



# 3-5 Year Strategic Plan

This document includes Narrative Responses to specific questions that grantees of the Community Development Block Grant, HOME Investment Partnership, Housing Opportunities for People with AIDS and Emergency Shelter Grants Programs must respond to in order to be compliant with the Consolidated Planning Regulations.

## GENERAL

### Executive Summary

**The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.**

#### **3-5 Year Strategic Plan Executive Summary:**

The Housing and Community Development Consolidated Strategy and Plan is the document that the City of Petersburg submits to the U.S. Department of Housing and Urban Development as an application for funding from the Community Development Block Grant program. The Consolidated Plan is a requirement from the U.S. Department of Housing and Urban Development. It is a collaborative process by which a community establishes a unified vision for community development actions. A key element of the Consolidated Plan is its emphasis on citizen participation and the collaborative nature of the process through which the City of Petersburg determines its housing and community development needs, develops strategies for addressing those needs, and undertakes specific actions consistent with those strategies.

The strategic plan is a specific course of action for the City's various revitalization efforts. It is the means to analyze the City's local context as well as the linkages to the larger Crater District region. The Plan builds on local assets and coordinates a response to the needs of the community. It integrates social, physical, environmental, community and human development in a comprehensive and coordinated fashion so that families and communities can work together and thrive. A strategic plan also sets forth program goals, specific objectives, annual goals, and benchmarks for measuring progress. In doing so, it helps local governments and citizens keep track of results and learn what succeeds. The Consolidated Plan approach is also the means to meet the application requirements for the Community Development Block Grant (CDBG) program.

### Strategic Plan

**Due every three, four, or five years (length of period is at the grantee's discretion) no less than 45 days prior to the start of the grantee's program year start date. HUD does not accept plans between August 15 and November 15.**

### **Mission:**

It is the policy of the City of Petersburg that no resident should be without adequate shelter or should be forced to go without other basic necessities in order to afford a place to live. The goal of the City's housing policy is the provision of safe, decent, and affordable housing for all of its citizens. The roles of the City are to both take direct actions and facilitate actions by others in the comprehensive revitalization of neglected, excluded, and underserved neighborhoods. Applications by other entities for funding will not be certified as consistent with the Consolidated Plan if: a) other local ordinances, plans, policies, regulations, or procedures are inconsistent with the application or its intent; b) the capacity or history of performance of the applicant is deemed inadequate to carry out the program or activity for which funds were applied; or c) the size of the project is inconsistent with the scale of the neighborhood or the capacity of local services or infrastructure. To the extent possible, the City will use its funds to leverage other private, state, and federal funds to implement the strategies of this plan.

### **General Questions**

- 1. Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed.**
- 2. Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) and the basis for assigning the priority (including the relative priority, where required) given to each category of priority needs (91.215(a)(2)). Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.**
- 3. Identify any obstacles to meeting underserved needs (91.215(a)(3)).**

### **3-5 Year Strategic Plan General Questions response:**

1. The City of Petersburg is located in south-central Virginia, 23 miles south of Richmond, Virginia. The City is located on the fall line of the Appomattox River, which is a major tributary of the James River. The City is composed of Census Tracts 8101 through 8112; of these tracts 8101 through 8108 contain areas that meet the guidelines for low/moderate income concentrations set forth by HUD. Programs as proposed by the Citizens Advisory Board generally provide funds for special populations such as the elderly, homeless, youths, and handicapped residents. The racial makeup of the City is 78% African American, 20% Caucasian, 1% Hispanic, and 1% other races.

2. CDBG funds will adhere to the guidelines of HUD with respect to their use in low/moderate income areas. Funding will primarily be focused on improving housing and infrastructure in portions of the City where low/moderate income populations are the most concentrated. Projects in these areas will include street improvements, drainage enhancements, and rehabilitation of dilapidated or blighted areas of the City. Older homes occupied by seniors or individuals with special needs will be aided by emergency repairs to allow them to maintain their independence.

Funds will be allocated geographically in areas of the City where needs are most prevalent. The City will at all times abide by the three basic goals against which HUD will evaluate the Plan and the City's performance under the Plan:

1. Decent Housing, which includes:
  - Assist the homeless obtain affordable housing
  - Assist persons at risk of becoming homeless
  - Retain affordable housing stock
  - Increase availability of affordable, permanent housing
  - Increase supply of supportive housing
  - Provide affordable housing accessibly to jobs
  
2. Suitable Living Environment, which includes:
  - Improve safety and livability of neighborhoods
  - Increase access to quality facilities and services
  - Reduce isolation of income groups
  - Restore/Preserve properties of historic, architectural, or aesthetic value
  - Conserve energy resources
  
3. Expanded Economic Opportunities, which includes:
  - Job creation and retention
  - Establish, stabilize, and expand small businesses
  - Provide public services concerned with employment
  - Provide jobs to low income persons at reasonable wages
  - Provide mortgage financing to low income persons
  - Promote access to capital and credit for development activities
  - Empower low income persons to reduce generational poverty

3. Obstacles to meeting the needs of underserved populations may include race, handicaps, or language barriers. The City attempts to provide outreach to underserved populations in the area through advisory boards, community input, and education. However, City programs currently provide services for youth in a youth activities program, provide emergency shelter assistance for those in most dire need, and provide tutorial services for at-risk youth. CDGB funding is also used to support a literacy program, provide activity programs for senior citizens, provide services to handicapped individuals, and to make emergency repairs to owner-occupied structures.

One of the biggest obstacles, however, has recently become the recession of the national economy. Not stopping at the federal level, state and local budgets have also come under fire recently as jurisdictions have been forced to cut funding and programs aimed at improving the lives of those who are not able to do so themselves. Securing the necessary funding in order to address 100% of the City's needs is near impossible. Petersburg will come to rely on CDBG funding more and more as the national, state, and local debts continues to plummet.

## **Managing the Process (91.200 (b))**

- 1. Lead Agency. Identify the lead agency or entity for overseeing the development of the plan and the major public and private agencies responsible for administering programs covered by the consolidated plan.**
- 2. Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.**
- 3. Describe the jurisdiction's consultations with housing, social service agencies, and other entities, including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, and homeless persons.**

**\*Note: HOPWA grantees must consult broadly to develop a metropolitan-wide strategy and other jurisdictions must assist in the preparation of the HOPWA submission.**

### **3-5 Year Strategic Plan Managing the Process response:**

1. The City of Petersburg's Department of Planning and Community Development is the lead agency in coordinating the preparation, submission, and implementation of the 3-5 Year Strategic Plan and the Annual Action Plan.
2. The Petersburg Housing Network is a coalition of local businesses, nonprofit organizations, and public agencies whose purpose it is to generate dialogue between its members about the state of the City and how to best meet its community development needs. It serves as a forum to discuss needs and generate ideas to improve the City. The discussion generated by this group was supplemented by the ongoing citizen participation process established by the City's CDBG program and implemented by the Citizens Advisory Board (CAB).
3. Over twelve local agencies coordinate with the City's CDBG program, and interagency cooperation and collaboration are the key to the success of the City's strategy. Such local agencies include the Crater Health District, District 19 Community Services Board, District 19 Continuum of Care, and the Petersburg Redevelopment and Housing Authority (PRHA), among others. The City also works closely with state agencies such as the Department of Housing and Community Development (DHCD), Virginia Housing Development Authority (VHDA), Department of Historic Resources (DHR), and the Virginia Economic Development Partnership (DED) as well. The City's goal is to develop a centralized clearinghouse of information regarding the CDBG program to coordinate the service needs of its residents.

## Citizen Participation (91.200 (b))

1. Provide a summary of the citizen participation process.
2. Provide a summary of citizen comments or views on the plan.
3. Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.
4. Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

\*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

### 3-5 Year Strategic Plan Citizen Participation response:

(See Citizen Participation Plan addendum)

1. The City of Petersburg encourages and welcomes citizen participation in the development of its Consolidated and Annual Action Plans. The development of the plan is a direct result of an on-going, effective citizen participation process created by the Citizens Advisory Board (CAB), whose members are appointed by the City Council. This process provides City administrators and elected officials with the best information regarding the needs of Petersburg's low and moderate-income residents, as well as giving the City's residents ownership of the City's CDBG strategy.

