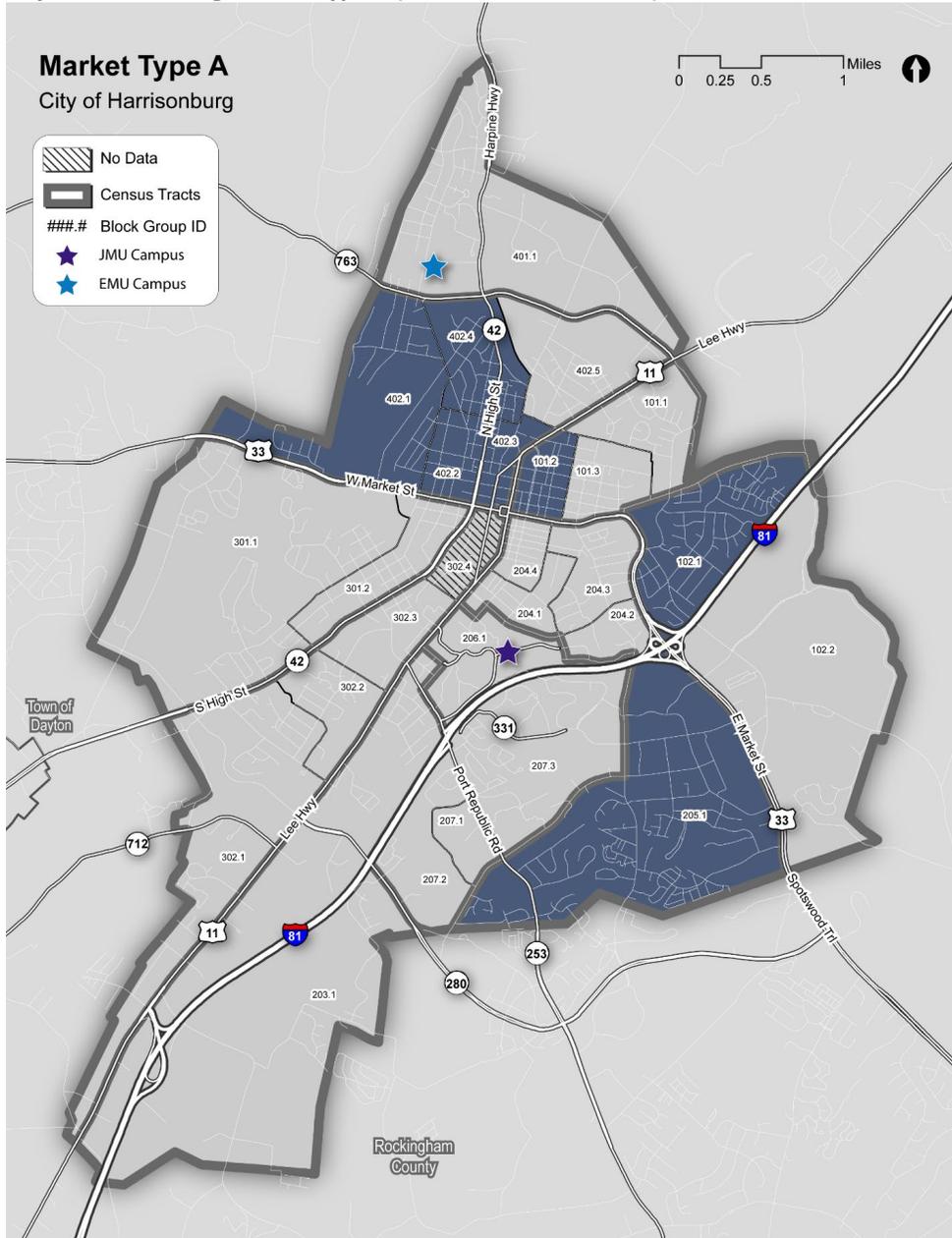
	% Racial Concentration	% Ethnic (Hispanic) Concentration	% Poverty Concentration
<b>Census Tract 1.01</b>	<b>29.6%</b>	<b>42.9%</b>	17.6%
Block Group 1, Census Tract 1.01	23.8%	49.6%	17.6%
Block Group 2, Census Tract 1.01	57.3%	17.1%	17.6%
Block Group 3, Census Tract 1.01	28.3%	38.6%	17.6%
<b>Census Tract 1.02</b>	<b>24.9%</b>	<b>32.4%</b>	20.4%
Block Group 1, Census Tract 1.02	28.9%	26.1%	20.4%
Block Group 2, Census Tract 1.02	13.2%	50.5%	20.4%
<b>Census Tract 2.03</b>	<b>11.4%</b>	<b>11.9%</b>	21.6%
Block Group 1, Census Tract 2.03	11.4%	11.9%	21.6%
<b>Census Tract 2.04</b>	<b>25.7%</b>	<b>28.6%</b>	<b>35.7%</b>
Block Group 1, Census Tract 2.04	0.9%	1.1%	35.7%
<b>Block Group 2, Census Tract 2.04</b>	<b>64.6%</b>	<b>31.5%</b>	<b>35.7%</b>
<b>Block Group 3, Census Tract 2.04</b>	<b>19.8%</b>	<b>53.1%</b>	<b>35.7%</b>
Block Group 4, Census Tract 2.04	5.3%	8.9%	35.7%
<b>Census Tract 2.05</b>	<b>20.8%</b>	<b>9.8%</b>	<b>37.2%</b>
<b>Block Group 1, Census Tract 2.05</b>	<b>20.8%</b>	<b>9.8%</b>	<b>37.2%</b>
<b>Census Tract 2.06</b>	<b>17.7%</b>	<b>6.5%</b>	0.0%
Block Group 1, Census Tract 2.06	17.7%	6.5%	0.0%
<b>Census Tract 2.07</b>	<b>19.1%</b>	<b>9.8%</b>	<b>72.2%</b>
<b>Block Group 1, Census Tract 2.07</b>	<b>29.5%</b>	<b>17.5%</b>	<b>72.2%</b>
Block Group 2, Census Tract 2.07	14.8%	12.2%	72.2%
Block Group 3, Census Tract 2.07	17.6%	5.4%	72.2%
<b>Census Tract 3.01</b>	<b>5.5%</b>	<b>9.2%</b>	7.0%
Block Group 1, Census Tract 3.01	7.5%	9.9%	7.0%
Block Group 2, Census Tract 3.01	2.7%	8.2%	7.0%
<b>Census Tract 3.02</b>	<b>17.6%</b>	<b>18.5%</b>	<b>29.2%</b>
Block Group 1, Census Tract 3.02	10.3%	9.9%	29.2%
Block Group 2, Census Tract 3.02	16.2%	19.4%	29.2%
<b>Block Group 3, Census Tract 3.02</b>	<b>37.6%</b>	<b>46.0%</b>	<b>29.2%</b>
Block Group 4, Census Tract 3.02	15.8%	11.3%	29.2%
<b>Census Tract 4.01</b>	<b>15.1%</b>	<b>17.8%</b>	12.3%
Block Group 1, Census Tract 4.01	15.1%	17.8%	12.3%
<b>Census Tract 4.02</b>	<b>17.3%</b>	<b>22.5%</b>	16.7%
Block Group 1, Census Tract 4.02	15.8%	13.4%	16.7%
Block Group 2, Census Tract 4.02	0.0%	7.6%	16.7%
Block Group 3, Census Tract 4.02	17.3%	14.2%	16.7%
Block Group 4, Census Tract 4.02	13.2%	9.0%	16.7%
Block Group 5, Census Tract 4.02	34.6%	68.7%	16.7%

Source: U.S. Census Bureau, 2019 ACS 5-Year Estimates (DP05, B17001A-I)

## What are the characteristics of the market in these areas/neighborhoods?

The housing markets across Harrisonburg were analyzed and categorized as part of the 2021 Comprehensive Housing Study. The following narrative and maps are included for the RCAP Census tracts identified in Harrisonburg.

### City of Harrisonburg Market Type A (includes RCAP CTs 2.05)



## **Market Type A**

Market Type A neighborhoods are characterized by high population growth, low concentration of university students, and high concentration of workers who earn \$40,000 or more in their primary jobs. Houses in these markets are quick to sell and have a median sales price of \$190,000.

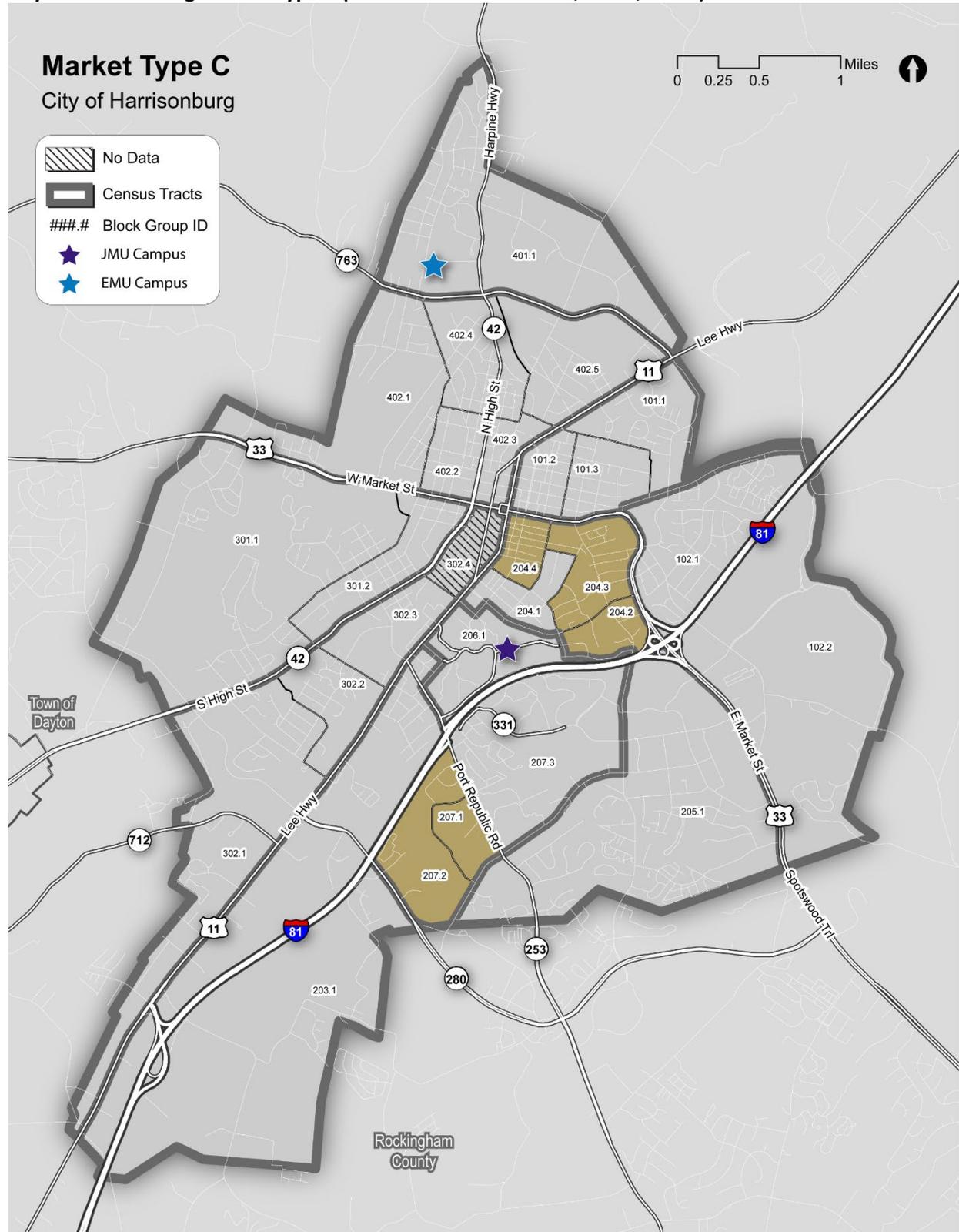
Market Type A neighborhoods are found in seven of 26 Census block groups in Harrisonburg. These block groups have a population of 16,725, representing 32% of the city's population.

Among all market types, these neighborhoods increased the most in population since 2013, adding 1,612 residents. Collectively, Market Types A and C had the highest growth rates from 2013 to 2018 at 11.6%, nearly twice the rate of the city as a whole and more than five times the rate of Market Types B and D combined.

