

**City of Winchester
Community Development Block Grant Entitlement Program
Consolidated Plan
FY 2005-2009**

Executive Summary

Introduction

The 2005 Consolidated Plan is required by the United States Department of Housing and Urban Development (HUD) from all jurisdictions receiving annual entitlements. The plan, which covers 5 years through 2009, describes the City's Strategies to address its housing and community development needs and the use of the Community Development Block Grant Entitlement Funds. Action Plans are required annually over the 5 years to report on the status of needs and progress in implementation in each of the programs.

Examples of eligible program activities include housing and rehabilitation, affordable housing development, homeless prevention, neighborhood business revitalization, infrastructure improvements, and many more. The Consolidated Plan is a guide that carefully articulates the comprehensive and coordinated set of actions necessary to achieve and sustain community change.

Special emphasis continues to be on addressing the needs of the extremely low, very low and low-income individuals and families in Winchester. HUD's National Objectives are:

1. Benefit low- and moderate-income persons
2. Prevent or eliminate slums or blight, and
3. Meet other community development needs where existing conditions pose a serious and immediate threat to the health or welfare of the community.

CDBG Entitlement funds can be used to achieve these National Objectives by:

- Provide decent housing including fair and affordable housing, safe and sanitary housing in good condition, and housing for persons with special needs;
- Provide a suitable living environment including safe and livable neighborhoods, adequate access to facilities and services, revitalization of neighborhoods, reduction of isolation of certain populations through deconcentration of public housing, restoring and preserving natural and physical features of special value for historic, architectural, or aesthetic reasons and conserving energy resources; and
- Expand economic opportunities including creating jobs that are available to low-, very low- and extremely low income persons, providing access to credit for community development that supports long-term economic and social health of the City and empowering low-, very low- and extremely low-income persons to achieve self-sufficiency.

The City's Department for Economic Redevelopment utilizes a variety of plans and studies to assist in decision-making for funding activities. The city's Comprehensive

Plan is utilized as a planning and resource guide by city agencies, community groups, elected officials, and the citizens of Denver.

Future amendments to this plan will be approved by City Council when deemed that significant changes are required to the approved document, including amendments required by the Department of Housing and Urban Development. A public notice must be advertised and a public hearing held prior to adoption by City Council per the requirements of the Citizen Participation Plan.

The City and the Department of Economic Redevelopment utilize a variety of plans and studies to assist in Plan development and decision-making. The city's Comprehensive Plan is utilized as a planning and resource guide by city agencies, community groups, elected officials, and the citizens of Winchester. Other assessments and plans from local organizations play a key role in determining the needs of the community and directing a focus for change.

The City's major emphasis over the next five years is to create and maintain homeownership opportunities for its citizens. In comparison to its neighbor, Frederick County, the residents of the City of Winchester earn more than \$10,000 less in household income. Median annual household income in Frederick County is \$46,491, while that in Winchester is \$34,335, while the necessary wage for housing in both localities is identical. This discrepancy further demonstrates the need for affordable housing and enhancement of human capital of residents.

Organizational Structure and Coordination

The preparation of this plan entailed extensive collaboration with other agencies. The implementation of the Consolidated Plan will also be accomplished in collaboration with key stakeholders including residents, local businesses, local government, law enforcement and nearby institutions.

The City's Department for Economic Redevelopment administers the Community Development Block Grant (CDBG) program. The primary duty of staff in the department is to conduct an annual needs assessment, develop a plan to address identified needs, and oversee and facilitate partnerships with existing human service agencies to carry out specified activities of the plan.

Planning for this Consolidated Plan involved a core group of city agency staff that manages local, state and federal programs and resources. The Consolidated Plan reflects discussions about Winchester's priority needs and the gaps in these needs that different levels of government are working to address.

Another key component of needs and gaps analysis was communication with residents and service providers in the City. Citizen participation was sought in preparation for this five-year plan. Staff held four public input meetings, two in each end of the City. A

summary of these meetings is included the full report. An excerpt of the City's Citizen Participation Plan is also in the appendix of the full report.

Housing Needs Description

A diverse housing stock is essential to the city's effort to sustain an inclusive community where our diverse population can live in good, quality housing. Affordable housing opportunities must be sought, in spite of the current real estate market where costs have increased. Priorities include increasing Winchester's commitment to housing, increasing the understanding of housing issues and needs in the entire community, reducing the costs of developing housing, taking advantage of opportunities to develop housing in Winchester, and encouraging public/private actions and partnerships.

Winchester's overall housing issues include:

- Need to expand the existing housing stock and opportunities for homeownership
- Lack of adequate shelter for low-income and special needs populations
- Need to attract and retain middle-income families
- Need for housing efforts that support economic development
- Need for a more coordinated approach to housing
- Increasing size of aged housing stock that requires repair and rehabilitation.

Encouragement of homeownership opportunities and assistance with housing rehabilitation are among the top priorities relating to housing in the City. The City plans to use CDBG funding to begin a comprehensive effort to overcome the above housing issues.

Homeless

The homeless population in Winchester is comprised of displaced families and individuals who previously resided in the area, those exiting the regional prison system and transients. Service provider counts say that there are approximately 189 individuals and 82 persons in families with children in need of emergency shelter, transitional or permanent housing. The current inventory of available spaces shows the greatest need for transitional housing for individuals, and permanent housing for persons in families with children.

Transitional and permanent housing are not the only needs of homeless people. Supportive services are integral to the increased probability of success for many homeless people. These services include job training, case management, substance abuse treatment, mental health care, housing placement and life skills training all of which emphasize the importance of self-sufficiency. Individuals who are homeless experience the greatest gap in services with housing placement while persons in families with children have needs in case management, mental health care, and life skills training.

In order to fully understand and address the needs of the homeless in the City, local government and service providers must work together to develop a Continuum of Care for the homeless. This continuum will provide guidance and a strategy to assist a person in the worst emergency situation to achieve viable, sustained self-sufficient living.

Fair Housing

The City will perform an Analysis to Fair Housing in the coming fiscal year per the requirements of the CDBG Entitlement Program. The purpose of the study is to identify and quantify the impediments to fair housing choices for Winchester residents and households who desire to live in the City. The analysis focuses on the attitudes and behavior of housing providers and consumers, especially the degree to which housing choices for those of similar income levels are adversely affected by race, color, religion, sexual preference, physical disability, familial status, and national origin. The analysis will direct staff in programming and activities to address identified barriers to fair housing.

The City has in place a Grievance Procedure, adopted by City Council in 2002. The procedure provides guidance in handling reports of fair housing discrimination.

Community Development Needs

Needs expressed by many residents include: reduced crime; improved code enforcement; neighborhood beautification; improved infrastructure; high quality health & human services; more community building; increased transportation services, and economic development.

Crime & Safety Goals

- ⇒ Install alley and street lighting;
- ⇒ Conduct more neighborhood clean-ups;
- ⇒ Improve quality conditions of housing and promote homeownership;
- ⇒ Increase opportunities for youth;
- ⇒ Conduct additional code enforcement;
- ⇒ Increase business and economic development opportunities;

Code Enforcement, Beautification & Infrastructure Goals

- ⇒ Stricter code enforcement/educate residents;
- ⇒ Community outreach and special events;
- ⇒ Increase lighting;
- ⇒ Encourage participation in clean up and home improvement programs;
- ⇒ Plant trees and flowerbeds;

Health & Human Services Goals

- ⇒ Increasing socialization and community connection opportunities for seniors;
- ⇒ Support educational, tutorial and after school programs for children;

- ⇒ Link residents with current area service providers to meet needs/remove barriers to services;
- ⇒ Facilitate affordable, accessible child care and health care, and provide employment and training services; and

Community Building Goals

- ⇒ Organize neighborhood clean-ups;
- ⇒ Hold block parties;
- ⇒ Encourage citizens to join neighborhood groups;
- ⇒ Connect citizens, such as the elderly, to neighborhood services;
- ⇒ Increase cultural development and awareness;
- ⇒ Reach out to Spanish-speaking populations;
- ⇒ Increase recreational opportunities and programs for youth and teens; and
- ⇒ Publish resource guides for children’s activities, and senior’s activities
- ⇒ Increase awareness of programs currently underway in the City.

Transportation Goals

- ⇒ Provide a more inclusive transit system that takes passengers to necessary areas
- ⇒ Improve the transportation experience to encourage more people to take advantage of public transit

Economic Development Goals

- ⇒ Continue to target resources in Winchester’s focus neighborhoods;
- ⇒ Promote the skill level and job readiness of residents, especially the low, very low and low-income individuals;
- ⇒ Help people learn job skills, find and keep jobs; and

Strategic Plan

Housing Goals, Priorities and Strategies

HUD’s goal for housing is “to provide decent housing for low and very low-income persons.” Included within this goal are the following specific needs identified by HUD:

- Assist homeless persons in obtaining affordable housing;
- Retain affordable housing stock;
- Increase the availability of permanent housing that is affordable to low-income Americans without discrimination; and
- Increase supportive housing that includes structural features and services to enable persons with special needs to live in dignity.

In making funding decisions related to housing, Winchester will take into account the following:

- The extent to which projects meet broad city goals
- The beneficiaries

- The ability to contribute toward the stabilization or revitalization of the neighborhood in which a project is situated
- The design and financial feasibility of a project

Housing Priorities

- (1) Make special needs housing and neighborhood revitalization priorities. Help households with the greatest needs for housing assistance and neighborhood revitalization;
- (2) Address regional housing needs by working with metropolitan organizations and governments to assist with housing needs for low-income households, particularly homeless, families and special needs populations;
- (3) Support diversity and freedom of choice with regard to housing;
- (4) Increase private resources;
- (5) Make it a priority for assisting individuals and families helping themselves;
- (6) Ameliorate barriers to affordable housing;

Housing Strategies

- (1) Preserve the stock of single-family housing and maintain affordability;
- (2) Increase home ownership and assist owners facing temporary problems to remain in their homes;
- (3) Preserve the stock of multi-family housing and maintain affordability;
- (4) Affirmatively further fair housing opportunities; and
- (5) Develop special needs housing

Homeless Strategies

- (1) Improve and increase access to resources; and
- (2) Develop a Homeless Continuum of Care

Lead-based paint strategies:

- (1) Assess lead hazards in the City after school enrollment testing is initiated in fall 2004
- (2) Continue community outreach efforts and coordination of other city and state participants in the lead hazards area; and
- (3) Implement an education and outreach program to alert Winchester's residents on the hazards of lead-based paint.

Gaps, obstacles and barriers to affordable housing:

- (1) Lack of sufficient resources;
- (2) Need for better institutional structure, collaboration and coordination efforts from all sectors; and
- (3) Need for review of policies, regulations, codes and ordinances.

Community Development Goals and Strategies

The HUD activity that especially addresses non-housing community development activities is to “create a suitable living environment”. This means to improve the safety and livability of neighborhoods; increase access to quality public and private facilities and services; reduce the isolation of income groups within a community or geographical area; revitalize deteriorating neighborhoods; restore and preserve properties of special historic, architectural or aesthetic value; and conserve energy resources. Winchester is working to meet these goals through collective efforts of City departments, Council initiatives, a Neighborhood Liaison Program and partnerships with for and not for profit groups in the area.

Investing in people is a priority, particularly by: promoting self-sufficiency; strengthening and supporting families, children and youth to thrive and learn; addressing crime and violence; increasing partnerships among all sectors; celebrating diversity; nurturing neighborhood institutions that support families; providing the elderly and persons with disabilities with accessible services, programs and facilities; maintaining a healthy clean environment; and increasing capacity building efforts.

Community Development Objectives

- ⇒ Improve code enforcement, crime reduction and beautification programs;
- ⇒ Continue collaborative efforts between citizens, government, service providers and the private sector;
- ⇒ Improve neighborhood facilities and service delivery;
- ⇒ Increase program information dissemination in communities;
- ⇒ Enhance accessibility to facilities and services; and

Community Development Strategies

- ⇒ Strengthen and possibly expand activities that are productive;
- ⇒ Continue neighborhood-based programs that support goals and objectives;
- ⇒ Continue information dissemination and outreach to neighborhoods;
- ⇒ Develop and promote collaborative partnerships;
- ⇒ Support non-profits that advance city priorities, policies and strategies;
- ⇒ Support non-profits and programs that provide necessary services to special needs populations, including elderly, persons with disabilities, HIV/AIDS, chronically mentally ill and homeless;
- ⇒ Continue to support neighborhoods most in need.

Community Development Gaps

It is estimated that it would take millions of dollars to address all of the non-housing needs in Winchester. The lack of sufficient resources is the biggest obstacle to resolving all of Winchester’s community development needs.

Economic Development Goals and Strategies

The overall HUD goal for economic development is “to expand economic opportunities” especially for the extremely low, very low and low-income. The Department of Economic Redevelopment focuses on business development and revitalization activities in the City.

Economic Development Strategies

- ⇒ Reduce crime and improve the safety of neighborhoods;
- ⇒ Increase incentives to attract private investment in specified areas (e.g., financing, tax credits, abatements, and job training);
- ⇒ Install public improvements to beautify blighted areas;
- ⇒ Increase the availability of private capital from all sectors to support small business start-ups and expansions;
- ⇒ Create additional jobs for low and moderate-income persons.

Monitoring

Winchester assures fair and accurate monitoring of grant and sub-grant program functions and activities to maintain compliance with city, state, and federal (primarily HUD) requirements.

Action Plan 2005

Total resources expected to be available for 2005 from HUD is \$306,000. Any incoming funds as a result of a revolving loan program will be reprogrammed under their respective program areas, as described in the plan. Resources for Administration activities total \$60,000. The preliminary budget follows:

Rehabilitation of existing owner occupied dwellings.....	\$50,000
Programs to support homeownership opportunities.....	\$166,000
Rehabilitation of rental properties.....	\$30,000
Administrative costs.....	\$60,000
Total Grant Amount.....	\$306,000

Rehabilitation of existing owner occupied dwellings

The City will contract with a non-profit agency to rehabilitate existing homes for a total of \$50,000. Eligible houses will be identified through an application process with priority given to those homes in the City identified by Census Data as physically inadequate. The City and contracted non-profit will coordinate with Churches, local community groups and the Advisory Team to identify houses in need of rehabilitation.

Agreements with homeowners will require maintenance and upkeep of rehabilitated homes. Housing support agencies will be contracted to perform housing rehabilitation. Funding will be provided through matching, and repayable and forgivable loans. Income from loans that are repaid will be used for additional rehabilitation projects.

Programs to support homeownership opportunities

The City will Sub Contract with a non-profit agency identified through the standard bid/application process to provide new homeownership opportunities. The City will use CDBG funds to assist with first time homeowner down payments and closing costs. Loans will be low-interest and forgivable at the end of a ten year period, provided the homeowner adheres to the terms of the contract. Terms will vary depending on the ability of the applicant, but may include home maintenance, proof of work force training or educational advancement and financial stability. Contracts will be very similar to those used by existing homeowner assistance organizations. With an allocation of \$166,000 for this activity, no income is expected to be collected from this activity.

Rehabilitation of rental properties

The City will allocate \$30,000 to rental rehabilitation activities as identified through the rental inspection program. Funding will be used to subsidize loans of property owners to make the necessary repairs. No- or Low-Interest loans will be made for significant repairs and at maximum \$5,000 per rental unit. Income earned through repayment of loans will be returned to the rental rehabilitation fund and recycled for future rehabilitation loans.

Administrative Costs

Staff will monitor the activities under contract with sub-grantees, as well as work to achieve other goals set forward in the plan including:

- Work to assess gaps in transitional housing and facilitate partnerships to expand transitional housing inventory.
- Work with service providers to develop an Anti-Poverty Strategy that includes a Homeless Continuum of Care
- Conduct an Analysis of Impediments to Fair Housing
- Develop a strategy to overcome identified impediments to fair housing
- Conduct a Lead Hazard Analysis in cooperation with Winchester Public Schools and the Health Department
- Coordinate with the Winchester Police Department to conduct a public safety analysis
- Develop and maintain a resource catalog, and provide additional technical assistance to service providers and other community groups
- Keep abreast of additional federal or other grant funds that Winchester may be eligible for application

Federal and Non-Federal Resources

The city will continue to look to other sources of funding to accomplish the priority projects identified in the plan. Staff will continue to search for other funding programs that concentrate on community and housing development. Upon eligibility the city will take advantage of CDBG related programs such as the HOME (Home Ownership Made Easy) funding program and ADDI (American Dream Down payment Initiative). Staff will also explore the possibility of application to grants for lead hazard testing and abatement and other community development programs.

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Acknowledgements

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Introduction

Community Description

The City of Winchester is located in Frederick County, which borders Maryland and West Virginia. Winchester is the northernmost community in the Commonwealth of Virginia and Shenandoah Valley. Historically, due to its strategic location, Winchester has played a role in all wars fought on U.S. soil.

Location even today plays a definitive role in determining the character of the city. Just seventy miles from Washington, D.C., it is increasingly becoming a home for eastward bound commuters while simultaneously serving as the commercial and industrial hub for the Northern Shenandoah Valley and parts of West Virginia and Maryland.

According to the 2000 census, 23,585 people live in the City, which occupies 9.3 square miles. Winchester and its surrounding areas continue to grow, as more people continue to move westward from Washington, D.C. Population in the City increased by 7.5 percent from 1990-2000, while it increased in the County by 22.8 percent. With a median household income of \$34,335, local poverty rates have still increased from 11.3 percent in 1980 to 13.2 percent in 1999, while in Frederick County, and the State overall poverty rates dropped. The growing disparity between increased poverty levels and wealth is a national trend, but one that must be addressed locally. The average annual unemployment rate in 2001 was 1.7 percent. The discrepancy with Winchester's low unemployment rate and increasing levels of poverty questions the relationship between the pay rates for jobs in the area compared to the cost of living.