Citizen participation in the development of the Consolidated Plan and the on-going CDBG program is facilitated through the CDBG Citizens Advisory Board and the Housing Network. The CAB is a citizen advisory group, comprised of twelve (12) Petersburg residents appointed by City Council. This board conducts a needs identification and goal setting process on an annual basis. Beginning at least six months prior to the annual submission of the CDBG program to HUD, the CAB meets to identify needs; it eventually makes recommendations to City Council through the City Manager, after hearing presentations from applicants for funding.

2. TBD

3. Notices of all meetings, plan presentations, or amendments are advertised in the front section of *The Progress Index* newspaper. Meetings of the Citizen Advisory Board are also advertised in *The Progress Index*. Meetings bring together board members with a large and very active group of interested citizens who represent a cross-section of opinions and backgrounds representing nearly every neighborhood of the city. Action is taken by the City Council only after intense scrutiny and input by citizen representatives.

4. TBD

## **Institutional Structure (91.215 (i))**

- 1. Explain the institutional structure through which the jurisdiction will carry out its consolidated plan, including private industry, non-profit organizations, and public institutions.**
- 2. Assess the strengths and gaps in the delivery system.**
- 3. Assess the strengths and gaps in the delivery system for public housing, including a description of the organizational relationship between the jurisdiction and the public housing agency, including the appointing authority for the commissioners or board of housing agency, relationship regarding hiring, contracting and procurement; provision of services funded by the jurisdiction; review by the jurisdiction of proposed capital improvements as well as proposed development, demolition or disposition of public housing developments.**

### **3-5 Year Strategic Plan Institutional Structure response:**

1. The City of Petersburg's Department of Planning and Community Development is the lead agency in coordinating the preparation, submission, and implementation of the 3-5 Year Strategic Plan and the Annual Action Plan. The Petersburg Housing Network allows for citizen input and dialogue between public and private agencies with a stake in the planning effort. The Network is supplemented by the Citizen Advisory Board. The public is encouraged to be involved at every step of the planning process and to give their input on the plan.

2. The services provided by the City's CDBG program are administered by a wide variety of agencies. Thus, there is the potential for miscommunication and for citizens to not receive the necessary information regarding meetings, comment periods, review sessions, etc. The City's goal is to develop a centralized clearinghouse of information regarding the CDBG program to coordinate the service needs of its residents. The clearinghouse will coordinate the efforts of the many agencies involved in the program and serve as a single point of contact for citizens seeking services or information.

At all times, the City will provide convenient, courteous, and friendly service to its citizens by decentralizing City offices, providing "one-stop-shopping" when necessary and available, providing convenient hours of operation, simplifying forms and processes, and holding employees and supervisors accountable for the quality of customer service rendered. The City will also seek to develop a plan of standard operations to coordinate the development process from beginning to end, providing a checklist of specific activities and achievement goals to assist CDBG-funded projects to flow in an orderly and efficient manner.

3. The strength of the City's housing strategy is its close relationship with the Petersburg Redevelopment and Housing Authority (PRHA). The Authority's personnel has been relatively stable, allowing the Authority to focus on developing and implementing solutions to housing issues within the City. The Authority's Board of Commissioners is appointed by the Petersburg City Council, and provides policy and guidance in the direction of the Authority.

Despite the fact that strong policy and guidance exists, as well as established plans of action, a prominent gap in the City's housing effort exists between goals for service delivery and the lack of available funding.

The Authority and City government are guided by United States Uniform Guidelines with regard to hiring, contracting, and procurement.

Programs funded by the City and implemented by the Authority include down payment assistance, an emergency home repair program, and acquisition and demolition of properties in accordance with the priorities of the City's revitalization efforts.

The Petersburg Housing Network meets on a bi-monthly basis. The regular meeting agenda includes discussion of available resources that can be utilized for programming to meet housing needs, status of implemented actions or programs, and discussion of plans and future projects. The Network brings together all public and private providers of housing and related services in Petersburg.

The City of Petersburg is committed to finding solutions to housing issues with funding sources that can be leveraged through public-private partnerships. The City has been a leader in the development of programs and services intended to promote enhanced quality of life for residents. The City is actively engaged in ongoing efforts to ensure that all City residents have affordable, quality housing. The City's housing strategy is a major component of the strategy undertaken to reduce the number of City households with incomes below the poverty line, and to enable as many residents as possible to become self-sufficient.

## **Monitoring (91.230)**

- 1. Describe the standards and procedures the jurisdiction will use to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.**

### **3-5 Year Strategic Plan Monitoring response:**

1. The City of Petersburg's Department of Planning and Community Development will be responsible for monitoring CDBG-funded programs according to duly authorized Sub-recipient Agreements (as appropriate) and HUD regulations. The Department of Planning and Community Development is responsible for developing the guidelines for each sub-recipient agreement the City enters into with an agency or organization, for the purpose of implementing the projects and activities identified in the Annual Action Plan for each fiscal year. Items/actions to be performed, products to be delivered, the amount of funds budgeted, and the timeframe for performing work or services will be included in the monitoring procedure. Each sub-recipient agreement will contain clear objectives against which the performance and proper use of CDBG funds can be measured. All applicable CDBG certifications, statutory and regulatory requirements will also be included in each sub-recipient agreement. The City reserves the right to terminate agreements with CDBG sub-recipients found to be in noncompliance with applicable HUD and/or local regulations and who fail to take the appropriate corrective action.

CDBG program funding recipients will be required to submit monthly/quarterly reports regarding the status of the project/activity to help measure progress and ensure compliance with program regulations. Staff of the Department of Planning and Community Development will monitor the CDBG program and sub-recipients determined through the risk analysis program, a review of required reporting, and on-site visits. The CDBG program will be audited in conjunction with the annual single audit of federally funded programs.

The Department of Planning and Community Development has developed a monitoring plan for the continued evaluation of program and project participants; this monitoring includes a risk analysis component to evaluate the resources allotted to each projects and to prioritize projects that are in the greatest need of further development.

### **Priority Needs Analysis and Strategies (91.215 (a))**

- 1. Describe the basis for assigning the priority given to each category of priority needs.**
- 2. Identify any obstacles to meeting underserved needs.**

#### **3-5 Year Strategic Plan Priority Needs Analysis and Strategies response:**

1. The community development needs of the City are profound. The City's housing stock is aging, with a high percentage of wood frame dwelling units beginning to show signs of deterioration. Most neighborhoods in the City were developed before the advent of engineered drainage improvements. Many City streets are of substandard construction and many lack sidewalks. Needs analyses make infrastructure and housing programs the focus of the City's ambitions. These projects will be hampered only by the need for more funding.

The following are the top priority planning and community development needs for the City of Petersburg:

1. Support the quality rehabilitation and maintenance of owner-occupied units.
2. Provide continual emphases on strategic housing code enforcement.
3. Support the quality rehabilitation of vacant and tax delinquent housing units.
4. Support and encourage quality infill housing development, support new construction/rehabilitation in slum or blighted areas.
5. Support the use of spot blight and conservation area regulations.
6. Promote quality rehabilitation and maintenance of rental housing.
7. Support programs that attract and assist homebuyers.
8. Provide and support infrastructure studies, implementation, and provide lead team for drain, street, water development.
9. Support and provide programs that will educate and cause lead to be eliminated from the City's housing stock through hazard reduction rehabilitation initiatives.

In addition to these needs, the City also has Housing Policy Goals which were an integral part of the City's recent Comprehensive Plan Update process:

- ♦ Policy Goal I: Encourage the renovation or new construction of housing in older neighborhoods in a manner which provides a critical mass to investment and revitalization efforts.
- ♦ Policy Goal II: Act as an equal partner in public/private ventures to revitalize city neighborhoods and improve the housing stock.
- ♦ Policy Goal III: Promote a variety of affordable housing types to meet the needs of owners and renters of varying levels of income through partnerships with non-profits and developers.

2. The primary obstacle to meeting underserved needs of City residents will be a need for sustained funding over a long period of time. With the decline in the national, state, and local economies, the ability to secure funding will be at an all-time low. The need for increased CDBG funding is critical in addressing 100% of the City's planning and community development needs.