These neighborhoods have the lowest concentration of college students. Off-campus college students are 30% of the city population but represent 24% of the population in these neighborhoods.

A third of workers holding primary jobs in Market Type A neighborhoods make more than \$40,000 annually, slightly higher than the overall rate of 31% in Harrisonburg. Median household income has remained about the same since 2013. Of block groups within these neighborhoods, the typical median household income was \$35,900 in 2013 and \$39,100 in 2018. The range of median household incomes across all block groups in these neighborhoods ranged from \$27,700 to \$59,300 in 2013 and from \$27,300 to \$59,800 in 2018.

**City of Harrisonburg Market Type C (includes RCAP CTs 204.2, 204.3, 207.1)**



## Market Type C

Market Type C neighborhoods represent the smallest but fastest growing market type in Harrisonburg. These neighborhoods are characterized by a large number of university students, lower median household incomes, a lower percentage of workers making good wages in their primary jobs, and high rates of poverty among non-students. Houses in these areas are slower to sell in Harrisonburg's strong market – though still sell relatively fast with a median of 14 days on market - and have a median sales price of \$119,000.

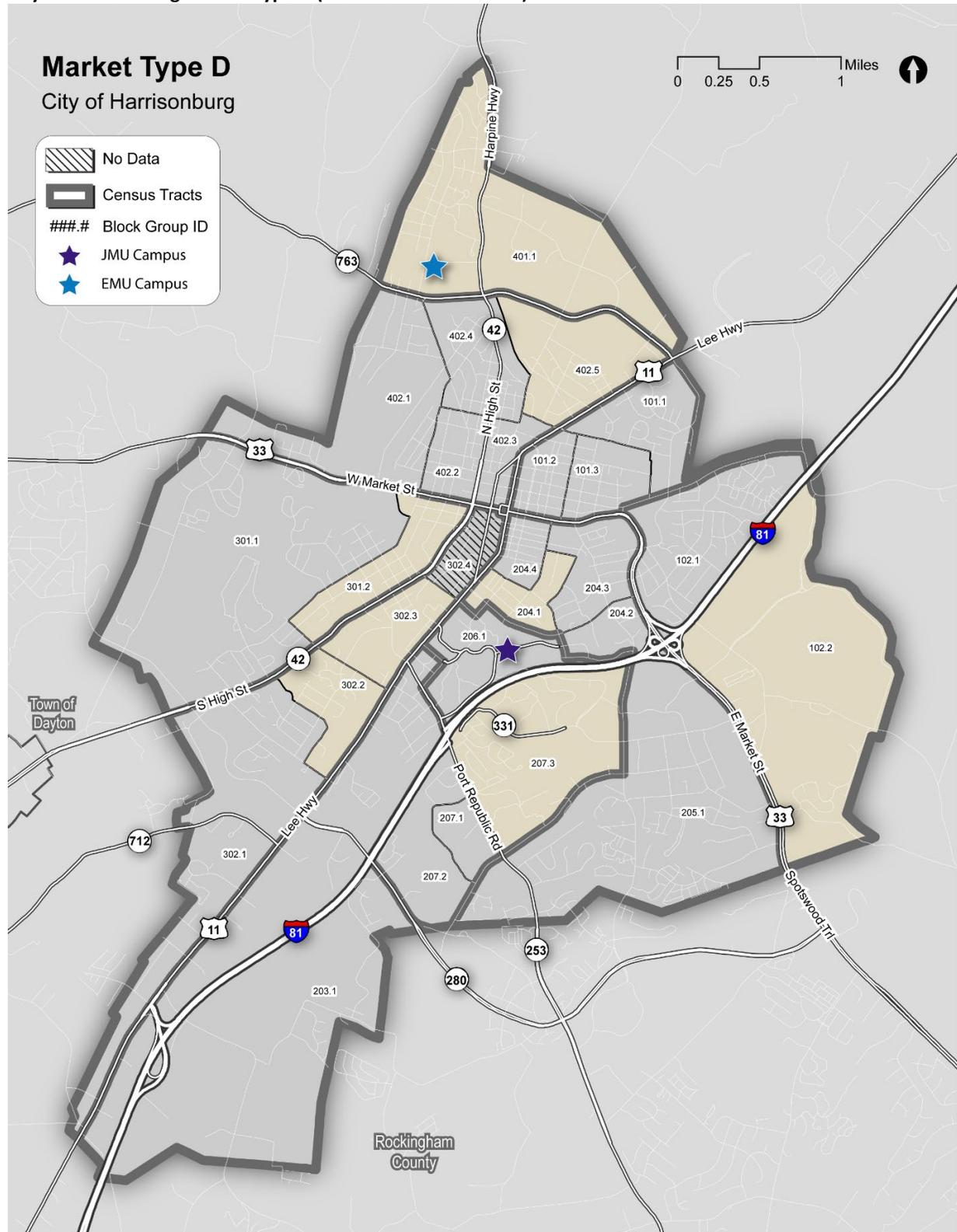
These neighborhoods are found in 5 of 26 Census block groups in Harrisonburg. These block groups have a population of 7,050, representing 14% of the city population. These neighborhoods grew 13.8% from 2013 to 2018, adding 854 residents during that time. Given their high level of college students, it's not surprising that Market Type C neighborhoods grew at the fastest rate of any market type in Harrisonburg.

These neighborhoods had the highest concentration of college students of any market type. Off-campus college students represented almost five in 10 residents. Although 14% of the city's population reside here, they account for 23% of the off-campus student population.

Market Type C neighborhoods have lower income households with the lowest ranges of median household income across block groups. In 2013, median household incomes ranged from \$9,500 to \$48,000. In 2018, although median household incomes had improved slightly to \$17,500 to \$59,700, middle income households were more likely to earn less than in any other market type. Additionally, workers were more likely to hold primary jobs with incomes below \$40,000 per year with 74% of workers holding low-paying positions.

The presence of students can affect analysis of household income and poverty rate. Even when students are removed from the calculation, nearly a quarter of non-students living in Market Type C neighborhoods live in poverty - double the poverty rate of 12-13% found in other market types.

**City of Harrisonburg Market Type D (includes RCAP CT 302.3)**



## **Market Type D**

Market Type D neighborhoods are characterized by the lowest growth of any market type and low housing volume turnover. Houses in these areas are slower to sell, comparatively speaking – although still relatively quick at a median of 16 days on market - and have a median sales price of \$220,000.

These neighborhoods are found in eight of 26 Census block groups in Harrisonburg with a population of 13,203, representing 25% of the city's population.

Among all market types, these neighborhoods grew the least in population since 2013, adding just 74 residents in five years.

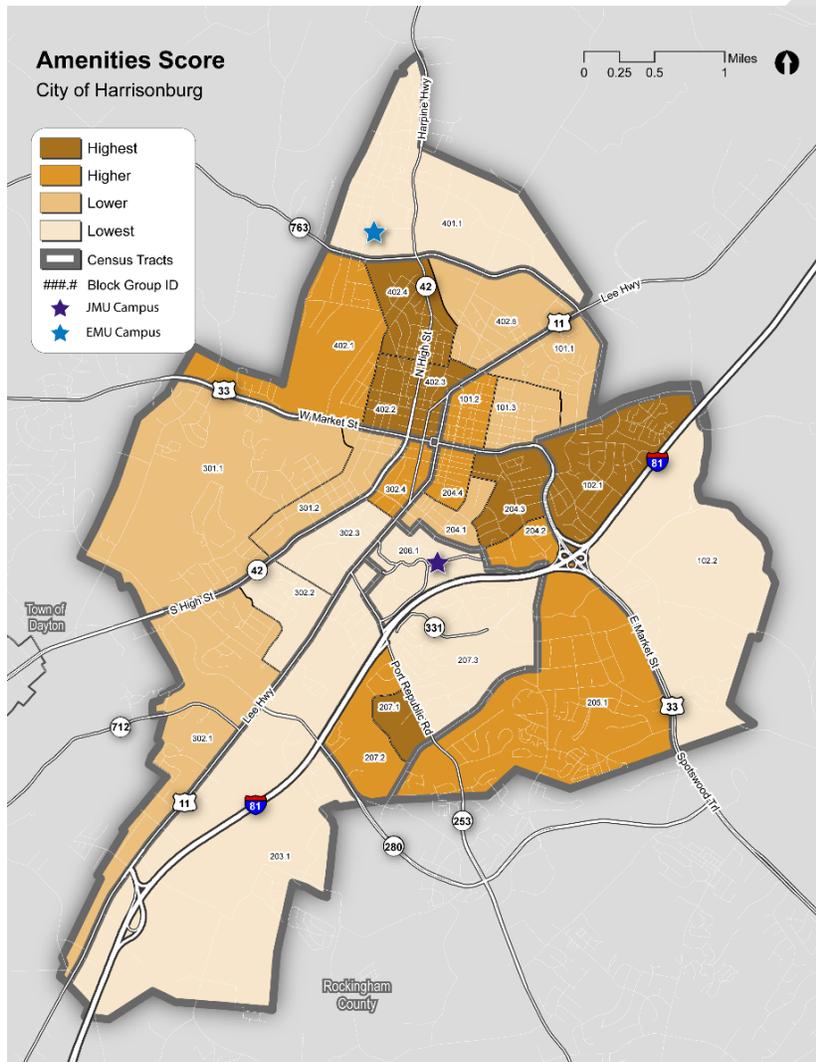
The demographic composition of Market Type D is similar to Harrisonburg as a whole. The neighborhoods had a similar ratio of college students and non-college student residents as the city.

Incomes in different pockets vary greatly. Median household incomes across block groups in these neighborhoods have the broadest range: \$20,000 to \$91,000. This could point to a divergence of two conditions found within these neighborhoods: one of stable, high-income, low turnover neighborhoods and one of lower turnover in lower income neighborhoods.

## Are there any community assets in these areas/neighborhoods?

A series of market types was identified within the 2021 Housing Study. One component of the market typology was describing the level of access to local community amenities. An Amenities Score was assigned to each Census block group. Amenities are located throughout the city with some areas having access to multiple parks and playgrounds while other areas have better access to public transit or jobs. Ideally, residents choose to live in different parts of Harrisonburg to access the amenities most important for their households.

### City of Harrisonburg Access to Amenities Score



Harrisonburg is an amenity-rich city with

multiple full-service grocery stores, a farmers’ market, many parks and playgrounds, elementary schools located throughout the city, a public transit system with low fares compared to other cities, and lively recreational and cultural events and activities. Block groups scored as Lower and Lowest are below the median while Higher and Highest scores are above median among Harrisonburg’s block groups.

An Access to Amenities Score was calculated using four indices: Education Index, Jobs Proximity Index, Transit Index and Health Index. These measures were chosen because they are some of the primary factors that affect the short- and long-term health of residents – access to jobs and transportation to get to employment opportunities in the present day, access to quality

education to ensure future success, and access to parks, recreation and fresh food for movement and health – all of which provide critical short- and long-term benefits as described earlier as related to the social determinants of health.

