

HUD FY 2012-FY 2016

STRATEGIC PLAN



DRAFT

**HUD FY 2012 – FY 2016 Strategic Plan
for Housing and Community Development**

and

FY 2012 – FY 2013 Annual Plan

City of Harrisonburg, VA

**City of Harrisonburg
HUD FY 2012 – FY 2016 Strategic
Plan**

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Five-Year Strategic Plan

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

Name of Jurisdiction: City of Harrisonburg, VA
CP Time Period: HUD FY 2012 – FY 2016

GENERAL

EXECUTIVE SUMMARY

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

Purpose of the Consolidated Plan

The City of Harrisonburg receives funding annually from the U.S. Department of Housing and Urban Development under the Community Development Block Grant (CDBG) Program. One of the requirements for receiving these funds is the development of a five-year Consolidated Plan for Housing and Community Development (CP) to provide policy direction concerning CDBG funding decisions over the next five years.

This HUD FY 2012-FY 2016 CP corresponds to the next five fiscal years, which begin July 1, 2012, and end June 30, 2017. The primary federal funding resource in the CP is the Community Development Block Grant (CDBG) Program. The primary objective of this program is to develop viable urban communities by providing decent housing, a suitable living environment, and economic opportunities, principally for persons of low and moderate income levels. Funds can

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be used for a wide array of activities, including housing rehabilitation, homeownership assistance, lead-based paint detection and removal, construction or rehabilitation of public facilities and infrastructure, removal of architectural barriers, public services, rehabilitation of commercial or industrial buildings and loans or grants to businesses.

Focus of the Plan

As required by the federal government, the identification of needs and the adoption of strategies to address those needs must focus primarily on low- and moderate-income (LMI) individuals and households. The CP must also address the needs of persons with “special needs” such as the elderly, persons with disabilities, large families, single parents, homeless individuals and families and public housing residents. The CP identifies housing, homeless, community and economic development needs and resources, while providing a strategic plan to address those needs in accordance with community priorities.

In developing the CP, the City of Harrisonburg has used census data, housing market data, published plans and studies, and information provided by a variety of local agencies who serve low and moderate income clients, including homeless individuals and families.

Citizen Participation and Agency Consultation

The City of Harrisonburg made the decision to encourage a high level of agency consultation for this CP to demonstrate a commitment to (a) identifying priority needs and (b) engaging public agencies and non-profit organizations in a productive and collaborative manner. The focus of the public agencies and private non-profit organizations consulted is the provision of affordable housing and human services to low and moderate income (LMI) households and persons, including persons with disabilities, homeless individuals and families, and persons with special needs.

In order to solicit participation of stakeholder agencies and organizations, the city conducted a series of focus group sessions and asked stakeholders to complete written questionnaires to provide data on special needs populations such as the elderly, youth, persons with HIV/AIDS, Section 8 tenants, persons with disabilities and the homeless.

The series of opportunities for public engagement during the preparation of the CP is detailed in full in the Citizen Participation section of the CP. Citizens were invited to attend public meetings and submit written comments on the draft CP.

Priority Needs and Strategies

Harrisonburg 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

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income, particularly those with extremely low incomes (less than 30% of area median income), are particular 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. The following needs address this priority:

- The provision and maintenance of affordable housing
- Investment in community development activities in lower-income and deteriorating neighborhoods and in facilities that serve lower-income populations, and
- Supportive services to special needs populations and homeless persons

By focusing on these needs, the city seeks to address community concerns such as:

- A need for suitable affordable housing for the lowest-income residents
- Programs that improve community facilities and services, particularly in low-income areas
- A network of shelter, housing and support services to prevent homelessness, move the homeless to permanent housing and independence and eliminate chronic homelessness
- Programs that promote economic development, create jobs and increase the job skills level of potential employees, and
- Supportive services that increase the ability of seniors, persons with disabilities and others with special needs to live independently and avoid institutions.

The CP requires the City to specifically address needs and proposed strategies in three areas: housing, homelessness and community development.

Housing Needs and Strategies

HUD regulations restrict CDBG assistance to households with incomes that are at or below 80% of the area median income. Over the next five years, the City intends to allocate a total of \$700,000 (\$140,000/year) for loan debt service reduction incurred for the rehabilitation of 40 units of low income housing at Harrison Heights, a Section 8 project-based development managed by the Harrisonburg Redevelopment and Housing Authority (HRHA).

Over the next five years, the City hopes to achieve the following goals and objectives to address its housing needs and affirmatively further fair housing:

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Goal I: Increase supply of affordable housing for LMI households

Objective A: The City of Harrisonburg intends to allot \$140,000 of its annual CDBG allocation for each of the next five years for debt servicing for the renovation of Harrison Heights (DH-2).

Proposed Accomplishments and Outcomes: Five years of debt servicing obligations fulfilled.

Goal II: Increase the rate of homeownership among LMI households

Objective A: The City may apply for State HOME funds through the Central Shenandoah Planning District Commission to use for down payment assistance. If State HOME funds are received, by 2017, the City of Harrisonburg hopes to have assisted 2-5 low- and moderate-income (LMI) households in purchasing a new home (DH-2)

Proposed Accomplishments and Outcomes: The City hopes to assist 2-5 LMI households to become homebuyers.

Goal III: Promote physically accessible housing for those with disabilities through partnerships with nonprofits and other appropriate agencies

Objective A: Over the next five years, work with partners to produce 5-10 housing units that will be accessible or adaptable for persons with disabilities (DH-1)

Proposed Accomplishments and Outcomes: 5-10 housing units that will be accessible to or adaptable for persons with disabilities.

Homeless Needs and Strategies

The City of Harrisonburg participates in the Harrisonburg/Rockingham County Continuum of Care (Coc). The Coc prepared a Ten-Year Plan to end Homelessness in Harrisonburg and Rockingham County (TYP). This plan contains numerous goals, objectives and strategies for preventing and eliminating homelessness in the Harrisonburg area. The City supports the Coc's efforts to implement the TYP. However, due to the City's limited CDBG funds, the City's participation in the implementation of this TYP will be restricted to allocating CDBG funds to support organizations and agencies that serve the needs of the homeless.

The City's goals and objectives for addressing the needs of the homeless over the next five years are:

Goal I: Improve the quality for life for homeless individuals and families by providing funds to public service agencies that serve the homeless population.

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Objective A: The City will allocate CDBG funds to 2-4 agencies that provide supportive services that address the needs of the homeless population.

Goal II: Continue to participate in the Harrisonburg/Rockingham County Continuum of Care.

Objective A: Support efforts to implement the Harrisonburg/Rockingham County Ten-Year Plan to End Homelessness

Goal III: Improve the quality of life for homeless individuals and families by providing funds to improve homeless facilities

Objective A: The City will allocate CDBG funds to 1-2 agencies that provide shelter to homeless individuals and families.

Community Development Needs and Strategies

Harrisonburg is primarily concerned with stabilizing and revitalizing its LMI neighborhoods and improving economic opportunities that provide living-wage jobs. During the next five years, Harrisonburg's non-housing community development activities will include the following:

Goal I: Improve the quality of life in low- and moderate-income neighborhoods through infrastructure and public facilities improvements, and spot demolition.

Objective A: The City will fund 2-3 infrastructure or public facilities improvements annually for streets, sidewalks, sewers, recreational facilities, etc. Investments will be targeted and coordinated to achieve the maximum public benefit. (SL-3)

Objective B: The City may demolish 1-5 vacant buildings in LMI areas over the next five years to prevent blighting influences. (SL-3)

Goal II: Improve economic opportunities for LMI residents by fostering and maintaining partnerships and initiatives that provide living-wage jobs and job training

Objective A: The City will use general funds annually to provide direct financial assistance to at least 2-4 small business interests through the Small Business Loan Program, and the City will research the possibility of utilizing CDBG funds to create a separate micro-lending program to promote small business development to benefit LMI residents. (EO-1)

Objective B: The City will foster and maintain partnerships and initiatives that provide living-wage jobs and job-training opportunities that benefit at least

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- 5-10 persons annually and that encourage a linkage between the job training recipients and City employers. (EO-1)

Goal III: Support public services that address the housing and community development needs of LMI residents, especially extremely low-income persons.

Objective A: The City will provide CDBG funding for 2-5 public services annually to meet the needs of LMI residents and special needs populations. (SL-3)

Non-Homeless Special Needs and Strategies

The City of Harrisonburg benefits from a strong regional network of public, private and non-profit housing and human services providers that serves the area's special needs populations. Over the next five years, the City intends to earmark up to 15% of its annual CDBG allocations to support housing and human services providers.