Comparisons with the State and Frederick County show that both median per-capita and household incomes for 2000 (Virginia: \$23,975 and \$46,677; Frederick County: \$21,080 and \$46,491 respectively) are less in the City of Winchester (\$20,500 and \$34,335), while the needed wage for housing in Winchester and Frederick County is identical, further demonstrating the need for investment in affordable housing and human capital enhancement.

Community Development Needs

The eligible activities funded by the Department of Housing and Urban Development Community Development Block Grant are directed to persons or families identified as low or moderate income. That threshold is 80 percent or less than area median household income.

According to this data, and HUD's definition of Low- and Moderate Income (LMI) persons, approximately 47.4 percent of households in the City are LMI and therefore eligible for Community Development Programs and Activities.

Purpose of the Plan

In 2004, the City of Winchester, Virginia was designated the central city of the Standard Metropolitan Statistical Area (SMSA) including Winchester City, Frederick County, Virginia and Hampshire County West Virginia. Designated SMSA's become eligible communities to which funding is allocated on an annual per-capita basis under HUD's Community Development Block Grant Entitlement Program. In the fiscal year 2005, the city will receive \$306,000 from HUD.

A requirement for the receipt of funding is the development and submission of the Consolidated Plan. The Consolidated Plan is a detailed five-year description of the activities proposed to address housing and community needs of LMI persons in Winchester. Its purpose is to guide the city in directing Community Development grant funds most effectively and efficiently, as well as provide a standard document that explains the city's collective efforts to address the needs of its citizens. The Plan also serves as the city's application for federal Community Development funds.

The Consolidated Plan was developed in accordance with three primary sources of information: HUD requirements, federal, state, and local demographic and statistical data, and citizen input. It is a compilation and prioritization of the needs of the community. The Plan includes an examination of housing and homeless needs, an analysis of the existing housing market, a five-year strategic Plan, and a one-year Action Plan.

Relationship to Other Studies and Information

Information provided in this Consolidated Plan comes from a number of sources. Some data come from Community Surveys sponsored by the United Way and Opportunity Winchester. These surveys were performed within the last two years, and are both geared toward defining specific issues in the community which the organizations would address. For the United Way, the Community Impact Survey is used as a tool to gauge the issue areas in the community which require the most funding. Data collected from the Opportunity Winchester Survey will be compiled and presented to City Council for action. These data were a key starting point in directing research on community needs of Winchester. Additional information is from U.S. 2000 Census Data and HUD compiled data regarding housing conditions and income.

Plan Development Process

Organizational Structure

Lead Agency

As required by CDBG regulations, the City of Winchester must maintain and update a Consolidated Plan for meeting housing and community development needs of the city. In January of 2004, the City began work on developing its Consolidated Plan. The

Department for Economic Redevelopment and assigned staff were determined lead agency to oversee Plan development. The lead agency will work in cooperation with sub-recipient agencies that provide services within the scope of the Consolidated and Action Plans. The city's Department for Economic Redevelopment will serve as the administrator and planner, while sub-recipient agencies will provide actual service delivery. It is the intention of the City to build relationships among service providers to better address community needs and gaps and to eliminate duplication of services.

Coordination with Other Agencies- Data

Federal Regulations state that data included in a submitted Consolidated Plan must specifically be based upon U.S. Census Data and supplements or updates to Census Data. Data included in this Consolidated Plan (FY 2005-2008) is based upon 2000 Census Data and other more recent local data.

Information regarding needs and current services and resources in Winchester came from a variety of sources, human service organizations, state and local government agencies, local needs assessments, and citizen participation. A partial list of participating stakeholders follows:

- Access Independence
- Caretakers
- CCAP
- Community Services Council
- Habitat for Humanity
- Housing Action, NSV
- Northwestern Community Services
- Opportunity Winchester
- Our Health
- Social Services of Winchester
- Salvation Army
- United Way

Organizations were contacted regarding specific information about community needs and gaps as well as informal brainstorming regarding unaddressed needs in the area. These and more agencies were also invited to attend citizen input meetings held on March 30 and 31, and April 7 and 8 of 2004. In addition to human service agencies, other groups were contacted including local churches, neighborhood groups and civic and community organizations.

Information from these sources was analyzed and developed into the city's Strategic Plan. Statistical data and consultation with other localities as well as departments within the City influenced prioritization. To ensure citizen involvement in the plan development process, citizens, community organizations and service providers were invited to participate in citizen input meetings held over a two-week period in March and April.

Needs and issues raised during these public meetings were incorporated into the development of the Consolidated Plan draft. The Plan was made available for citizen review and comment on April 16, 2004 at the Public Library, City Development Offices, as well as on the City's website. Advertisement for the availability was on the City's local access television channel, in addition to the local newspaper, The Winchester Star on Thursday, May 6, and Saturday May 8.

During this Citizen Comment Period, Staff incorporated comments and suggestions received into the new plan. On May 11, 2004, a Public Hearing was held for final review and approval of the Consolidated Plan for submission to HUD.

Coordination with Other Agencies- Activities

To carry out the activities identified to address priority needs, the City will partner with agencies with the corresponding specialization. CDBG funds will be allocated to particular agencies with the clear and identified understanding of an expected outcome. The City will monitor the progress of the activity and lend support when needed. Partner agencies will serve as sub-recipients to the grant funding and will be required to adhere to the same federal regulations as the city. An assessment of the strengths and weaknesses of partner agencies is included in the annual Action Plan.

Citizen Participation

The City of Winchester adopted a Citizen Participation Plan on Tuesday, April 13, 2004. The purpose of the plan is to provide guidance to staff in soliciting citizen input regarding the Community Development Block Grant Program and its related funded projects. The Winchester Citizen Participation Plan conforms to the Code of Federal Regulations, Title 24, Part 91, 105.

Citizen participation began with a series of four public input meetings over a two week period, starting Tuesday, March 30th. A total of sixty-seven people attended the four meetings, representing human service agencies, tenant groups, citizen groups, and individual interests.

Each meeting began with a brief introduction of the Entitlement Program including funding information, eligible activities, and prior CDBG projects. Attendees were then invited to offer their ideas for Entitlement activities and to express the needs in the Community.

The resounding issue was the lack of affordable housing in the City of Winchester. Service providers gave information regarding their initiatives and programs regarding housing needs, and where they felt gaps existed. Affordable housing initiatives could help in addressing other problems within the community- particularly with LMI persons.

Other issues discussed included access to human services, housing rehabilitation and homeownership opportunities, safety, crime, youth delinquency, declining public support for programs like Caretakers (and at-risk youth after school program), tenants' rights, and the supportive needs of the homeless and those at risk of homelessness.

On May 11, 2004, the City Council held a Public Hearing to review and approve the Consolidated Plan.

Staff met with Citizen Groups, service agencies and providers on request to discuss needs in the community and potential activities to which the Entitlement funding could be applied.

Each of the public meetings as well as the public hearing was advertised in the Winchester Star. Public meetings were also advertised through a letter mailed to community service providers, citizen groups, churches and active individuals in the community. The letters gave information regarding Entitlement funding as well as eligible activities.

Citizen participation period began on Saturday, April 10th, and ended on Tuesday, May 11th, lasting thirty days. During this time, citizens were asked to give their input on allocation of CDBG funds. Staff was contacted by a number of people regarding Community Needs and ideas. Many of those who contacted staff had attended one of the public input meetings, or had been encouraged to come forward by someone who had. Those needs and ideas identified included reinstatement of regular “big trash” pick up day, support for Freemont Street Nursery, and initiation of a community gardening program.

City Council was supportive throughout the development process of the Consolidated Plan. Council members gave input at public input meetings in addition to the public hearing and made it clear that the body was supportive of the efforts of staff in carrying out the Community Development Block Grant.

Explanation and Design of the Consolidated Plan

In the following sections, this document provides a comprehensive plan for the use of CDBG funding to meet the National Objectives set forward by Congress.

Section Two discusses housing, homeless and community development needs in Winchester. These needs are expressed primarily in tabular form with a narrative that provides the basis for prioritization and implementation of activities to address these needs.

Each of these National Objectives will be met by specific activities described in the third section. Summaries of proposed activities and targeted performance measures are also included.

Amendment Process

Further amendments to this plan will be approved by City Council when deemed that significant changes are required to the approved document, including amendments required by the Department of Housing and Urban Development. A public notice must be advertised and a public hearing held prior to adoption by City Council per the requirements of the Citizen Participation Plan.

Needs Assessment

A Needs Assessment was conducted for the City of Winchester in the area of Housing and Community Development. Information was gathered through citizen input, consultation with service provider organization representatives, previous community needs assessments and data from the 2000 U.S. Census and related information by HUD.

Data is presented in accordance with, and as a subset of HUD tables which can be found in full at the end of this document:

Table 1A: Homeless and Special Needs Populations

(Individuals and Persons in Families with Children)

Table 1B: Unmet Need for Supportive Housing or Services for Special Needs Subpopulations

Table 1C: Summary of Specific Homeless/ Special Needs Objectives

(Table 1A/ 1B Continuation Sheet)

Table 2A: Priority Housing Needs Summary Table

Table 2B: Community Development Needs

Table 2C: Summary of Specific Housing/ Community Development Objectives

(Table 2A/ 2B Continuation Sheet)

Table 3: Consolidated Plan Listing of Projects

Priority Homeless Needs

Nature and Extent of Homelessness

The general definition of a homeless individual, according to federal law is a person who:

- lacks a fixed, regular, and adequate nighttime residence
- has a primary nighttime residence that is
 - a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill)
 - an institution that provides a temporary residence for individuals intended to be institutionalized
 - a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

In Winchester, human service agencies specializing in aid for homeless and at risk residents have identified three classifications for homeless and at risk persons: those who are living in the streets, those living in vehicles, and those overcrowded with one or more other families. A local news story reported that nearly 2,000 people are at risk of or are already homeless. In a more restricted count, Northwestern Community Services reported that 189 individuals and 82 persons in families with children are in need of some form of shelter, which is an increase over previous years.

For purposes of this needs assessment, however, “homeless individuals” are defined by the above federal explanation, while those persons living in overcrowded residences- perhaps with relatives or friends will be called “persons threatened by homelessness”.

It is recognized that contributing factors such as substance abuse problems, money management difficulties, mental and physical illness or disability, and unemployment are often the cause of the homeless problem. Without a permanent address and the necessary support services, it is nearly impossible to achieve self-sufficiency.

Homeless Individuals, Families and Subpopulations

Homeless individuals are part of a growing population in the United States. Many researchers attribute this increased population to the growing shortage of affordable rental housing in addition to the increase in poverty. This is certainly the case in Winchester, Virginia.

	1970	1980	1990	2000
Poverty Rate			11.3%	13.2%
Median Gross Rent as a % of Household Income			23.4%	
Housing Cost (Median Gross Rent)			\$432	

The data below represent the number of persons in need of shelter or services provided by member agencies of the Housing Network, a conglomeration of service agencies headed by Northwestern Community Services. These member agencies include Access Independence, AIDS Response Effort, Edgehill Recovery Center, The Salvation Army, The Shelter for Abused Women, Starting Point, and the Union Rescue Mission. For grant applications, Northwestern Community Services also must perform a needs assessment. The organization collects reports of needs and gaps from service providers in the region for the same HUD tables listed above.

Because Northwestern Community Services (along with the reporting agencies) serves the entire Planning District, including Winchester City, Frederick, Clarke, Page, Shenandoah and Warren Counties, the data is inclusive for all localities. Because it is the central, most urban area, Winchester accounts for approximately 75 percent of the Planning District regarding services and gaps. Priority is determined by the unmet needs and gaps.

Individuals

		Estimated Need	Current Inventory	Unmet Need / Gap
Beds / Units	Emergency Shelter	83	67	16
	Transitional Housing	76	20	56
	Permanent Housing	30	5	25
	Total	189	92	97

Persons in Families with Children

		Estimated Need	Current Inventory	Unmet Need / Gap
Beds / Units	Emergency Shelter	33	49	0
	Transitional Housing	11	20	0
	Permanent Housing	38	19	19

In total, about half of the individuals in need and less than a third of the families are without shelter provided from local service agencies. The greatest gap in provision of shelter for individuals is for transitional housing- a key step in moving into permanent housing. For families, the greatest gap lies with permanent housing. The increased number of homeless persons in families with children is a nationwide trend. The stresses of lower wages and higher housing costs weigh heavily on families.

Shelter; however is not the only need of the homeless. Local service agencies provide their clients with much more than shelter. These other services are necessary to ensure the future success of clients. Services include job training, case management, counseling, skills training, and job placement- all of which are integral to maintaining a stable living environment.

Individuals

		Estimated Need	Current Inventory	Unmet Need / Gap
Estimated Supportive Services Slots	Job Training	38	26	12
	Case Management	49	30	19
	Substance Abuse Treatment	56	29	27
	Mental Health Care	30	16	14
	Housing Placement	71	38	33
	Life Skills Training	17	5	12
	Other	26	8	18

Persons in Families with Children

		Estimated Need	Current Inventory	Unmet Need / Gap
Estimated Supportive Services Slots	Job Training	19	8	11
	Case Management	45	30	15
	Substance Abuse Treatment	31	17	14
	Mental Health Care	26	11	15
	Housing Placement	23	14	9
	Life Skills Training	45	30	15
	Other	8	4	4

Housing Placement is a great need of homeless individuals, while many families are in need of case management, mental health care, and life skills training. Often families are single parent households with children. The 2001 U.S. Conference of Mayor’s survey of the homeless in 27 cities found that families comprised 40 percent of the homeless population. In rural areas, the percentage generally is even higher. In Winchester, many families with children do not take advantage of shelter services, as they are living in their cars, or with friends or relatives. These families are in greater need of the supportive services agencies have to offer.

Individuals and Families Threatened with Homelessness

Supportive services are integral to preventing at risk individuals and families from becoming homeless. Many of the causes for homelessness are the same issues that supportive services address after an individual or family is homeless. Supportive services

are offered not only to the homeless, but also to those at risk in the Winchester area. Preventative measures are often not easy to undertake, as it can be difficult to identify those who are at risk. Agencies who have a strong understanding of the services provided by others and frequently refer to other agencies for additional services tend to be more successful in catching individuals and families who may otherwise fall through the cracks.

Populations with Special Needs

It is important to recognize the needs of subpopulations of the homeless. In Winchester, the seriously mentally ill are in greatest need of housing and related services. Those with developmental and physical disabilities are also in great need of services and more housing options.

Nationally, approximately half of all women and children experiencing homelessness are fleeing domestic violence.

Approximately 22 percent of the single adult homeless population suffers from some form of severe and persistent mental illness. Only about 6 percent of those require institutionalization, though. The others could be successful in the community with appropriate supportive housing.

Prevalence of addiction disorders occurs in about 35 percent of the homeless population.

Individuals

		Estimated Need	Current Inventory	Unmet Need / Gap
Estimated Sub- populations	Chronic Substance Abusers	34	21	13
	Seriously Mentally Ill	30	23	7
	Dually – Diagnosed	19	9	10
	Veterans	5	2	3
	Persons with HIV/AIDS	6	2	4
	Victims of Domestic Violence	23	15	8
	Youth	3	3	0
	Other			

Persons in Families with Children

		Estimated Need	Current Inventory	Unmet Need / Gap
Estimated Sub-populations	Chronic Substance Abusers	15	8	7
	Seriously Mentally Ill	19	11	8
	Dually - Diagnosed Veterans	8	2	6
	Persons with HIV/AIDS	2	2	0
	Victims of Domestic Violence	2	1	1
	Youth	23	34	0
	Other	9	3	6

SPECIAL NEEDS SUBPOPULATIONS	Priority Need Level High, Medium, Low, No Such Need	Unmet Need
Elderly and Frail Elderly		28
Severe Mental Illness		15
Developmentally Disabled		100
Physically Disabled		90
Persons w/ Alcohol/Other Drug Addictions		20
Persons w/HIV/AIDS		3
Other		15
TOTAL		271

Summary of Needs

Continuum of Care

Affordable housing was a need continuously discussed in public input meetings as well as among service providers. Provision of affordable housing is a gateway to addressing

other problems and needs in a community. Poverty and homelessness are linked so closely, which is why it is necessary to establish a continuum of care in cooperation with service agencies to comprehensively address the needs of the homeless.

Shelter and Services

Many service agencies that serve homeless and at risk populations agree that shelter and services must be provided together. There is no doubt that an increase in affordable housing opportunities would decrease the number of homeless persons. However, there is another subpopulation of homeless persons who require more guidance on how to manage money, achieve a necessary skill level for work, find and get a job, and maintain stability in their personal life. Service agencies that provide skills training, counseling, or other special needs services along with housing placement are more successful in fostering more stable living situations that have greater potential of lasting.

Priority Housing Needs

Housing Market Analysis

General Market and Inventory

The housing and real estate market in Winchester is affected by several factors. This Metropolitan Statistical Area is the 39th fastest growing area in the country. This growth is attributed to internal and external factors. The population of Winchester increased by 2.4 percent from 2000 to 2001. Winchester is approximately seventy miles west of Washington, DC and has experienced some growth from individuals and families moving to the area from the east. Winchester, situated in the northern most tip of the State welcomes new residents from neighboring states as well as the Shenandoah Valley to its south.

The City and County have been successful in attracting and maintaining a commercial and industrial base that provides employment for 50,000 to 60,000 people. The area's stable employment market, along with its proximity to Washington D.C., and Loudoun County (the country's fastest growing county) create demand pressures that contribute to ever increasing costs of shelter in the immediate surrounding areas.