### **Lead-based Paint (91.215 (g))**

- 1. Estimate the number of housing units that contain lead-based paint hazards, as defined in section 1004 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, and are occupied by extremely low-income, low-income, and moderate-income families.**
- 2. Outline actions proposed or being taken to evaluate and reduce lead-based paint hazards and describe how lead based paint hazards will be integrated into housing policies and programs, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.**

#### **3-5 Year Strategic Plan Lead-based Paint response:**

1. The number of units containing lead hazards is estimated at approximately 40 percent of the total housing units of 16,000, or 6,400 units. In the most recent test of a target area taken by the Crater District Health Department, a survey was done on 1,500 units of which 471 tested positive for lead hazards of the type to warrant remediation. These same housing units poisoned more than 171 children, who had blood lead levels in excess of the 10, which indicates some type of intervention. The highest number of residents in this target area (78%) is in the low/moderate income group.

The age of the housing stock in Petersburg provides the basis to assume a high number of units with potential lead hazards. Based on the fact that approximately 88% of the City's housing stock was built prior to 1979, high levels of lead contamination are probable.

2. The Virginia Department of Health as well as the Petersburg Health Department records the incidents of elevated lead levels and lead poisoning in children. The numbers and percentages of confirmed elevated lead levels in children are noted on the following page for the last five years:

<b>Year</b>	<b>Age Group</b>	<b>Population</b>	<b># Tested</b>	<b># Confirmed Elevated</b>	<b>% Confirmed Elevated</b>
<b>2009</b>	< 36 months	1,313	404	10	2.5
	< 72 months	2,610	880	18	2.0
<b>2008</b>	< 36 months	1,313	200	8	4.0
	< 72 months	2,610	565	17	3.0
<b>2007</b>	< 36 months	1,313	212	7	3.3
	< 72 months	2,610	689	16	2.3
<b>2006</b>	< 36 months	1,313	174	7	4.0
	< 72 months	2,610	693	18	2.6
<b>2005</b>	< 36 months	1,313	144	1	0.7
	< 72 months	2,610	618	9	1.5

The Health Department was the lead/coordinating agency for the Petersburg Lead Task Force and the public sector administrator of lead hazard reduction grants until the Task Force was disbanded as result of a lack of funding.

The City of Petersburg was awarded \$2 million in HUD funding for lead hazard reduction in 2003. HUD funding was matched with cash and in-kind contributions of \$467,362 for a total of \$2,467,362. The Petersburg Redevelopment and Housing Authority and appropriate Health Department staff associated with grant implementation received required certification training. Program implementation concluded in the spring of 2003. The program was completed over a 24 month period and lead hazard reduction was completed with certifications achieved on 80 dwelling units within the designated target area for this program. Since that time, funding from HUD for lead hazard reduction has ceased.

The Petersburg Redevelopment and Housing Authority (PRHA) is directly involved in lead based paint hazard reduction via the Public Housing program, Section 8 program, and Rehabilitation Programs that it conducts. Existing public housing units have been tested for the presence of lead based paint. Overall, PRHA follows federal requirements for lead based paint hazard reduction in all of its applicable program activities. Currently, funding is in place for the identification and addressing for lead-based paint issues. What the City, Health Department, and PRHA need is funding that will lead to the eventual abatement and removal of lead hazards. The identification of hazard is only the first step in removing all hazards from City homes. Funding is needed to complete the cycle of removing these lead hazards from all neighborhood housing units.

## HOUSING

### Housing Needs (91.205)

\*Please also refer to the Housing Needs Table in the Needs.xls workbook

1. Describe the estimated housing needs projected for the next five year period for the following categories of persons: extremely low-income, low-income, moderate-income, and middle-income families, renters and owners, elderly persons, persons with disabilities, including persons with HIV/AIDS and their families, single persons, large families, public housing residents, victims of domestic violence, families on the public housing and section 8 tenant-based waiting list, and discuss specific housing problems, including: cost-burden, severe cost-burden, substandard housing, and overcrowding (especially large families).
2. To the extent that any racial or ethnic group has a disproportionately greater need for any income category in comparison to the needs of that category as a whole, the jurisdiction must complete an assessment of that specific need. For this purpose, disproportionately greater need exists when the percentage of persons in a category of need who are members of a particular racial or ethnic group is at least ten percentage points higher than the percentage of persons in the category as a whole.

#### 3-5 Year Strategic Plan Housing Needs response:

1. Estimates for the projected housing needs for the next five year period for extremely low-income, low-income, moderate income and middle income families and special needs groups will be approximately 330 housing units to be built or rehabbed over the five year period. Conservative estimates are as low as five (5) units per category in the first year of the program and attempting to meet the overall goal in five years.

The housing units in the City tend to be older units with a substantial amount of wood framed housing units, clad in wood siding, with many coats of lead based paint on the trim, kitchen, bath, mantle pieces, and exterior walls. These housing units usually have shallow pitched tin roofs, soldered with lead containing solder and the soils surrounding the housing units usually have disturbingly high levels of lead.

A very low income household is one earning less than 50% of the MSA median family income, less than \$14,425 per year. There are approximately 5,945 very low income households in the City of Petersburg. This amounts to 41% of all households in the City. 29% of all very low income households are owner-occupied 71% are renter-occupied. Approximately 23% of all owners are very low income compared to 60% of all renters. Approximately 38%, or 1,005, of elderly owner-occupied households are very low income. Elderly owners account for 57% of the very low income households. Approximately 29%, or 285, of all other owner-occupied households are very low income. All other households account for 16% of the very low income owner-occupied households.

Approximately 81% of the elderly renter-occupied households are very low income and elder renter-occupied households represent 25% of all very low income renter-occupied households. Approximately 55% of the small related renter-occupied households are very low income and small related renter-occupied households represent 36% of all very low income renter-occupied households. 55% of the large related renter-occupied households are very low income renter-occupied households. 57% of all other renter-occupied households are very low income and these households account for 31% of the very low income renter-occupied households.

57% of the very low income households earn between 0-30% of the MSA MFI. These 3,393 households represent 23% of the City's households. 10% of all owner-occupied households, 43% of all very low income owner-occupied households, earn between 0-30% MFI and owners account for 22% of the 0-30% MFI households. 38% of all renter-occupied households earn between 0-30% MFI and renters account for 78% of all 0-30% MFI households. 63% of all very low income renter-occupied households earn between 0-30% MFI. Approximately 17% of all elderly owner-occupied households earn between 0-30% MFI. These households account for 60% of the 0-30% FMI owners. 55% of all elderly very low income owner-occupied households earn between 0-30% MFI. 16% of all other owner-occupied households earn between 0-30% MFI. These households account for 20% of the 0-30% MFI very low income owner-occupied households. Approximately 53% of all other very low income owner-occupied households earn between 0-30% MFI.

Approximately 62% of the elderly renter households earn 0-30% MFI and these households account for 30% of the 0-30% MFI renter households. 76% of the very low income elderly renter-occupied households earn between 0-30% MFI. Approximately 31% of the small related renter-occupied households earn between 0-30% MFI. These households account for 32% of the 0-30% MFI households. Approximately 56% of the very low income small related renter-occupied households earn between 0-30% MFI. Approximately 32% of the large related renter-occupied households earn between 0-30% MFI. These households account for 8% of the 0-30% MFI households. Approximately 59% of the very low income large related renter-occupied households earn between 0-30% MFI. 35%, or 791, of all other renter-occupied households earn between 0-30% MFI. This represents 30% of the 0-30% MFI renter-occupied households. Approximately 61% of the very low income all other renter-occupied households earn between 0-30%.

Approximately 17% of all households are 43% of all very low income households earn between 31-50% MFI. Approximately 39% of the 31-50% MFI households are owners and 61% are renters. Approximately 13% of all owner-occupied households are 31-50% MFI and 57% of the very low income owners are 31-50% MFI households. Approximately 56% of all the owner-occupied 31-50% MFI households are elderly owners. Approximately 21% of the elderly owner-occupied households are 55% of the elderly very low income owner-occupied households are 31-50% MFI households. 22% of all renters are 31-50% MFI. 37% of the very low income renters are 31-50% MFI households. Approximately 19% of the elderly renter-occupied households are 31-50% MFI. 24% of the elderly very low income renter-occupied households are 31-50% MFI. 44% of the very low income small related renter-occupied households are 31-50% MFI households and small related renter-occupied households account for 43% of the

31-50% MF renter-occupied households. 23% of the large related households are 31-50% MFI renter-occupied households. 41% of the very low income large related renter-occupied households are 31-50% MFI households and these account for 9% of the 31-50% MFI renter-occupied households. 39% of the very low income all other households are 31-50% MFI. All other renter-occupied households account for 335 of all renter-31-50% MFI households.