Funding to Implement the Plan

The primary resource available to implement the Consolidated Plan is the CDBG entitlement program. CDBG is a flexible funding source for a variety of activities. However, in recent years, the City of Harrisonburg has experienced substantial reductions in federal CDBG funding. The loss of federal funding effectively precludes the City from providing CDBG funds for any housing activity other than the intended \$140,000 annual allocation for loan debt service reduction for the rehabilitation of the units at Harrison Heights. This debt service payment is almost 30% of the City's annual CDBG allocation. Another 20% of the annual allocation is earmarked for program administration. That leaves approximately one-half of the City's CDBG funds available to address all other housing and community development needs. Currently, the City plans to allocate up to 15% of its CDBG funds for public services, with the remaining funds being used to address all other needs, e.g., infrastructure, public facilities and recreation facility improvements. With the fixed earmarks for debt service reduction and program administration, further reductions in the City's annual CDBG allocation will need to be at the expense of funding for infrastructures, public facilities and recreation facilities improvements and public services.

The City of Harrisonburg will continue to use its general funds to address housing and community development needs. It will also continue to attempt to identify other public and private funding sources to address these needs. Further, the City will support the efforts of local organizations that pursue funding for these purposes.

Evaluation of Past Performance

The past performance of the City of Harrisonburg in the administration and implementation of the CDBG program has fulfilled the intent of the federal legislation creating this program. The

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following is a summary of grantee past performance as reported to HUD in the City's 2010-2011 Consolidated Annual Performance and Evaluation Report (CAPER).

The City of Harrisonburg received \$583,140 in Community Development Block Grant (CDBG) funds for CDBG fiscal year (FY) 2010-2011. Additionally, \$8,925.68 was added to this amount from previous year's funding that had not been allocated. This brought the total of funding to be allocated to \$592,065.68. These funds were allocated to several programs directed to meet specific goals identified by the public, including housing and property improvements, public facilities, and public services. Funds were also used for administration of the programs.

The following is an abbreviated list of activities undertaken by the City in 2010-2011. A more complete accounting of City activities is contained in the City's 2010-2011 Consolidated Annual Performance Evaluation Report (CAPER).

Administration activities included the following:

1. \$116,628 was granted for the oversight and implementation of all CDBG-funded programs, including assessment and planning, agreement negotiations and execution, general program administration, monitoring, and evaluation.

Housing and Property Improvements activities included the following:

1. \$140,000 was granted to the Harrisonburg Redevelopment and Housing Authority (HRHA) to finance a debt service for rehabilitation of 40 units of Section 8 project-based housing. This project has 100% LMI benefit.
2. \$10,000 was granted to the Mercy House to install Safe-T-Elements at four homeless housing facilities. This project has 100% LMI benefit.
3. \$10,000 was granted to Valley Associates for Independent Living (VAIL) for home accessibility modifications. This project has 100% LMI benefit.

Community & Public Facilities activities included the following:

1. \$27,569 was granted to Public Utilities for a sanitary sewer rehabilitation project on E. Wolfe St. This project is located in tract 100, group 2 which is 64% LMI. The project meets the objective of providing a suitable living environment by paying for water and sewer improvements.
2. \$59,513 was granted to Public Utilities for a sanitary sewer rehabilitation project on Hill and E. Gay Streets. This project is located in tract 100, group 2 which is 70.2% LMI. The project meets the objective of providing a suitable living environment by paying for water and sewer improvements.
3. \$147,000 was granted to Public Works for sidewalk work on West Washington Street. This project met the objective of providing a suitable living environment by paying for

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street, sidewalk and traffic control improvements in designated LMI areas. This is in census tract 400, group 1, which is 52% LMI.

4. \$16,000 was granted to Parks and Recreation for the installation of a security Camera System at Westover Parking Lot. The project serves the entire city, which is 52.4% LMI. The project meets the objective of providing a suitable living environment by upgrading or adding new playground and recreational facilities at existing parks, playgrounds, child care facilities, or recreation centers in low to moderate income census tracts.
5. \$17,000 was granted to Parks and Recreation for the installation of a security Camera System at Westover Pool and the Gilkerson Community Center. This project serves the entire City, which is 52.4% LMI. The project meets the objective of providing a suitable living environment by upgrading or adding new playground and recreational facilities at existing parks, playgrounds, child care facilities, or recreation centers in low to moderate income census tracts.

Public Service activities included the following:

1. \$10,000 was granted to the IHHS Homeless Suitcase Clinic for medical care at homeless shelters. This activity addresses the high priority community development public service need for health care services. This activity served 21 individuals and did not reach its goal of 100 units due to a slower than expected start to this new organization. This project has a 100% LMI benefit.
2. \$10,000 was granted to The Arc for the addition of a handicapped accessible door at the entry to their Op Shop program. This project addressed both the high priority community development public service need for adult disabled services and the high priority special need for developmentally disabled housing needs. This project had a 100% LMI benefit.
3. \$7,200 was granted to Big Brothers and Big sisters of Harrisonburg and Rockingham County. This project addressed medium priority community development public service need for youth services. Big Brothers and Big Sisters of Harrisonburg and Rockingham County assisted 708 individuals, but did not meet its goal of 863 individuals due to a slowing of the expected growth rate of the organization. This project is on track to serve more than 51% LMI individuals.
4. \$10,000 was granted to Valley Program for Aging Services for their Meals on Wheels program. This project addressed the medium priority community development public service need for senior services. This project completed 35 actual units; 30 units were expected, so this project exceeded its goal. This project has a 100% LMI benefit.
5. \$8,655 was granted to NewBridges Immigrant Assistance. This project addressed the high priority community development public service need for family self-sufficiency. NewBridges was able to use CDBG funding to assist 84 individuals, 12 more than their target goal of 72 individuals.

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In addition to the actions listed above, the City took the following actions to affirmatively further fair housing:

1. The City CDBG staff worked with HRHA in planning for the expansion of affordable housing units through the purchase and renovation of nine (9) separate properties and a total of 25 living units.
2. In the summer of 2010, City officials updated the City's Comprehensive Plan, which includes plans for fair housing.
3. In September 2010, City CDBG staff attended training in Davenport, IA, and among the topics covered were the statutory requirements of Furthering Fair Housing as it relates to the CDBG program.
4. In August 2011, CDBG staff began the bidding process to bring in a consultant to prepare a new Analysis of Impediments to Fair Housing for the City.
5. City CDBG staff are collaborating with HRHA staff to conduct a Fair Housing seminar for both non-profit and private sector providers in the Fall of 2011.
6. CDBG staff is currently working on modifying educational materials regarding fair housing choices, for distribution throughout the City.

Overall, the City has been pleased with the funded CDBG programs and their ability to meet their anticipated goals. The goals accomplished do seem to directly address the needs and objectives in the Consolidated Plan and Action Plan. A few projects are behind schedule, but the City sees the program as successful, and estimates that all of the 2010-2011 funds should be spent by June 2012.

At this time, the following non-City agencies still have funding to spend: VAIL (\$938.27 from '09 year and \$10,000 from '10 year); Big Brothers, Big Sisters (\$4,475.14 from '10 year); Mercy House (\$562.80 from '10 year); and NewBridges (\$6,623.67 from '10 year). The City projects that remain open are Administration (\$113,941.91 from '10 year); Hill St. Sanitary Sewer Rehab (\$27,569.68 from 10 year); Westover Parking Lot Camera (\$16,000 from '10 year); Westover Pool Security System (\$17,000 from '10 year); E. Wolf St. Sanitary Sewer Rehab (\$59,513 from '10 year); Green St. Sanitary Sewer Rehab (\$12,075 from '10 year); Handicapped Accessible Door at Activities Center (\$1,596.81 from '10 year); and West Washington St. Sidewalks (\$106,630.21 from '10 year). All other remaining funding from completed projects has been redirected towards other projects in the 2011 CDBG year that meet LMI criteria.

To date, all grant disbursements from HUD and subsequently from the City to its subrecipients have been completed in a timely manner. The City has developed a way to process and track all subrecipient grant reimbursements, coordinating this process with the City's existing financial

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management system. This system has proved very effective. The main difficulty staff is experiencing now is managing a multitude of Action Plan Amendments in a way that makes tracking financial progress simple. Sometimes this is difficult to reconcile with IDIS.

The City's CDBG funds have been used exclusively to address HUD's three national objectives. Additionally, all CDBG funds expended to date have addressed the LMI national objective, and the City anticipates a 100% LMI benefit when all 2010-2011 CDBG funds are spent.

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:

The City of Harrisonburg will build strong, accessible, healthy neighborhoods with safe streets and thriving economies so that all individuals and families have an opportunity to attain and maintain, to the best of their abilities, independent, self-sufficient lives. The City will protect and enhance the health, safety, and general welfare of its citizens, and seek to address their community development needs, concerns, and problems.

MANAGING THE PROCESS

CONSULTATION 91.200(B)

1. 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.

The lead agency for the development of the Consolidated Plan was the City of Harrisonburg Office of the City Manager.