In total, there are 10,587 housing units in Winchester. Of those, 10,001 are occupied housing units leaving residents of the City in a tight housing market.

- Housing Construction

Housing stock in Winchester is relative to the historic nature of the area. The majority (7,915, or 75 percent) of the housing stock in Winchester was built before 1970. Of those, 5,085 were built before 1940. An aged housing stock often has related problems that include outdated heating and plumbing systems, lead hazards, and structural deterioration.

Older housing stock is primarily found in the downtown area of the city. To the south and west of the downtown, newer housing continues to be built. In 2003, 124 residential building permits were assigned. All of those permits were designated for single family homes. This figure is in sharp contrast to 2002, when 322 permits were assigned, of which 139 were for single-family dwellings, while three were for two-family, and 180 were for multi-family. Currently, 34.2 percent of housing units are multi-unit structures.

- *Housing Supply and Demand*

In Winchester, there are 1,130 renters with a household income that is equal to or less than 30 percent of Median Family Income. Currently, there are only 719 rental units affordable to extremely low income persons.

	Extremely Low Income	Low Income	Moderate Income
Total Renters	1130	933	1301
Total Rental Units Affordable to Income Bracket	719	2584	2221

Although affordable housing availability looks better for the homeowners in Winchester, other problems arise with homeownership. More than 70 percent of homes affordable to persons earning low income were built prior to 1970, while just less than 70 percent of homes affordable to persons earning moderate income were built before 1970. 18 percent of homes affordable to low- and moderate- income persons have housing problems.

	Extremely Low Income	Low Income	Moderate Income	Greater than Area Median Income
Total Homeowners	204	300	857	3180
Total Units Affordable to Income Bracket	N/A	862	1833	1916

The overall vacancy rate for housing units is 1.7, while that of renting units is 4.5. Such a low vacancy rate offers little choice in housing and allows the seller or landlord to determine the cost.

- *Housing Market Trends*

Homeownership levels in the City of Winchester have continued to remain steady over the last four decades.

	1970	1980	1990	2000
% Homeowners				45.7%

- *Environmental Quality*

The City of Winchester provides water and sewer to all residents, and a small population of county residents close to the city borders. Residents who do not receive water and sewer services include the seventeen who lack complete plumbing facilities, or the 81 who lack complete kitchen facilities. The city also provides garbage collection to all residents on a weekly basis.

Regional Demographic Trends

The City is experiencing a healthy population increase, although lower than the increase in surrounding Frederick County.

	1990 Population	2000 Population	Rate of Growth
City of Winchester	21,947	23,585	7%
Frederick County	45,723	59,209	22.8%
Shenandoah County	31,636	35,075	10.9%
Warren County	26,142	31,584	17.3%
Clarke County	12,101	12,652	4.4%
State of Virginia	6,187,358	7,078,515	14.4%

The City of Winchester is fairly similar to Frederick County and the State as a whole in age of its population. With slightly more elderly and fewer children, the median age is still nearly identical.

	Winchester	Frederick County	Virginia
Median Age	35.2	36.7	35.7
Percent of Population over 65	14.5%	10.6%	11.2%
Percent of Population under 18	21.7%	26.4%	24.6%
Average Household Size	2.28	2.64	2.54
Percent of Households with Children Under 18	25.6%	36.6%	32.7%

The City is becoming increasingly diverse. For example, the percentage of Hispanic residents has increased six fold over the last ten years.

	White	Hispanic	Black	Other
2000	82.1%	6.5%	10.5%	5.3%
1990	88.6%	1.0%	10.0%	0.3%

The percentage of family households is significantly lower than that in the surrounding area.

	Winchester	Frederick County	Virginia
Number of Family Households	5,649 (56.5%)	16,718 (75.7%)	1,847,796 (68.5%)
Number of Family Households with Children Under 18	2,557 (25.6%)	8,080 (36.6%)	881,893 (32.7%)
Female Householder, no Husband Present with Children Under 18	684 (6.8%)	1,171 (5.3%)	186,591 (6.9%)

Housing by Type

The following data were collected from the 2000 U.S. Census Data. Full data tables are included in the appendix. Household categories have been defined by HUD:

- Extremely Low-Income** Below 30% of area median family income
- Low-Income** Between 30 and 50% of area median family income
- Moderate-Income** Between 50 and 80% of area median family income
- Middle-Income** Between 80 and 95% of area median family income

Renters

Although Winchester comprises only 12.7 percent of the regional planning district's total population, the City accounts for double, 26.6 percent, of the district's rental housing stock. In Winchester, 54.3 percent of the housing stock is rental. Of the 5,430 rental households in Winchester, 62 percent of them can be classified as Extremely Low, Low or Moderate Income households.

	Extremely Low Income	Low Income	Moderate Income
Percentage of Total Renter Population	21%	17%	24%

There are 1,130 Rental Households with income below 30 percent of median family income (extremely low-income households). This accounts for 21percent of the 5,430 total rental households.

Overburdened Housing Cost and Severe Cost Burden

HUD identifies housing costs (including utilities) greater than 30 percent of gross income as Overburdened Housing Costs. Housing costs (including utilities) greater than 50 percent of gross incomes are considered Severe Cost Burdens.

	Extremely Low Income	Low Income	Moderate Income
% Cost Burden >50% of Household Income	66.4%	9.1%	0.8%
% Cost Burden >30% and ≤ 50% of Household Income	8.8%	51.7%	14%

Physically Inadequate

Households with any housing problems include those with a cost burden greater than 30 percent of income and/or overcrowding and/or without complete kitchen or plumbing facilities.

Of the total rental housing population, 37.4 percent of households are identified as having any housing problem. Of the total 3,364 rental households below 80 percent of median family income, 1,909 households, or 57 percent have housing problems.

	Extremely Low Income	Low Income	Moderate Income
% with any Housing Problems	80.3%	70.3%	26.6%

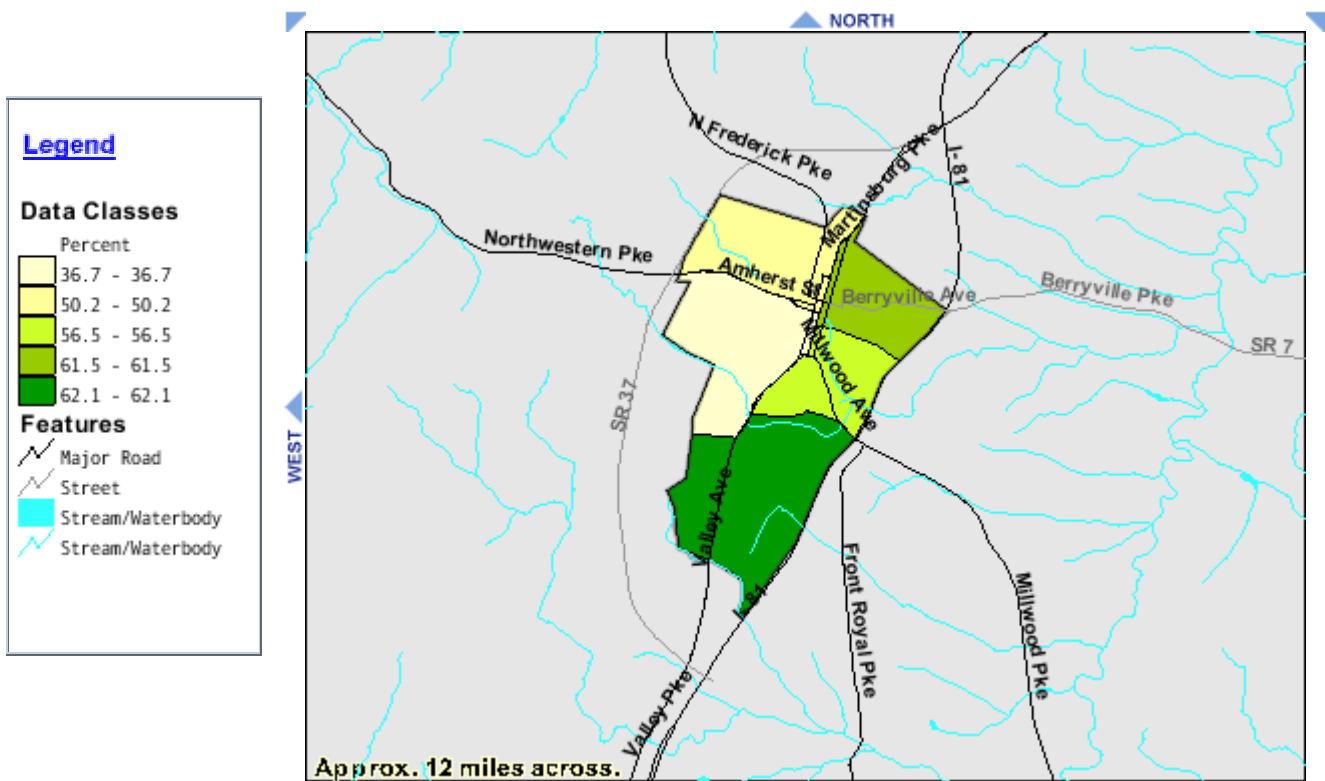
Cost Burden continues to be the greatest housing problem for rental households.

	Extremely Low Income	Low Income	Moderate Income
% Cost Burden >50% only	66.4%	9.1%	0.8%
% Cost Burden >50% and Housing Problems	3.9%	0.4%	0.0%
% Cost Burden >30% and ≤ 50% only	8.8%	51.7%	14%
% Cost Burden >30% and ≤ 50% and Housing Problems	0.4%	3.4%	0.3%

Disproportionate Need of Racial/ Ethnic Group

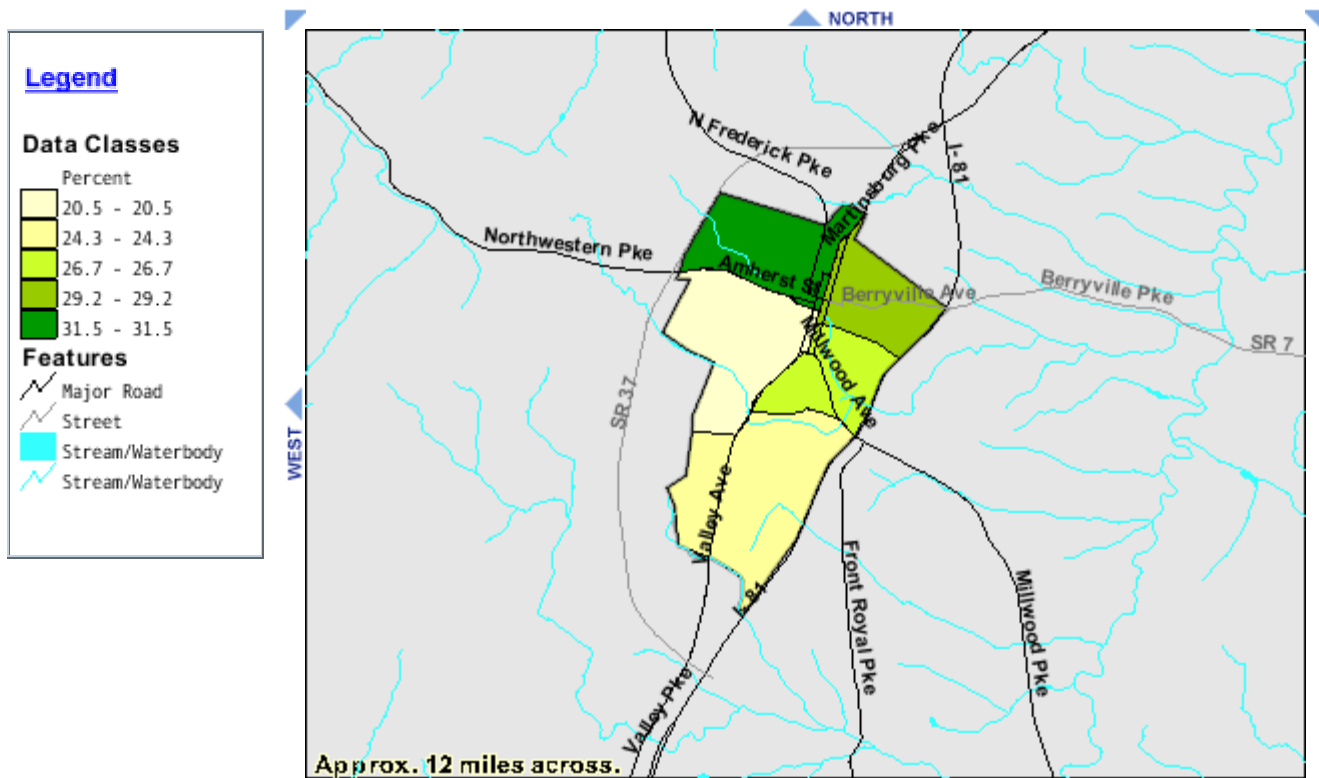
The map below shows the locations with the greatest amount of renter-occupied property, income levels for the city, and geographic distribution of population by race/ ethnicity. The North East section of the City stands out as having a relatively high percentage of renter-occupied housing units.

Percent of Occupied Housing Units that are Renter-Occupied:



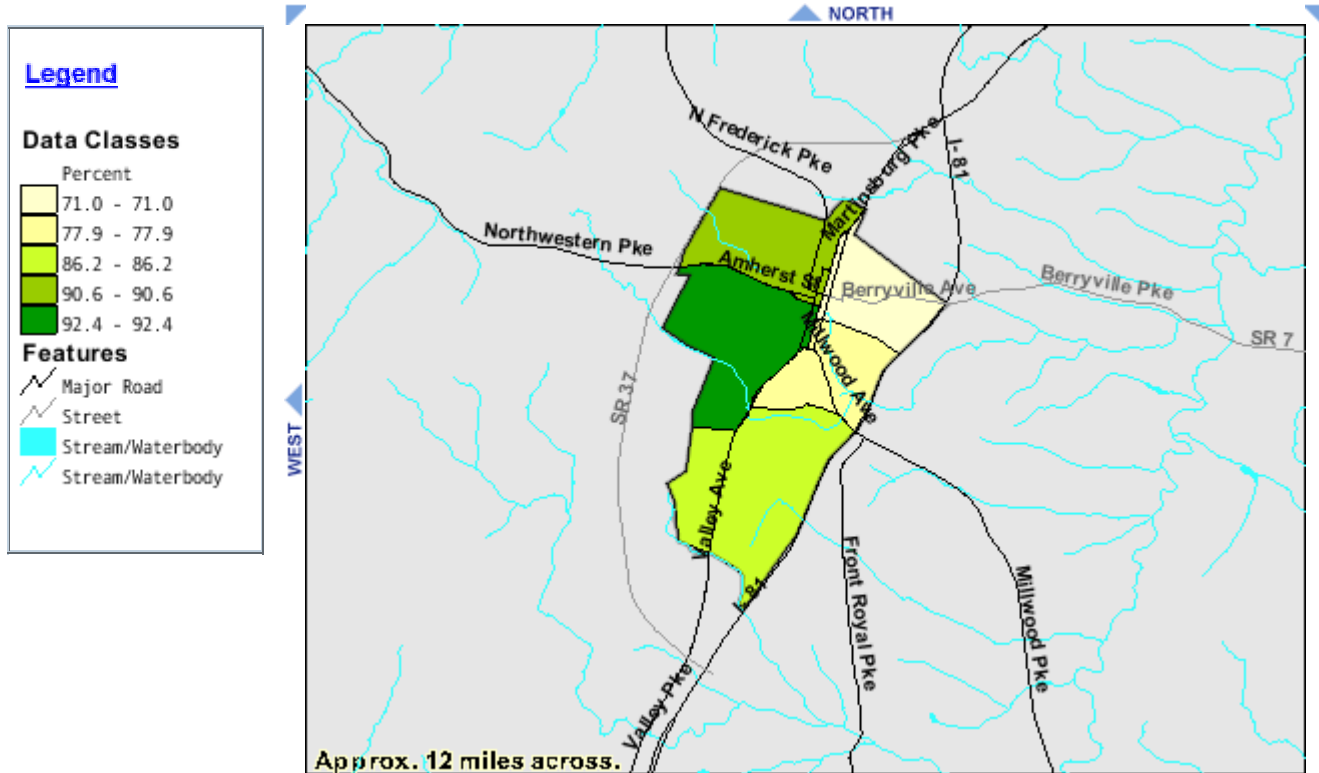
In addition, the entire North section of the City has the greatest percentage of renter-occupied housing units in which monthly gross rent is 35 percent or more of household income.