**Are there other strategic opportunities in any of these areas?**

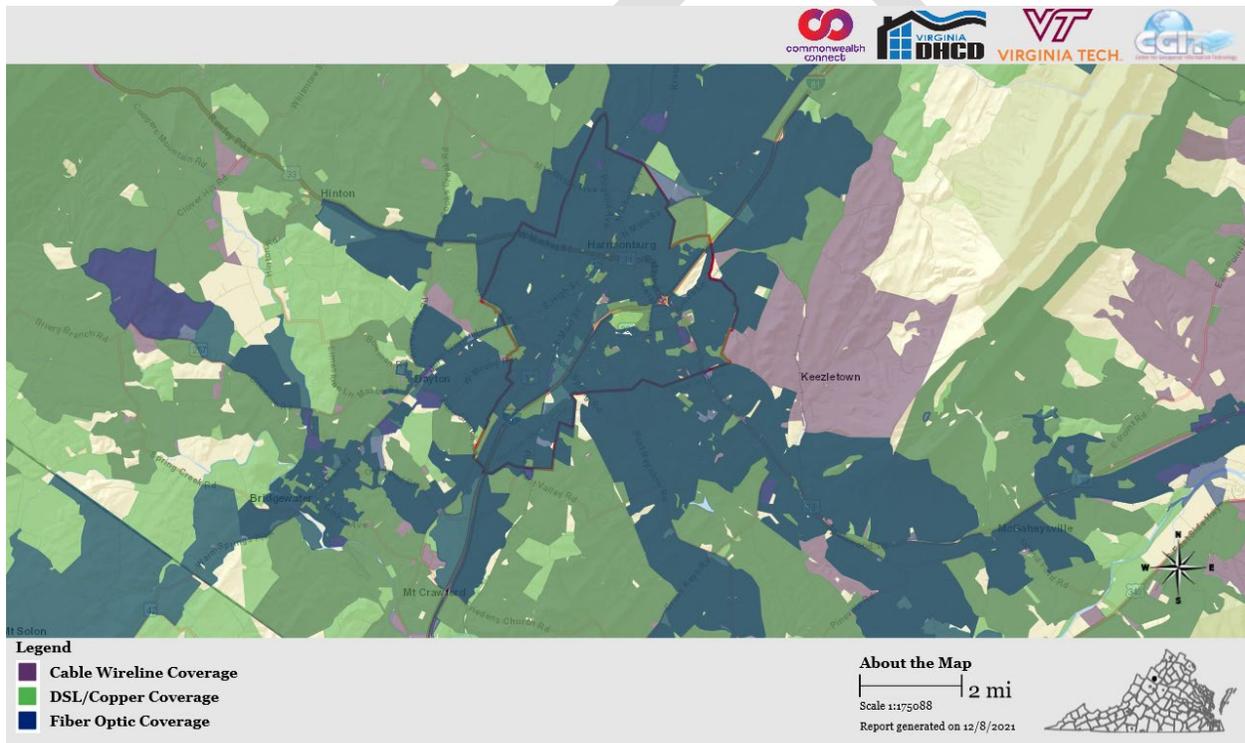
Because of their central location, the RCAP areas have some of the best accessibility to essential social services and community amenities. However, because many low-skilled job opportunities are located in Rockingham County outside City limits, RCAP residents may be at a disadvantage for obtaining and maintaining these jobs. There is a strategic opportunity to improve transit connections between these neighborhoods and other major employment centers.

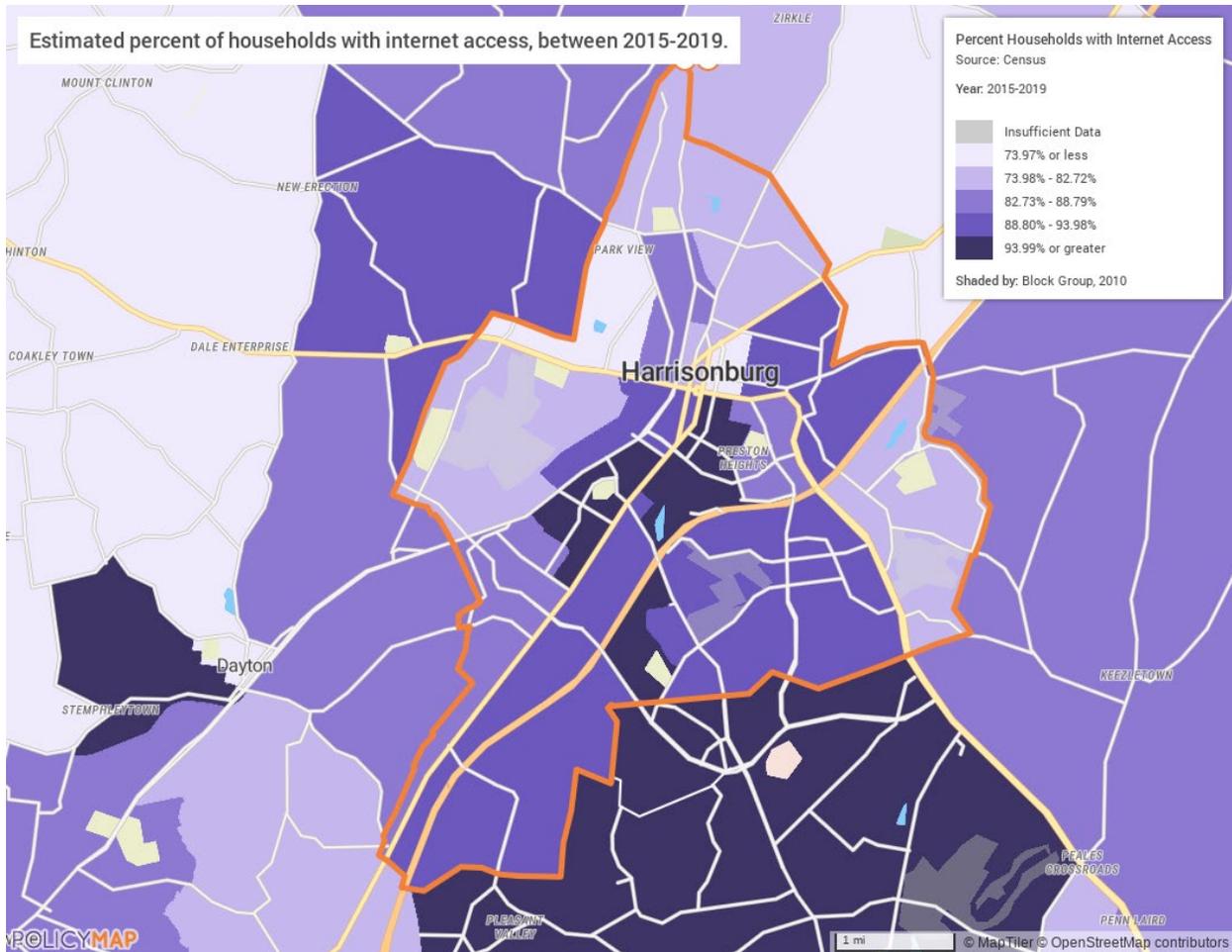
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## MA-60 Broadband Needs of Housing occupied by Low- and Moderate-Income Households - 91.210(a)(4), 91.310(a)(2)

Describe the need for broadband wiring and connections for households, including low- and moderate-income households and neighborhoods.

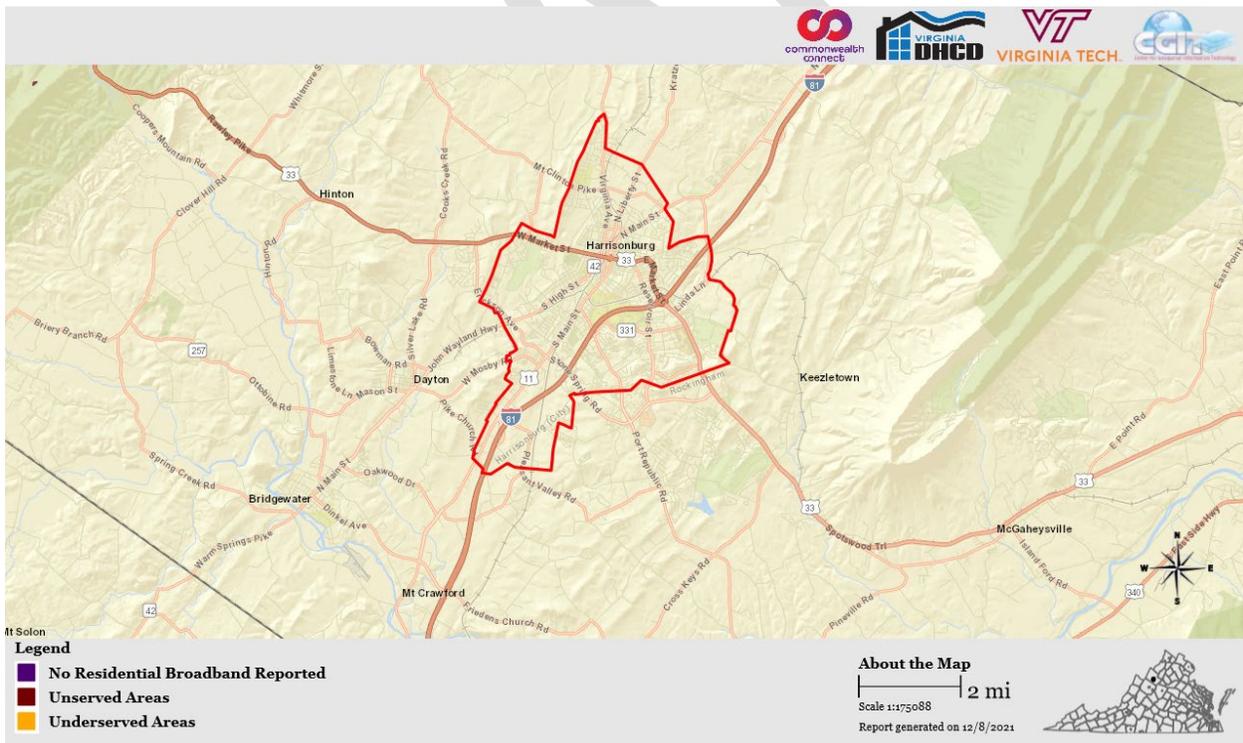
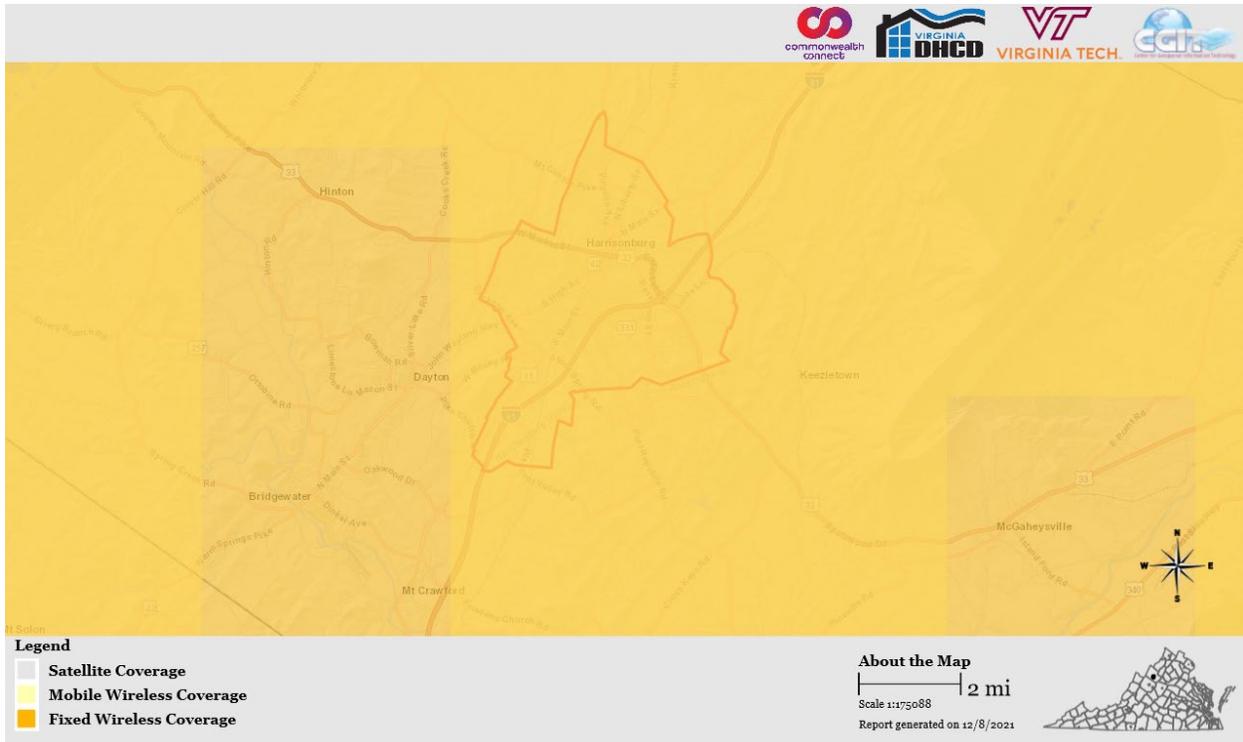
As shown on the following map generated by Virginia DHCD, the vast majority of the City of Harrisonburg has access to broadband service indicating that there is not a digital divide among lower- and higher- income neighborhoods. However, based on the second map generated by Policy Map, there is a portion of the jurisdiction where a lower percentage of households have internet access. There are several reasons a household may not have internet access, but the most likely reason is the costs for this service.