Major public agencies and private agencies responsible for administering programs covered by the CP include the following:

- City of Harrisonburg Office of the City Manager
- Harrisonburg Redevelopment and Housing authority
- Mercy House Homeless Shelter
- Valley Associates for Independent Living (VAIL)
- Harrisonburg and Rockingham Thermal Shelter (HARTS)
- Central Valley Habitat for Humanity
- Arc of Harrisonburg and Rockingham County
- New Bridges Immigrant Resource Center
- Department of Health and Social Services
- Our Community Place
- Community Resource Center
- Salvation Army
- Valley AIDS Network
- First Step
- Blue Ridge Legal Services
- Skyline Literacy
- Harrisonburg/Rockingham County Continuum of Care

2. Identify agencies, groups, and organizations that participated in the process. This should reflect consultation requirements regarding the following:

General §91.100 (a)(1) - Consult with public and private agencies that provide health services, social and fair housing services (including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, homeless persons) during the preparation of the plan.

Homeless strategy and resources to address homeless needs §91.100 (a)(2) – Consult with continuum of care, public and private agencies that address the housing, health, social services, victim services, employment, or education needs of low-income persons, homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) and persons at risk of homelessness; publicly funded institutions and systems of care that may discharge persons into homelessness (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and business and civic leaders.

Lead lead-based paint hazards §91.100 (a)(3) – Consult with State or local health and child welfare agencies and examine existing data related to lead-based paint hazards and poisonings.

Adjacent governments §91.100 (a)(4) -- Notify adjacent governments regarding priority non-housing community development needs.

Metropolitan planning §91.100 (a)(5) -- Consult with adjacent units of general local government, including local government agencies with metropolitan-wide planning responsibilities, particularly for problems and solutions that go beyond a single jurisdiction, i.e. transportation, workforce development, economic development, etc.

HOPWA §91.100 (b) -- Largest city in EMSA consult broadly to develop metropolitan-wide strategy for addressing needs of persons with HIV/AIDS and their families.

Public housing §91.100 (c) -- Consult with the local public housing agency concerning public housing needs, planned programs, and activities.

The City of Harrisonburg undertook a high level of agency consultation in an effort to demonstrate its commitment to (a) identifying priority needs and (b) engaging the participation of public and private agencies, non-profit organizations and other stakeholders in a positive and collaborative manner. A list of stakeholders was developed and included public and private agencies, nonprofit organizations and other stakeholders whose missions include the provision of affordable housing and human services to low and moderate income households and persons, homeless families and individuals, and those at risk of homelessness. These stakeholders were invited to participate in a series of focus group sessions and interviews.

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The first step in the process was a series of focus group sessions and interviews with key stakeholders identified by City staff. Prior to the meetings, questionnaires were mailed to the stakeholders to collect data on the populations served by each agency and nonprofit organization. Copies of the sample questionnaires are included in Appendix B.

During November 14-16, 2011, a team from Mullin & Lonergan Associates, Inc. met with stakeholders and focus groups in Harrisonburg to discuss affordable housing opportunities, homeless facilities and services, and possible impediments to fair housing within the City. Interviews were held on a daily basis with parties holding vested interests in improving all aspects of housing in Harrisonburg. Interviewees included representatives from the Harrisonburg City Manager's Office plus city planning, zoning, building, and public transportation departments; Harrisonburg Housing and Redevelopment Authority (the lead agency for the Harrisonburg/Rockingham Continuum of Care); fair housing advocates; health and human services providers; homeless assistance providers; advocacy organizations for persons with disabilities; and the president of the local association of Realtors. Interviews generally lasted an hour, during which attendees were encouraged to speak openly and to share their expertise.

The following comments represent a summary of the themes expressed by individuals and organizations during the CP consultation process. The comments are not listed in any particular order.

- CDBG staff will be sponsoring a pre-application workshop for the 2012 program year for the first time. They recognized the need for more assistance on the front-end of the process for local applicants.
- There is a large refugee population, mostly highly educated and more upper income.
- The home ownership rate in the City is very low due to the student renter population. The City wants to increase its ownership rate, especially for LMI households.
- James Madison University (JMU) has a direct impact on current housing conditions and demand. Student demand for rental housing, and their ability to pay for it, drives up the monthly rents for the entire rental market, thereby locking out many lower income families.
- In Harrisonburg, it is more a case of underemployment than unemployment.
- The Harrisonburg Redevelopment & Housing Authority (HRHA) no longer has public housing. Former public housing units have experienced substantial rehab and been converted to project-based voucher developments.
- HRHA has 800+ tenant-based vouchers and about 130 project-based vouchers.
- The City's Black population is decreasing while the Hispanic population is increasing.
- Former student housing is being converted to non-student family housing as new student housing is being built. This has resulted in non-student families moving into the older apartment units vacated by students.
- The only Section 8 tenants having difficulty locating units are those with poor rental histories or credit problems. It is rare for a Section 8 voucher holder to return a voucher due to not finding an affordable unit.

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- The last time the Section 8 waiting list was opened was in October 2010. In one day, 850 applications were received. With only 120 – 140 new lease-ups per year, the approximate waiting list time is five to seven years.
HRHA is the lead agency for homeless initiatives, acting as the Homeless Management Information System (HMIS) administrator.
- HRHA has applied to the Central Shenandoah Planning Commission (CSPC) for a Supportive Housing Program grant for the chronically homeless. HRHA wants to develop 18-24 units of PSH for the chronically homeless
- HRHA has a homeownership program offering forgivable loans, closing costs and down payment assistance, and bank partnering.
- Highly skilled refugees (doctors, engineers and architects) are performing manual labor and working on the poultry processing lines.
- The greatest obstacles for persons with Limited English Proficiency (LEP) are lack of finances, public transportation, and affordable rental units.
- Only four group home residences are known in the City. They receive very little objections from neighbors.
- The student population is encroaching into single family homes/neighborhoods, changing the nature of established neighborhoods and causing some neighborhoods to decline.
- Absentee landlords and the low rate of homeownership due to high rental student population are issues.
- Property owners of older rental units are not reinvesting in their buildings, thus causing a decrease in property values and providing less than desirable conditions for renters.
- Public transit in the City is geared mostly to the low-income, elderly and JMU students. City ridership includes 800 City resident passengers and 15,000 JMU student passengers each day and is increasing. The City transportation department is almost fully subsidized by a contract with JMU.
- Due to the economy, many people are losing houses or about to lose their homes; family structure is deteriorating.
- The Salvation Army reported that the need for the food pantry has increased threefold. In the last 23 months, many first-time people living paycheck-to-paycheck are seeking assistance.
- The Salvation Army's homeless shelter is full, and there is a need for transitional housing. There is no place for single individuals, or mothers with babies.
- Finding housing for persons with AIDS is difficult. There are no efficiencies available and places that rent single rooms (i.e., boarding homes) are unregulated.
- Colonnade, a new Low Income Housing Tax Credit project, has no vacancies and is not affordable for the lowest income populations in the City.
- There is a trend in domestic violence cases of evictions due to the fighting in the home. Clients of domestic violence abuse service providers need permanent housing, not just something temporary.
- There is also a lack of elderly housing; the community needs to be looking at the aging population.
- Some parents are stealing their children's identities in order to obtain housing with a clean credit history.

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- There is a great shortage of group home housing for people with disabilities, especially with new State regulations requiring smaller homes and limiting occupants to four people or less.
- Affordable housing is the greatest issue for people with disabilities.
- Habitat for Humanity has formally applied to the City for a fee waiver to lower construction costs and thereby facilitate the construction of more homes.
- There is a great lack of subsidized housing for the elderly. There is currently only one such property, with more disabled than elderly living in it.
- There are no assisted living facilities for persons with disabilities, particularly the low-income.
- There is a large inventory of 3+ bedroom units in the rental inventory due to student housing market

Lead-based paint hazards

As part of its Childhood Lead Poisoning Prevention Program, the Virginia Department of Health publishes an annual Surveillance Summary Report. The 2010 annual report listed just one child under six years of age in Harrisonburg with an elevated blood lead level.

Adjacent governments

Copies of the draft Consolidated Plan will be forwarded to Rockingham County for its review and comment.

Metropolitan planning

Copies of the draft Consolidated Plan will be forwarded to the Harrisonburg Rockingham Metropolitan Planning Organization and Central Shenandoah Planning District Commission for their review and comment.

HOPWA

Not applicable – The City of Harrisonburg does not receive HOPWA entitlement funds.

Public housing

The City of Harrisonburg has no public housing.

CITIZEN PARTICIPATION 91.200(B)

3. Based on the jurisdiction's current citizen participation plan, provide a summary of the citizen participation process used in the development of the consolidated plan. Include a description of actions taken to encourage participation of all its residents, including the following:
- low- and moderate-income residents where housing and community development funds may be spent;
 - minorities and non-English speaking persons, as well as persons with disabilities;
 - local and regional institutions, the Continuum of Care, and other organizations (including businesses, developers, non-profit organizations, philanthropic organizations, community and faith-based organizations);
 - residents of public and assisted housing developments and recipients of tenant-based assistance;
 - residents of targeted revitalization areas.