Percent of Specified Renter-Occupied Housing Units in which Monthly Gross Rent is 35% or More of Household Income:



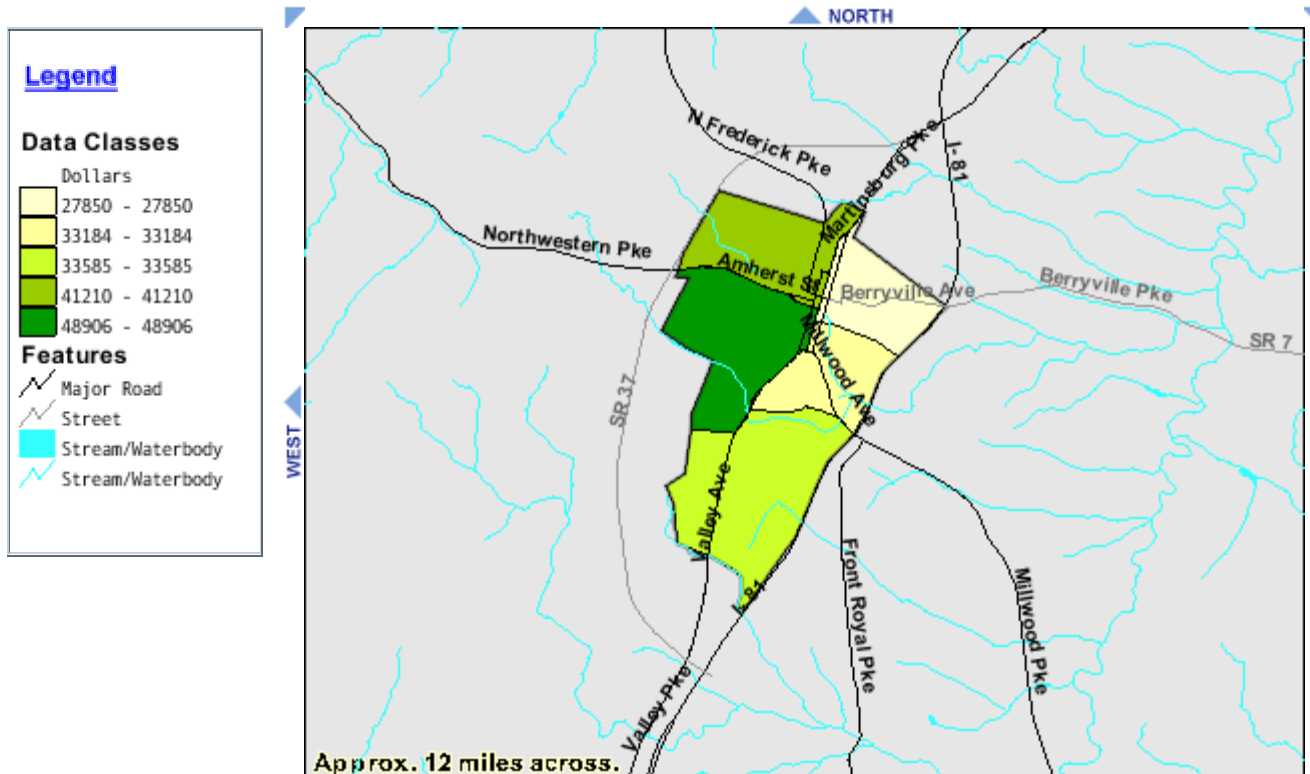
The North East Section, as well as the portion directly to its south has the highest concentration of black residents. With a concentration of almost four times of that of the West side of the City, a disproportionate need is obvious.

Percent of Persons who are White Alone



The North East section of the City is also the area with the least median household income. Although high in number of renters, the North West section of the City's median household income is over \$14,000 more than that of the North East section.

Median Household Income:



Black and other minority residents are by far concentrated in the North East section of the city. This area is also the area of more rental housing and lower income households. There is clearly a disproportionate need of minorities in this area of the city.

Household Type Distribution

Households are categorized into four categories- small (2-4 members), large (5 or more members), elderly (1-2 members), and all other households. Other households might include single member households or other special circumstances.

	Elderly 1-2 Member Households	Small Related (2-4)	Large Related (5 or more)	All Other Households	Total Renters
Extremely Low Income	279	223	68	560	1130
Low Income	198	245	120	370	933
Moderate Income	154	509	89	549	1301
Totals	631	977	277	1479	3364

54 percent of small related households have housing problems.

80 percent of large related households have housing problems.

51 percent of elderly households have housing problems.

56 percent of all other households have housing problems.

Rental Inspections

In December, 2003, the City Council passed an ordinance requiring rental inspections and registration. An initial inspection of any rental unit is free, though there is a \$25.00 per unit fee every five years charged to the landlord to register the property. Provided no violations are found, the property will receive a certificate of compliance that is good for the next five years. Council members approved this ordinance in order to ensure that rental units in Winchester meet minimum health and safety standards. The ordinance applies to the Conservation and Rehabilitation District, which includes 67.6 percent of the city's rental properties and 58 percent of the city's population.

A concern of many renters and service providers is how the new ordinance will impact displacement. The intent of the ordinance is not to influence the rental market. The city has sponsored numerous informational meetings to discuss the rental inspection ordinance since discussions began in summer of 2003.

Homeowners

Overburdened Housing Cost and Severe Cost Burden

HUD identifies housing costs (including utilities) greater than 30 percent of gross income as Overburdened Housing Costs. Housing costs (including utilities) greater than 50 percent of gross incomes are considered Severe Cost Burdens.

	Extremely Low Income	Low Income	Moderate Income
% Cost Burden >50%	33.3%	21.3%	5.6%
% Cost Burden >30% and ≤ 50%	13.7%	10.7%	37.6%

Physically Inadequate

Households with any housing problems include those with a cost burden greater than 30 percent of income and/or overcrowding and/or without complete kitchen or plumbing facilities.

Of the total owned housing population, 16.2 percent of households are identified as having any housing problem. Of the total 1,361 owned households below 80 percent of median family income, 576 households, or 42 percent, have housing problems.

	Extremely Low Income	Low Income	Moderate Income
% With Any Housing Problem	49%	35.3%	43.2%

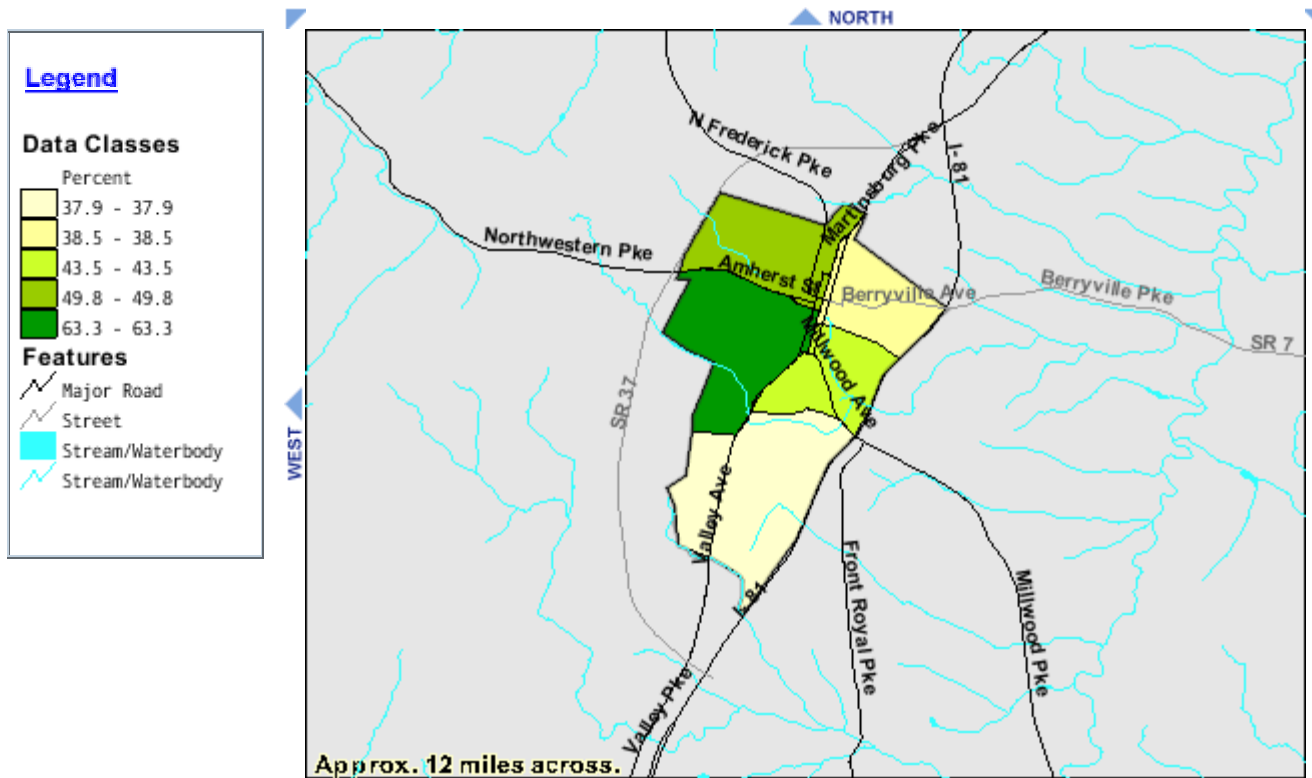
Cost Burden continues to be the greatest housing problem for owned households, except in households with five or more members, where the problem is related to overcrowding.

	Extremely Low Income	Low Income	Moderate Income
% Cost Burden >50% only	33.3%	21.35%	5.6%
% Cost Burden >50% and Housing Problems	2.0%	3.3%	0.0%
% Cost Burden >30% and ≤ 50% only	13.7%	10.7%	37.6%
% Cost Burden >30% and ≤ 50% and Housing Problem	0.0%	0.0%	0.0%

Disproportionate Need of Racial/ Ethnic Group

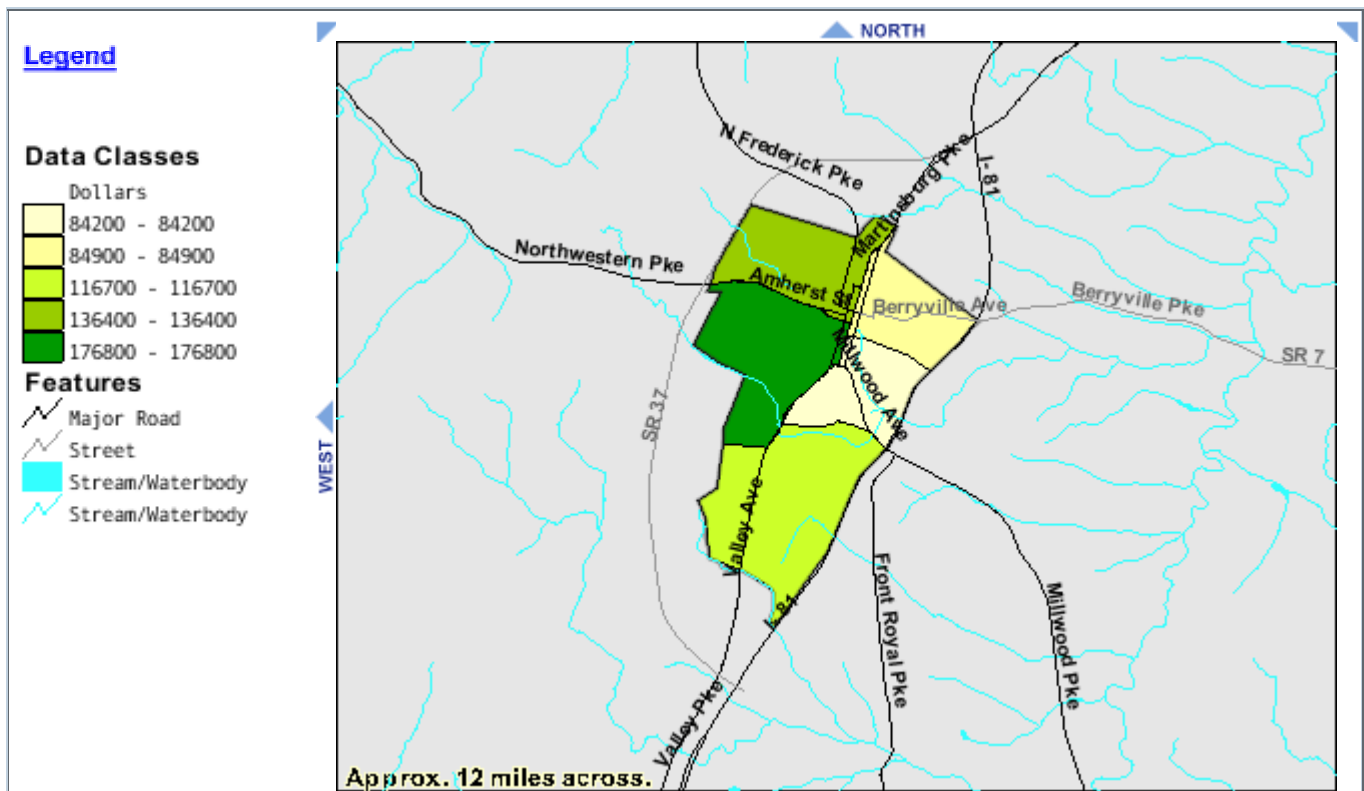
The maps below show the locations with the greatest amount of owner-occupied property, income levels for the city, and geographic distribution of population by race/ ethnicity.

Percent of Occupied Housing Units that are Owner-Occupied



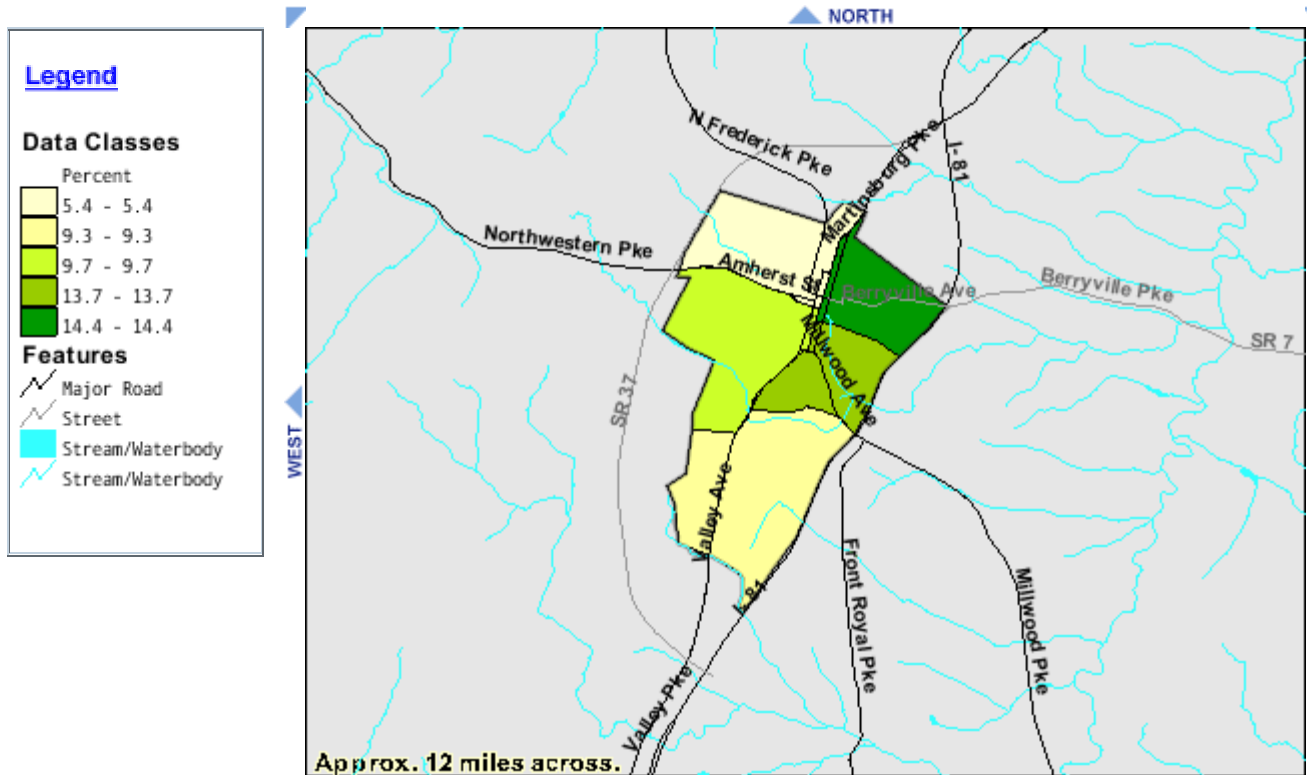
The majority of homeowners live in the center West section of the City. Homes with the highest median value are also found in this center section. Those homes with lowest median value are found in the North East section of the City.

Median Value of Specified Owner-Occupied Housing Units



The North East section of the City is also the location with the greatest percentage of homes with monthly housing costs that are greater than 35 percent of household income.

Percent of Specified Owner-Occupied Housing Units in Which Selected Monthly Housing Costs are 35% or More



Although the number of homeowners in that area is relatively small, those who do own their own home pay a large portion of their income in homeownership related costs.

Trends- All Households

Overcrowding

Overcrowded households are defined by households with 1.01 or more persons per room. Of the 10,001 occupied housing units, 3.2 percent are overcrowded. This percentage is higher among lower income and rental households. More than 11 percent of rental households whose income is less than 80 percent of median family income are overcrowded.

Physically Inadequate

24 homes in Winchester use no form of heating fuel.
17 lack complete plumbing facilities.
81 lack complete kitchen facilities.

Disproportionate Need of Racial/ Ethnic Group

There is a high concentration of low-income, minority renters in the North East and center North section of the City. There is clearly a disproportionate need of the minority residents of the City. The majority of minorities are living in older homes that are costing them a greater percentage of income. These homes are typically in the North East section, as well as the center East section just below. Although the majority of rental stock is not found in these two sections, this area does comprise the second highest concentration of rental units (the first being the South section). The South section has the most multi-unit rental complexes, where most of the North end of the City's rental units are single-unit or small scale rental complexes.

Demographic Characteristics

Population

The population according to the 2003 Census was reported at 23,585 in Winchester. Population is projected to increase to 25,099 (an increase of 6 percent) in the year 2010. The population growth rate between 1990 and 2000 was 7 percent, just less than half that of the state, and about a third of that of Frederick County.