**Describe the need for increased competition by having more than one broadband Internet service provider serve the jurisdiction.**

The vast majority of the City of Harrisonburg has access to cable, DSL/copper, or fiber optic broadband. All of the City is has fixed wireless, mobile wireless, or satellite coverage. Internet providers servicing Harrisonburg include Xfinity, T-Mobile, Verizon, Viasat, HughesNet, High Speed Link, King Street Wireless, and Shentel. The second map shows that there are no unserved or underserved areas in the City.



## **MA-65 Hazard Mitigation - 91.210(a)(5), 91.310(a)(3)**

### **Describe the jurisdiction's increased natural hazard risks associated with climate change.**

The City of Harrisonburg adopted an Environmental Action Plan (EAP) on January 14, 2020. Focus areas identified include:

1. **Buildings and Energy:** Improving energy efficiency and reducing energy use in buildings will reduce greenhouse gas (GHG) emissions. There are opportunities to promote energy generation on-site at public and private properties. There are also ways to reduce the energy consumption of the water and sewer systems that provide services to properties in Harrisonburg.
2. **Land Use and Green Space:** Regulating and guiding the sustainable use of publicly owned and privately-owned lands and green spaces provides opportunities for promoting positive social and environmental outcomes and an efficient use of resources.
3. **Regional Food Systems:** A food system is generally understood to be the chain of activities connecting food production, processing, distribution, consumption, and waste management. Helping people to understand how the dozens of choices they make every day (what we eat, what we buy, how we use or consume these items, and how we dispose of them) impacts the community will contribute to a sustainable food system and a healthy environment.
4. **Sustainable Transportation:** Sustainable transportation includes alternative fuel public transportation fleets, increasing usage of public transportation, traffic signal optimization, increasing bicycle and pedestrian options, and more.
5. **Waste Reduction and Recycling:** The City of Harrisonburg seeks to determine a sustainable, long-term, and fiscally responsible refuse and recycling program that consistently supports and promotes the reduction of solid waste, the reuse of usable items, and the recycling of materials.
6. **Water Resources:** The watersheds and water systems we depend on to provide clean drinking water must be protected for public health as well as health of aquatic ecosystems. Water resources can be protected by managing drinking water sources, water use, the sanitary sewer system, and stormwater runoff.

### **Describe the vulnerability to these risks of housing occupied by low- and moderate-income households based on an analysis of data, findings, and methods.**

It is a strategy of the EAP to ensure environmental benefits and risks are fairly and justly distributed in the community. Communities of color and low-income communities are disproportionately impacted by, and vulnerable to, climate change because they often possess few adaptive resources to recover after disasters. The US Environmental Protection Agency (US EPA) describes environmental justice as "fair treatment and meaningful involvement of all people with respect to development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no population bears a disproportionate share of negative environmental consequences resulting from industrial, governmental, and commercial operations or policies. Meaningful involvement means people have an opportunity to participate in decisions about activities that may affect their environment and/or health;

the public’s contribution can influence the regulatory agency’s decision; community concerns will be considered in the decision-making process; and decision makers will seek out and facilitate the involvement of those potentially affected.”

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# Strategic Plan

## SP-05 Overview

### Strategic Plan Overview

The purpose of the Strategic Plan is to guide the use of CDBG funds in Harrisonburg over the next five years.

The principal goals of Harrisonburg's CDBG program is to:

- provide safe, decent, sanitary, and affordable housing
- create and maintain a suitable living environment
- create or expand economic development opportunities for residents

Harrisonburg will continue to fund eligible projects that meet the needs of low- and moderate-income residents. Continued progress in meeting the housing and community development needs in the City will be made by ensuring that partnerships are formed with other governmental entities, community based, and faith-based organizations who can contribute funds, expertise, and experience that address the priorities set by the City.

The strategies set forth in this plan also work towards furthering the City's goal of affirmatively furthering fair housing in compliance with its HUD-accepted Assessment of Fair Housing.

## SP-10 Geographic Priorities – 91.215 (a)(1)

### Geographic Area

Target Area	Description
Target Area Name:	Citywide
Target Area Type:	Local Target Area
Other Target Area Description:	Citywide
Revital Type:	Comprehensive
Other Revital Description:	Citywide

Table 46 - Geographic Priority Areas

### General Allocation Priorities

#### Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA)

Federal funds are intended to provide low- and moderate-income (LMI) households with viable communities, including decent housing, a suitable living environment, and expanded economic opportunities. Harrisonburg's programs focus on growth and development in areas where at least 51% of the population are LMI persons.

## SP-25 Priority Needs - 91.215(a)(2)

### Priority Needs

1	<b>Priority Need Name</b>	<b>Increase Access to Affordable Housing</b>
	<b>Description</b>	Includes the rehabilitation and preservation of quality affordable housing as well as increasing access to homeownership through City initiatives and partnerships with HRHA.
	<b>Basis for Relative Priority</b>	The 2020 City of Harrisonburg Comprehensive Housing Assessment and Market Study identified the need to prioritize City resources to finance affordable housing initiatives.
2	<b>Priority Need Name</b>	<b>Improve Public Infrastructure</b>
	<b>Description</b>	Improve and maintain infrastructure servicing households in low-income areas.
	<b>Basis for Relative Priority</b>	Outdated and deteriorating infrastructure needs to be repaired or replaced.
3	<b>Priority Need Name</b>	<b>Provide Public Services</b>
	<b>Description</b>	Expand and continue non-housing community development supportive services.
	<b>Basis for Relative Priority</b>	There continues to be a need for services that improve conditions for low-income persons and other special populations
4	<b>Priority Need Name</b>	<b>Affirmatively Further Fair Housing Choice</b>
	<b>Description</b>	Broad education and enforcement activities are necessary to effectively further fair housing. The City is firmly committed to affirmatively furthering fair housing through its CDBG program.
	<b>Basis for Relative Priority</b>	The 2021 Analysis of Impediments to Fair Housing Choice (AI) identified the need to prioritize City resources to finance fair housing initiatives.
5	<b>Priority Need Name</b>	<b>Planning and Administration</b>
	<b>Description</b>	Administrative and planning costs to operate the CDBG program successfully.

	<b>Basis for Relative Priority</b>	Effective and efficient implementation of CDBG funding requires adequate resources for program planning and administration.
6	<b>Priority Need Name</b>	<b>Improve Public Facilities</b>
	<b>Description</b>	Continue and expand public facility improvements in low-income areas.
	<b>Basis for Relative Priority</b>	Existing public facilities are in need of upgrading and expansion.

Table 47 – Priority Needs Summary

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## SP-30 Influence of Market Conditions – 91.215 (b)

### Influence of Market Conditions

Affordable Housing Type	Market Characteristics that will influence the use of funds available for housing type
Tenant Based Rental Assistance (TBRA)	As shown in the Needs Assessment and Market Assessment, there is need for rental housing assistance throughout the City. The Harrisonburg housing market does not provide a sufficient amount of affordable housing to meet the needs of all the households that require it.
TBRA for Non-Homeless Special Needs	When faced with other daily costs – essential services such as health care and medical costs, transportation, and even basic nutrition - many persons with special needs in the City depend on rental assistance to afford decent, accessible housing.
New Unit Production	There is a substantial need for affordable housing for non-student households in Harrisonburg. The City will support efforts to increase the supply of single family and multi-family affordable housing units by both private sector and public sector entities.
Rehabilitation	Keeping housing affordable by providing both owner-occupied and renter-occupied rehabilitation assistance is an effective way to preserve the City’s affordable housing inventory.
Acquisition, including preservation	The City of Harrisonburg Housing Needs Assessment and Market Analysis indicated There are ten multifamily assisted housing properties in Harrisonburg. Four of these are owned by HRHA and the balance are privately owned by both non-profits and profit-motivated owners. The properties with subsidies set to expire within five years are HRHA properties, making them unlikely to convert to market-rate units. However, by 2028, there are other assisted rental units with public subsidies that are set to expire that are owned by profit-motivated owners; future investment may be necessary to preserve these affordable units through rehabilitation, for example.

**Table 48 – Influence of Market Conditions**

**SP-35 Anticipated Resources - 91.215(a)(4), 91.220(c)(1,2)**

**Introduction**

**Anticipated Resources**

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	Public Federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	\$540,419	\$0	\$25,963.51	\$566,382.51	\$2,161,676	The estimated expected amount available for the remainder of the Con Plan is four times the 2022 annual allocation.

**Table 49 - Anticipated Resources**

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

Over the next five years, Harrisonburg will attempt to leverage its CDBG allocations with federal and other public resources, as well as private sector funding sources, to address the City's housing and community development needs. The City will continue to partner with other public agencies and non-profit organizations, when feasible, to leverage resources and maximize outcomes in providing the housing and supportive services needs of the community.

One ongoing example of cooperation and mutual resource leveraging is the City's allocation of its CDBG funds for loan debt service reduction incurred for the rehabilitation of 40 units of affordable housing at Harrison Heights, a Section 8 project-based development managed by Harrisonburg Redevelopment and Housing Authority (HRHA). This allocation will continue annually during the FY2022-2026 planning cycle.

Another very important local public resource is the City of Harrisonburg's General Fund. Each year, the City provides general funds to support organizations that provide housing and/or supportive services to area residents, including LMI households.

**If appropriate, describe publicly owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

Harrisonburg does not anticipate that any publicly owned land or property will be used to address the needs identified in the Five-Year Consolidated Plan.

DRAFT

## SP-40 Institutional Delivery Structure – 91.215(k)

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
Harrisonburg	Government	Economic Development Non-homeless Special Needs Ownership Rental Neighborhood Improvements Public Facilities Public Services	Jurisdiction
Harrisonburg Redevelopment and Housing Authority	PHA	Public Housing	Region
Western Virginia Continuum of Care	Continuum of Care	Homelessness	Region

**Table 50 - Institutional Delivery Structure**

### Assess of Strengths and Gaps in the Institutional Delivery System

The City manages its CDBG allocation within the City Manager’s Office, which, as the lead entity/agency, will be responsible for the implementation of the Consolidated Plan. The City Manager’s Office coordinates with many other City departments and agencies in assessing need and implementing projects, including the Department of Planning and Community Development, Department of Economic Development, Department of Parks and Recreation, Department of Public Transportation, Department of Public Utilities, Public Works Department, Harrisonburg Redevelopment and Housing Authority, and others.

In addition to the state and local government agencies, an important part of the institutional structure for affordable housing and community development in Harrisonburg is represented by a core group of concerned residents, non-profit organizations, service providers, government agencies, and other parties who are deeply committed to improving the quality of life for LMI persons in the City. The City currently works with many community-based organizations, including:

- Artisan's Hope
- Atlantic American Partners
- Big Brothers Big Sisters
- Blue Ridge Legal Services

- Boys & Girls Clubs of Harrisonburg and Rockingham County
- Camp Still Meadows
- Central Valley Habitat for Humanity
- Community Resource Center
- Crossroads Counseling Center, Inc.
- Hotel Madison
- Eastern Mennonite University
- First Step
- Friendship Industries
- Generations Crossing
- Gift and Thrift
- Harrisonburg and Rockingham County United Way
- Harrisonburg Farmer's Market
- Harrisonburg Radio Group
- Harrisonburg Rockingham Free Clinic
- Harrisonburg Police Department
- Harrisonburg Parks & Recreation Department
- Harrisonburg Planning & Community Development Department
- Harrisonburg Public Transportation Department
- Harrisonburg Redevelopment & Housing Authority
- James Madison University
- Mercy House
- NewBridges
- Northeast Neighborhood Association
- Northern Shenandoah Valley Regional Commission
- On the Road Collaborative
- Open Doors
- Our Community Place
- Pleasant View
- Rockingham County Schools
- Rockingham Memorial Hospital
- Salvation Army
- Second Home
- Sentara RMH Medical Center
- Shenandoah Valley Workforce Investment Board
- Strength in Peers
- Suitcase Clinic
- The Arc
- The Community Foundation
- Total Action for Progress

- United Way
- Valley Associates for Independent Living
- Valley Autism
- Valley Community Services Board
- Virginia Department of Health
- Valley Program for Aging Services
- Way to Go

### *Strengths*

One key strength is that the City is committed to continuing its participation and coordination with federal, state, county, and local agencies, as well as with the private and non-profit sectors, to serve the needs of low- and moderate-income individuals and families. The City Manager's Office continues to strengthen its working relationships with the agencies listed above. In particular, the City's strong working relationship with HRHA continues to benefit both organizations and serve the needs of the City's LMI households well.