In October 2011, the City of Harrisonburg engaged the services of Mullin & Lonergan Associates to serve as consultant to the Consolidated Plan project. A project schedule was developed with the goal of submitting the approved CP to HUD on or before June 14, 2012.

As noted in the previous section, a series of focus group sessions and interviews with key stakeholders were held during the CP process. In addition to these group focus sessions and interviews, the City of Harrisonburg conducted two public meetings during the CP process to solicit additional public input.

A public meeting was held on Tuesday, January 10, 2012 at Harrisonburg Council Chambers to explain the CDBG program and CP process, and to get input on the types of projects to be funded. Approximately 20 residents attended. This meeting was publicized in the following ways:

- Advertised in the Daily News Record
- Listing on the City's website (www.harrisonburgva.gov)
- Public notices posted in the Municipal Building and public library

The following is a summary of the January 10, 2012 public meeting:

SUBJECT:

CDBG PUBLIC HEARING

**EXTRACT TAKEN FROM MINUTES OF
CITY COUNCIL MEETING HELD ON:**

**REGULAR MEETING
January 10, 2012**

Ande Banks, Director of Special Projects and Grants Management, stated that tonight's meeting would begin the public hearing followed by a 30-day public comment period for the

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Community Development Block Grants (CDBG) 2012-2013 Program to receive comments on funding priorities. Mr. Banks stated with the budget passed by Congress in December, the City received a preliminary estimate of \$478,000. Mr. Banks stated that CDBG is guided through a Strategic Plan, better known as the Consolidated Plan to help award applicants. Mr. Banks also stated that the City was currently developing & updating the CDBG Five-Year Strategic Plan with the aid of consultants. Mr. Banks reviewed the tentative schedule for the current year and highlighted an Informational Session to be held on January 12, 2012 and February 9, 2012 being the Grant Application Deadline.

Mayor Baugh closed the regular session and called the evening's first public hearing to order at 7:08 p.m. The following notice appeared in the Daily News-Record on January 2, 2012.

**PUBLIC HEARING NOTICE & REQUEST FOR PROPOSALS
CITY OF HARRISONBURG
COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM**

PUBLIC HEARING - The City of Harrisonburg will hold a public hearing on Tuesday, January 10, 2011 at 7:00 p.m. in the City Council Chambers, 409 South Main Street, in order to receive citizen input regarding funding priorities for the Community Development Block Grant (CDBG) Program. Citizen participation is essential to the City's involvement in the Federal Department of Housing & Urban Development's (HUD) CDBG Program. Citizen participation and comments on funding needs and priorities will assist the City in the development of the City's 2012-2013 Action Plan and the 2012-2016 Consolidated Plan. The Action Plan and Consolidated Plan serve as the City's guide for addressing overall community development and housing needs that will utilize the City's annual entitlement of CDBG funding available from HUD to meet those needs.

All citizens and organizations are invited to attend the public hearing to comment orally or in writing on funding needs and priorities. Questions regarding the grant program are also encouraged. The City of Harrisonburg will make reasonable accommodations and services necessary for sensory-impaired and disabled citizens at the public meeting. Additionally, translation services may be offered upon request and availability. Persons requiring such accommodations/services should contact the City at least three working days in advance of the meeting.

REQUEST FOR PROPOSALS – The City of Harrisonburg is requesting proposals from non-profit organizations, for-profit businesses and organizations, and government agencies for the 2012-2013 CDBG Program. The City's CDBG Program is funded by an annual entitlement from HUD. The entitlement amount for FY 12-13 has not yet been announced by HUD, but will likely be approximately \$488,106. Projects must meet all local and federal eligibility requirements, and eligible projects must meet one of HUD's three national objectives: 1) Low and Moderate Income Benefit, 2) Elimination of Slum and Blight, or 3) Urgent Need. Furthermore, eligible projects must address at least one of the objectives identified in the City's Consolidated Plan, which is currently being developed. City objectives in the past have included funding projects related to health care and dental services, housing, child care, transportation, sidewalks and pedestrian infrastructure, employment services and job creation/retention, homeless services, recreational services, services for the disabled, parks & playgrounds, and more. Specific

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objectives and eligibility requirements (including a listing of projects funded in previous years) are available on the City website or in the City Manager's Office.

All parties interested in applying for funding through this Program are *strongly* encouraged to attend the Public Hearing outlined above AND to contact Ande Banks prior to submitting an application, to ensure that the proposed project is eligible. The 2012-2013 CDBG Application package is available on the City website at www.harrisonburgva.gov. Applications are due no later than 12:00 pm on Thursday, February 19, 2011. Late applications will not be accepted.

Please contact Ande Banks at ande.banks@harrisonburgva.gov, or 540-432-8923 with questions. Written comments may also be mailed to Ande Banks, Director of Special Projects and Grants Management, 345 South Main Street, Harrisonburg, VA 22801.

Mayor Baugh called on anyone desiring to speak for or against the CDBG funding priorities for the 2012-2013 Program Year.

James "Bucky" Berry suggested that the money be used towards gang prevention within the Boys and Girls Club.

Michael Wong thanked Council for their great partnership and support with Harrisonburg Redevelopment Housing Authority (HRHA). Mr. Wong reviewed awards and projects that had been received or completed because of funding and support they received.

At 7:12 p.m., Mayor Baugh declared the public hearing closed and the regular session reconvened.

The information solicited from the public meeting was incorporated into the CP planning process.

A second public meeting was held on May 8, 2012. At this meeting, the draft HUD FY 2012-FY 2016 CP and FY 2012 – FY 2013 Annual Plan was presented to City Council. Approximately ____ people attended. This meeting was publicized in the following ways:

- Advertised in the Daily News Record
- Listing on the City's website (www.harrisonburgva.gov)
- Public notices posted in the Municipal Building and public library

The following is a summary of the May 8, 2012 public meeting:

[INSERT MEETING SUMMARY]

4. Provide a description of the process used to allow citizens to review and submit comments on the proposed consolidated plan, including how the plan (or a summary of the plan) was published for review; the dates, times and locations of a public hearing, or hearings; when and how notice was provided to citizens of the hearing(s); the dates of the 30-day citizen comment period; and if technical assistance was provided to groups developing proposals for funding assistance under the consolidated plan and how this assistance was provided.

On January 12, 2012, the City conducted an information session to answer questions regarding the CDBG application process and to provide technical assistance to potential proposal applicants.

A draft of the CP was made available for public review and comment for 30 days beginning on May 9, 2012. The review period ended on June 8, 2012.

Public notices of the draft CP, as well as the public meetings, were published in the _____ (newspaper/s) _____ on _____ (date) _____.

In addition to publishing the notices advertising the public meetings and availability of the draft CP for public review, the City also emailed copies of the notices to key stakeholders and other interested parties. The email recipients included the many agencies that were interviewed or attended group focus sessions during the preparation of the CP.

The City made the CP available for public review at the City Manager's office beginning May 9, 2012.

The City anticipates submitting the City Council-approved CP to HUD on or before June 14, 2012.

5. Provide a summary of citizen comments or views received on the plan and explain any comments not accepted and reasons why these comments were not accepted.

To be inserted in final draft.

See Appendix A : Evidence of Citizen Participation.

HOUSING AND HOMELESS NEEDS

HOUSING NEEDS 91.205

If not using the CPMP Tool: Complete and submit CHAS Table from <http://socds.huduser.org/scripts/odbic.exe/chas/index.htm>

If using the CPMP Tool: Complete and submit the Needs/Housing Table

6. In this narrative, 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; single persons; large families; public housing residents; families on the public housing and Section 8 tenant-based waiting list; persons with HIV/AIDS and their families; victims of domestic violence, dating violence, sexual assault, and stalking; and persons with disabilities,; and discuss specific housing problems, including: cost-burden, severe cost-burden, substandard housing, and overcrowding (especially large families) and substandard conditions being experienced by extremely low-income, low-income, moderate-income, and middle-income renters and owners compared to the jurisdiction as a whole. The jurisdiction must define the terms “standard condition” and “substandard condition but suitable for rehabilitation.”

Overview of Demographic Trends and General Housing Needs

The following narrative describes the demographic characteristics of the City of Harrisonburg and its estimated housing needs for the five years covered by the Consolidated Plan. The information in this section is based primarily on data from the U.S. Census Bureau, city departments, comprehensive and neighborhood strategic plans, local agency consultations and statistics provided through HUD for the 2000 Comprehensive Housing Affordability Strategy (CHAS).