	1970	1980	1990	2000
Population	14,643	20,217	21,947	23,585

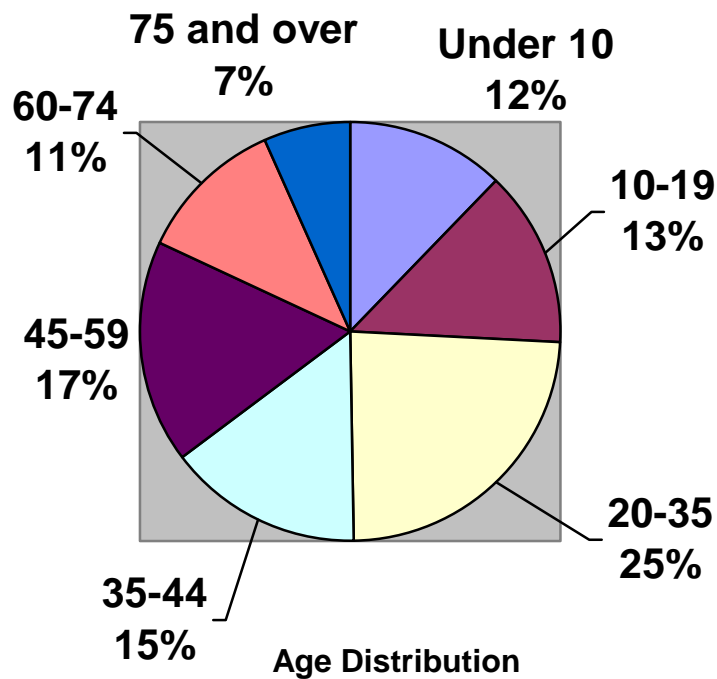
Racial Composition of Population

Although still a fairly homogenous community, Winchester is becoming increasingly diverse. For example, the percentage of Hispanic citizens has increased six fold between 1990 and 2000.

	White	Hispanic	Black/ African American	Other
1990	88.6%	6.5%	10.5%	5.3%
2000	82.1%	1.0%	10.0%	0.3%

Age Distribution

Median age in Winchester is 35, the same as the National Median Age. Approximately 78 percent of the population is 18 years and over, while 14.5 percent are aged 65 and over. 6.1 percent of the population is aged 5 and younger.



Income Distribution

In 1999, the median household money income was \$34,335. Median household income in Frederick County for the same year was \$46,491. The percent of persons below the federal poverty level in 1999 was 13.2 percent - just less than a 2 percent increase from the year before.

Household Characteristics

In the 10,001 households in the City, there are approximately 2.28 persons per household. 56.5% of those households are designated family households, while 25.6% are family households with children under the age of 18. 6.8 percent of households are lead by a single female householder.

	Family Households	Family Household with children <18	Female Lead Household with Children <18
Number of Households	5,649	2,557	684

Assisted Housing

The City of Winchester is allocated 230 Section 8 Vouchers by the Virginia Housing Development Authority. The Winchester Department of Social Services was designated the responsible party for distributing the vouchers in Winchester and Frederick and Clarke Counties. All vouchers are tenant based. The Vouchers are distributed on a needs basis. A waiting list is maintained and reviewed periodically. Distributed vouchers normally amount to 227 to 229.

Homeless and Housing Facilities and Services

Human Service Agencies in the area provide a wide variety of services to meet the needs of homeless and at risk persons. Housing provider agencies provide financial support for new or rehabilitated housing, educational programs for home maintenance and money management, and counseling for domestic, substance abuse and other related problems.

Homeless housing is offered at the Salvation Army, C-CAP, the Shelter for Abused Women, Northwestern Community Services. These agencies all provide additional services to supplement the provision of physical shelter. Some have systems in place that keep record of services utilized by individuals and families, and have criteria based service and care, while others give to anyone who is in need.

The Salvation Army stipulates certain criteria for service recipients. The Shelter for Abused Women combines counseling with all services provided. C-CAP and Northwestern Community Services provide as much aid as possible to anyone, and refer when needed services are not available within the agency.

Special Needs Facilities and Services

An estimated one in five US adults said they had a disability in 1999, according to the Centers for Disease Control and Prevention (CDC). According to the analysis of more than 53,000 adults aged 18 years or older, 22 percent (equivalent to 44 million of the US adult population) reported having a disability. Of the adults who reported, the main health condition causing their disability:

- 18 percent had arthritis and rheumatism
- 17 percent had back or spine problems
- 8 percent had heart trouble/hardening of the arteries

Disabilities included problems with climbing a flight of stairs, walking three city blocks, lifting or carrying a ten pound item, or difficulty completing household tasks. Other survey subjects reported the use of a cane, crutch, walker or wheelchair.

There exist little local data to report the total number of disabled persons in Winchester, nor is there much information reporting the number of houses adequately structured to accommodate disabled persons. However, the number of older housing stock in the city, combined with the percentage of housing units with problems indicates that there probably is not an adequate supply of ready housing for disabled persons. Access Independence works on referral basis to help disabled persons find housing.

Barriers to Affordable Housing

Affordable Housing is a cornerstone of developing viable and stable communities. The city has many institutional protections in place to encourage affordable housing:

- *Land Use controls* such as zoning and land development requirements. General Land Use Goals listed in the City's Comprehensive plan include those to address physical development, housing, commerce and industry. Goals for housing are:
 - *Housing:* Encourage and assist with the rehabilitation of existing substandard housing units and the construction of new housing units so that Winchester residents are provided with a decent home in a suitable living environment while maintaining and preserving the existing character of residential areas designated in the Plan.

The City has maintained consistency with land use proportions over the years. In order to encourage affordable housing to meet the requirements of changing household composition and diverse incomes, an increasing mix of housing types in a given area should be encouraged provided that the density of the general area complies with the densities explained in the Comprehensive Plan.

- *Tax Policies* such as credits from both the state and national level. The City provides real estate tax exemptions for substantially rehabilitated residential, commercial, or industrial real estate for a period of ten years. Substantially rehabilitated residential real estate includes any residential real estate within the Historic Winchester District upon which there is an existing structure which is no less than twenty-five years old, and which has been so improved as to increase the assessed value thereof by no less than forty percent, without increasing the total square footage by more than fifteen percent.
- *Fees and Charges* such as the rental registration fee that is designed to maintain safe and decent housing to renting residents of the City. In addition sewer and water line

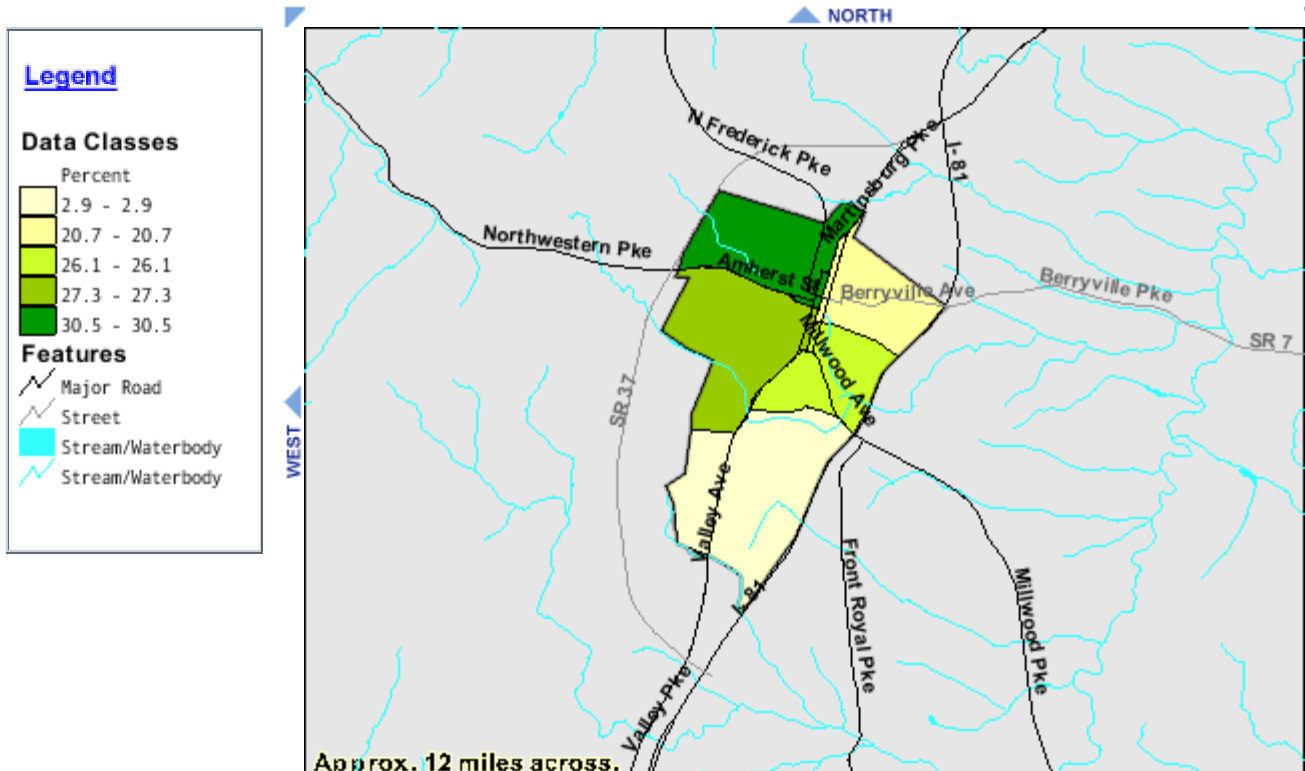
extensions and hookups as well as construction permits are comparable to fees charged in the surrounding jurisdictions.

- *Building Codes* that encourage safety in residential structures. The Code of the City of Winchester, in accordance with the Virginia State Code sets forward the allowance of inspections of certain structures. Structures included are:
 - *Buildings or structures used to store hazardous materials;*
 - *Buildings or structures to be used or occupied by twenty or more persons who are employed, lodged, housed, assembled, served, entertained or instructed therein, and*
 - *The common areas of residential structures containing four or more units.*

Lead Based Paint Hazards

With a large number of housing stock built before 1940, the City of Winchester has been identified by the Virginia Department of Health, along with 107 other localities as a high risk zip code locality. Zip codes are determined high risk if greater than 27 percent of the housing stock was built before 1950 and/or there is an increased prevalence of children with elevated blood lead levels. Historically, testing has not occurred often. In 2002, only one test case occurred among children less than 36 months old, and one test case for children less than 72 months old.

Percent of Housing Units Built Before 1940



The majority of the aged housing stock remains in the northern part of the City, primarily located in and around the Historic District.

As a part of the Lead Safe program in Virginia, the Department of Health will be partnering with the school system to test every incoming kindergartener as part of their school enrollment physical exam. Lead Safe Virginia has also launched a large campaign to promote awareness of lead hazards in the home across the state.

Local pediatricians, public health service providers and related health care professionals are aware of lead hazards as well as the State Lead Safe Programs efforts.

Because little lead hazard testing has been performed in Winchester, it is difficult to determine the severity of lead hazards. With the initiation of the new testing in coordination with school enrollment, the City hopes to become better informed of the potential hazards.

Fair Housing

On October 8, 2002, Winchester City Council approved a Grievance Procedure that established a firm system to ensure prompt and equitable resolution of complaints alleging any action prohibited by the Department of Housing and Urban Development's (HUD) (24 CFR 8.53(b) implementing Section 504 of the Rehabilitation Act of 1973, as amended (29 USC 794). In conjunction with the Community Development Block Grant Small Cities Program, the City has also sponsored a Fair Housing Activity that distributed information regarding fair housing rights of individuals. The City has another annual Fair Housing Activity scheduled for the early fall of 2004.

The Consolidated Plan regulations, 24 CFR 91, require local governments to certify that it is affirmatively furthering their housing. There is a three-step process-

1. Analyze impediments
2. Approve Actions
3. Maintain Records

An Analysis of Impediments to Fair Housing is underway and will begin its cycle for action and inclusion in the annual Action Plan for FY 2006. It will then be maintained on the same schedule as the Consolidated and Annual Action Plans.

Non Housing Community Development

Crime and Safety

Total larceny and thefts in Winchester in 2002 totaled 4,995.47 per 100,000 people. Petty theft in Winchester is at an alarming level compared to that in similar neighboring localities.

	Winchester	Staunton	Harrisonburg	Leesburg	Fredericksburg
Population	23585	23853	40468	28311	19279
Larceny/ Thefts	1214	680	847	719	680
Larceny/ Thefts per 100,000 people	4995.47	2766.81	2031.32	2464.78	3423.11

Safety was an issue raised in community input meetings. Citizens were supportive of police efforts, but felt that more could be done to address safety from within the community. Better lighting was a main concern and suggestion in deterring undesirable behavior.

Neighborhood Code Enforcement, Beautification & Infrastructure

Rental Inspections

In December, 2003, the City Council passed an ordinance requiring rental inspections and registration. An initial inspection of any rental unit is free, though there is a \$25.00 per unit fee every five years charged to the landlord to register the property. Provided no violations are found, the property will receive a certificate of compliance that is good for the next five years. Council members approved this ordinance in order to ensure that rental units in Winchester meet minimum health and safety standards. The ordinance applies to the Conservation and Rehabilitation District, which includes 67.6 percent of the city’s rental properties and 58 percent of the city’s population.

A concern of many renters and service providers is how the new ordinance will impact displacement. The intention of the ordinance is not to influence the rental market. The city has sponsored numerous informational meetings to discuss the rental inspection ordinance since discussions began in summer of 2003.

Neighborhood Projects

Each year, the United Way sponsors a community Day of Caring. This semi-annual event has encouraged neighborhoods and community members to participate in community projects. This year, the event will include a front door project on a street that serves as an entranceway to the city’s downtown. The goal of the project will be to encourage participation from residents of that neighborhood to work to improve the look of the homes. The project will be completed with a neighborhood block party to celebrate the efforts of the day.

If the project is a success, the city hopes to sponsor similar activities in other neighborhoods, and also to incorporate a gardening program in the spring.

Health and Human Services

The City of Winchester, Frederick and Clarke Counties have diligently worked to coordinate efforts of local service agencies. Phase I construction of the Our Health Complex in 2003 made great strides in providing accessible services to persons in need. The objective of the organization is to provide one stop shop for human service needs. Additionally, Our Health hopes to relieve its cooperating agencies of extra burdens such as exorbitant overhead costs by leasing economical office and operations space, working collectively for shared grant opportunities, and collaboratively addressing health and human service needs within the community.

Currently, the complex houses 6 non-profit service agencies: The United Way, Healthy Families, Literacy Volunteers, The Child Parent Center, Concern Hotline, and the Free Medical Clinic. Phase II of the complex includes providing operating space for additional service agencies to increase the scope of services currently provided. In the future, Our Health hopes to partner with adult education services from Lord Fairfax Community College to provide on site work force training, counseling and placement potentially through a satellite office.

Community Building

In an effort to strengthen the link between citizens and its local government, the city is in the process of developing a neighborhood liaison program. The goal of the program is to build and strengthen communication between the City and neighborhoods. Each neighborhood will be defined a city liaison- someone who works for the city who will act as an advocate for that neighborhood. Liaisons will serve as a contact person to residents and associations when support from the city is needed.

Establishment of the neighborhood liaison program will achieve multiple goals:

- encourage awareness of the City's efforts on behalf of it's citizens
 - through assigned contacts within the City of Winchester
 - through website development for each neighborhood
- encourage participation of citizens in decisions that affect neighborhoods
 - by providing citizens and neighborhoods a direct line into day to day government
- encourage cooperation between citizens and government

Transportation

The Winchester Transit System operates on regular routes and schedules throughout the city during the day. Riders are charged the current fares and this revenue is utilized to offset operating expenses. The City currently utilizes three "cab on chassis" buses that have a capacity of approximately 25 riders. These buses also are equipped with wheelchair lifts for handicapped or mobility impaired individuals. A Paratransit service is offered for those individuals that have a temporary or permanent disability that would not allow them to take advantage of our regular route service. The Paratransit service is a curb to curb service, meaning that we pick the rider up at the curb at one location and will transport them to another location and let them off at the curb.

Operation days and hours are Monday through Friday 6:00 am to 6:00 pm, and Saturday 9:00 am to 4:00 pm.

There are designated bus stops located throughout the city for easy identification of our routes. For the safety of our passengers and the traveling public, our drivers are trained to only pick up or let off passengers at designated bus stops. Paratransit service is offered during the same operating hours as the regular bus schedule. Transit Service does not operate on the following holidays: New Years Day, Apple Blossom, Memorial Day, July 4th, Labor Day, Thanksgiving Day and Christmas. The buses will operate on normal schedule during snow emergencies unless doing so would put the passengers and others in jeopardy because of the adverse conditions. Any alterations to or interruption of the transit schedule are posted on Winchester Community Television (cable channel 29).

Fares are as follows:

- | | |
|----------------------------|-------------------------|
| 1. Adults: \$0.50 | 3. Students: \$0.35 |
| 2. Senior Citizens: \$0.25 | 4. Paratransit: \$ 0.50 |

Tickets may be purchased in books of twenty at a discount. Book prices for the corresponding classification are:

- Adults: \$9.00
- Students: \$6.00
- Paratransit: \$9.00

There is no charge for transfers from one route to another during the same trip. All drivers carry books of tickets for purchase or they may be obtained from the Public Works Department at 301 E. Cork St.

Economic Development

The department of Economic Redevelopment was created by the city of Winchester in Fiscal Year 2000. The department was established to provide a focus on the redevelopment needs of the City. In FY 2001, through a series of agreements, the department was functionally merged with the Industrial Development Authority (IDA). These agreements not only resulted in the functional merger of the department of Economic Redevelopment with the IDA, but also resulted in the IDA receiving a \$1.2 million endowment fund from the Winchester-Frederick County Industrial Development Corporation.