### *Gaps*

The primary gaps in the City's housing and community development delivery system are due to inadequate financial resources. Stakeholder interviews also revealed challenges in relation to the transit system. Public transit stops are often in places without sidewalks or bicycle lanes and people must use private property as a route to get to the transit stop. The transit system has trouble with efficiency and timeliness, and there is a need for more accessible transportation.

Stakeholders similarly expressed concerns about the lack of accessible housing and the desire to add more accessibility features to parks, recreation, and public facilities.

Childcare was also identified by stakeholders as a lacking supportive service. They described a need for funding, staffing, services for those working 2<sup>nd</sup> or 3<sup>rd</sup> shifts, and more affordable options.

**Availability of services targeted to homeless persons and persons with HIV and mainstream services**

<b>Homelessness Prevention Services</b>	<b>Available in the Community</b>	<b>Targeted to Homeless</b>	<b>Targeted to People with HIV</b>
<b>Homelessness Prevention Services</b>			
Counseling/Advocacy	X	X	X
Legal Assistance	X		
Mortgage Assistance			X
Rental Assistance	X	X	X
Utilities Assistance	X		X
<b>Street Outreach Services</b>			
Law Enforcement	X		
Mobile Clinics		X	
Other Street Outreach Services		X	
<b>Supportive Services</b>			
Alcohol & Drug Abuse	X	X	
Child Care	X		
Education	X		
Employment and Employment Training	X	X	X
Healthcare	X	X	X
HIV/AIDS	X	X	X
Life Skills	X	X	X
Mental Health Counseling	X	X	X
Transportation	X		X
<b>Other</b>			
Other			

**Table 51 - Homeless Prevention Services Summary**

**Describe how the service delivery system including, but not limited to, the services listed above meet the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth)**

The Western Virginia CoC covers the counties of Clarke, Frederick, Page, Rockingham, Shenandoah, and Warren, the towns within those counties, and the cities of Winchester and Harrisonburg. The CoC operates a Centralized Housing Intake (CHI) as a central point of entry for households in the area experiencing homelessness or at-risk of homelessness. The following is a summary of the traditional services and facilities that meet the needs of homeless persons in the Harrisonburg Area:

- First Step: A Response to Domestic Violence - adult and child case management, budgeting and credit repair counseling, assistance finding employment and housing, rental assistance, personal safety planning, court accompaniment, and legal advocacy.

- Gemeinschaft Home - 41-bed residential program that addresses the needs of non-violent ex-offenders and substance abusers coming out of therapeutic community programs inside the Virginia Department of Corrections. It is dedicated to providing an environment where the ex-offender can find support, acquire work and living skills, advance education goals, and secure safe and affordable housing.
- Mercy House - adult self-sufficiency evaluation, child educational evaluation and referral services, child daycare, extended case management, teen pregnancy shelter and counseling, temporary rental and mortgage assistance to avoid homelessness, clothing and food.
- Open Doors - provides counseling, advocacy, and clothing to its shelter residents, including the mentally ill and substance abusers.
- Our Community Place - day center that offers meals, laundry, and shower access for emergencies, activities, phone, and computer access. Also provides counseling/advocacy, street outreach, and life skills.
- Salvation Army of Harrisonburg/Rockingham County - emergency shelter and provides utilities and rental assistance, daily meals, counseling/advocacy, street outreach, education, case management, and life skills.
- The Valley Mission - emergency shelter and support services

**Describe the strengths and gaps of the service delivery system for special needs population and persons experiencing homelessness, including, but not limited to, the services listed above**

*Strengths*

The Western Virginia Continuum of Care is an active network of homeless and special needs service providers in the region. The City and Harrisonburg Redevelopment and Housing Authority are very supportive of and maintain strong working relationships with the CoC. In July 2021 Western VA CoC published their 3-year strategic plan. The plan provides the framework and detailed objectives in help individuals experiencing homelessness transition to permanent housing and have the skills and support necessary to achieve self-sufficiency and partner across the region to effectively reduce homelessness in the CoC.

*Gaps*

One goal is to successfully place literally homeless households from street outreach and in or help retain permanent housing. Persons experiencing homelessness often face multiple barriers to housing stability, including mental health conditions, substance use disorders, and other chronic health conditions. Although HRHA recently completed the Commerce Village apartments for homeless people with mental and physical disabilities, its 30 units are insufficient to meet the need.

There are social service agencies in the Harrisonburg area that provide the services required by persons experiencing homeless; what is needed is the development of more affordable housing units. The

participating agencies of the CoC will continue to look for additional agencies with which to form partnerships to facilitate the creation of new permanent housing beds.

**Provide a summary of the strategy for overcoming gaps in the institutional structure and service delivery system for carrying out a strategy to address priority needs**

In July 2021, the Western VA 513 CoC published their Strategic Plan through 2023. This plan outlines two overarching goals and several objectives. These include Goal 1: The CoC will be better able to help individuals experiencing homelessness transition to permanent housing and have the skills and support necessary to achieve self-sufficiency. The objectives of Goal 1 are influenced by the community, HUD and VHSP System Performance Measures:

- Measure 1: Length of time persons remain homeless (priority for long time homeless)
- Measure 2: The extent to which persons who exit homelessness to permanent housing destinations return to homelessness
- Measure 3: Number of homeless persons
- Measure 4: Employment and income growth for homeless persons in CoC program-funded projects
- Measure 5: Number of persons who become homeless for the 1st time
- Measure 6: Homeless prevention and housing placement of persons defined by category 3 of HUD's homeless definitions in CoC program funded projects—not applicable to VA-513
- Measure 7: Successful placement from street outreach and successful placement in or retention of permanent housing

Goal 2: The CoC and its partners will be more effective in reducing homelessness in the Region by working together.

The City will continue to support the CoC in their efforts to improve the service delivery system by identifying gaps in services, duplication of services, and coordinating homeless service providers to more efficiently serve the homeless population.

## SP-45 Goals Summary – 91.215(a)(4)

### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Improve access to and quality of affordable housing	2022	2026	Affordable Housing Public Housing	Citywide	Increase Access to Affordable Housing	CDBG: \$820,000	Public Facility or Infrastructure for Low/Moderate Income Housing Benefit: 200 households
2	Improve public infrastructure	2022	2026	Non-Housing Community Development	Citywide	Improve Public Infrastructure	CDBG: \$639,712	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 18,725 Persons Assisted
3	Provide public services	2022	2026	Homeless Non-Homeless Special Needs	Citywide	Provide Public Services	CDBG: \$405,310	Public service activities other than Low/Moderate Income Housing Benefit: 2,250 Persons Assisted
4	Strengthen fair housing enforcement, operations, and education	2022	2026	Other- Fair Housing	Citywide	Affirmatively Further Fair Housing Choice	CDBG: \$15,000	Other: 1 Other
5	Planning and administration	2022	2026	Administration	Citywide	Planning and Administration	CDBG: \$540,415	Other: 1 Other
6	Improve public facilities	2022	2026	Non-Housing Community Development	Citywide	Improve Public Facilities	CDBG: \$462,475	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 6,550 Persons Assisted

Table 52 – Goals Summary

### Goal Descriptions

1	<b>Goal Name</b>	<b>Improve Access To and Quality of Affordable Housing</b>
	<b>Goal Description</b>	Includes the rehabilitation and preservation of quality affordable housing as well as increasing access to homeownership through City initiatives and partnerships with HRHA.
2	<b>Goal Name</b>	<b>Improve Public Infrastructure</b>
	<b>Goal Description</b>	Improve and maintain infrastructure servicing households in low-income areas.
3	<b>Goal Name</b>	<b>Provide Public Services</b>
	<b>Goal Description</b>	Expand and continue non-housing community development supportive services.
4	<b>Goal Name</b>	<b>Strengthen Fair Housing Enforcement, Operations, and Education</b>
	<b>Goal Description</b>	Broad education and enforcement activities are necessary to effectively further fair housing. The City is firmly committed to affirmatively furthering fair housing through its CDBG program.
5	<b>Goal Name</b>	<b>Planning and Administration</b>
	<b>Goal Description</b>	Includes all administrative and planning costs to operate the CDBG program successfully.
6	<b>Goal Name</b>	<b>Improve Public Facilities</b>
	<b>Goal Description</b>	Continue and expand public facility improvements in low-income areas.

**Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.315(b)(2)**

An estimated 40 low- to moderate-income families will benefit from the Harrison Heights renovation project carried out by HRHA.

## **SP-50 Public Housing Accessibility and Involvement – 91.215(c)**

### **Need to Increase the Number of Accessible Units (if Required by a Section 504 Voluntary Compliance Agreement)**

Not applicable.

### **Activities to Increase Resident Involvements**

Harrisonburg Redevelopment and Housing Authority (HRHA) has a resident council that participates in meetings and events. All HRHA tenants who are not elderly or disabled are required to participate in a five-year Family Self-Sufficiency Program designed to transition them out of HRHA-managed units and into the private housing market.

### **Is the public housing agency designated as troubled under 24 CFR part 902?**

HRHA is not designated as troubled.

### **Plan to remove the ‘troubled’ designation**

Not applicable.

## **SP-55 Barriers to affordable housing – 91.215(h)**

### **Barriers to Affordable Housing**

The City of Harrisonburg understands equal and unimpeded access to residential housing is a fundamental civil right that enables members of protected classes, as defined in the federal Fair Housing Act, to pursue personal, educational, employment, or other goals. The City is committed to furthering the federal Fair Housing Act, state and local Fair Housing Ordinance.

The City's housing market presents significant impediments to the development of an adequate supply of affordable housing for low- to moderate-income people – rising construction and land costs, a rental market driven by student housing, and more. In addition, there are a number of public policy barriers that affordable housing advocates and other stakeholders articulated during the public engagement processes, including:

#### **2021 Comprehensive Housing Assessment and Market Study**

- **Zoning Districts:** The City created seventeen base zoning districts under its existing code. Fourteen districts are residential. Despite fourteen residential-related districts, the primary allowable use is “dwelling, single-family.” Several districts allow for duplexes, townhomes, and multi-family. A review of the zoning map reveals that most applied zoning districts limit housing options. Other critical uses are not allowed in the district sections of the code. The City has a limited supply of residentially zoned properties that allow for a higher intensity of housing densities and types. Under current zoning, nearly 20% of the City falls under industrial zoning. About 40% of the City's land mass has zoning for single-family detached homes. The City prohibits multi-family development for over 80% of the jurisdictional area. Zoning map amendments can create an additional supply of higher-density residential zoning, which would allow for more affordable units. Zoning map changes can also bring greater consistency between existing land uses and zoning.
- **Accessory dwelling units:** Accessory dwelling units (ADU), also called granny flats, are essential for supplying affordable units and supplementing rental income to those struggling to afford their existing home. Under the current code, the City does not allow for ADUs in any residential zone. While rental spaces are allowable, separate kitchens are not. Accessory units are standard tools that can increase housing supply while maintaining the existing community character.
- **Group Housing:** The residential districts are not explicit in how they regulate group homes. Under the state code, Sec. 15.2-2291 states that “Zoning ordinances for all purposes shall consider a residential facility in which no more than eight individuals with mental illness, intellectual disability, or developmental disabilities reside, with one or more resident or nonresident staff persons, as residential occupancy by a single family. For the purposes of this subsection, mental illness and developmental disability shall not include current illegal use of or addiction to a controlled substance as defined in § 54.1-3401. No conditions more restrictive than those imposed on residences occupied by persons related by blood, marriage, or adoption

shall be imposed on such facility.” Harrisonburg’s existing code could be more explicit with how it allows for this use, which is defined under boardinghouse, as opposed to group housing project. More clarity could confirm conformity with Sec. 15.2-2291 of the Virginia Code.