For the purposes of analyzing housing needs and conditions in the CP, the City defines “standard conditions” housing units as those that (1) have no structural, electrical, plumbing, or heating code violations that pose a risk to health and safety; and (2) whose exterior/appearance does not constitute a blighting influence on the neighborhood. The City’s definition of a housing unit in “substandard condition but suitable for rehabilitation” is a residential property with code violations and/or a blighting influence that can be corrected at a cost that does not exceed 75% of the post-rehabilitation value of the property.

Harrisonburg’s population in 2010 was 48,914, representing an increase of 8,446 (20.9%) from 40,468 in 2000, and an increase of 18,207 (59.3%) from 30,707 in 1990. Between 1990 and 2010, there were significant changes in the City’s racial and ethnic populations. In 1990, 91.1% of the City’s population was White. By 2010, Whites were just 78.4% of Harrisonburg’s population, and minorities were 21.6% of the population. Figures 1 and 2 provide data on

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population by race and ethnicity for 1990-2010 at the city and state level.

Figure 1
Population by Race and Ethnicity, 1990-2010

	Total Population	White	Black	Minority Population Asian/Pacific Islander	All Other*	Total Minority	Hispanic
1990							
City of Harrisonburg	30,707	27,964	2,020	451	272	2,743	527
Virginia	6,187,358	4,793,278	1,163,068	175,199	55,813	1,394,080	155,353
2000							
City of Harrisonburg	40,468	34,527	2,468	1,261	2,212	5,941	3,513
Virginia	7,078,515	5,116,929	1,384,008	259,972	317,606	1,961,586	327,273
2010							
City of Harrisonburg	48,914	38,371	3,112	1,780	5,651	10,543	7,665
Virginia	8,001,024	5,486,852	1,551,399	445,870	516,903	2,514,172	631,825

*Includes: American Indian/Alaska Native, Some other race, Two or more races

Source: 1990 Census SF3 (P001, P008, P010); Census 2000 SF3 (P1, P6, P7); Census 2010 (B01003, B02001, B03001)

Figure 2
Population by Race and Ethnicity, 1990-2010

	Total Population	White	Black	Minority Population Asian/Pacific Islander	All Other*	Total Minority	Hispanic
1990							
City of Harrisonburg	30,707	91.1%	6.6%	1.5%	0.9%	8.9%	1.7%
Virginia	6,187,358	77.5%	18.8%	2.8%	0.9%	22.5%	2.5%
2000							
City of Harrisonburg	40,468	85.3%	6.1%	3.1%	5.5%	14.7%	8.7%
Virginia	7,078,515	72.3%	19.6%	3.7%	4.5%	27.7%	4.6%
2010							
City of Harrisonburg	48,914	78.4%	6.4%	3.6%	11.6%	21.6%	15.7%
Virginia	8,001,024	68.6%	19.4%	5.6%	6.5%	31.4%	7.9%

*Includes: American Indian/Alaska Native, Some other race, Two or more races

Source: 1990 Census SF3 (P001, P008, P010); Census 2000 SF3 (P1, P6, P7); Census 2010 (B01003, B02001, B03001)

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Households

In 2010, there were 15,079 households in Harrisonburg. Of these:

- 3,449 (22.9%) had children under age 18 living with them,
- 5,583 (37.0) were married couples living together,
- 1,582 (10.5%) had a female householder with no husband present, and
- 7,380 (48.9%) were non-family households.

The total number of households in Harrisonburg increased 14.6%, from 13,156 in 2000 to 15,079 in 2010, and increased 4,829 (47.1%) from 10,250 in 1990. Persons per household increased from 2.40 in 1990 to 2.53 in 2000 and further to 2.59 in 2010.

Figure 3
Harrisonburg: Households by Type and Presence of Children, 1990-2010

	1990		2000		2010	
	#	%	#	%	#	%
City of Harrisonburg	10,250	100.0%	13,156	100.0%	15,079	100.0%
Family Households	5,606	54.7%	6,584	50.0%	7,699	51.1%
Married-couple family	4,426	43.2%	4,896	37.2%	5,583	37.0%
With Children	1,895	18.5%	2,305	17.5%	2,206	14.6%
Without Children	2,531	24.7%	2,591	19.7%	3,377	22.4%
Female-Headed Households	970	9.5%	1,190	9.0%	1,582	10.5%
With Children	590	5.8%	762	5.8%	951	6.3%
Without Children	380	3.7%	428	3.3%	631	4.2%
Male-Headed Household	210	2.0%	498	3.8%	534	3.5%
With Children	85	0.8%	228	1.7%	292	1.9%
Without Children	125	1.2%	270	2.1%	242	1.6%
Non-family and 1-person Households	4,644	45.3%	6,572	50.0%	7,380	48.9%
Average Household Size	2.40		2.53		2.59	

Sources: U.S. Census Bureau, 1990 Census SF3 (P019); Census 2000 SF3 (P10); 2010 American Community Survey (B11001, B11003)

Income and Poverty

In 2010, the median household income (MHI) in Harrisonburg was \$36,935, a decrease of 29.9% from \$52,666 (inflation adjusted) in 2000. On a positive note, the percentage of city households with incomes of \$50,000 or more has increased steadily from 17.3% in 1990 to 27.8% in 2000, and 37.6% in 2010.

Figure 4
Harrisonburg: Household Income 1990-2010

	1990		2000		2010	
	Total	% of Total	Total	% of Total	Total	% of Total
Less than \$10,000	1,924	18.8%	1,999	15.2%	2,255	15.0%
\$10,000 to \$14,999	1,206	11.8%	1,401	10.6%	761	5.0%
\$15,000 to \$24,999	1,933	18.9%	2,191	16.7%	2,422	16.1%
\$25,000 to \$34,999	1,819	17.7%	1,857	14.1%	1,692	11.2%
\$35,000 to \$49,999	1,588	15.5%	2,046	15.6%	2,273	15.1%
\$50,000 to \$74,999	1,124	11.0%	1,934	14.7%	2,626	17.4%
\$75,000 to \$99,999	349	3.4%	812	6.2%	1,882	12.5%
\$100,000 to \$149,999	159	1.6%	594	4.5%	730	4.8%
More than \$150,000	148	1.4%	322	2.4%	438	2.9%
Total	10,250	100.0%	13,156	100.0%	15,079	100.0%
Median Household Income (Actual)	\$25,312.00		\$29,949.00		\$36,935.00	
Median Household Income (Adjusted)*	\$44,512.00		\$52,666.00			

* Adjusted to 2010 dollars

(B19013); Bureau of Labor Statistics Inflation Calculator

According to the 2006-2010 American Community Survey Five-Year Estimates, in 2010 Hispanic and White households had the highest MHI at \$37,966 and \$37,720 respectively. Black households had the third-highest MHI at \$30,026, and Asian households had the fourth-highest MHI at \$22,188. Figure 5 includes this median household data.

Figure 5
Median Household Income and Poverty Rates by Race/Ethnicity, 2010

	Median Household Income	Poverty Rate
Harrisonburg	\$37,235	32.7%
Whites	\$37,720	31.9%
Blacks	\$30,026	47.0%
Asians	\$22,188	35.3%
Hispanics	\$37,966	25.8%

Source: 2006-2010 American Community Survey Five-Year Estimates (B19013, B19013A, B19013B, B19013D, B19013I & B17001, B17001A, B17001B, B17001D, B17001I)

Figure 6 below shows data on household income by race and ethnicity. In Harrisonburg, roughly 65% of White households earn less than \$50,000 annually, compared to almost 83% of Black households, 70% of Asian households, and 78% of Hispanic households.

Figure 6
Harrisonburg: Household Income Distribution by Race, 2009

	Total	\$0 to \$24,999		\$25,000 to \$49,999		\$50,000 to \$74,999		\$75,000 and higher	
		#	%	#	%	#	%	#	%
All Households	14,359	5,468	38.1%	4,015	28.0%	2,081	14.5%	2,795	19.5%
White Households	12,255	4,527	36.9%	3,469	28.3%	1,726	14.1%	2,533	20.7%
Black Households	970	452	46.6%	350	36.1%	103	10.6%	65	6.7%
Asian Households	485	251	51.8%	86	17.7%	102	21.0%	46	9.5%
Hispanic Households	1,862	620	33.3%	826	44.4%	277	14.9%	139	7.5%

Source: 2005 - 2009 American Community Survey (C19001, C19001A, C19001B, C19001D, C19001I)

Also according to the 2006-2010 American Community Survey Five-Year Estimates, in 2010, almost one in three (32.7%) Harrisonburg households had incomes below poverty level. Black households had the highest poverty rate (47.0%), while Hispanic households had the lowest rate (25.8%). Asian households had a poverty rate of 35.3%, a little above the City rate, and White households had a rate of 31.9%, slightly below the City’s rate. Poverty rate data is included in Figure 5.