The goals and operating strategy for the IDA are articulated in the vision statement and “Opportunity Winchester” strategy statement approved by the Common Council of the City of Winchester on March 13, 2001. The essence of these two documents directs the IDA to work to facilitate appropriate economic development activities throughout the City, to maximize the use of industrial and commercial property, and to work toward the development of the workforce so as to enable its fullest potential while minimizing the burden on the individual tax payer. In effort to achieve these overall objectives, the Authority established a series of strategic goals and objectives specifically related to projects and activities that will result in the achievement of the overall objectives of the IDA. The following represents a partial listing of the current goals:

1. Develop the former Virginia Tech Fruit Tree Research Center into a business park.
2. Maximize the economic development potential off the local Valley Health System and Shenandoah University.
3. Facilitate the redevelopment of the former George Washington Hotel into a hotel, high-end apartments/condos, office space, and small conference center.
4. Facilitate increased volume of retail sales trade in the City proportional to increased residential development in the City and County.
5. Increase volume of professional office development in the City to maintain Winchester as the Professional Business Center of the Northern Shenandoah Valley.
6. Identify and eliminate blight and blighting factors.
7. Facilitate homeownership in the City through rehabilitation of existing rental properties and to work to improve the quality of rental property.
8. Work with existing industries to facilitate expansion.
9. Maximize the economic development potential of all tourist attractions.

Institutional Structure

The City of Winchester has a number of Human Service Providers available to its residents. Some are regional providers, while others are specifically focused on the needs of residents of the City. Each year, the United Way of Northern Shenandoah Valley publishes a Directory of Community Services. It serves as a reference to service providers for referral purposes, citizens as a directory of volunteer opportunities, and a listing of available services for persons in need.

Another resource for persons in need is the Concern Hotline, a phone number hotline that people can call for information regarding service providers. The Concern Hotline also has a website that contains its entire sourcebook. The Sourcebook allows the reader to search for service agencies by services offered or by name. This website is also linked

through the City of Winchester website. It is designed for usage by both persons in need, as well as service providers.

According to the Community Services Directory, 2004-2005, there are eleven agencies that directly serve housing issues in Winchester:

- Access Independence
- AIDS Response Effort, Inc
- CCAP
- Community Housing Partnership Corporation
- Habitat for Humanity of Winchester and Frederick County
- Help with Housing
- Robert E. Rose Memorial Foundation, Inc
- The Salvation Army Winchester
- The Shelter for Abused Women
- Shenandoah Valley Community Residences, Inc
- Union Rescue Mission of Winchester

In addition, there are several organizations that serve special needs populations and low – and moderate- income persons in the Winchester area:

- AARP
- Adult Care Center
- Blue Ridge Legal Services
- Caretakers, Inc
- Consumer Credit Counseling Service
- Free Medical Clinic
- Freemont Street Nursery
- Goodwill Winchester
- Literacy Volunteers of America Winchester Area
- Northern Shenandoah Valley Adult Education
- Northwestern Community Services
- Northwestern Regional Educational Programs
- NW Works, Inc
- Share the Cheer Foundation
- Shenandoah Area Agency on Aging
- Winchester Day Nursery
- Winchester Department of Social Services
- Winchester Migrant Head Start

Our Health, Inc was initiated in 2002 to improve the health of the residents of Winchester and surrounding counties through enhancing the service capacity, resources, coordination and collaboration of community health resources. Currently, the organization's complex houses six agencies:

- Concern Hotline
- Free Medical Clinic
- Healthy Families
- Literacy Volunteers
- United Way, Northern Shenandoah Valley
- Winchester Exchange Child Parent Center

To further the goal of providing a "one stop shop" for human service needs, Our Health hopes to expand in the future to allow more agencies to join. Agencies who participate with the Our Health complex are able to take advantage of shared overhead costs. Individuals are better served by providing a "one stop shop" for various services.

The Community Services Council, now with a membership of over twenty five representatives of community service agencies, provides a forum for agencies to learn about what efforts are being made in the community. The council holds monthly meetings to discuss and address various needs within the community. It is the goal of the Council to have a membership of forty by the end of the calendar year (2004). The Council provides an invaluable service to the Community through awareness, education and networking. Further, it allows service providers to have a better understanding of the other agencies and their services in the area.

Anti Poverty

According to the 1999 U.S. Census data, 13.2 percent of Winchester residents are below the poverty line. This is just less than a 2 percent increase over the previous year of 11.3 percent. The disparity between increased poverty levels and increased median family income is a large concern for the City. Factors that contribute to poverty include a decrease in employment opportunities, and an increase in the cost of housing.

Strategic Plan

Priority Analysis and Strategy Development

The housing and community development strategies in this section are intended to help guide decision-making and to assure that all of the city's resources are coordinated in the best possible manner. The citywide goal of strengthening partnerships through collaborative processes, good communication and the integration of individual, family and neighborhood needs remains a valid goal.

Community Development resources are utilized to initiate important projects and to complement others. They are often utilized where other funds are not available or to augment other funding priorities especially with regard to special needs populations and older neighborhoods.

Strategy for implementation of CDBG funds was determined by three factors:

- Expressed needs and concerns by citizens and service providers
- Statistical data from U.S. Census, HUD and local needs assessments and surveys
- Current and ongoing projects planned by the City.

A needs assessment was performed for the City, concentrating on housing and community development needs. A comparison of these needs to the needs expressed by citizens in the citizen input meetings lead staff to determining the most effective approach to meeting community needs.

The purpose of the Community Development Block Grant Entitlement Program is to aid localities in developing and maintaining viable urban communities by achieving three National Objectives:

- Benefiting Low- and Moderate- Income Persons
 - Preventing or Eliminating Slums or Blight
 - and Meeting Other Community Development Needs
- principally for low- and moderate-income persons.

Activities below address needs expressed in citizen input meetings, consultation with local service providers and local needs assessments. Each activity is grouped with the National Objective it best fits and is presented with an expected outcome.

Priority Needs Summary

Homeless Continuum of Care

A comprehensive continuum of care system is necessary to effectively address homeless needs. This system must provide three basic components:

- An immediate alternative to being unsheltered which includes not only emergency shelter, but an assessment of an individual's or family's needs
- Transitional housing and/or rehabilitative services as necessary
 - substance abuse treatment
 - interim mental health services
 - training in independent living skills
 - other services and facilities to help persons move on to the next step
- Permanent independent or supportive housing arrangements.

Homeless individuals and families will not necessarily need access to all components of the Continuum of Care. However, a coordinated system is critical to ensuring no gaps in the system.

The City of Winchester government must work in collaboration with non-profit and human service agencies to develop this system for a Continuum of Care. This system not only includes facilities and services for the homeless, but also a strategy to prevent homelessness.

This Homeless Continuum of Care involves cooperation and communication among agencies about how to best serve the homeless and at risk populations. The development of strategies to address the identified gaps and to eliminate duplication of services is necessary to providing efficient and effective services to needy persons.

Education, Awareness and Availability are also key parts of ensuring a successful Continuum of Care.

Emergency Shelter

The number of homeless in the area includes those who are specifically unsheltered, living in overcrowded conditions with one or more other families, or those families living in vehicles. Service providers estimate that there are approximately 189 homeless persons on a given night. Shelter capacity for the homeless in emergency situations is 67, while the recorded estimated need is 83.

The Salvation Army, C-CAP, The Shelter for Abused Women, and the Men's Union Rescue Mission are all facilities that provide emergency shelter to individuals with housing problems. Most of these organizations provide temporary shelter in emergency situations as well as other needed assistance with paying bills, clothing and food.

Service Providers find it is more difficult, however to meet the needs of homeless families. Families in need of shelter and assistance are a growing population in Winchester. Most families chose to address housing problems from within their own social structure by staying with relatives or friends, or even in their vehicles. Sometimes, though in the case of fires, evictions, or severe financial problems families turn to service providers for assistance

While families' emergency housing needs are currently being met by service providers, many organizations are working to make accommodations more acceptable to families. Most emergency shelter facilities have segregated bunks by sex that do not allow families to stay together. Through modification of facilities, many organizations hope to make shelters more welcoming to families.

Transitional Housing

Transitional housing exists to provide a semi-independent environment in which homeless sheltered persons from the area can shift into more permanent housing situations. Transitional housing facilities often offer more than just shelter, but also educational programming and training in becoming more independent and successful at independent living. Many programs include job skills training, money management, household maintenance, and child care classes.

Among individuals, transitional housing is the greatest need in Winchester. With a capacity of only 20 spaces for transitional housing, 76 individuals are in need. The remaining 56 unserved persons may be bouncing between various emergency shelters, or simply attempting to get by with nothing.

In the last year, 11 families were in need of transitional housing. Current capacity was 20 families. This is primarily due to the fact that many families do not enter the housing assistance program until things are at the very worst. Often families use their vehicles before going to a shelter.

The Salvation Army and The Shelter for Abused Women are the two primary providers of transitional housing in the area. C-CAP provides financial assistance to individuals and families in need of a place to stay. Most often these persons rent local motel rooms until they are able to save enough money for a more permanent arrangement.

Many of those most in need of transitional housing are those that are members of certain subpopulations. Victims of domestic violence, substance abusers and the mentally ill are particularly in need of a safe, supportive environment to begin to rebuild stability and independence. These populations are often in need of more specialized counseling and other services to meet the needs of their specific problems.

Permanent Housing

Often, service providers categorize the homeless into three categories:

- the helpless- the elderly, mentally ill, women with children; persons in need of extended service to help them get by
- Those who need some support to get them back on their feet- are homeless because of some catastrophic financial situation.
- Those who do not respond to services- sometimes those with chronic addictions, or those who have spent their lives homeless.

Homeless services often reflect a progression of independence in the individual(s). Permanent housing can be the final step in that progression, or a means to end risky housing arrangements. Individuals in need of permanent housing total 30, while the current capacity to serve those persons is 5.

Persons in families with children are often the most in need of permanent housing. They are more than likely to enter the system at this stage rather than before. Currently capacity to meet the needs of persons in families with children is only half of the 38 families in need of permanent housing.

Permanent housing placement is often a collaborative effort among various service providers including non-profit agencies, social services departments and housing placement organizations. These agencies work together to place in need persons in decent, affordable, safe and accessible permanent housing. Sometimes, barriers arise in meeting the needs of these persons.

The lack of affordable housing is a key barrier to assisting individuals or families in finding permanent housing. The increasing cost of housing in the area makes it extremely difficult for people, even with assistance to find a home they can afford. The danger of not providing persons with affordable housing with the tools to maintain financial and housing stability is the probability that they will rejoin the homeless or at risk population.

Reducing the Number of Poverty Level Families

During unprecedented economic prosperity of the 1990's, Winchester's poverty rate actually increased rather than declined. The 2000 poverty rate was 16.8 percent higher than the 1990 poverty level. The number of middle income persons seems to be decreasing quickly in Winchester, while the disparity between the rich and the poor continues to grow. Local high school drop out rates are above the state and national averages. Currently, one in four Winchester residents above 25 years of age has no high school degree or GED. The percentage of those over 25 in Winchester with a college degree is lower than state and national averages, and only 20-24 percent of the area's college graduates stay in the area.

Strategies and Outcomes

Development of a Homeless Continuum of Care. It is clear that different persons and families have different housing needs. Some enter the system early on- with immediate or emergency housing needs, while others join later, in need of assistance in finding

permanent housing. Whenever or whatever the problem, the Homeless Continuum of Care should provide for the needs of all of these circumstances.

In a cooperative effort with local service providers, the city will hold a housing summit in July of 2004. Goals of the summit will be to

- Identify duplication and gaps in services
- Develop strategies to address those gaps and eliminate duplication
- Establish and Implement a Homeless Continuum of Care
- Maintain a cooperation between the City and Partner Agencies in collectively addressing homeless needs in the Community
- Institute an awareness campaign to educate the citizens of Winchester about the homeless and their needs

Additional elements of the Continuum of Care will include an overall Anti-Poverty Strategy that works to eliminate the risks of homelessness. The Anti-Poverty Strategy will identify and coordinate all public and private human service activities. The goals of these activities will be a united effort to encourage self-sufficiency of individuals and families.

Increase Homeownership Opportunities for a broad spectrum of low- and moderate-income persons through new construction and rehabilitation of existing homes in Winchester through partnerships with local human service agencies and private investors.

Development of Transitional Housing for a period of 30-180 days to enable homeless persons to get back on their feet in emergency situations. Through partnerships with current homeless care providers such as the Salvation Army, C-CAP, and the Shelter for Abused Women, the transitional housing program will incorporate a supportive services program that encouraged self-sufficiency. This self-sufficiency program is a required element of the transitional housing program.

Providing for the Supportive Needs of Non-Homeless Persons

Shelter is not the only need of the homeless. Skills training, financial management, home maintenance programs and counseling are a few of the services necessary to meet the needs of non homeless persons. Without these supportive services, the homeless population in Winchester could be much larger.

A number of agencies in the area provide assistance to special needs populations in the areas of housing, food, clothing, bill payment assistance, counseling, and advocacy.

Elderly and Frail Elderly

Almost 15% of Winchester's population is 65 years or older, while roughly 2% is aged 85 or older. These persons are in need of Adult Day Care, Home Delivered Meals, Homemaker Services, Personal Care, Residential Repair and Transportation. According to the Virginia Department for the Aging, approximately 378 elderly or frail elderly persons were not being served according to their full need in January, 2004. The

majority of those persons not fully served are in need of delivered meals. This is partially due to the cancellation of the Meals on Wheels program in the Winchester Area.

Other than meal delivery, Personal Care and Transportation are the other two greatest needs for this population.

Persons with Disabilities

Over 2,000 people aged 21-64 are disabled in Winchester. Roughly 200 mentally and/ or physically disabled persons are underserved. Many problems experienced by the disabled include access to affordable housing. A large portion of the population of disabled persons is unable to assume the costs for providing accessibility to residences. In some cases, accessibility is not the responsibility of a landlord. For example, disabled persons must construct and remove a ramp at their own expense if it is necessary for entrance.

Another 15 persons are underserved who have severe mental illnesses. These persons often have difficulties functioning and performing everyday tasks. Supportive services for those with mental illnesses and those with mental or physical disabilities include counseling, skills training and case management.

Persons with Alcohol and/ or Drug Addictions

Edgehill Recovery and Retreat Center provides a safe place for persons with addictions to recover and take steps toward successful independent living. The Center serves a wide geographic area. Recently, the Center received federal funding to further its mission. The funding was a special line item appropriated by Congress. In the Winchester area, it is estimated that there is an unmet need for services to help 20 people. One difficulty in helping people with addictions is that help is only successful if it is requested. There are a number of other support groups and agencies whose mission is to serve individuals and family members of people with substance abuse problems and addictions.

Persons with HIV/ AIDS and Their Families

AIDS Response Effort, Inc has been a major advocate and service provider for persons with HIV or AIDS and their family members. The main mission of the organization is to promote community awareness of HIV and AIDS in order to create a compassionate response while serving those infected and affected by this disease. According to Northwestern Community Services, there are 6 individuals with HIV/ AIDS in need of services. Two persons in families with children have HIV or AIDS and are in need of special services. The total needs gap for persons with HIV or AIDS is five.

Service Provider Agencies

Below is a short list of agencies in the area that currently serve the homeless and at risk of homelessness community. Many other organizations do serve this population; although the following are those whose mission statements directly relate to housing.

Access Independence serves Winchester, Clarke, Frederick, Page, Shenandoah and Warren Counties. The organization provides peer counseling, information and referral skills training and advocacy, as a means of assisting with goals of housing, transportation, employment, personal care, education, and economic development. The organization also provides outreach services to persons who are deaf or hard of hearing.

AIDS Response Effort, Inc serves Winchester, Clarke, Frederick, Shenandoah, and Warren Counties and parts of Page County. The organization provides education and client services, including medical, housing, food, transportation, and HIV positive support.

C-CAP serves Winchester and Frederick County. The organization provides financial and supportive assistance to needy individuals and families.

Edgehill, A Recovery Retreat Center serves all surrounding counties of Winchester in the states of Virginia, Maryland, West Virginia, Ohio and Pennsylvania. The center provides a retreat for those suffering from alcoholism and drug addictions.

Habitat for Humanity of Winchester and Frederick County provides decent, affordable housing for people in need. The organization serves people with a household income less than 50% of the area median income. Clients must currently be living in substandard housing and be willing to partner with Habitat with an agreement to remain a resident for one year. Monthly mortgage costs are \$275 per month.

Help with Housing serves Winchester, Clarke, Frederick and Warren Counties. The organization assists with actual building projects to help economically disadvantaged or disabled citizens rehabilitate their homes.

The Salvation Army provides services to Winchester and Frederick County. The organization provides food, clothing, shelter, utility and medical bill payment assistance, seasonal relief, and emergency disaster relief.

The Shelter for Abused Women aids anyone in need of services related to sexual or domestic violence in Winchester, Clarke and Frederick Counties.

Shenandoah Valley Community Residences, Inc provides education, training and services to mentally retarded citizens of the commonwealth. The organization operates group homes, supervised apartment and supportive living services to people with mental retardation in Winchester, Clarke, Frederick, Page, Shenandoah and Warren Counties.

Union Rescue Mission provides food and housing for needy transient and local men. The organization also provides clothing for families in the Winchester area.

Winchester Department of Social Services is the contracted distributor of Section 8 housing vouchers for residents of Winchester, Clarke and Frederick Counties.

Strategies and Outcomes

Planning and development is in beginning stages to construct a new elderly housing complex that will include eighty dwellings, a large kitchen area that will provide meals, a recreational facility and a shopping area that will provide essential goods and services. This new elderly housing facility will relieve some of the pressures on affordable housing for the elderly and also provide additional services to elderly residents and community members.