67%, or 3,962, of the very low income households had some type of housing problem. 60% of the very low income owners and 69% of the very low income renters were identified with having any housing problems. 63% of the very low income households were cost burdened (burden greater than 30%) and 33% were severely cost-burdened (burden greater than 50%). The corresponding percentages are 59% for owners cost burdened, 35% for owners severely cost-burdened, 65% for renters cost burdened, and 32% for renters severely cost burdened.

80% of the 0-30% MFI owners were cost burdened and 59% were severely cost burdened. 68% of the 0-30% MFI renters were cost burdened and 46% were severely cost burdened. 45% of the 31-50% MFI owners were identified with any housing problems as were 66% of the renters. 43% of the 31-50% MFI owners were cost burdened and 17% were severely cost burdened. 60% of the 31-50% MFI renters were cost burdened and 9% were severely cost burdened.

72% of elderly households were cost burdened and 55% were severely cost burdened. Very low income elderly owner-occupied households percentages was 52%: with 51% cost burdened and 30% severely cost burdened. 61% of the very low income elderly renter-occupied households had housing problems with 60% cost burdened and 25% severely cost burdened. 68% of the very low income small related renter-occupied households had any housing problems with 66% cost burdened and 33% severely cost burdened. 77% of the large related renter-occupied households had any housing problems with 50% cost burdened and 24% severely cost burdened.

Only 5.5% of all renter-occupied households are overcrowded. Almost half the large related households are overcrowded with 47.1% of the total large related renter-occupied households overcrowded, 47.5% of the 0-305 MFI large related renter-occupied households overcrowded and 58.3% of the 31-50% MFI large related rental-occupied households overcrowded. Overcrowding does not appear to be a major problem for owners with the exception being that 7.2% of the 31-50% MFI owners other than the elderly are overcrowded.

2. Data indicates that while 41% of the total households in the City are very low income, 46% of the African-American households are very low income and African-American households account for 77% of all of the City's very low income households.

Of all other households in the City, 60.2% are very low income. 63% of all minority headed renter households are very low income. Of all owner households in the City, 22.8% are very low income. Of all minority headed owner households, 23.6% are very low income. 68% of all renter households with income below 51% MFI had any housing problems. The percentage for all minority headed renter households was 68.1%. 61% of all owner households

with income below 51% MFI experienced any housing problems. The corresponding percentage for minority headed households was 63.7%.

Based on the City's MFI, a very low income family can afford a rent or mortgage of approximately \$341 or less per month. Those earning less than 30% of the median can afford a rent or mortgage of approximately \$204 or less per month. Base on MSA median family income data, there were 3,697 owner units (both occupied and vacant for sale) affordable to very low income households. There were only 1,325 owner units affordable to 0-30% MFI households. On the surface it may appear that the number of available units is adequate to serve the 1,756 total very low income owners and the 756 0-30% MFI owners. However, when consideration is given to the discrepancy between the MSA and the actual City of Petersburg' median family income and the number of units affordable but physically deteriorated, there are not enough standard affordable units available for low income households.

Based on MSA median family income data, there were 5,900 units available (occupied and vacant for rent) affordable to low income households. There were only 2,355 rental units affordable to 0-30% MFI households. Even if the conditions of the available units and the discrepancy between the MSA and the actual City's MFI figures are not considered, it is obvious that the 2,355 rental units affordable to 0-30% MFI households will not adequately provide for the needs of the 2,637 rental households in the City with income between 0-30% MFI.

Based on the aforementioned data derived from the 2000 Census and local sources, the following needs for the very low income households of this community have been identified:

- The need to make additional standard, affordable rental units available to low income rental households, especially 0-30% MFI small related and other households that have high levels of cost burdens
- The need to target funds to rehabilitate substandard rental units occupied by very low income households. Rehabilitation services to include lead hazard reduction and abatement to the extent practicable.
- The need to continue and expand efforts to rehabilitate substandard units occupied by very low income owners.
- The need to address overcrowded housing conditions of the very low income large related rental households.
- The need to develop alternative housing programs for cost burdened elderly renter and owner households.
- The need to address the cost burden of all other owners, especially those severely cost burdened and possibly at risk of becoming homeless.
- The need to continue and intensify efforts to assist first-time homebuyers through associated classes / training sessions.

Low income households are those that earn between 51-80% MFI or between \$14,114 and \$23,080 annually. 20%, or 2,952, City households are in this group. 46%, or 1,350, of these households rent and 54%, or 1,602, own their homes. Elderly households account for 40% of these owners and 9% of renters. 48% of renters are small related households, 33% are all other households, and 10% are large families.

Based on MSA MFI, a low income family can afford rent or mortgage payments between \$502 and \$804 per month, based on 30% of their incomes. Based on Census data, there were 150 0-1 bedroom units, 1,756 2-bedroom units, and 4,600 3+ bedroom units affordable to owners below 80% MFI. It would appear that these 6,502 units would be sufficient to meet the demand and the needs of the 1,602 51-80% MFI owners. Based on the aforementioned data source, there were 7,783 rental units affordable for households with incomes 0-80% MFI. There were 1,842 affordable 0-1 bedroom units. This may be inadequate to satisfy the demands of the 2,904 elderly one and two-member renter households and the all other renter households with incomes 0-80% MFI. There were 4,202 2-bedroom affordable renter units. This should be adequate to satisfy the demands and needs of the 2,164 small related renter-occupied households with income between 0-80% MFI. There were 1,739 3+ bedroom units which should adequately satisfy the demand and needs of the 480 large related 0-80% MFI renter households, with the possible exception that there are an inadequate number of affordable 4+ bedroom units based on the 39.4% of the 51-80% MFI large related renter-occupied households being overcrowded.

### **Priority Housing Needs (91.215 (b))**

- 1. Identify the priority housing needs and activities in accordance with the categories specified in the Housing Needs Table (formerly Table 2A). These categories correspond with special tabulations of U.S. census data provided by HUD for the preparation of the Consolidated Plan.**
- 2. Provide an analysis of how the characteristics of the housing market and the severity of housing problems and needs of each category of residents provided the basis for determining the relative priority of each priority housing need category.**

**Note:** Family and income types may be grouped in the case of closely related categories of residents where the analysis would apply to more than one family or income type.

- 3. Describe the basis for assigning the priority given to each category of priority needs.**
- 4. Identify any obstacles to meeting underserved needs.**

**3-5 Year Strategic Plan Priority Housing Needs response:**

1.	<u>Priority Need</u>	<u>Unmet Need</u>	<u>Goals/\$ to Address</u>
RENTERS- Small Renter	0-30% High	280	8,960,000
	31-50% High	850	27,200,000
	51-80% Med	12	384,000
RENTERS- Large Renter	0-30% High	167	6,680,000
	31-50% High	365	14,600,000
	51-80% Med	5	200,000
RENTERS- Elderly	0-30% High	42	1,806,000
	31-50% High	17	731,000
	51-80% Med	2	86,000
RENTERS- All Other	0-30% High	25	1,125,000
	31-50% High	10	450,000
	51-80% Med	10	450,000
OWNERS	0-30% High	20	1,100,000
	31-50% High	45	2,475,000
	51-80% Med	7	385,000
SPECIAL NEEDS	0-80% High	7	385,000

It is apparent by viewing the above table that the City's rental housing stock for those residents in the 51-80% MFI category are in most need. Renters who live alone or with one other individual are typically the most strapped for money due to only one or two incomes streams. As a result, you see that there are 850 unmet needs in that category alone. Therefore, more affordable 1-bedroom units are necessary in order to accommodate all of the unmet needs in the City. Mirroring the 31-50% small rental category, the 31-50% large rental category is similar in unmet needs. Of all income categories, those in 31-50% MFI are disproportionately in need of decent, safe, and affordable housing options. Those with large numbers of family members and limited income resources are most at risk of both finding an affordable housing option as well as losing their homes as a result of steep rental prices.