Cost Burden and Other Housing Problems

The following provides an estimate of the number and type of households in need of housing assistance. The review considers needs for the households according to the following categories:

- Extremely low income households (income less than 30% of MFI)
- Very low income households (income between 30% and 50% of MFI)
- Low income households (income between 50% and 80% of MFI)
- Households with income above 80% of MFI (moderate, middle and high income households)

The description of housing needs contained in this part includes discussion of cost burden and severe cost burden, overcrowding and substandard housing conditions being experienced by income category.

Estimated Housing Needs of Extremely Low, Very Low and Low Income Households

Much of the data reported in this portion of the Harrisonburg CP was derived from CHAS Data 2000. CHAS Data 2000 is a special tabulation prepared for HUD by the Census Bureau. HUD reports that the Census Bureau uses a special rounding scheme on special tabulation data. As a result, there may be discrepancies between the data reported by CHAS Data 2000 and the data reported by Census 2000 Summary File 3, which is the source of much of the data in other parts of the CP. (While CHAS data from 2000 may appear dated, it is the only source of data for this analysis and is required by HUD.)

The following table reports on households with any housing problem for renters and owners. As defined by CHAS Data 2000, “any housing problem” includes housing characterized by one or more of the following: 1) cost burden, i.e., occupants paying more than 30% of household income for housing; and/or 2) overcrowding, i.e., more than one person per room; and/or 3) without complete kitchen or plumbing facilities. Figure 7 classifies households paying from 30%

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to 50% of their income on housing as cost burdened and households paying more than 50% of their income on housing as severely cost burdened.

Figure 7

Income Category of Household	Total	Cost Burden									
		Any Housing Problem*		More than 30%				More than 50% (Severe)		Other Housing Problems**	
		Total	%	Total	%	Total	%	Total	%		
Renter Households											
Extremely Low (0-30% MFI)	2,206	1,837	83.3%	1,789	81.1%	1,462	66.3%	48	2.6%		
Very Low (30 to 50% MFI)	1,386	902	65.1%	858	61.9%	353	25.5%	44	4.9%		
Low (50 to 80% MFI)	1,665	554	33.3%	424	25.5%	25	1.5%	130	23.5%		
Above 80% MFI	2,715	298	11.0%	106	3.9%	11	0.4%	192	64.4%		
Total Renters	7,972	3,591	45.0%	3,177	39.9%	1,851	23.2%	414	11.5%		
Owner Households											
Extremely Low (0-30% MFI)	288	198	68.8%	188	65.3%	174	60.4%	10	5.1%		
Very Low (30 to 50% MFI)	418	228	54.5%	218	52.2%	130	31.1%	10	4.4%		
Low (50 to 80% MFI)	583	153	26.2%	149	25.6%	44	7.5%	4	2.6%		
Above 80% MFI	3,835	245	6.4%	218	5.7%	31	0.8%	27	11.0%		
Total Owners	5,124	824	16.1%	773	15.1%	379	7.4%	51	6.2%		
All Households											
Total All Households	13,096	4,415	33.7%	3,950	30.2%	2,230	17.0%	465	10.5%		

Source: 2000 HUD Comprehensive Housing Affordability Strategy data

* Any housing problem: Cost burden greater than 30 percent of income, and/or overcrowding, and/or without complete kitchen or plumbing.

** Other housing problems: Overcrowding, and/or without complete kitchen or plumbing.

As shown in the table above, CHAS Data 2000 reports 13,096 households in Harrisonburg with 7,972 (60.9%) renters and 5,124 (39.1%) owners. Notably:

- 4,415 households (33.7%) had housing problems.
- 3,872 households with any housing problems were low income, with annual incomes at or below 80% of the MFI. Lower-income households are most likely to have housing needs due to limited resources.
- 3,591 renter households (45.0%) had a housing problem. Renters comprised 81.3% of the 4,415 households with a housing problem.
- Of the 7,972 renter households, 5,257 (66%) had incomes classified as low, very low or extremely low. Of the 3,591 renter households with a housing problem, 3,293 (91.7%) had incomes at or below 80% of MFI.
- 824 owner households (16.1%) had a housing problem. Owners comprised 18.7% of the 4,415 households with a housing problem.
- Of the 5,124 owner households, 1,289 (25.2%) had incomes classified as low, very low or extremely low. Of the 824 owner households with a housing problem, 579 (70.3%) were low income.

The preceding table also provides information regarding cost burden by income category. According to the table, 3,950 households (30.2%) are cost-burdened households, while 2,230 (17.0%) are severely cost burdened. Notably:

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- 3,177 (39.9%) of the 7,972 renter households are cost burdened. Renters make up 80.4% of the 3,950 cost burdened homes.
- 773 (15.1%) of the 5,124 owner households are cost burdened. Owners make up 20% of the 3,950 cost burdened homes.
- In total, Harrisonburg has 2,494 extremely low income households, of which 1977 (79.3%) are cost burdened and 1,636 (66%) are severely cost burdened.
- In total, the City has 1,804 very low income households, including 1,076 (59.6%) that are cost burdened and 483 (26.8%) are severely cost burdened.
- In total, Harrisonburg has 2,248 low income households. Of these, 573 (25.5%) are cost burdened and 69 (3.1%) are severely cost burdened.
- Finally, the City has 6,550 households with income above 80% of MFI, including 324 (4.9%) that are cost burdened and just 42 (0.1%) that are severely cost burdened.

Using CHAS data, it is possible to classify households with “Other Housing Problems” by household income. Other housing problems exclude cost burden but include overcrowding and lack of complete kitchen or plumbing facilities. The previous CHAS table identifies the following characteristics about other housing problems in Harrisonburg:

- Of the 4,415 households with housing problems, 465 (10.5%) are classified as having other housing problems.
- Of the 465 households with other housing problems, 246 (52.9%) are low-income, with annual income at or below 80% of MFI.
- Of the 246 low income households classified as having other housing problems, 222 (90.2%) are renters.

Cost-burdened renters need decent, affordable housing. Extremely low income households have the greatest need for continued assistance in the form of a subsidy or an affordable unit. Very low income and low income renters with a housing problem often need assistance with supportive services, such as childcare, health care or transportation services. Assistance with supportive services reduces demands on their incomes, freeing up income to pay for housing. Very low income and low income renters who are provided assistance with other services may be able to save money that can be used for a down payment and closing costs on an owner unit. Because the majority of the low income renters are experiencing cost burden, all would benefit from improved economic opportunities. Education and job training is needed to assist these populations to take advantage of higher-skilled jobs that pay more and provide the potential for advancement.

Low-income owners who are cost burdened need assistance with maintenance and upkeep of their units to prevent deterioration. Low-income owners also need assistance with supportive services, thereby reducing competing demands on their limited incomes. Finally, low-income owners would benefit from improved economic opportunities.

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Estimated Housing Needs of Elderly Households, Small Households, Large Households and Other Household Types

This section considers housing needs based on household type. For the purposes of this section, elderly households are defined as one- or two-person households with either person 62 years old or older. Small households consist of two to four persons. Large households have five or more persons. All other households are those that do not fall into any of the three previous categories.

Figure 8 contains CHAS Data 2000 information on the 7,972 renter households in Harrisonburg. The households are distinguished by household type, income category and presence of housing problems. The following characteristics emerge from the table:

- There are 867 elderly households, which is 10.9% percent of the total renters. Of these elderly households, 702 (81.0%) are low income and 364 (51.9%) have a housing problem. Of the 702 low income elderly households, 354 (50.4%) have a housing problem.
- Harrisonburg has 2,154 small households, which is 27.0% of all renter households. Of these, 1,244 (57.8%) are low income. A total of 784 (36.4%) small households have a housing problem and 694 (55.8%) of the low income small households have a housing problem.
- The City has 438 large renter households, which is 5.5% of all City renter households. Of these, 243 (55.5%) are low income and 268 (61.1%) have a housing problem. Of the 243 low income large households, 198 (81.5%) have a housing problem.
- There are 4,513 renter households in the “All Other Households” category. These 4,513 households are 56.6% of the city’s renter households, and 3,068 (68.0%) of them are low income. Of the 4,513 households, 2,176 (48.2%) have a housing problem. Of the 3,068 all other low income households, 2,046 (66.7%) have a housing problem.

Large household are the largest group of renters with housing problems. Large households often have difficulty finding affordable rental units that have an adequate number of bedrooms to meet their needs.

Figure 8
Renter Households by Type and Income with Any Housing Problems, 2000

	Elderly Households				Small Households (2-4)			Large Households (5+)			All Other Households		
	Total	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%
Harrisonburg													
Extremely Low (0% to 30% MFI)	2,206	309	205	66.3%	399	314	78.7%	54	54	100.0%	1,444	1,263	87.5%
Very Low (30 to 50% MFI)	1,386	193	114	59.1%	285	195	68.4%	74	74	100.0%	834	519	62.2%
Low (50 to 80% MFI)	1,665	200	35	17.5%	560	185	33.0%	115	70	60.9%	790	264	33.5%
Above 80% MFI	2,715	165	10	6.1%	910	90	9.9%	195	70	35.9%	1,445	130	9.0%
Total Renters	7,972	867	364	42.0%	2,154	784	36.4%	438	268	61.2%	4,513	2,176	48.2%

Source: 2000 HUD Comprehensive Housing Affordability Strategy data

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Figure 9 contains CHAS Data 2000 information on the 5,124 owner households reported in Harrisonburg. The households are distinguished by household type, income category and presence of housing problems. The following characteristics emerge from the table.