- **Family:** Under several residential districts, the code states that “Dwelling units may be occupied by a family or not more than four (4) persons, except that building regulations may supersede such occupancy.” Other residential districts limit occupancy to no more than two persons. The code does not exempt those with disabilities and could violate the Fair Housing Act. These provisions are intended to help regulate student housing issues but also restrict housing options for non-students.
- **Not in My Back Yard (NIMBY):** Public opposition to change in the status quo can be common. NIMBYism describes public opposition or an unwillingness to accept something considered undesirable in a neighborhood or community. This can include a new zoning ordinance, higher density housing, large multi-family development, the creation of housing for people with disabilities or supportive housing, or the development a long-vacant parcel by surrounding landowners. However, in many instances, the potential benefit resulting from proposed change can make it imperative that a public education campaign may be necessary to allay fear, inform with facts, address negative impact, and answer questions. Stakeholders identified this issue not only in locating housing for populations they serve, but also in the creation of housing for special needs populations. This public opposition is often times consuming and has stopped projects from being built.
- **Organizational Capacity Among Providers:** One of the barriers the city faces is the limited capacity of non-profit and local government service providers and affordable housing providers. There is a lack of sufficient services and supports to assist individuals in accessing, transitioning to and sustaining supportive housing. This includes not only a lack of specific services for some populations, but also includes limited fiscal, staffing, and administrative capacity.
- **Lack of Infrastructure:** The cost to develop affordable housing can be high. Some of the larger parcels identified in the study are suitable for new housing development but lack adequate water and sewer service, making them more difficult to develop. With the city’s common practice is to not invest in new infrastructure to such locations, meaning that developers would have to invest their own funds. This could be the deal-breaker for many.

### **2022 Analysis of Impediments to Fair Housing Choice**

- Consistent with the 2016 AFH, a lack of affordable, accessible housing within high opportunity areas remains a barrier that disproportionately affects members of the protected classes.
- Members of the protected classes are more likely to have lower incomes, higher unemployment rates and higher poverty rates. Limited housing choice restricts access to community assets for members of the protected classes.

- Fair housing education and outreach efforts are not adequately meeting need.
- Members of the protected classes are underrepresented among homeowners.

### Strategy to Remove or Ameliorate the Barriers to Affordable Housing

To eliminate barriers to affordable housing, the City intends to continue to work closely with developers, service providers, and other partners to identify their needs and address them through funding priorities and decisions.

Specific strategies to remove barriers to affordable housing outlined in the AI include:

<b>Goal 1: Expand housing choice for members of the protected classes.</b>	
<b>Impediment to be addressed:</b>	Consistent with the 2016 AFH, a lack of affordable, accessible housing in higher opportunity areas remains a barrier that disproportionately affects members of the protected classes.
<b>Strategy 1.1:</b>	Conduct a public campaign about affordable housing and why it contributes to a vibrant community.
<b>Strategy 1.2:</b>	Evaluate City resources to finance affordable housing initiatives.
<b>Strategy 1.3:</b>	Consider waiving fees for affordable housing.
<b>Strategy 1.4:</b>	Evaluate policies for providing a 10-year tax abatement for new affordable multi-family projects consisting of more than four units and the adaptive re-use or preservation of formerly vacant or non-residential structures into affordable residential uses for non-student households.
<b>Strategy 1.5:</b>	Develop and propose an Affordable Housing Location Policy.
<b>Strategy 1.6:</b>	Identify city-owned assets suitable for affordable and/or mixed-income residential development and issue Requests for Proposals for development proposals.
<b>Strategy 1.7:</b>	Analyze and propose amendments to the Comprehensive Plan and zoning ordinance to include “Missing Middle Housing” strategies.
<b>Strategy 1.8:</b>	Propose an Accessory Dwelling Unit ordinance.
<b>Strategy 1.9:</b>	Continue and expand the preservation of the city’s affordable housing stock.
<b>Strategy 1.10:</b>	Collaborate with builders and developers to create and adopt an Affordable Housing Set-Aside Policy.
<b>Strategy 1.11:</b>	The City should take the steps necessary to establish a Housing Fund by ordinance in accordance with the Code of Virginia, which may fund the production or preservation of affordable housing through, among other things, acquisition, new construction, and rehabilitation or housing supportive services.
<b>Strategy 1.12:</b>	Advocate for Virginia Housing to eliminate the requirement in the state’s Qualified Allocation Plan that municipalities must provide a letter of support in order for Low Income Housing Tax Credit (LIHTC) applications to be approved.
<b>Strategy 1.13:</b>	Propose amending the Comprehensive Plan to incorporate the housing policies and analysis included in this study.
<b>Strategy 1.14:</b>	Revise the City’s CDBG funding application to require applicants to discuss how their proposal (a) addresses the impediments identified in the AI and (b) will contribute to furthering fair housing choice.

<b>Strategy 1.15:</b>	Harrisonburg Redevelopment & Housing Authority will continue its campaign to increase landlord participation in its Housing Choice Voucher Program, particularly among landlords with rental units located in higher opportunity areas.
<b>Goal 2: Remove barriers to accessing community assets for members of the protected classes.</b>	
<b>Impediment to be Addressed:</b>	<i>Members of the protected classes are more likely to have lower incomes, higher unemployment rates and higher poverty rates. Limited housing choice restricts access to community assets for members of the protected classes.</i>
<b>Strategy 2.1:</b>	Launch and amplify collaborative efforts to attract and grow jobs with annual wages above \$40,000 and provide workforce training so residents have the required skills.
<b>Schedule 2.2:</b>	Continue homebuyer assistance activities for low- and moderate-income homebuyers.
<b>Strategy 2.3:</b>	Prioritize public transit coverage over ridership to improve transit access for persons with disabilities and extend access to more lower income individuals seeking employment opportunities in higher opportunity areas of the City.
<b>Goal 3: Strengthen fair housing outreach, education and enforcement.</b>	
<b>Impediment to be addressed:</b>	<i>Fair housing education, outreach and enforcement are not adequately meeting need.</i>
<b>Strategy 3.1:</b>	Partner with local entities such as lending institutions, attorneys, realtors, school districts, landlords, etc. to host an annual fair housing community forum.
<b>Strategy 3.2:</b>	Conduct annual or bi-annual fair housing training for City department staff, appointed members of boards and commissions that make housing-related decisions, elected officials and subrecipients of CDBG funding.
<b>Strategy 3.3:</b>	Continue the City's efforts to promote fair housing education to its residents, landlords, property management agents and others.

## **SP-60 Homelessness Strategy – 91.215(d)**

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

Street Outreach includes essential services related to reaching out to unsheltered homeless individuals and families, connecting them with emergency shelter, housing, or critical services. Outreach efforts proactively seek all unsheltered people within the CoC geographic area, including people living in encampments or tent cities, and not be limited to serving only persons seeking assistance. All outreach should be person-centered and emphasize building rapport and trust as a means of helping people obtain housing with appropriate services.

Centralized Housing Intake (CHI) provides linkage to multiple housing services within the Shenandoah Valley to meet the needs of those facing homelessness and at-risk of homelessness due to a financial crisis. In an effort to expedite service delivery to consumers, the Western VA 513 CoC has a single point of entry (the Centralized Housing Intake) to assess their needs.

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

Each year, the CoC conducts a Point-in-Time count of the persons residing in emergency shelters and transitional housing facilities in the Harrisonburg region. This information is used to understand the emergency and transitional needs of homeless persons so that they can be addressed adequately and efficiently. The City plans to continue to fund non-profit organizations such as the JMU Institute for Innovations in Health and Human Services' Suitcase Clinic who provide services to homeless individuals and families.

**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 city participates in the Western Virginia Continuum of Care (CoC). Members of the CoC were consulted during the development of the AI and the Con Plan to understand how to best address the needs of homeless persons and persons at risk of homelessness. Through its cooperation with the CoC, the City will seek to identify ways to enhance coordination among the assisted housing providers and governmental health, mental health, and service agencies.

The city continues to coordinate its housing efforts with HRHA, which is a key member of the CoC. Additionally, CDBG staff remains in contact with staff from organizations in the community who serve this population, such as Open Doors, the Salvation Army, and the Suitcase Clinic.

**Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs**

The City of Harrisonburg annually uses a portion of its CDBG funding to indirectly provide assistance to persons who are at risk of homelessness and/or homeless. The City's funds help support community-based organizations that provide rental assistance and essential services to the homeless. The City also annually contributes funds to HRHA for the debt servicing of renovation to Harrison Heights, a low-income housing neighborhood.

The CoC encourages its agency partners, the local Department of Social Services (DSS), Harrisonburg City, and Rockingham County Public Schools, as well as United Way, to follow the service plan policy developed by the Virginia Department of Social Services for youth aging out of foster care.

The CoC supports Rockingham Memorial Hospital, the DSS, and other community health providers which follow the discharge protocols developed for the homeless and other high-risk populations by the Virginia Department of Health, Division of Disease Prevention.

Virginia has in place policies to ensure that individuals discharged from state mental health facilities and state mental retardation training centers are not discharged into homelessness. Policies are developed by the Virginia Department of Behavioral Health and Developmental Services (DBHDS). Policies (entitled "Discharge Protocols for Community Services Boards and State Mental Health Facilities" and "Admission and Discharge Protocols for Persons with Mental Retardation Served in State Mental Retardation Facilities") are available at the agency's website. Local implementation of these policies is the responsibility of Harrisonburg-Rockingham Community Services Board (CSB). CSB case managers and discharge liaisons work closely with Western State Hospital and Central Virginia Training Center to ensure that individuals who are clinically ready for discharge are provided opportunities for safe, affordable housing that meets their unique needs. Individuals are not discharged without such planning. While discharge planning is a statutory responsibility of the CSB, discharge planning is most effective when carried out as a collaborative effort of both CSB and state facility staff.

The CoC supports the Harrisonburg Police Department, Rockingham County Sheriff's Department, and Gemeinschaft Home in their implementation of the homeless discharge plan protocols of the Virginia Department of Corrections (VADOC). To reduce the recidivism rate, VADOC has implemented re-entry and pre-release programs to meet offenders' community readjustment needs.

## **SP-65 Lead based paint Hazards – 91.215(i)**

### **Actions to address LBP hazards and increase access to housing without LBP hazards**

Harrisonburg is not included on the Virginia Department of Health's listing of "high risk areas" for lead poisoning. However, the City seeks to reduce the hazards associated with lead based paint as much as possible. The City will work with other parties to achieve cost effective methods for controlling these hazards through the following:

- As part of its code enforcement efforts, Harrisonburg's building code department will continue to educate City residents about lead paint hazards.
- Properties will be made lead safe during renovation of older residential units.
- Harrisonburg will continue to demolish pre-1978 nuisance housing, which often contains lead-based paint.
- The City will continue to monitor Virginia Department of Health reports regarding Harrisonburg children with elevated blood lead levels.
- The City may apply for a grant to combat lead-based paint hazards via public education, building code department staff training, and residential rehabilitation that controls or eliminates lead-based paint hazards.

### **How are the actions listed above related to the extent of lead poisoning and hazards?**

While the City does not have the resources to ensure that lead risk is eliminated from the entirety of housing stock within its borders, it is compelled by federal and state regulations to ensure that its programs are carried out in ways that protect program participants, especially low-income families with children, from exposure.

### **How are the actions listed above integrated into housing policies and procedures?**

Lead abatement in housing, especially units occupied by LMI households, is integrated into the City's affordable housing policies and programs. This involves first and foremost those projects applying for City funding for rehabilitation of units built before 1978. This includes a requirement that a provision be made for lead testing and, if necessary, proper abatement will be a condition for funding. For new construction on vacant lots, proper environmental testing is required and approved remedial action must be taken before construction of the new units.

## **SP-70 Anti-Poverty Strategy – 91.215(j)**

### **Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families**

The City recognizes the best way to assist people in improving their economic positions is to provide employment opportunities. Therefore, through its policies and planning, the City will continue to encourage business growth and the availability of workforce training and educational opportunities in the community. It will also continue to fund agencies that provide services to LMI persons to reduce poverty and create job opportunities for themselves. These programs will assist City residents with services such as job searching, resume creation, and interview skills.