Based on the above assessment data and data derived from the 2000 Census and local information, low income housing needs are identified as follows:

- Need to target homeownership programs, to those who qualify, to renters earning between 51-80% of the MSA median family income.
- Need to continue and expand residential rehabilitation loan and grant programs to address substandard units occupied by low-income owners.
- Need to target rehabilitation funds towards substandard rental units occupied by low-income households.
- Need to address the requirements of overcrowded, large, low-income renter households.
- Need to develop alternative programs for low-income elderly/cost burdened households.
- Need to develop strategies to assist cost burdened low-income non-classified owners.

- Need to develop rental and owner housing to accommodate the small-family that are in line with their limited income.
- Continue to track and evaluate the financial situations of those renters who would qualify to become first-time homebuyers.
- Continue lead-based paint remediation and abatement to provide a healthy living environment for all Petersburg residents.

2. The housing market has provided very little relief for the small renter where the burden of housing is higher than the 30% threshold that provides a buffer for other monthly living expenses. Lack of income and availability of units has this target group living, in many instances, in housing as unrelated groups, which in many situations causes rapid deterioration on units designed for a typical small-family household.

As a result, the available housing units for the larger renter, because of the extended family concept, are lacking in the needed amount of units, or they lack the major rehabilitation that will allow them to meet minimum Housing Quality Standards (HQS).

3. The basis for selection was determined by the populations and available housing units meeting HQS in the eight low to moderate census tracts. First and foremost, the City's overarching goal is to ensure that no resident be without adequate shelter or be forced to go without other basic necessities in order to afford a place to live. This manta explains why the City is especially insistent on the rehabilitation of both renter and owner units up to HQS. Having residents live in a decent, safe, and sanitary dwelling is of the utmost importance to the City and its employees.

4. A current theme in the Strategic Plan is the issue of funding. Funding opportunities for the Crater District area in Virginia are sparse. For example, the return on investment dollars is usually very slow and, without government subsidies, usually receive little or no interest. The City would be thrilled to be able to build housing units for each and every resident that desired one. Unfortunately this goal is unrealistic. The money received isn't sufficient to build affordable housing and the return on investment for those who do decide to build are extremely slow.

## Housing Market Analysis (91.210)

**\*Please also refer to the Housing Market Analysis Table in the Needs.xls workbook**

- 1. Based on information available to the jurisdiction, describe the significant characteristics of the housing market in terms of supply, demand, condition, and the cost of housing; the housing stock available to serve persons with disabilities; and to serve persons with HIV/AIDS and their families. Data on the housing market should include, to the extent information is available, an estimate of the number of vacant or abandoned buildings and whether units in these buildings are suitable for rehabilitation.**
- 2. Describe the number and targeting (income level and type of household served) of units currently assisted by local, state, or federally funded programs, and an assessment of whether any such units are expected to be lost from the assisted housing inventory for any reason, (i.e. expiration of Section 8 contracts).**

- 3. Indicate how the characteristics of the housing market will influence the use of funds made available for rental assistance, production of new units, rehabilitation of old units, or acquisition of existing units. Please note, the goal of affordable housing is not met by beds in nursing homes.**

**3-5 Year Strategic Plan Housing Market Analysis responses:**

1. The attached Housing Market Analysis shows that there are approximately 14,811 housing units in the City of Petersburg. Of those 7,422 are owner units and 7,389 are rental units. As the country is in midst of one of the worst recessions on record, it is safe to assume that the number of rental units will climb whereas the number of owner units will decrease dramatically. Residents of Petersburg, as well as surrounding localities, just do not have the financial means to buy a home and the opportunities to obtain a reasonable mortgage are becoming hard to come by. A disturbing trend that the City must face head-on is the fact that 40% of the occupied rental units are substandard compared to only 5% of occupied owner units. In terms of vacant rental units, 15% of the stock is substandard whereas only 5% of the vacant owner units are substandard. The demand for rental units that meet minimum HQS clearly trump the demand for standard owner units.

Whereas fair market rents for a 0-1 bedroom, 2 bedroom, and 3 bedroom stand at \$829, \$925, and \$1,235 respectively, the affordability for those residents at 30% MFI stand at \$686, \$823, and \$951. The disparity between what "fair market rent" is and the reality of what a typical Petersburg resident could pay is eye-opening. Developers need to forego what is considered fair market and instead calculate what a resident is able to pay for his or her unit.

2. The Petersburg Redevelopment and Housing Authority (PRHA) manages, administers, coordinates, and monitors programs affecting over 1,147 housing units, of which 410 are public housing units and approximately 737 are voucher certificates.

The PRHA owns and manages 410 units of public housing in three (3) public housing developments (Pecan Acres, Sycamore Towers, and Pin Oak Estates). As of April 30, 2010, there were fifteen (15) vacant units, two (2) casualty damaged units, fifty-one (51) modernization units, and 342 occupied units.

PRHA's HCV Program is comprised of more than 350 rental property owners (landlords) who participate in the Tenant Based Rental Assistance program. Currently there are 737 families receiving HCV housing assistance. No units are expected to be lost from the housing inventory for any reason.

3. The characteristics of the market dictate that there are insufficient units available for the small renter, larger renter, elderly renter, and owners in the 0-51% percentiles. Because of this lack of units meeting HQS, the need is to provide affordable new construction units, in coordination with providing a rehabilitation program for existing units. The groundwork for this process, however, has been slowly implemented in the recent past, with lots being acquired, dilapidated housing being demolished, and engineering studies of these sties being reviewed.

## **Specific Housing Objectives (91.215 (b))**

- 1. Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.**
- 2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.**

### **3-5 Year Strategic Plan Specific Housing Objectives response:**

- The following is a list of specific housing objectives that the City of Petersburg hopes to achieve, in close coordination with its affiliates, over the next five years:
  - Increase affordable homeownership opportunities for first-time homebuyers at the upper limits of the very low income range to the moderate income range.
  - Support the quality rehabilitation and maintenance of owner-occupied units City-wide.
  - Continue to emphasize strategic housing code enforcement.
  - Support the quality rehabilitation of vacant and tax delinquent housing units City-wide.
  - Support and encourage high-quality infill housing development, support new construction/rehabilitation in slum or blighted areas, such as the Van Buren development.
  - Support the use of spot blight and conservation area regulations, especially in vacant historic areas, and blight acquisitions.
  - Promote quality rehabilitation and maintenance of the rental housing code enforcement reinspection program.
- Federal funds such as Community Development Block Grant funds will be used for property acquisitions, property rehabilitation, infrastructure improvements, and other needs that arise. Funds from the State's Department of Housing and Community Development will be used for down-payment assistance, lead safe practices, and the development of infill property construction. Local opportunities include engineering and public works in-kind services, partnerships with local organizations such as the PRHA, and housing development corporations which can assist in any way needed.

Unfortunately with most funding programs, they are extremely competitive in nature. Others, such as the recently passed ARRA and NSP program, are offered on a one-time basis. When situations like this occur, the City will do all in its power to apply for said grants in order to address all of its community development needs. These funds will assist in offsetting state and local funds in order to produce a successful project.

## **Needs of Public Housing (91.210 (b))**

**In cooperation with the public housing agency or agencies located within its boundaries, describe the needs of public housing, including the number of public housing units in the jurisdiction, the physical condition of such units, the restoration and revitalization needs of public housing projects within the jurisdiction, and other factors, including the number of families on public housing and tenant-based waiting lists and results from the Section 504 needs assessment of public housing projects located within its boundaries (i.e. assessment of needs of tenants and applicants on waiting list for accessible units as required by 24 CFR 8.25). The public housing agency and jurisdiction can use the optional Priority Public Housing Needs Table (formerly Table 4) of the Consolidated Plan to identify priority public housing needs to assist in this process.**

### **3-5 Year Strategic Plan Needs of Public Housing response:**

The Petersburg Redevelopment and Housing Authority (PRHA) manages, administers, coordinates, and monitors programs affecting over 1,137 housing units, of which 410 are public housing units and approximately 727 active are voucher certificates.

As previously mentioned, the PRHA owns and manages 410 units of public housing in three (3) public housing developments (Pecan Acres, Sycamore Towers, and Pin Oak Estates). As of April 30, 2010, there were fifteen (15) vacant units, two (2) casualty damaged units, fifty-one (51) modernization units, and 342 occupied units.