The City has completed an analysis of impediments to accessibility in public city buildings, and will move forward with the second part of the analysis- to determine the accessibility of the city's rental properties. In partnership with organizations like Access Independence and Shenandoah Valley Community Residences, the city will work to improve services and accessibility for disabled citizens.

The City will maintain communication with agencies that treat and serve persons with substance abuse and addiction problems such as CLEAN Inc, Edgehill, and Northwestern Community Services in addition to facilitation and encouragement of cooperation between agencies.

Efforts to meet the needs of persons with HIV or AIDS and their families will continue. Assistance with promotion of community awareness and facilitation of partnerships with the Health Department and other interested agencies are priorities for furthering the mission of AIDS Response Effort, Inc.

Meeting Affordable Housing Needs

In Winchester, the encouragement of increased housing availability may be the greatest influence in lowering housing costs. An increased supply of housing will create more housing choice and increase the consumer's buying power. Other regulatory measures will aid in relieving the pressure of housing affordability in the City. Regulatory measures include amending zoning requirements in the downtown area, housing rehabilitation program initiation, and development of a comprehensive plan for new development that encourages infill, cluster and mixed use development.

Careful consideration of the impact of all regulatory changes is in order, however, to ensure that citizens are protected from decreased quality level of housing in the City. The city currently is allocated 230 Section 8 rental assistance vouchers through the City's Social Services Department. This is a small number relative to the need required, as the Department of Social Services keeps a constant wait list and consistently releases the total number allocated. The city must act creatively to encourage private landlords to provide decent, safe, affordable and accessible housing.

Strategies and Outcomes

Increase Assisted Housing by working with Winchester Department of Social Services and the Virginia Housing Development Authority to increase the City's Section 8 allocation. In addition, the City would like to explore the feasibility of project based Section 8 Voucher allocations.

Develop Affordable Elderly Housing by working with the Virginia Housing Development Authority, HUD, and private developers. In a partnership with for profit developers to pursue HUD 221-D4 financing and low income housing tax credits encourage the development of affordable elderly housing.

Removing Barriers to Affordable Housing

Another goal of the July, 2004 Housing Summit is to develop a comprehensive plan for the removal of barriers to Affordable Housing. Barriers come from the Public, as well as the Private Sectors. A collaborative effort to fully determine these barriers will enable service providers to work together to find solutions to address affordable housing problems.

Strategies and Outcomes

Identify Additional Barriers to Affordable Housing through an analysis of existing housing codes to determine if barriers exist. This analysis is a comprehensive view of the private and public influences on affordable housing in the City. In addition, the City will determine the level of knowledge of available Affordable Housing programs to residents.

Meeting General Housing Needs

Existing housing stock in the City is another need that must be addressed. The aged housing stock in the City is increasing. Many of the newly aged homes are not located in the designated Historic District which eliminates eligibility for some historic rehabilitation assistance and tax relief. In addition, Council members, community members and service providers are displaying increased concern for the condition of rental property in the City.

Strategies and Outcomes

Continue the City's Rental Inspection Program. Through the City's registration and inspection ordinance, identify rental housing with health and safety violations and assure the correction of those issues.

Continue Funding of Housing Rehabilitation Program. Provide very low interest rate loans and matching grants to facilitate the renovation of housing occupied by Low- and Moderate-Income persons.

Reducing Lead-Based Paint Hazards

Children are much more susceptible to the dangers of lead hazards than are adults because of their size and daily habits. Children are much more likely to spend time playing on the floor and ground outside. In some areas, floors and the ground outside homes have a high potential for lead hazards, depending on the age and condition of the home. In general, dwellings built before 1970 without extensive work to remove lead paint are areas of concern.

The State of Virginia has launched a successful education campaign to make parents, physicians and community members aware of the risks associated with lead based paint. In addition, the Virginia State Board of Education has added lead screening to its kindergarten entrance requirements. Historically, the City has not had many reports of elevated blood lead levels despite its large number of older housing stock.

Each fall, beginning September, 2004, the city will make a complete assessment of the results of the state mandated blood lead screening in the school entrance physicals to determine the level of concern for the area. Based on the results of the screenings from the school system and health department, the city will focus its attentions on a continued awareness campaign, and in addition to that a lead abatement program dependant on need.

Should the City determine that a lead abatement program is necessary, it plans to develop partnerships with local housing rehabilitation organizations and the health department to find ways to secure funding for the activities needed to reduce lead hazards.

Strategies and Outcomes

Conduct a Lead Hazard Analysis. In the fall, the City will determine the need for Lead Based Pain Testing and identify funding for support as needed. Partnerships with Winchester Public Schools, the LeadSafe Virginia Program and the Regional Health Department will enable the City to begin a widespread campaign for lead testing and abatement.

Fair Housing Strategies

Winchester does not currently have an analysis of impediments to Fair Housing. An analysis will be conducted from which Council, Staff and the community will be able to better understand the strategies needed to address fair housing issues in the City. Preliminary goals include:

- work with housing lenders to ensure that fair housing practices are in place,
- sponsor activities that promote fair housing practices and make potential homeowners and tenants, landlords and lenders aware of fair housing rights and regulations,
- assurance that local policy promotes fair housing,
- assurance that service providers are effectively coordinated and accessible to all residents and

- publicize the City's Grievance Procedure with information on how to report cases of unfair housing in Winchester.

Strategies and Outcomes

Conduct an Analysis of Impediments to Fair Housing. The City will conduct the analysis, and submit a plan for strategies to overcome the identified impediments. The plan will be reviewed annually and submitted with Consolidated and Action Plans to HUD.

Addressing Non-Housing Community Development Needs

Community Development Needs were prioritized and discussed at Citizen Input meetings. The needs discussed are listed below:

- Public Facility Needs
- Infrastructure
- Public Service Needs
- Economic Development

Public Facility Needs

Discussions of public facility needs included interest in Senior Centers, Homeless Facilities and Health Facilities. In coordination with the development of the new senior housing facility, the need for senior services and a center should be addressed. The city hopes to take advantage of potential partnerships with owners of existing facilities to rehabilitate and make available for emergency and transitional housing. Finally, the Our Health organization, in its second phase of development intends to bring the regional Health Department and Winchester Department of Social Services among other agencies into the complex. The goal is to build a complete community services campus.

Infrastructure

Major infrastructure improvements discussed at input meetings included the burial of utility lines throughout the city, increased number of street lamps, and beautification efforts. Beginning in May, 2004, Winchester will begin the second phase of utility burial with the Town Run Burial Project. Upon completion of Phase II, the City will have successfully buried utility lines spanning over five city blocks. Streetlamps will be installed as part of the Community Development Block Grant Small Cities Program. The Streetscape project includes new sidewalks, landscaping and the installation of street lights. A further safety assessment of the city will determine the need for additional streetlights needed in other areas of the community.

Finally, through a partnership with The United Way's Day of Caring, Winchester will sponsor a front door project to beautify one of the main entranceways to the city. The National Avenue Corridor will be improved through a neighborhood effort of improving the fronts of houses with fresh paint and yard cleanup. If successful, the project will become a semi-annual event that concentrates on different areas of the city each year.

Public Service Needs

Transportation, Employment Training, and Lead Hazard Screening were recurring themes within discussion at the citizen input meetings. Winchester recently submitted a application for grant funding to, in cooperation with Frederick County, improve the public transit system by providing a more inviting environment and extending the routes to logical destinations. Opportunities for employment training continue to become more accessible to those who need them. With the extension of transportation services, and the possibility of satellite offices and extended hours of operations employment training should be a more utilized service in the community.

Economic Development

Although CDBG funding may be too limited to make a direct impact on economic development, efforts of the city in neighborhood revitalization, community development and housing rehabilitation funded by CDBG will encourage private investment and private sector interest in expanding economic opportunities throughout the city.

Strategies and Outcomes

Brownfields Redevelopment. Identify abandoned commercial properties and facilitate their redevelopment into opportunities for commercial, housing and greenspace development.

Support the enhancement of Neighborhood Institutions. Work with neighborhood institutions to enhance and stabilize operations in the community. Institutions identified include the Elks Lodge, Caretakers (housed in the Frederick Douglas Learning Center) and the Fremont Street Nursery.

Assessing the Institutional Structure

Housing assistance initiatives have been undertaken by a number of varied agencies, individuals, and organizations in the area. These groups range from individual efforts to faith based community programs to identified non-profit and government sponsored agencies. The following grid examines the strengths and weaknesses of the various agencies:

Organization	Strengths	Weaknesses
City of Winchester	Organizational structure; Backing of City Council; Eligibility for Federal Assistance Funds; Planning Capabilities; Stability; Code Enforcement Ability	No housing authority in place to address regional needs; no public housing in the area.
Virginia Department of Housing and Community Development	Planning; Technical Assistance; Special Grant Program Availability; Discretionary Funding	
Virginia Housing Development Authority	Loan Services; State tax Credits; Financing; Assistance Programs for special needs persons	Difficulty in administering the number of needed Section 8 Vouchers in the area with regard to federal standards
Winchester Department of Social Services	Financial Support; Job Training; Child Care; Adult and Child Protective Services; Adult Care; Section 8 Vouchers	Not enough Section 8 Vouchers to address the need of residents.
Regional Health Department	Testing for Lead Levels	Understaffed- no specified lead specialist; rather public health nurse who also handles lead hazards. Few tests administered.
Shenandoah Area Agency on Aging	Broad based clientele; active involvement in community activities	Unclear mission statement.
Community Services Council	Increasing membership; comprehensive view of community needs; membership of service providers	Small representation compared to community services population.
Preservation of Historic Winchester	Access to funding resources; organization; stability	Often limited to activity within the designated historic district
Habitat for Humanity	Organization; notoriety; strong presence in community; Access to funding	Lack of access to developable land.
Salvation Army	National Organization; successful programming; clearly defined mission	Inability to serve every one in need
Housing Action, NSV	Unique niche in community; CHDO	Insufficient funding
C-CAP	Broad based support of community; 97% donations returned to needy population	Solely run by volunteers.

Enhancing Coordination of Community Services

Winchester has an abundance of human service agencies. Organizations such as the United Way, Our Health and the Community Services Council have made great efforts in unifying approaches to address community service needs. In any way possible, Winchester staff would like to facilitate increased coordination among service agencies. Staff has identified three lead agencies in the human services arena:

Our Health, Inc provides organizational structure and support from the community in coordinating and relocating community services to an accessible and comfortable environment.

The United Way is responsible for the allocation of funds for the city. Additionally, the organization has been extremely successful in fundraising through the annual campaign. Finally, the United Way has been instrumental in conducting a needs assessment survey that is the guide for distributing funds in an efficient and effective way.

Community Services Council has been extremely successful in identifying unaddressed needs in the community and formulating a plan to address the situation. The Council claims responsibility for the establishment of a number of well known community service agencies including the Shelter for Abused Women. The council has been instrumental in coordinating efforts between human service agencies.

These lead agencies would be instrumental in establishing a tightly knit network of community services that addresses the needs of the community without duplication or gaps in services. Presentation and identification of these lead agencies will occur at the July, 2004 housing summit, and plans to move forward will also be developed.

Five Year Goals

Benefiting Low- and Moderate- Income Persons

Activity	Strategy	Partner Agency
Increase Homeownership Opportunities	Partner to increase homeownership opportunities for a broad spectrum of LMI persons through new construction and rehabilitation	Local Human Service Agencies Identified through an application process, Private Investors
Increase Assisted Housing	Work to increase Section 8 allocation. Explore the feasibility of project based Section 8 allocations	Social Services, Virginia Housing Development Authority
Identify Additional Barriers to Affordable Housing	Conduct an analysis of existing housing codes to determine if barriers exist. Determine the level of knowledge of available affordable housing programs	City of Winchester, Virginia Housing Development Authority
Develop Affordable Elderly Housing	Partner with for-profit developers to pursue HUD 221-D4 financing and low income housing tax credits	Virginia Housing Development Authority, HUD, Private Developers
Continue Development of Human Services Campus	Expand the Our Health Community Service Campus to include space for the expanded space for the Free Medical Clinic, Social Services, Regional Health Department and the creation of a One Stop Shop for human services	Our Health, State Department of Health, United Way, Winchester Department of Social Services, City of Winchester
Development of Transitional Housing	Provide housing for 30-180 days to enable people to get back on their feet in emergency situations. Require self-sufficiency programs to prevent homelessness in coordination with transitional housing services	Salvation Army, C-CAP, Shelter for Abused Women
Develop and Anti-Poverty Strategy	Identify and coordinate all public and private human service activities. Work to direct activities to encourage self-sufficiency of families and individuals.	Community Services Council, Our Health, United Way, and affiliated agencies

Home Ownership Opportunities

Lending to potential homeowners will be similar to the traditional lending process. Homeowner will enter into an agreement with the city identifying certain terms that if followed, the initial loan will be forgiven. Terms will include provisions of home maintenance and upkeep, active pursuit of financial security, and additional agreements stipulated by the service provider.

Assisted Housing

For nearly every income class, the percentage of persons whose cost burden exceeds 30% or 50% only is much greater than the percentage of persons who experience housing problems and whose cost burden is in excess of 30% of income. Clearly, affordable housing is of great need in Winchester. One strategy in achieving the goal of increased choice of affordable housing opportunities in the community is to increase the number of Section 8 Vouchers distributed to individuals.

Elderly Housing

The new housing units will provide additional affordable housing for the elderly. The facility will include retail, services and recreation.

Human Services Campus

The Our Health facility is committed to providing a one stop shop center for human service needs in the community. It is a campus that provides a range of services from the Free Medical Clinic, to Literacy Volunteers. The Campus hopes to increase its affiliated agencies in the next phase of development.

One barrier to finding employment is the lack of contact information. A telephone and messaging center would provide a way for people without a phone to communicate with potential employers. Local calls would be of no charge and long distance calls would be at the expense of the caller. Messages can be left for individuals to return at a later time.

Many adult education and work force development programs exist in Winchester. The City would like to encourage partnership among these existing programs and service providers to provide the most accessible program possible to those in need of the services. Service agencies would be instrumental in identifying clients as well as the link for the outreach needed from the adult education and work force development programs.

In order to successfully address the needs of the homeless and those threatened with homelessness, the community must have a firm understanding of the situation. A campaign to increase awareness of citizens regarding the degree of those in need in our community will better allow service providers to have the necessary support in serving needy populations.

Transitional Housing

From mid-November until mid-August, the Migrant Camp, owned by the Fruit Growers Association sits empty. The Camp could be an excellent resource for the community to provide overflow emergency and transitional housing during the winter months. It is an excellent opportunity to take advantage of an existing facility that is not used to its fullest capacity.

Financial and housing counseling for persons who are experiencing difficult times would be beneficial. Persons at risk of eviction, homelessness, unemployment or financial difficulties could utilize a service that would provide the answers to some questions, as well as the emotional support to overcome problems and achieve self sufficiency.

Anti-Poverty and Homeless Strategy/ Continuum of Care

The purpose of the Strategy is to develop a comprehensive plan that includes the input and support of human service agencies, City Government, community members, businesses and the community at large.

Preventing or Eliminating Slums or Blight

Activity	Strategy	Partner Agency
Continue the City's Rental Inspection Program	Identify rental housing units with health and safety violations and assure the correction of those issues	City of Winchester
Continue funding of housing rehabilitation program	Provide very low interest rate loans and matching grants to facilitate the renovation of housing occupied by LMI individuals	Non-profit Housing Support Agencies Identified through an Application Process
Brownfields Redevelopment	Identify abandoned commercial properties and facilitate their redevelopment into opportunities for commercial, housing and greenspace development	EPA, City of Winchester, Private Investors
Analysis of Impediments to Fair Housing	Conduct and analysis and develop a strategy to overcome the identified impediments	City of Winchester

Rental Rehabilitation

Rental properties in need of repairs compliance will be identified through the city's rental inspection process. It is proposed that landlords will be offered matching fund grants or repayable loans for compliance and emergency repairs on the condition that the unit will continue to be occupied by Low- to Moderate- Income families at an affordably rent amount. This will be a part of the initial agreement between the City and the Property Owner.

Housing Rehab

Houses will be identified through an application process. Owner agreements will require maintenance and upkeep of rehabilitated homes. Housing support agencies such as Housing Action will be contracted to perform housing rehabilitation. Funding will be provided through matching, and repayable and forgivable loans.

Brownfields Redevelopment

Through partnerships with the EPA and the Brownfields grant, the City will work to develop abandoned land for commercial and residential use. Greenspace will also be set aside to maintain the environmental integrity of the City.

Analysis of Impediments to Fair Housing

The Analysis of Impediments is an assessment of barriers to Fair Housing in Winchester. The Analysis will be presented to City Council with the expectation of development and approval of a formal plan to address the identified impediments. The city will then proceed according to the adopted Fair Housing Plan.

Other Community Development Needs

Activity	Strategy	Partner Agency
Support the Enhancement of Neighborhood Institutions	Work with neighborhood institutions to enhance and stabilize operations in the community	Elks Lodge, Caretakers, Fremont Street Nursery and other such institutions
Conduct Lead Hazards Analysis	Determine the need for Lead Based Paint Testing and identify funding for support	Winchester Public Schools, LeadSafe Virginia Program, Regional Health Department
Increase Public Safety	Work with City Police Department and Neighborhood groups to develop and/or enhance neighborhood watch and community policing activities	Winchester City Police Department, Neighborhood and Citizens Groups
Provide Technical Assistance to Neighborhood Groups and Human Service Providers	Conduct Service Providers Summit. Develop and maintain a Resource Catalog of various support activities in the area	City of Winchester

Support the Enhancement of Neighborhood Institutions

The first effort to save the structure of the Elks Building is an event planned for August of 2004. The event is in conjunction with the annual neighborhood homecoming. It will include a celebration of John Kirby, the famous jazz musician who was born and lived in the same neighborhood. Proceeds from the event will go toward a fund to renovate the Elks Building. Discussions are underway to incorporate neighborhood services into the renovated building to provide a community center for that neighborhood.