### **How are the Jurisdiction poverty reducing goals, programs, and policies coordinated with this affordable housing plan**

As noted in the Needs Assessment of this Consolidated Plan, cost burden (paying more than 30% of household income for housing) is the most common housing problem for low- and moderate-income residents and is especially common among extremely low-income residents. Harrisonburg will continue to support organizations that provide supportive services to encourage local economic development, and to preserve and improve affordable housing options as part of its strategy to prevent and alleviate poverty. By combining job creation, workforce development, and other income-raising activities with efforts to increase the supply of affordable housing, fewer residents will experience housing cost burden.

In addition, the City will affirmatively further fair housing by giving priority to affordable housing proposals located in higher-opportunity areas where lower income residents would be provided better access to employment and higher performing schools.

## **SP-80 Monitoring – 91.230**

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

The City monitors all CDBG activities to ensure appropriate use of funds. As a part of their applications for funding, all subrecipients are required to submit an action plan with measurable objectives to be achieved by the following specified dates: September 30, December 31, March 31, and June 30. Quarterly progress reports corresponding with those deadlines are required and submitted for each project receiving grant funds. Quarterly reports include:

- A description of all project activities that have taken place to date, including all outreach activities and public participation events
- Photographs of progress to date, if applicable
- A description of how objectives specified for achievement by that date have been met, OR a description of obstacles that have prevented those objectives from being met, how those obstacles are being addressed, and a new anticipated date of completion for those objectives
- A description and dollar amount of CDBG funds spent to date, and how much of those funds have already been reimbursed
- A description and dollar amount equivalent of matching funds (including in-kind) expended to date
- A description of any anticipated problems or obstacles, and a plan for how those future obstacles will be addressed
- A description of the number and qualifying LMI characteristics of persons or households assisted with CDBG funds to date, such as LMI by household income, homeless, severely disabled, abused children, migrant farm workers, battered spouses, illiterate adults, elderly, or persons living with AIDS
- Other supportive information or documentation, as applicable

The final quarterly report serves as the final project report and includes, in addition to items outlined above, a thorough assessment of the project, including successes and weaknesses; a comparison of projected accomplishments and objectives to actual accomplishments and goals achieved, including reasons for any discrepancies between the two; notation of any CDBG funds or matching funds that were not expended and reasons why; total number and qualifying LMI characteristics of persons or households assisted with CDBG funds or other resources leveraged by using CDBG funds, including any matching funds or donations that would not have been received without CDBG assistance; and, identification of future related projects that may be eligible for CDBG assistance. For those projects that received extensions, their final reports will not be submitted until their project is closed.

In addition to quarterly reports, each subrecipient submits periodic requests for reimbursement. Each reimbursement request is accompanied by a City request form, documentation of payment for eligible

expenses (i.e., invoices, receipts, copies of checks, time sheets, etc.), documentation of matching funds expenditure or donations (i.e., volunteer time logs, time sheets, mock invoices for donated items, etc.), and other supporting documentation.

Each subrecipient is required to maintain records of all project expenses, activities, correspondence, and other information as requested by the City, for a period of no less than five years from the date of the final project report. All documentation is maintained in the City's CDBG files.

Additionally, the City makes site visits to inspect the progress of each project and review subrecipient records. This is done at least once for each project. For all projects requiring building construction or rehabilitation, City officials complete site inspections prior to reimbursements to ensure that materials for which reimbursements are requested are in place on the building. Reimbursements for construction/building materials are only made once the materials are in place. A Site Visit Evaluation Worksheet is completed after each site visit, and all worksheets are maintained in the City's CDBG files.

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## Expected Resources

### AP-15 Expected Resources – 91.220(c)(1,2)

#### Introduction

Harrisonburg receives only CDBG funds for housing construction, rehabilitation initiatives, public services, economic development, and other eligible activities. These funding sources are expected to be available over the next five years.

#### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	\$540,419	\$0	\$25,963.51	\$566,382.51	\$2,161,676	The expected amount available for the remainder of the Con Plan is four times the 2022 annual allocation.

Table 53 - Expected Resources – Priority Table

**Explain how federal funds will leverage those additional resources (private, state, and local funds), including a description of how matching requirements will be satisfied**

One very important local public resource is the City of Harrisonburg's General Fund. Each year, the City provides funds to support organizations that provide housing and/or supportive services to area residents, including LMI households.

The non-profit organizations funded through the CDBG program have additional financial capacity through foundations, fundraising campaigns, and other grants. The City's allocation of federal funds provides these organizations with the opportunity to expand their services to benefit more low- and moderate-income persons.

**If appropriate, describe publicly owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

Harrisonburg does not anticipate that any publicly owned land or property will be used to address the needs identified in the Five-Year Consolidated Plan.

## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives

#### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Improve access to and quality of affordable housing	2022	2026	Affordable Housing Public Housing	Citywide	Increase Access to Affordable Housing	CDBG: \$140,000	Public Facility or Infrastructure for Low/Moderate Income Housing Benefit: 40 households  Direct financial assistance to homebuyers: 6 households
2	Improve public infrastructure	2022	2026	Non-Housing Community Development	Citywide	Improve Public Infrastructure	CDBG: \$213,237.51	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 3,745 Persons Assisted
3	Provide public services	2022	2026	Homeless Non-Homeless Special Needs	Citywide	Provide Public Services	CDBG: \$81,062	Public service activities other than Low/Moderate Income Housing Benefit: 450 Persons Assisted
4	Planning and administration	2022	2026	Administration	Citywide	Planning and Administration	CDBG: \$108,083	Other: 1 Other

Table 54 – Goals Summary

## Goal Descriptions

1	<b>Goal Name</b>	<b>Improve Access To and Quality of Affordable Housing</b>
	<b>Goal Description</b>	Includes the rehabilitation and preservation of quality affordable housing as well as increasing access to homeownership through City initiatives and partnerships with HRHA.
2	<b>Goal Name</b>	<b>Improve Public Infrastructure</b>
	<b>Goal Description</b>	Improve and maintain infrastructure servicing households in low-income areas.
3	<b>Goal Name</b>	<b>Provide Public Services</b>
	<b>Goal Description</b>	Expand and continue non-housing community development supportive services.
4	<b>Goal Name</b>	<b>Strengthen Fair Housing Enforcement, Operations, and Education</b>
	<b>Goal Description</b>	Broad education and enforcement activities are necessary to effectively further fair housing. The City is firmly committed to affirmatively furthering fair housing through its CDBG program.
5	<b>Goal Name</b>	<b>Planning and Administration</b>
	<b>Goal Description</b>	Includes all administrative and planning costs to operate the CDBG program successfully.
6	<b>Goal Name</b>	<b>Improve Public Facilities</b>
	<b>Goal Description</b>	Continue and expand public facility improvements in low-income areas.

# Projects

## AP-35 Projects – 91.220(d)

### Introduction

The following project information for FY 2022 provides a comprehensive overview of CDBG activities.

### Projects

#	Project Name
1	HRHA – Harrison Height Renovation
2	HRHA – Homebuyer Assistance Program
3	CASA – Child Advocacy Program
4	VPAS – Meals on Wheels
5	JMU IIHHS – Suitcase Clinic
6	Arc – SpArc Employment Preparation Through Transportation
7	PU – E. Wolfe St. Lead Service Line Investigation and Replacement
8	PW- Sidewalk on Vine St.
9	Administration

Table 55 – Project Information

### Describe the reasons for allocation priorities and any obstacles to addressing underserved needs

The City of Harrisonburg has directed its FY 2022 CDBG activities to low/moderate income neighborhoods where concentrations of poverty, deteriorated infrastructures and community facilities, and poor housing conditions are most prevalent.

The following are obstacles to meeting underserved needs in the City:

- The reduction of funding at the local, state, and federal levels will significantly limit the resources available to meet the needs of low- and moderate-income residents. With declining resources from various sources, the City and non-profit organizations will be unable to serve all persons who are in need of services.
- As the population of Harrisonburg continues to grow, continuing limitations on affordable housing will become a major barrier.

## AP-38 Project Summary

### Project Summary Information

1	<b>Project Name</b>	HRHA - Harrison Heights Renovation
	<b>Target Area</b>	Citywide
	<b>Goals Supported</b>	Improve access to and quality of housing
	<b>Needs Addressed</b>	Affordable Housing
	<b>Funding</b>	CDBG: \$140,000
	<b>Description</b>	The City of Harrisonburg made a 15-20 year commitment of funds to the renovation of Harrison Heights in its 2006 Action Plan. Matrix code: 14B.
	<b>Target Date</b>	6/30/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The 40 units in this development are occupied with tenants in the extremely low, very low, and low-moderate income categories.
	<b>Location Description</b>	Harrison Heights
	<b>Planned Activities</b>	Payment of debt service incurred for the rehabilitation of units
2	<b>Project Name</b>	HRHA – Homebuyer Assistance Program
	<b>Target Area</b>	Citywide
	<b>Goals Supported</b>	Improve access to and quality of housing
	<b>Needs Addressed</b>	Affordable Housing
	<b>Funding</b>	CDBG: \$24,000
	<b>Description</b>	HRHA will use CDBG funding to pay for closing cost assistance for up to six (6) families. The program is a financial assistance program to help low and middle income (LMI) families and individuals become homeowners in the City of Harrisonburg. Matrix code: 13B.
	<b>Target Date</b>	6/30/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Up to six (6) low- to moderate-income families.
	<b>Location Description</b>	Citywide
	<b>Planned Activities</b>	Closing cost assistance for LMI families/individuals.

3	<b>Project Name</b>	CASA Child Advocacy Program
	<b>Target Area</b>	Citywide
	<b>Goals Supported</b>	Provide public services
	<b>Needs Addressed</b>	Public Services
	<b>Funding</b>	CDBG: \$15,000
	<b>Description</b>	Blue Ridge CASA (Court Appointed Special Advocates) for Children will empower community members to advocate for children who have been victims of abuse or neglect. Children with a CASA receive more services, do better in school, and are 50% less likely to reenter the child welfare system. Volunteers will be recruited, trained, and supported to ensure safe, permanent, and nurturing homes are found for abused and neglected children. Matrix code: 05D.
	<b>Target Date</b>	6/30/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Target minimum number of individuals to be served in the program year = 50 individuals
	<b>Location Description</b>	Citywide
	<b>Planned Activities</b>	Court Appointed Special Advocates for Children
4	<b>Project Name</b>	VPAS - Meals on Wheels
	<b>Target Area</b>	Citywide
	<b>Goals Supported</b>	Provide public services
	<b>Needs Addressed</b>	Public Services
	<b>Funding</b>	CDBG: \$21,000
	<b>Description</b>	This program provides a nutritious hot meal delivery to frail, older Harrisonburg residents who are at nutritional risk. Individualized plans of care are developed following comprehensive in-home assessments. Additionally, clients receive disease prevention, health promotion, and public information education and support. Matrix code: 05A.
	<b>Target Date</b>	6/30/2023
<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Target minimum number of individuals to be served in this program year = 40 low-income seniors.	
<b>Location Description</b>	Citywide	

	<b>Planned Activities</b>	Meal delivery to low-income seniors
5	<b>Project Name</b>	JMU IHHHS - Suitcase Clinic
	<b>Target Area</b>	Citywide
	<b>Goals Supported</b>	Provide public services
	<b>Needs Addressed</b>	Public Services
	<b>Funding</b>	CDBG: \$26,597
	<b>Description</b>	The JMU Institute for Innovations in Health and Human Services' Suitcase Clinic provides on-site medical services at five homeless shelters in Harrisonburg. These funds are for lab costs, disposable medical goods, durable medical equipment, dental care, and other items and services necessary to run the Suitcase Clinic. Matrix code: 05M.
	<b>Target Date</b>	6/30/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Target minimum number of individuals to be served in the program year = 300 homeless individuals
	<b>Location Description</b>	Citywide
	<b>Planned Activities</b>	Medical services for homeless individuals
6	<b>Project Name</b>	Arc – SpArc Employment Preparation Through Transportation
	<b>Target Area</b>	Citywide
	<b>Goals Supported</b>	Provide public services
	<b>Needs Addressed</b>	Public Services
	<b>Funding</b>	CDBG: \$18,465
	<b>Description</b>	Fund a 20% match for a new minivan with wheelchair ramp through a Virginia Department of Real and Public Transportation 5310 grant to provide transportation services to individuals with intellectual and developmental disabilities to and from their homes and to a variety of community-based job-readiness training sites and assist with the vehicle operating costs. Matrix code: 05B.
	<b>Target Date</b>	6/30/2023
<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Target minimum number of individuals to be served in the program year = 60 low- to moderate-income individuals with intellectual and developmental disabilities	