Located in those 410 units of public housing are 789 residents that call Petersburg home. Perhaps the most eye-opening statistic regarding City public housing is the 1,121 residents on the waiting list to eventually have the opportunity to occupy one of those 410 units.

PRHA's Housing Choice Voucher Program (HCVP) (formerly known as Section 8) assists very low income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market. Since housing assistance is provided on behalf of the family or individual, participants are able to find their own housing, including single-family homes, townhouses and apartments.

## **Public Housing Strategy (91.210)**

- 1. Describe the public housing agency's strategy to serve the needs of extremely low-income, low-income, and moderate-income families residing in the jurisdiction served by the public housing agency (including families on the public housing and section 8 tenant-based waiting list), the public housing agency's strategy for addressing the revitalization and restoration needs of public housing projects within the jurisdiction and improving the management and operation of such public housing, and the public housing agency's strategy for improving the living environment of extremely low-income, low-income, and moderate families residing in public housing.**

2. **Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake to encourage public housing residents to become more involved in management and participate in homeownership. (NAHA Sec. 105 (b)(11) and (91.215 (k))**
3. **If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation. (NAHA Sec. 105 (g))**

### **3-5 Year Strategic Plan Public Housing Strategy response:**

1. In an effort to improve the living conditions for all those living in public housing units, the PRHA is undertaking the modernization of fifty-one (51) units using stimulus funding under the American Recovery and Reinvestment Act (ARRA) in the amount of \$1,071,000. These units will be brought up to current standards and will provide residents the opportunity to live in a modern unit at an affordable price. These additional fifty-one (51) units will also allow those on the waiting list to occupy these units.

Also, the PRHA has the following needs/goals that it would like to accomplish within the next five years:

- Redevelop Pecan Acres and Pin Oaks Estates public housing sites
  - Acquire, rehab, and manage multi-family properties
  - Pursue new multi-family tax credit development
  - Pursue multi-family development for special needs populations
2. Homeownership is one of the many factions of the "American Dream." However, not all people are currently in the situation to become first-time homeowners. A national recession, sub-prime mortgages, and lack of affordable housing are all barriers to homeownership. PRHA does not at the current time show any residents of public housing that are qualified to become first-time homeowners. However, educational homeownership classes are offered to public housing residents, which is a twelve-month process of reorienting personal skills in order to manage homeownership.
  3. The PRHA is not in the "troubled" classification.

### **Barriers to Affordable Housing (91.210 (e) and 91.215 (f))**

1. **Explain whether the cost of housing or the incentives to develop, maintain, or improve affordable housing are affected by public policies, particularly those of the local jurisdiction. Such policies include tax policy affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and policies that affect the return on residential investment.**
2. **Describe the strategy to remove or ameliorate negative effects of public policies that serve as barriers to affordable housing, except that, if a State requires a unit of general local government to submit a regulatory barrier assessment that is substantially equivalent to the information**

**required under this part, as determined by HUD, the unit of general local government may submit that assessment to HUD and it shall be considered to have complied with this requirement.**

**3-5 Year Strategic Plan Barriers to Affordable Housing response:**

1. The lack of a balanced supply of affordable housing in Petersburg not only creates a hardship for those at low and middle income levels, but it also poses a threat to the region's economic wellbeing and future. Addressing these issues requires that an extensive variety of individuals, organizations (public, private, and non-profit), and public officials become engaged in efforts to change attitudes towards housing. As it currently stands, affordability is the primary barrier to affordable housing. Public policies, including tax policies affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and policies that affect the return on residential investment, are minimal and take a secondary position behind affordability.
2. The investment of funds from the private marketplace will greatly enhance the continued development of affordable housing units. These funds coupled with government initiatives will provide the foundation that will serve to promote affordability. From a housing development / rehabilitation standpoint, the City will ensure that local public policies do not stand in the way of providing affordable housing for all of its citizens.

## HOMELESS

### Homeless Needs (91.205 (b) and 91.215 (c))

\*Please also refer to the Homeless Needs Table in the Needs.xls workbook

**Homeless Needs—** The jurisdiction must provide a concise summary of the nature and extent of homelessness in the jurisdiction, (including rural homelessness and chronic homelessness where applicable), addressing separately the need for facilities and services for homeless persons and homeless families with children, both sheltered and unsheltered, and homeless subpopulations, in accordance with Table 1A. The summary must include the characteristics and needs of low-income individuals and children, (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered. In addition, to the extent information is available, the plan must include a description of the nature and extent of homelessness by racial and ethnic group. A quantitative analysis is not required. 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.

#### 3-5 Year Strategic Plan Homeless Needs response:

Part 1 of the Homeless Needs Table shows that approximately 30% of documented homeless individual are unsheltered in the City of Petersburg. Whereas 54 persons are in shelters at any given time, 23 are unsheltered and unprotected on the City streets. However, the data also shows that 100% of homeless families with children are sheltered. This figure may be deceiving as it is difficult to pinpoint exactly how many homeless persons go homeless on any given night of the year and how many are unsheltered and undocumented.

The subpopulations displayed in Part 2 show that the majority of groups are sheltered, for the most part, except for the chronically homeless. Attention must be paid, and subsequent funding must be contributed, towards the progression of these individuals from emergency shelter, to transitional housing, to supportive, permanent housing. Parts 3 and 4 also display the need for the City to invest in additional beds in emergency shelters and lack of need for transitional shelters. Although the data doesn't show it, the need for permanent supportive housing is always necessary. The first step in halting this homeless pandemic is to show these individuals that there are viable options in permanent housing and a way out of homelessness.

The data reveals that although the City responds to the needs of the majority of persons who seek shelter, food, clothing, hygiene needs, or other basic survival needs, there remains a list of "turn aways" whose needs are not met because of a lack of resources to include food, bed space, and local or government funding to pay for basic necessities. Most of these "turn aways" are because of the make-up of the families asking for help, lack of financial assistance for addressing barriers to permanent housing such as substance abuse issues, credit problems, lack of jobs, and criminal history, not because of lack of emergency shelter beds.

## Priority Homeless Needs

- 1. Using the results of the Continuum of Care planning process, identify the jurisdiction's homeless and homeless prevention priorities specified in Table 1A, the Homeless and Special Needs Populations Chart. The description of the jurisdiction's choice of priority needs and allocation priorities must be based on reliable data meeting HUD standards and should reflect the required consultation with homeless assistance providers, homeless persons, and other concerned citizens regarding the needs of homeless families with children and individuals. The jurisdiction must provide an analysis of how the needs of each category of residents provided the basis for determining the relative priority of each priority homeless need category. A separate brief narrative should be directed to addressing gaps in services and housing for the sheltered and unsheltered chronic homeless.**
- 2. A community should give a high priority to chronically homeless persons, where the jurisdiction identifies sheltered and unsheltered chronic homeless persons in its Homeless Needs Table - Homeless Populations and Subpopulations.**

### **3-5 Year Strategic Plan Priority Homeless Needs response:**

1. The issue of homelessness impacts Petersburg in a manner similar to urbanized areas in the nation. Homelessness services and programs are primarily administered through a private non-profit corporation that receives partial funding from local government (through the CDBG program). In this case, funding is funneled through the District 19 Continuum of Care lead by the United Way of Greater Richmond and Petersburg. In the past, the focus has been on the support and development of emergency shelters and transitional housing which has been a huge success.

However, what the City needs is the support and funding for permanent supportive housing. There is a lack of support for such housing options that leave the hardest to serve populations on the street – the chronic homeless population that's suffering from substance abuse and/or mental health issues - that constantly cycle in and out of emergency shelters and abuse the public service system, in turn costing the public.

The area could definitely use more funding for the building and rehabilitation of affordable housing and increasing the housing stock, as well as funding focused on prevention and rapid re-housing. Supplemental funding could be used to assist those in crisis with rent/mortgage, utilities, bad credit, etc., which are severe barriers to obtaining and maintaining housing.

For those persons that have chosen to be homeless, the answer is not more emergency shelters. This problem would be better addressed through permanent supportive housing since most of these people are dealing with substance abuse and/or mental health issues that are barriers to maintaining housing and becoming stable. It would cost less to the system to invest up front.