- There are 1,537 elderly households, which is 30.0% percent of the total owners. Of these elderly households, 607 (39.5%) are low income and 242 (15.8%) have a housing problem. Of the 607 low income elderly households, 177 (29.2%) have a housing problem.
- Harrisonburg has 2,379 small households which is 46.4% of all owner households. Of these 2,379 owner households, 229 (9.6%) are low income. A total of 228 (9.6%) small households have a housing problem, and 114 (49.8%) of the low income small households have a housing problem.
- The City has 449 large owner households, which is 8.8% of all city owner households. Of these, 169 (37.6%) are low income and 114 (25.4%) have a housing problem. Of the 169 low income large households, 89 (52.7%) have a housing problem.
- There are 759 owner households in the “All Other Households” category. These 759 households are 14.8% of the City’s owner households, and 284 (37.4%) are low income. Of the 759 households, 239 (31.5%) have a housing problem. Of 759 all other low income households, 199 (70.1%) have a housing problem.

The “All Other Households” category has the highest percentage of housing problems among owners, particularly among those that are low income. Low income households face many financial burdens, and low income owners of all types continue to need assistance to make housing affordable.

Figure 9
Owner Households by Type and Income with Any Housing Problems, 2000

	Elderly Households				Small Households			Large Households			All Other Households		
	Total	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%
Harrisonburg													
Extremely Low (0% to 30% MFI)	288	114	59	51.8%	34	19	55.9%	55	45	81.8%	85	75	88.2%
Very Low (30 to 50% MFI)	418	194	69	35.6%	100	60	60.0%	40	30	75.0%	84	69	82.1%
Low (50 to 80% MFI)	583	299	49	16.4%	95	35	36.8%	74	14	18.9%	115	55	47.8%
Above 80% MFI	3,835	930	65	7.0%	2,150	114	5.3%	280	25	8.9%	475	40	8.4%
Total Owners	5,124	1,537	242	15.8%	2,379	228	9.6%	449	114	25.4%	759	239	31.5%

Source: 2000 HUD Comprehensive Housing Affordability Strategy data

Estimated Housing Needs for Households with Disabled Persons

It is often difficult for persons with physical disabilities to find suitably accessible housing. This is especially true of low- and moderate-income households with disabilities, who require housing that is both accessible and affordable. In some cases, landlords are unaware of the reasonable accommodations required by law, suggesting that more fair housing outreach in regard to disability issues is necessary.

The Census Bureau reports disability status for non-institutionalized persons age 5 and over. As defined by the Census Bureau, a disability is a long-lasting physical, mental or emotional

condition. This condition can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning or remembering. This condition can also impede a person from being able to go outside the home or to work at a job or business.

The 2009 American Community Survey, the latest source of Census data available, estimated that of 39,196 Harrisonburg residents in the survey sample, 2,447 (6.2%) were living with a disability. Of the disabled population in the City, 632 (25.8%) had incomes below the poverty level.

There is no source of data that enumerates the number of Harrisonburg residents with disabilities with housing needs. However, local agencies that serve persons with disabilities provide anecdotal evidence of the lack or shortage of group homes, assisted living facilities, or other affordable housing for their clients.

Estimated Housing Needs for HIV/AIDS Households

Persons living with HIV/AIDS often require several levels of service. In addition to substance abuse and mental health services, they may also need life skills training, including employment and vocational training and managing activities of daily living such as living on a fixed income. Increasingly, supportive services are also dealing with the complications of aging, as medical advances have increased the life expectancy of those living with HIV/AIDS.

The Virginia Department of Health collects and analyzes public health statistics through its HIV/AIDS surveillance program. According to data from 2008 (the department's most recent annual report), there were 65 persons living with HIV/AIDS in Harrisonburg.

According to estimates that apply generally among HIV/AIDS populations, around 50% of those who have been infected will require housing assistance, including transitional housing or permanent supportive housing. In Harrisonburg, this amounted to 33 persons in 2008.

Although the number of Harrisonburg residents living with HIV/AIDS is relatively small, the Valley AIDS Network reports that adequate affordable housing and more intensive case management are the major unmet needs for its clients. All waiting lists for subsidized housing are closed, and there are no efficiencies available.

Estimated Housing Needs for Victims of Domestic Violence, Dating Violence, Sexual Assault and Stalking

First Step: A Response to Domestic Violence provides assistance (including temporary shelter) to victims of domestic violence in Harrisonburg and Rockingham County. Annually, First Step serves 90-100 households in its shelter. Many of its clients have very low income. The principal housing need of First Step clients is subsidized permanent housing.

The City does not have any data/information on the housing needs of victims of dating violence, sexual assault and stalking

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Estimated Housing Needs for Public Housing Residents, Section 8 Voucher Holders and Households on the Waiting Lists

There is no public housing in Harrisonburg. Former public housing units have been converted to project-based voucher developments.

The Harrisonburg Redevelopment and Housing Authority (HRHA) administers the Section 8 voucher program and has 800+ tenant-based vouchers and 130+ project-based vouchers. In order to move Section 8 voucher holders along the continuum to independence, the HRHA will continue to administer a homeownership program that offers forgivable loans, closing costs, and down payment assistance.

The major unmet need of Section 8 voucher holders and households on the Section 8 voucher waiting list is an inadequate number of affordable units available through the Section 8 program. The last time the Section 8 waiting list was opened was October 2010. In one day, 850 applications were received. With only 120-140 new lease-ups per year, the approximate waiting list time is five to seven years.

7. 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 provide 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.

Disproportionately Greater Housing Problems

Using CHAS Data 2000, Figure 10 and accompanying text relate the housing needs for all households in comparison to the households by race in Harrisonburg. Also considered are the housing needs of Hispanic households in comparison to all households. The review serves to consider disproportionately greater need. As defined by HUD, a disproportionately greater need among any racial or ethnic group exists when a particular racial or ethnic group has housing problems at least 10 percentage points higher than the percentage of persons in that category as a whole.

There are 4,952 renter households in Harrisonburg with incomes at or below 80% of MFI. Figure 10 compares the percentage of households with housing problems for White non-Hispanic, Black non-Hispanic and Hispanic households. CHAS Data 2000 did not contain complete information about other races. The data table reports the following characteristics for renters in Harrisonburg:

- 62.9% of all low income renters have a housing problem. No disproportionately greater need was reported.
- There are 355 low income elderly renter households with a housing problem, which is 51.4% of all elderly households. The rate of black elderly households with a

housing problem (66.7%) was significantly higher and indicates a disproportionately higher need. White households reported a slightly lower rate. There were no Hispanic households in this category.

- There are 759 low income small and large renter households with a housing problem, which is 56.3% of all small and large renter households. Neither white households nor Hispanic households had a disproportionately greater need, but 92% of Black households in this category had a housing problem, giving them a very disproportionate higher need.
- There are 2,005 low income “all other” renter households with a housing problem, which is 68.9% of households in this category. Hispanic households with housing problems had a significantly higher rate (88.5%). White households had a slightly higher rate (69.2%), and Black households had a substantially lower rate (54.3%).

There are 1,256 owner households in Harrisonburg with income at or below 80% of MFI. Figure 10 compares the percentage of households with housing problems for White non-Hispanic, Black non-Hispanic and Hispanic households. CHAS Data 2000 did not contain complete information about other races. The data table reports the following characteristics for home owners in Harrisonburg:

- 45.6% of all low income owners have a housing problem. Hispanic owners reported instances of problems at a significantly higher rate of 66.6%.
- There are 175 low income elderly owner households with a housing problem, which is 30.2% of all elderly households. There were no Black or Hispanic owner households reported in this category.
- There are 125 low income small and large owner households with a housing problem, which is 45.5% of all small and large renter households. Hispanic households in this category reported a much higher rate of problems – 66.6%. There were no Black households reported in this category.
- There are 199 low income “all other” households with a housing problem, which is 70.1% of all other low income owner households. No disproportionately greater need was reported.