	<b>Location Description</b>	Citywide
	<b>Planned Activities</b>	Transportation services for individuals with intellectual and developmental disabilities
7	<b>Project Name</b>	Public Utilities – Elizabeth St. Waterline
	<b>Target Area</b>	Citywide
	<b>Goals Supported</b>	Improve public infrastructure
	<b>Needs Addressed</b>	Public Facilities and Infrastructure
	<b>Funding</b>	CDBG: \$58,000
	<b>Description</b>	Replacement of waterline on E Elizabeth St between Broad St and Myrtle St. The project would replace the existing 4” waterline with a new 8” Ductile Iron Pipe. An existing fire hydrant is also connected to the line and would be replaced. Matrix code: 03J.
	<b>Target Date</b>	6/30/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	470 persons
	<b>Location Description</b>	E. Elizabeth St between Broad St and Myrtle St
	<b>Planned Activities</b>	Waterline replacement
	8	<b>Project Name</b>
<b>Target Area</b>		Citywide
<b>Goals Supported</b>		Improve public facilities and infrastructure
<b>Needs Addressed</b>		Public Facilities and Infrastructure
<b>Funding</b>		CDBG: \$160,540
<b>Description</b>		Construction of a sidewalk on the south side of Vine St. between N. Main St. and the Harris Gardens Apartment. The project will construct approximately 700 linear feet of 5’ wide concrete sidewalk with a 2’ wide grass strip separating the sidewalk from the road. Curb ramps that meet ADA requirements will be provided at entrance crossings. Public Right of Way Accessibility Guidelines will be followed. No utility relocations are expected. Matrix code: 03L.
<b>Target Date</b>		6/30/2023

	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	3,275 persons
	<b>Location Description</b>	Vine St. between N. Main St. and the Harris Gardens Apartments
	<b>Planned Activities</b>	Sidewalk construction
9	<b>Project Name</b>	Administration
	<b>Target Area</b>	Citywide
	<b>Goals Supported</b>	Planning and administration
	<b>Needs Addressed</b>	Planning and Administration
	<b>Funding</b>	CDBG: \$108,083
	<b>Description</b>	This funding will be used to support the general administration and planning activities for the Community Development Block Grant Program. Matrix code: 21A.
	<b>Target Date</b>	6/30/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	N/A
	<b>Location Description</b>	Citywide
	<b>Planned Activities</b>	CDBG administration

## **AP-50 Geographic Distribution – 91.220(f)**

### **Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed**

The City of Harrisonburg is using 58.1% of its FY 2022 CDBG funds for activities and programs that will provide a benefit to the entire City, which includes all areas of concentration of low/moderate income residents and minority populations.

24% of the funds will pay for the debt service incurred by HRHA for housing rehabilitation of subsidized housing in census block group 101.3, which is 69% LMI and has a concentration of Hispanic and Black populations.

### **Geographic Distribution**

<b>Target Area</b>	<b>Percentage of Funds</b>
Citywide	100%

**Table 56 - Geographic Distribution**

### **Rationale for the priorities for allocating investments geographically**

Harrisonburg does not allocate funds by target areas. Rather, the City allocates funds based upon the priorities that have been identified by citizens participating in the public input process and through the regular planning contacts made with elected officials and staff. The City will use CDBG funds throughout the jurisdiction to serve low and moderate-income persons.

## Affordable Housing

### AP-55 Affordable Housing – 91.220(g)

#### Introduction

The City will use its federal funds to provide affordable housing by continuing its \$140,000 allocation of CDBG funds for payment of debt service incurred for the rehabilitation of units at the Harrison Heights project-based development. The 40 units supported through this project are not new units created during this fiscal year, but are included in the following tabulations, nonetheless.

The special needs population will be served through grants to local service providers. The homeless population will be served through assistance grants to local service providers. The following estimates have been based on the information in SP-45.

<b>One Year Goals for the Number of Households to be Supported</b>	
Homeless	0
Non-Homeless	40
Special-Needs	0
Total	40

**Table 57 - One Year Goals for Affordable Housing by Support Requirement**

<b>One Year Goals for the Number of Households Supported Through</b>	
Rental Assistance	0
The Production of New Units	0
Rehab of Existing Units	40
Acquisition of Existing Units	0
Total	40

**Table 58 - One Year Goals for Affordable Housing by Support Type**

## **AP-60 Public Housing – 91.220(h)**

### **Introduction**

Harrisonburg Redevelopment and Housing Authority's (HRHA) mission is "to promote adequate and affordable housing economic opportunity and a suitable living environment free from discrimination; and to foster redevelopment of blighted areas to ensure the economic, social and housing vitality of our community."

### **Actions planned during the next year to address the needs to public housing**

As of 2009, HRHA converted all of its public housing units into project-based Section 8 units. HRHA currently owns and manages a total of 280 residential units including Harrison Heights; Lineweaver Apartments & Annex, two affordable apartment building for elderly and disabled individuals; Commerce Village; a new apartment complex for homeless individuals; and Franklin Heights, a property featuring 129 units including apartments, townhouses, and single-family homes, ranging in size from one to five bedrooms.

For FY 2022-2026, the City will continue the commitment of funds made in 2006 for the renovation of Harrison Heights.

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

All HRHA tenants who are not elderly or disabled participate in a 5-year family self-sufficiency program designed to transition them out of HRHA managed units and into private sector housing. Those residents that do not graduate receive a Housing Choice Voucher (HCV). Through either outcome, HRHA residents are encouraged to more fully integrate into the community.

### **If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance**

HRHA is not designated as troubled.

## **AP-65 Homeless and Other Special Needs Activities – 91.220(i)**

### **Introduction**

As a participant in the Western Virginia Continuum of Care (CoC), the City is a partner in addressing homelessness and the priority needs of homeless individuals and families, including homeless subpopulations.

### **Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including**

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

Centralized Housing Intake (CHI) for the City of Harrisonburg, City of Winchester, and counties of Rockingham, Clarke, Frederick, Shenandoah, Warren, and Page offers a central point of entry for households experiencing homelessness or at-risk of homelessness. During an initial phone call, a housing counselor asks questions that will help determine eligibility for services with local agencies.

Each January, the CoC conducts a Point-in-Time (PIT) count of the City's sheltered and unsheltered homeless to ascertain the number and characteristics of the homeless population and to assess their needs. Harrisonburg's continued participation in the PIT study will give the City the ability to collect information to be used in setting priorities, written standards, and performance measures for the area.

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

During FY 2022, the City's federal funds support the following shelter and transitional housing programs:

- JMU IIHHS - Suitcase Clinic

#### **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 City will maintain coordination and collaboration with local non-profit agencies serving the homeless population. The City will continue will use its entitlement grant funds to assist non-profit organizations that serve homeless individuals and families in Harrisonburg and to support the CoC and assist in coordinating homeless resources throughout the City.

During FY 2022, the City's federal funds support the following affordable housing programs:

- HRHA - Harrison Heights Renovation

- HRHA – Homebuyer Assistance Program

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: 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); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

The City recognizes a need for neighborhood-based homelessness prevention programs, such as crisis response and stabilization, street outreach, housing search and placement specialists, and increased employment opportunities that provide temporary rental assistance and other services.

During FY 2022, the City's federal funds support the following supportive service programs:

- VPAS - Meals on Wheels
- JMU IIHHS - Suitcase Clinic
- CASA Child Advocacy Program
- Arc – SpArc Employment Preparation Through Transportation

## **AP-75 Barriers to affordable housing – 91.220(j)**

### **Introduction:**

The City of Harrisonburg understands equal and unimpeded access to residential housing is a fundamental civil right that enables members of protected classes, as defined in the federal Fair Housing Act, to pursue personal, educational, employment, or other goals. The City is committed to furthering the federal Fair Housing Act, state and local Fair Housing Ordinance.

The City has identified several barriers relating to affordable housing in the City and formulated some remedies to remove those barriers. According to the most recent Analysis of Impediments to Fair Housing Choice (AI), several impediments to fair housing choice were identified.

- A lack of affordable, accessible housing within high opportunity areas remains a barrier that disproportionately affects members of the protected classes.
- Members of the protected classes are more likely to have lower incomes, higher unemployment rates and higher poverty rates. Limited housing choice restricts access to community assets for members of the protected classes.
- Fair housing education and outreach efforts are not adequately meeting need.
- Members of the protected classes are underrepresented among homeowners.

### **Actions it planned 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**

The following goals identified in the AI are intended to reduce the barriers to affordable housing:

- Maintain the creation and preservation of affordable housing development in higher opportunity areas as a City-wide priority.
- Remove barriers to accessing community assets for members of the protected classes.
- Increase the level of fair housing knowledge and understanding among housing developers, real estate professionals, elected officials, and the public.
- Strengthen fair housing education, investigation, enforcement, and operations.
- Increase homeownership among low-income households and members of the protected classes.

## **AP-85 Other Actions – 91.220(k)**

### **Introduction:**

The following information illustrates other actions that Harrisonburg will take to address its priority needs.

### **Actions planned to address obstacles to meeting underserved needs**

The primary impediment to the City's ability to meet underserved needs is the limited amount of funding to address identified priorities. The City will continue to seek public and private resources to leverage its entitlement funds in assisting with implementation of policies and programs.

### **Actions planned to foster and maintain affordable housing**

The City will continue to support its goals of maintaining and expanding affordable housing. In FY 2022, the City will continue its \$140,000 allocation of CDBG funds for payment of debt service incurred for the rehabilitation of units at the Harrison Heights project-based Section 8 development.

### **Actions planned to reduce lead-based paint hazards**

The City will work with other parties to achieve cost effective methods for controlling these hazards through the following:

- As part of its code enforcement efforts, Harrisonburg's building code department will continue to educate City residents about lead paint hazards.
- Properties will be made lead safe during renovation of older residential units.
- Harrisonburg will continue to demolish pre-1978 nuisance housing, which often contains lead-based paint.
- The City will continue to monitor Virginia Department of Health reports regarding Harrisonburg children with elevated blood lead levels.
- The City may apply for a grant to combat lead-based paint hazards via public education, building code department staff training, and residential rehabilitation that controls or eliminates lead-based paint hazards.

### **Actions planned to reduce the number of poverty-level families**

The City will collaborate with human service, social service, and economic development agencies and organizations to facilitate their efforts and maximize their resources to provide quality services to low-income residents to help them improve their incomes.

### **Actions planned to develop institutional structure**

Although the City feels that the existing institutional structure is sufficient for carrying out activities to address identified community development needs, the City Manager's Office plans to continue to strengthen its working relationships with local social service agencies. Public and non-profit agencies

that are critical to the institutional structure must work cooperatively, and agency staff have the ability and expertise to deliver services efficiently and effectively, often with years of expertise in their respective fields.

### **Actions planned to enhance coordination between public and private housing and social service agencies**

The City plans to improve coordination among its partners to promote a broadly shared understanding of community needs, collaborative, and complementary approaches to addressing needs, and responsiveness to changes in conditions.

The City will collaborate with numerous governmental entities to carry out the goals and objectives of Harrisonburg housing, homeless services, and community development activities. Implementation partners will include the Commonwealth of Virginia; regional bodies such as the Central Shenandoah Planning District Commission; the Harrisonburg Rockingham Metropolitan Planning Organization; Rockingham County; the Western Virginia Continuum of Care (CoC); Harrisonburg Redevelopment and Housing Authority; and various City departments. Cooperation and coordination among these entities will be achieved through both fixed meeting schedules and as-needed consultation and communication.

The City anticipates continuing its coordination of human service funding with other social service agencies and charitable organizations to better target the limited amount of human service dollars available in the community. The City will also continue to coordinate its housing efforts with the Harrisonburg Redevelopment and Housing Authority (HRHA).

## Program Specific Requirements

### AP-90 Program Specific Requirements – 91.220(l)(1,2,4)

#### Introduction:

#### Community Development Block Grant Program (CDBG) Reference 24 CFR 91.220(l)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan.	0
5. The amount of income from float-funded activities	0
Total Program Income	0

#### Other CDBG Requirements

1. The amount of urgent need activities	0
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