## Homeless Inventory (91.210 (c))

The jurisdiction shall provide a concise summary of the existing facilities and services (including a brief inventory) that assist homeless persons and families with children and subpopulations identified in Table 1A. These include outreach and assessment, emergency shelters and services, transitional housing, permanent supportive housing, access to permanent housing, and activities to prevent low-income individuals and families with children (especially extremely low-income) from becoming homeless. The jurisdiction can use the optional Continuum of Care Housing Activity Chart and Service Activity Chart to meet this requirement.

### 3-5 Year Strategic Plan Homeless Inventory response:

Please refer to the attached "District 19 Housing and Community Services" for an inventory of the City's and area's current facilities and services.

## Homeless Strategic Plan (91.215 (c))

1. **Homelessness**— Describe the jurisdiction's strategy for developing a system to address homelessness and the priority needs of homeless persons and families (including the subpopulations identified in the needs section). The jurisdiction's strategy must consider the housing and supportive services needed in each stage of the process which includes preventing homelessness, outreach/assessment, emergency shelters and services, transitional housing, and helping homeless persons (especially any persons that are chronically homeless) make the transition to permanent housing and independent living. The jurisdiction must also describe its strategy for helping extremely low- and low-income individuals and families who are at imminent risk of becoming homeless.
2. **Chronic homelessness**—Describe the jurisdiction's strategy for eliminating chronic homelessness by 2012. This should include the strategy for helping homeless persons make the transition to permanent housing and independent living. This strategy should, to the maximum extent feasible, be coordinated with the strategy presented Exhibit 1 of the Continuum of Care (CoC) application and any other strategy or plan to eliminate chronic homelessness. Also describe, in a narrative, relationships and efforts to coordinate the Conplan, CoC, and any other strategy or plan to address chronic homelessness.
3. **Homelessness Prevention**—Describe the jurisdiction's strategy to help prevent homelessness for individuals and families with children who are at imminent risk of becoming homeless.
4. **Institutional Structure**—Briefly describe the institutional structure, including private industry, non-profit organizations, and public institutions, through which the jurisdiction will carry out its homelessness strategy.

- 5. Discharge Coordination Policy—Every jurisdiction receiving McKinney-Vento Homeless Assistance Act Emergency Shelter Grant (ESG), Supportive Housing, Shelter Plus Care, or Section 8 SRO Program funds must develop and implement a Discharge Coordination Policy, to the maximum extent practicable. Such a policy should include “policies and protocols for the discharge of persons from publicly funded institutions or systems of care (such as health care facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent such discharge from immediately resulting in homelessness for such persons.” The jurisdiction should describe its planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how the community will move toward such a policy.**

**3-5 Year Homeless Strategic Plan response:**

1. The City’s strategy for developing a system to address homelessness and the priority needs of homeless persons is to continue to participate in and actively support the District 19 Continuum of Care approach. This comprehensive approach will assist the City and its homeless service providers (both public and non-profit) to continually identify any gaps in the local system of services as well as develop a higher level of coordination than which currently exists between the City and its service providers.
2. In order to address chronic homelessness, the City needs the support and funding for permanent supportive housing. There is a lack of support for such housing options that leave the hardest to serve populations on the street – the chronic homeless population that’s suffering from substance abuse and/or mental health issues - that constantly cycle in and out of emergency shelters and abuse the public service system, in turn costing the public.

The area needs more funding for the building and rehabilitation of affordable housing and increasing the housing stock, as well as funding focused on prevention and rapid re-housing. Supplemental funding could be used to assist those in crisis with rent/mortgage, utilities, bad credit, etc., which are severe barriers to obtaining and maintaining housing.

3. The following strategies will be followed by the City over the course of this planning period in order to prevent homelessness:
  - Create a “one-stop” comprehensive service center for the homeless and other in-need individuals to receive a variety of social services such as health care, substance abuse and mental health counseling, employment referrals, and referrals to local shelter providers.
  - Continue the maintenance and support for emergency shelters in order to prevent illness or death due to exposure to the elements.
  - Continue to support and expand the long-term structured shelter program which provides shelter for up to thirty (30) days during which a service plan is developed for each individual. Also, a variety of services are provided including housing, employment, and social services referrals.
  - Continue to support transitional housing which allows residents additional time to either resolve credit problems, wait for public housing or a Section 8 voucher, and/or build savings in order to secure permanent housing.
  -

- Promote and develop affordable rental housing for the homeless. Attempt to create efficiency units with extremely low rental rates. This type of housing will create a form of permanent, safe, and sanitary housing as well as a structured lifestyle, a safe environment, and independence.
4. The City's institutional structure for carrying out its homelessness strategy is to continue to participate in and actively support the District 19 Continuum of Care approach. This comprehensive approach involves numerous localities within the Crater District region as well as a multitude of service providers (both public and non-profit) to continually identify any gaps in the local system of services as well as develop a higher level of coordination than which currently exists between the City and its service providers. Constant communication and informational sessions are held to ensure that all members are up to date on the most recent issues and funding opportunities.
  5. N/A.

### **Emergency Shelter Grants (ESG)**

**(States only) Describe the process for awarding grants to State recipients, and a description of how the allocation will be made available to units of local government.**

**3-5 Year Strategic Plan ESG response:**

N/A.

## COMMUNITY DEVELOPMENT

### Community Development (91.215 (e))

\*Please also refer to the Community Development Table in the Needs.xls workbook

1. Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), - i.e., public facilities, public improvements, public services and economic development.
2. Describe the basis for assigning the priority given to each category of priority needs.
3. Identify any obstacles to meeting underserved needs.
4. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

#### 3-5 Year Strategic Plan Community Development response:

1. The priority non-housing community development needs eligible for assistance using CDBG funds that are intended to improve the neighborhood and living conditions of low and moderate income residents are generally as follows:

- Improve infrastructure and public facilities;
- Reduce the elements of blight and conditions that foster blight in existing underserved neighborhoods;
- Support programs and activities that enrich the lives of the young and the elderly;
- Support programs that address special needs populations;
- Support the LISC Strategic Investment Plan/Strategy

2. Priority is given to the area of needs identified above on the following basis. The infrastructure of the older portion of the city, which includes Census Tracts 8101 through 8109 all of which are designated as Qualified Census Tracts, is the oldest and is highly subject to failure, service disruption, lead tainted water service lines and in some cases obsolete design is in need of systematic replacement and rehabilitation to better serve the needs of its majority low and moderate income population. Additionally, the ability to support new and redevelopment in the older portion of the city is negatively impacted by the presence of aging infrastructure. The lack of adequate public facilities such as, but not limited to community/neighborhood center, properly designed and equipped recreation facilities and parks creates difficulty with the delivery of public services and the maintenance of a good quality of life at the neighborhood level. The presence of blight and conditions that foster blight deter neighborhood uplift and

reinvestment, while adversely affecting the health and welfare of current residents.

3. Obstacles present that hamper the ability of the community to address identified areas of need include:

Limited fiscal resources available for appropriation on a timely basis;

The dearth of "shovel ready" engineered infrastructure improvement plans to readily support funding requests and provide incentives for reinvestment in underserved, deteriorating neighborhoods;

The dearth of neighborhood/small area plans specifically designed to guide the implementation of rehabilitation/redevelopment action, and assure the sustainability and positive growth and development in traditionally underserved neighborhoods/communities.

4. It is the intent of the City of Petersburg to facilitate the improvement of the neighborhood environment for its citizenry and visitors as well as to provide and maintain appropriate facilities for community services and activities. The objectives in this area include:

- Review infrastructure standards to identify if such standards are excessive and adjust as appropriate.
- Empower neighborhood groups through mini-grants in order to improve the opportunities in each neighborhood and the quality of life for its residents.
- Continue to develop neighborhood associations / civic groups / organizations and the promotion of community involvement and empowerment.
- Develop neighborhood plans for traditionally underserved areas. Such plans to address infrastructure needs to assure the sustainability and positive growth and development of the neighborhood by improving infrastructure.
- Continue to expand the existing Community Policing Program in additional underserved neighborhoods in order to facilitate better communications among police and citizens, suppress criminal activity, and enhance neighborhood livability.
- Continue expanding upon the provision of job training and related services for underserved populations and offering loan programs for businesses that meet identified needs and/or create additional sustainable jobs.