Figure 10

Harrisonburg: Lower Income Households with Housing Problems, 2000

	All Households 0-80% of MFI		Elderly Households 0-80% of MFI			Small & Large Households 0- 80% of MFI			All Other Households 0-80% of MFI		
	Total	% with a Housing Problem	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%
Renters:											
White Non-Hispanic	4,145	61.7%	660	335	50.8%	935	460	49.2%	2,550	1,765	69.2%
Black Non-Hispanic	389	67.9%	30	20	66.7%	129	119	92.3%	230	125	54.3%
Hispanic	418	70.6%	N/A	N/A	N/A	284	180	63.4%	130	115	88.5%
Total	4,952	62.9%	690	355	51.4%	1,348	759	56.3%	2,910	2,005	68.9%
Owners:											
White Non-Hispanic	1,115	43.5%	580	175	30.2%	275	125	45.5%	260	185	71.2%
Black Non-Hispanic	36	50.0%	N/A	N/A	N/A	N/A	N/A	N/A	24	14	58.3%
Hispanic	105	66.6%	N/A	N/A	N/A	105	70	66.6%	N/A	N/A	N/A
Total	1,256	45.6%	580	175	30.2%	275	125	45.5%	284	199	70.1%

HOMELESS NEEDS 91.205 (C)

**Refer to the Homeless Needs Table 1A or the CPMP Tool's Needs.xls workbook*

8. Homeless Needs— The jurisdiction must provide a concise summary of the nature and extent of sheltered and unsheltered homelessness, (including rural homelessness and chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth), the number of persons experiencing homelessness on a given night, the number of persons who experience homelessness each year, the number of persons who exit homelessness each year; the number of days that persons experience homelessness, and other measures specified by HUD, 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 threatened with homelessness. This information may be evidenced by the characteristics and needs of individuals and families with children who are currently entering the homeless assistance system or appearing for the first time on the streets. The description must specify particular housing characteristics that have been linked with instability and an increased risk of homelessness.

Harrisonburg is part of the Harrisonburg/Rockingham County Continuum of Care (CoC). Each year, the CoC conducts a Point-in-Time (PIT) count of persons residing in emergency shelters and transitional facilities in the CoC service area. (Staffing limitations have precluded PIT counts of unsheltered homeless populations.) Figure 11 (HUD Table 1A) provides information on the number of sheltered homeless families and individuals in the CoC area during the January 27, 2011 PIT.

Figure 11

Point-in-Time Count of Homeless Population and Subpopulations, 2011

Homeless Population	Sheltered		Un-sheltered	Total
	Emergency	Transitional		
1. Homeless Individuals	74	7	N/A	81
2. Homeless Families with Children	18	0	N/A	18
2a. Persons in Homeless with Children Families	44	0	N/A	44
Total (lines 1 + 2a)	118	7	0	125

Homeless Subpopulations	Sheltered	Un-sheltered	Total
1. Chronically Homeless	29	N/A	29
2. Severely Mentally Ill	3	0	3
3. Chronic Substance Abuse	2	0	2
4. Veterans	9	0	9
5. Persons with HIV/AIDS	0	0	0
6. Victims of Domestic Violence	14	0	14
7. Youth (Under 18 years of age)	0	0	0

Continuum of Care Housing Caps Analysis Chart, 2011

INDIVIDUALS		Needs	Currently Available	Gap
Beds	Emergency Shelters	0	74	-74
	Transitional Housing	0	7	-7
	Permanent Supportive Housing	9	0	9
	Total	9	81	-72
Chronically Homeless		15	0	

FAMILIES		Needs	Currently Available	Gap
Beds	Emergency Shelters	8	84	-76
	Transitional Housing	0	21	-21
	Permanent Supportive Housing	0	0	0
	Total	8	105	-97

Source: Harrisonburg/Rockingham County Continuum of Care Point-In-Time County, January 27, 2011

According to the CoC's January 27, 2011 PIT count, there were 18 family households residing in emergency shelters in the CoC area. In addition, there were 74 homeless individuals in the emergency shelter system and seven in the transitional facilities. Within the homeless subpopulations, there were 29 chronically homeless individuals; nine veterans; 14 victims of domestic violence; three persons with severe mental illness; two persons with chronic substance abuse; and no unaccompanied youth or persons with HIV/AIDS.

The Harrisonburg Redevelopment and Housing Authority, which is the lead agency for the CoC, noted that the reason for the low number of persons reported in the transitional housing facilities was due to former transitional housing residents being transferred to newly available

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permanent housing in Franklin Heights, a project-based subsidized housing development. Mercy House, which has 21 transitional housing beds, has been using some of those beds as emergency shelter beds.

The CoC also noted the following

- Harrisonburg has 22 seasonal emergency beds. The above PIT table includes only year-round beds.
- The seven year-round transitional housing beds indicated in the above PIT table will become seasonal beds after November 2012.

Due to the above situations and other factors (e.g., the recent closure of an emergency shelter in a nearby county), the CoC is anticipating that its January 2012 PIT count may provide significantly different numbers regarding the area's sheltered homeless population that is housed in emergency and transitional facilities. The updated data may help better identify the housing needs of the area's homeless populations and subpopulations.

In Exhibit One of the CoC's October 2011 funding application, it is noted that the CoC area does not have any permanent housing for chronically homeless individuals or families. One of the CoC's goals is to create at least five permanent housing beds for chronically homeless persons within the next five years. (Note: the Harrisonburg Redevelopment and Housing Authority intends to use tax exempt financing and, if needed, low-income housing tax credits, to construct 18-24 units of permanent supportive housing for chronically homeless persons. The Authority anticipates having these units ready for occupancy by the end of 2012.)

Many of the stakeholders consulted during the preparation of the Consolidated Plan cited a need for affordable (and often supportive) permanent housing for the homeless population and subpopulations, as well as other low-income citizens, e.g., the elderly.

The lack of an unsheltered homeless population count in the annual PIT count and other unreported homelessness makes it impossible to provide reliable data on the number of persons who experience and exit homelessness each year in the Harrisonburg area. However, the Harrisonburg/Rockingham County CoC January 2012 PIT count housing needs survey contained the following information:

- 72% were individuals without children
- 26% were families with children
- 8% had been homeless for less than one month
- 28% had been homeless for one-to-three months
- 35% had been homeless more than three months, but less than one year
- 21% had been homeless for more than one year, but less than three years
- 7% had been homeless for three years or longer

There is no reliable data on the characteristics and needs of low-income individuals and families with children who are currently housed but are threatened with homelessness. However, a major objective of the aforementioned TYP is the prevention of homelessness. One element of the CoC's October 2011 funding application is the implementation of a homeless prevention

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pilot project, the Homelessness Intervention Services Project (HISP), to be undertaken in cooperation with the Harrisonburg City and Rockingham County school districts. One of the purposes of HISP is to move homeless or at-risk families with school-age children to adequate stable housing. Initial data indicates that, in the 2010-2011 school year, there were 33 homeless families comprised of 75 children in Harrisonburg City schools and 37 families with 54 children in Rockingham County schools. Some, but not all, of these families were housed in City emergency and transitional shelters. It is the nature of the Harrisonburg community that families double-up with family and friends before turning to shelters for housing.

The definition of "homelessness" used in this CP is derived from the Stewart B. McKinney Homeless Assistance Act. According to this definition, a person is considered homeless who:

- Lacks a fixed, regular, and adequate night-time residence or
- Has a primary night-time residency that is:
 1. A supervised publicly or privately operated shelter designed to provide temporary living accommodations;
 2. An institution that provides temporary residence for individuals intended to be institutionalized; or
 3. A public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

9. Describe, to the extent information is available, 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.

The following information on the nature and extent of homelessness by racial and ethnic group in Harrisonburg is for the reporting period of November 1, 2010 through October 31, 2011.

Figure 12

Homelessness by Race and Ethnic Group, Harrisonburg and Rockingham Co., VA

Race by Ethnicity	Hispanic	Non-Hispanic	Unknown Ethnicity	Total Persons
American Indian/Alaskan Native	0	2	0	2
Black/African American	7	77	0	84
White	16	202	0	218
Three or More Races	29	6	4	39
Unknown Race	0	0	4	8
Total Unduplicated Counts	57	299	12	368

Source: Harrisonburg/Rockingham County Continuum of Care for Reporting Period 11/1/2010 to 10/31/2011

NON-HOMELESS SPECIAL NEEDS 91.205 (D) INCLUDING HOPWA

**Please also refer to the Non-homeless Special Needs Tables 1A & 1B or, in the CPMP Tool, the Needs.xls workbook.*

10. 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, public housing residents, and any other categories the jurisdiction may specify and describe their supportive housing needs. The jurisdiction can use the Non-Homeless Special Needs Table (Table 1B or Needs.xls in CPMP Tool) 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.*

Need for Supportive Housing

Persons with special needs include the elderly and frail elderly, persons with severe mental illness, persons with developmental and physical disabilities, persons suffering from drug and alcohol addiction, public housing residents, and persons living with HIV/AIDS. Many persons with such special needs also have very low incomes. It is very difficult to determine a precise number of individuals with special needs in the City of Harrisonburg. Some of the unmet needs data in this section of the CP was obtained from interviews with area organizations that serve special needs populations and also from completed surveys from service providers.

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. For some individuals, supportive