## **Antipoverty Strategy (91.215 (h))**

1. **Describe the jurisdiction's goals, programs, and policies for reducing the number of poverty level families (as defined by the Office of Management and Budget and revised annually). In consultation with other appropriate public and private agencies, (i.e. TANF agency) state how the jurisdiction's goals, programs, and policies for producing and preserving affordable housing set forth in the housing component of the consolidated plan will be coordinated with other programs and services for which the jurisdiction is responsible.**

2. **Identify the extent to which this strategy will reduce (or assist in**

**reducing) the number of poverty level families, taking into consideration factors over which the jurisdiction has control.**

**3-5 Year Strategic Plan Antipoverty Strategy response:**

1. The City of Petersburg is undoubtedly supportive of the need to give priority to programs that assist families and individuals to rise above poverty levels. To the extent that resources (existing and future) are available, existing services will be continued and new services made available for this purpose. In order to make housing more affordable to poverty-stricken families and individuals, various social services are available in order to supplement that family's or individual's income stream. The Petersburg Department of Social Services and several regional social service agencies and organizations currently administer programs such as Head Start, Temporary Assistance for Needy Families (TANF), Workforce Investment Act (WIA) activities, Family Self-Sufficiency (FSS) Programs, Virginia Initiative for Employment not Welfare (VIEW), Medicaid/FAMIS, Auxiliary Grant Programs, assisted child care, crisis intervention for populations with special needs, downpayment assistance, and financial counseling. These numerous programs and activities will assist those in most dire need of obtaining decent, safe, and sanitary affordable housing.
2. It is difficult for the City of Petersburg to have any direct control on the income levels or levels of participation in any of the aforementioned social services programs for those who are eligible. Whereas most families and individuals in need are receptive to these programs, there are others that refuse them in an effort to be self-sufficient and self-reliant. In any case, the City will do its best to coordinate with regional agencies in encouraging its citizens to participate in these programs to reduce the number of poverty-level families and individuals.

**Low Income Housing Tax Credit (LIHTC) Coordination (91.315 (k))**

1. **(States only) Describe the strategy to coordinate the Low-income Housing Tax Credit (LIHTC) with the development of housing that is affordable to low- and moderate-income families.**

**3-5 Year Strategic Plan LIHTC Coordination response:**

N/A

## NON-HOMELESS SPECIAL NEEDS

### Specific Special Needs Objectives (91.215)

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

#### 3-5 Year Non-homeless Special Needs Analysis response:

1. Over the next five-year period, the priorities of the Non-Homeless Special Needs including HOPWA will attempt to alleviate the gap that exists between the following needs: provide for the elderly twelve (12) housing units, the frail elderly fourteen (14) housing units, persons with severe disabilities nineteen (19) housing units, persons with development disabilities four (4) housing units, physically disabled twenty-eight (28) housing units, alcohol/drug addicted individuals eighty-nine (89) housing units, and persons with HIV/AIDS nine (9) housing units.
2. Resource funds, whether they are derived from the City's Department of Social Services, District 19 CSB, HUD, or elsewhere, will be focused towards the rehabilitation of existing units as well as the creation of additional units if necessary. Depending on when funds become available, if at all, they will be expended to uphold the goals and objectives noted above.

### Non-homeless Special Needs (91.205 (d) and 91.210 (d)) Analysis (including HOPWA)

\*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

1. Estimate, to the extent practicable, the number of persons in various subpopulations that are not homeless but may require housing or supportive services, including the elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction, victims of domestic violence, and any other categories the jurisdiction may specify and describe their supportive housing needs. The jurisdiction can use the Non-Homeless Special Needs Table (formerly Table 1B) of their Consolidated Plan to help identify these needs.  
\*Note: HOPWA recipients must identify the size and characteristics of the population with HIV/AIDS and their families that will be served in the metropolitan area.
2. Identify the priority housing and supportive service needs of persons who are not homeless but may or may not require supportive housing, i.e., elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction by using the Non-homeless Special Needs Table.

3. **Describe the basis for assigning the priority given to each category of priority needs.**
4. **Identify any obstacles to meeting underserved needs.**
5. **To the extent information is available, describe the facilities and services that assist persons who are not homeless but require supportive housing, and programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing.**
6. **If the jurisdiction plans to use HOME or other tenant based rental assistance to assist one or more of these subpopulations, it must justify the need for such assistance in the plan.**

**3-5 Year Non-homeless Special Needs Analysis response:**

1. The attached Non-Homeless Special Needs chart shows a very healthy gap in what is needed and provided in the City. Estimates are given for the number of persons in various subpopulations that are not homeless but may require housing or supportive services.
2. The needs of this group center around personal needs. The City, by being in a central location near several hospitals, mental health facilities, and substance abuse centers, receives a high number of clients that are brought in from other areas of the state. After receiving treatment or while currently receiving care, some clients choose not to return to their former settings where service delivery is not as available as in the City and Crater District region. While there is a healthy gap in what is needed and provided in the City, those individuals suffering from substance abuse face the most difficulty in finding housing due to the fact that substance abuse centers are not found in most parts of the state. Also, the stigma of being characterized as a former abuser may add to the additional burden of finding housing.
3. Elderly, frail elderly, the developmentally disabled, and physically disabled receive a higher priority in funding for City projects, especially for groups applying for funding in the CDBG program. These priorities are determined by a constant outpouring of citizens and agency officials who come before the appropriate Board(s) and express the needs and lack of resources to aid individuals in that subpopulation.
4. The obstacles in meeting this group's needs include service providers that are qualified to handle the needs and stresses of each subpopulation, affordable housing to place these individuals in after treatment, the lack of any funding to support permanent housing for these individuals, and the lack of a concentrated effort to provide outreach and services.
5. Between the District 19 Community Services Board (CSB) and several regional non-profit organizations, local groups bring a service delivery to individuals needs supportive housing services. These groups pull together a network that provides attentive services to this population.

6. N/A.

## **Housing Opportunities for People with AIDS (HOPWA)**

\*Please also refer to the HOPWA Table in the Needs.xls workbook.

- 1. The Plan includes a description of the activities to be undertaken with its HOPWA Program funds to address priority unmet housing needs for the eligible population. Activities will assist persons who are not homeless but require supportive housing, such as efforts to prevent low-income individuals and families from becoming homeless and may address the housing needs of persons who are homeless in order to help homeless persons make the transition to permanent housing and independent living. The plan would identify any obstacles to meeting underserved needs and summarize the priorities and specific objectives, describing how funds made available will be used to address identified needs.**
- 2. The Plan must establish annual HOPWA output goals for the planned number of households to be assisted during the year in: (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. The plan can also describe the special features or needs being addressed, such as support for persons who are homeless or chronically homeless. These outputs are to be used in connection with an assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.**
- 3. For housing facility projects being developed, a target date for the completion of each development activity must be included and information on the continued use of these units for the eligible population based on their stewardship requirements (e.g. within the ten-year use periods for projects involving acquisition, new construction or substantial rehabilitation).**
- 4. The Plan includes an explanation of how the funds will be allocated including a description of the geographic area in which assistance will be directed and the rationale for these geographic allocations and priorities. Include the name of each project sponsor, the zip code for the primary area(s) of planned activities, amounts committed to that sponsor, and whether the sponsor is a faith-based and/or grassroots organization.**
- 5. The Plan describes the role of the lead jurisdiction in the eligible metropolitan statistical area (EMSA), involving (a) consultation to develop a metropolitan-wide strategy for addressing the needs of persons with HIV/AIDS and their families living throughout the EMSA with the other jurisdictions within the EMSA; (b) the standards and procedures to be used to monitor HOPWA Program activities in order to ensure compliance by project sponsors of the requirements of the program.**

**6. The Plan includes the certifications relevant to the HOPWA Program.**

**3-5 Year Strategic Plan HOPWA response:**

N/A.

### **Specific HOPWA Objectives**

**1. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.**

**3-5 Year Specific HOPWA Objectives response:**

N/A.

## **OTHER NARRATIVE**

**Include any Strategic Plan information that was not covered by a narrative in any other section.**

N/A.