Caretakers is a program that serves at risk children. It is housed in the historic Douglas Community Learning Center- a structural icon in the community. It has been extremely successful in providing a safe environment for children to gain a sense of self, confidence and appreciation for diversity. The Program provides recreation, nourishment, helps with homework and school projects as well as emotional support when parents may not be able to be present.

Fremont Street Nursery has been an institution in its community for sixty years. It provides daycare and an educational environment for children aged 2-8. Childcare services are offered on a sliding scale to families in need, and is also a recipient of federal and state subsidies. In order to provide additional care for infants, the Nursery is in the midst of a capitol campaign to raise funds for the construction of an addition to the facility. This addition will not only provide additional capacity for more clients, but will also bring the facility up to the newly updated requirements for a child care facility.

Lead Hazards

A determination of the lead hazards risk in the community will become clearer upon the results from the pre enrollment screening scheduled to take place for the 2004-2005 school year. Until then, the primary focus will be on coordinating an education and awareness campaign to have younger children tested.

Increase Public Safety

Crime and Safety were issues raised in some of the community input meetings. Requests for additional stoplights, more police patrolling the streets and an increased level of enforcement for juvenile crime and delinquency were the most common. An analysis of public safety in cooperation with the police department would determine the needs and most efficient way to address those needs.

Provide Technical Assistance

In July, the city will call a summit meeting for all agencies and interested parties that serve in a housing provision capacity. Goals of this summit include:

- building relationships
- develop a line of communication within housing network
- Establish a catalog of service providers, services, etc.
- present Consolidated Plan
- Establish network/ relationship building to lessen duplication and gaps
- discuss barriers to efforts
- establish goals and plans for coming year(s)
- establish grant catalog/ database of Winchester Statistical Information

The Community Services Council is an organization that serves as a network of human service agencies in the area. The Council provides a forum to discuss community needs, and how individual agencies are addressing those needs. Membership is now at 26 representatives from various community service agencies. It is an excellent way to identify gaps and duplication of services. In partnership with the CSC, the City hopes to increase membership and encourage city wide community service and involvement so that the council can continue its work.

Active involvement at a young age will encourage citizenship and ownership. By allowing youth a stake in their community they begin to take a more active role in sustaining and improving their communities. A partnership between the school system and service agencies in the community would provide a way for young people to stay out of trouble and gain perspective of how the city operates and serves its citizens. In addition, involvement of students at the University would provide an informal mentorship opportunity for the youth.

**Fiscal Year 2005 Annual Action Plan
Strategies and Goals**

Benefiting Low- and Moderate- Income Persons

Activity	Strategy	Partner Agency	Funding Amount and Source	Objectives
Increase Homeownership Opportunities	Partner to increase homeownership opportunities for a broad spectrum of LMI persons through new construction and rehabilitation	Human Service Agencies Identified through Application Process, Private Investors	166,000 CDBG	Create 5 new homeownership opportunities
Increase Assisted Housing	Work to increase Section 8 allocation. Explore the feasibility of project based Section 8 allocations	WSS, VHDA		Implement project based Section 8 allocations if determined feasible.
Identify Additional Barriers to Affordable Housing	Conduct an analysis of existing housing codes to determine if barriers exist. Determine the level of knowledge of available affordable housing programs	City, VHDA		Implement Strategies to overcome Impediments; Coordinate 2 Affordable Housing Programs Annually.
Develop Affordable Elderly Housing	Partner with for-profit developers to pursue HUD 221-D4 financing and low income housing tax credits	VHDA, HUD, Private Developers		Construction of One 80 Unit Elderly Housing Facility.

Activity	Strategy	Partner Agency	Funding Amount and Source	Objectives
Development of Transitional Housing	Explore the need and inventory of housing for 30-180 days to enable people to get back on their feet in emergency situations. Require self-sufficiency programs to prevent homelessness in coordination with transitional housing services	Salvation Army, C-CAP, Shelter for Abused Women		Determine need and location of a transitional housing facility; facilitate partnership for construction or renovation of such a facility.
Develop and Anti-Poverty Strategy	Identify and coordinate all public and private human service activities. Work to direct activities to encourage self-sufficiency of families and individuals.	CSC, Our Health, United Way, and affiliated agencies		Develop an Anti-Poverty Strategy that includes a Homeless Continuum of Care Strategy by August 2004

Increase Home Ownership Opportunities

The City will Sub Contract with Habitat for Humanity and Housing Action to provide five new homeownership opportunities. The City will use CDBG funds to loan money for first time homeowner down payments. Loans will be low-interest and forgivable at the end of a ten year period, provided the homeowner adheres to the terms of the contract. Terms will vary depending on the ability of the applicant, but may include home maintenance, proof of work force training or educational furtherment and financial stability. Contracts will be very similar to those used by Habitat for Humanity. With an allocation of \$121,000 for this activity, no income is expected to be collected from this activity.

Assisted Housing

The City will work with the Department of Social Services and Virginia Housing Development Authority to increase the number of Section 8 Vouchers in the area. The

city will also encourage the exploration of project based vouchers. No direct funding from CDBG is required at this time.

Elderly Housing

The City Council will hear a motion to rezone the property on the corner of North Cameron and Baker Lane for residential multi-unit housing at the June 8, 2004 Meeting. If approved, construction should commence in 2004 to build an eighty unit affordable elderly housing facility. The facility will include multi-unit dwellings, a community kitchen and a recreational and commercial center. Development of the facility is funded by private investment and requires no funding from CDBG at this time.

Human Services Campus

Our Health is beginning a campaign to raise funds for the development of phase two: the construction of a facility to house Social Services, the Health Department and an expansion of the Free Medical Clinic that will increase the current 60,000 square foot facility to a four building, 85,000 square foot facility. Initial cost estimates forecast Phase II need of approximately \$10,050,000 for fiscal years 2005 and 2006. Over 94 percent of this cost will be used for capital construction, while the remaining 6 percent is dedicated to program and service implementation. The City will continue to play an active and supportive role in the planning process of the project. Although no CDBG funding is designated at this time, the construction and further development of the Community Services Campus is a priority need in the community.

Transitional Housing

The City will explore options of rehabilitating current structures in the City for use of Transitional Housing. The City will facilitate and encourage partnership opportunities between service providers and local property owners.

Anti-Poverty and Homeless Strategy/ Continuum of Care

The City, in cooperation with three other lead agencies in the City (Our Health, United Way and the Community Services Council) will develop and implement an Anti-Poverty Strategy. Because many of the Service providers in the area serve the entire Northern Shenandoah Valley Region, the strategy will most likely be a regional approach, and include neighboring local government agencies. The purpose of the Strategy is to develop a comprehensive plan that includes the input and support of human service agencies, local Government, community members, businesses and the community at large.

The Anti-Poverty Strategy will include a Homeless Continuum of Care to specifically meet the needs of the Homeless population. Development of this Strategy will be a result of coordinated efforts from the community, service providers, and local government. In the beginning stages, the Community Development Advisory Team will serve as the lead entity. A new and more specific group may be identified at a later date to oversee the

development and implementation of the strategy. No direct funding for this activity is needed at this time. Any incurred costs will be allocated through the Administrative budget.

Preventing or Eliminating Slums or Blight

Activity	Strategy	Partner Agency	Funding Amount and Source	Outcomes
Continue the City's Rental Inspection Program	Identify rental housing units with health and safety violations and assure the correction of those issues	City of Winchester	30,000 CDBG	10 repaired units
Continue funding of housing rehabilitation program	Provide very low interest rate loans and matching grants to facilitate the renovation of housing occupied by LMI individuals	Non-profit Housing Support Agencies Identified through the Application Process	50,000 CDBG	Rehabilitation of 2 houses
Analysis of Impediments to Fair Housing	Conduct and analysis and develop a strategy to overcome the identified impediments	City of Winchester		Complete and Implement Strategy by September 2004

Continue the City's Rental Inspection Program

The City will allocate \$30,000 to rental rehabilitation activities as identified through the rental inspection program. Funding will be used to subsidize loans of property owners to make the necessary repairs. No- or Low-Interest loans will be made for significant repairs and at maximum \$5,000 per rental unit. Income earned through repayment of loans will be returned to the rental rehabilitation fund and recycled for future rehabilitation loans.

Housing Rehabilitation

The City will contract with a non-profit agency to rehabilitate existing homes for a total of \$50,000. Eligible houses will be identified through an application process with priority given to those homes in the City identified by Census Data as physically inadequate. The City and contracted non-profit will coordinate with Churches, local community groups and the Advisory Team to identify houses in need of rehabilitation. Agreements with homeowners will require maintenance and upkeep of rehabilitated homes. Housing support agencies will be contracted to perform housing rehabilitation.

Funding will be provided through matching, and repayable and forgivable loans. Income from loans that are repaid will be used for additional rehabilitation projects.

Analysis of Impediments to Fair Housing

City Staff will conduct the Analysis of Impediments to Fair Housing. No direct funding for this activity is needed at this time. Any incurred costs will be allocated through the Administrative budget. Upon completion of the Analysis, strategies for overcoming the identified impediments will be presented to City Council for Approval. Once approved and implemented, the Analysis will undergo the same cycle of review and approval annually as a part of the Consolidated and Annual Plan development process. The City will encourage partnerships with local lenders, landlords, and other associated parties to ensure awareness of Fair Housing Laws, and findings of the Analysis.

Other Community Development Needs

Activity	Strategy	Partner Agency	Funding Amount and Source	Outcomes
Support the Enhancement of Neighborhood Institutions	Work with neighborhood institutions to enhance and stabilize operations in the community	Elks Lodge, Caretakers, Fremont Street Nursery		Ensure the stabilization of struggling institutions in the North End through facilitation of partnerships and technical assistance of fundraising activities.
Conduct Lead Hazards Analysis	Determine the need for Lead Based Paint Testing and identify funding for support	WPS, LeadSafe Virginia Program, Regional Health Department		Create a Lead Hazards Education Program; Develop a Testing and Abatement Strategy if Necessary
Increase Public Safety	Work with City Police Department and Neighborhood groups to develop and/or enhance neighborhood watch and community policing activities	Winchester City Police Department, Neighborhood and Citizens Groups		Complete a Public Safety Analysis; Continue Neighborhood Liaison Program
Provide Technical Assistance to Neighborhood Groups and Human Service Providers	Conduct Service Providers Summit. Develop and maintain a Resource Catalog of various support activities in the area	City of Winchester		Hold a Service Provider Summit in July, 2004; Initiate Resource Catalog by September, 2004.

Support the Enhancement of Neighborhood Institutions

The City will continue to invest in the Caretakers program and Fremont Street Nursery for through its community development funding in partnership with the United Way. This funding is not part of the CDBG grant fund. Determination of the amount funded will occur after May 19, the date of presentation and application deadline for United Way funding. This funding will allow the organization to maintain their current programs while working to leverage funding for acquisition of the historic Frederick Douglass Learning Center, in which it is currently housed. An institution in the community at the North End of the City, Caretakers will continue to serve the families in the neighborhood while it works to expand the base of its students.

Conduct Lead Hazard Analysis

In September, City Staff will meet with the Health Department to assess the results of this pilot year's public school enrollment lead blood level testing. The City will move forward with continued blood lead level testing and abatement activities if the assessment deems necessary. The City will also partner with the Health Department to develop an awareness campaign about lead hazards in the home. This awareness campaign will include the encouragement of blood lead level testing of children at an early age. Long-term goals of the program are that every child is tested at 36 and 72 months of age. No direct funding for this activity is needed at this time. Any incurred costs will be allocated through the Administrative budget. If further funding is necessary, the City will explore eligibility for lead abatement and testing programs through the State and Federal Governments.

Increase Public Safety

In coordination with the Winchester Police Department and Neighborhood and Citizen groups, the city will determine public safety needs in the community. Through further development of the neighborhood liaison program and the City Staff Neighborhood Walking Tours, staff will facilitate increased communication between citizens and the local government regarding public safety needs in the community. No direct funding for this activity is needed at this time. Any incurred costs will be allocated through the Administrative budget.

Provide Technical Assistance

In July, the city will call a summit meeting for all agencies and interested parties that serve in a housing provision capacity. Goals of this summit include:

- building relationships
- develop a line of communication within housing network
- Establish a catalog of service providers, services, etc.
- present Consolidated Plan
- Establish network/ relationship building to lessen duplication and gaps
- discuss barriers to efforts
- establish goals and plans for coming year(s)

- establish grant catalog/ database of Winchester Statistical Information

From the information at the Service Providers Summit, staff will establish a resource catalog that will include information about services available in the area, outcomes and needs of service providers, available grant or other funding programs.

Non-CDBG Programs

The City of Winchester has many community development programs in progress. Currently, a wide a range of efforts as burying power lines, expanding economic development in the north part of the city, continued revitalization of the Historic Old Town Mall, and furthered partnership with the Our Health complex to expand the services of the “one stop shop” human service facility. Funding from these various projects are product of private/ public investment, state and federal grants, and local fundraising of community groups. An incomplete list includes:

- Development of the Green Circle

The Green Circle Master Plan is designed to achieve the following objectives:

1. Increase accessibility to Jim Barnett Park, downtown, Valley Health System and Shenandoah University by pedestrians and bicyclists.
2. Protect and preserve green space in the urban core of Winchester.
3. Physically link the major economic activity generators to downtown, i.e. Shenandoah University, Valley Health System and tourism.
4. Provide a connecting linkage to diverse neighborhoods throughout the City.

Once completed, the Green Circle will be a combination of bike and walking trails that encircles the City.

- Brownfields Project

The City of Winchester has been selected by the EPA to take part in a Brownfields Redevelopment Assessment Pilot program and will receive a \$250,000 grant for this purpose. Winchester seeks to use the pilot grand funds to assist efforts in the redevelopment of key Brownfields sites within the City that act as real barriers to ongoing redevelopment and quality of life initiatives. Additionally, Winchester will use the pilot grant funds to migrate potential health and public security risks while establishing sustainable economic vitality. Winchester has initially considered multiple sites for Brownfields redevelopment and, under the pilot, will be targeting three of them. As this process begins, the City, in coordination with the EPA, may consider other sites as part of this initial pilot.

- Old Town Winchester Revitalization

Since its inception as a Main Street Program in 1985, Winchester leads Virginia Main Street Communities with more than \$28 million dollars in private investment toward preserving the historic character of downtown Winchester. Nearly 300 net new businesses have opened and over 975 new jobs have been created.

In January of 1997, the City of Winchester became the first city in the State to establish a Technology Zone. The Tech Zone, which encompasses 125+ acres of the Old Town

Commercial District, allows tax and development incentives for qualified businesses and properties located within the Zone boundaries.

- *North End Economic Development*

The North End Redevelopment Initiative has identified the 400 block of North Kent Street as the focal point of revitalization for the City of Winchester. The depressed socio-economic state of the residents coupled with the shortage of adequate housing facilities has contributed to the mental and physical deterioration of the North End community. The establishment of affordable housing and social programs to assist residents with home ownership are critical elements for positive change.

The organization will work in conjunction with Winchester city officials to address some of the current dilemmas that exist within the North End segment, for instance, crime, drugs, prostitution, and quality of life concerns. It is imperative that the organization identifies new and innovative ways to align with corporate partners, financial institutions, and federal entities, which can provide resources to support affordable housing and community economic development. In addition, it is critical that the organization provide the highest quality affordable town home units, which is customized to the needs of the North End citizens. This initiative could potentially serve as a conduit for future development opportunities in the North End.

- *Community Development Block Grant Small Cities Program*

In 2002, the City of Winchester has received a \$924,000 Community Improvement Grant from the Virginia Department of Housing and Community Development (VDHCD). The purpose of the grant is to enhance the downtown area, specifically the North Cameron/Kent Street Corridor, through demolition, renovation, new construction and streetscape improvements. The implementation of this project will remove 100% of the blighting influences in the project area. Specific contract activities include:

1. Demolition of three structures and an addition to the George Washington Hotel.
2. Construction of a 30,950 sq. ft. Our Health facility.
3. Renovation of an historic train depot.
4. Façade improvements on two buildings.
5. Installation of street lights, sidewalks, walks ways and landscaping in the project area.

Work on these projects is nearly complete. Phase I of the Our Health Facility construction was finished in October, 2003. Streetscape construction is scheduled to begin in June, and façade work in July. The completion date for all projects is December 11, 2004.

- *George Washington Hotel*

The George Washington Hotel is an historic and architectural cornerstone of the downtown Winchester corridor. After being vacant for several years, new investors have begun renovation and are scheduled for completion and opening in fall of 2005. The hotel will serve as the City's only downtown hotel, and provide a much needed facility for conferences and other special events for local residents and tourists. Renovation includes streetscaping, façade improvements, and the demolition of an exterior kitchen and modernization of the interior.

- *Opportunity Winchester*

“Opportunity Winchester” is a citizen led initiative supported by the City Government. Its purpose is to define and implement a process by which information and opinions will be gathered from a broad range of residents and organizations in order to create a shared vision for the community. The process will identify action steps necessary to bring this vision to reality.

Performance Management

The City of Winchester currently operates on the position of pay for performance. Contractual agreements with sub-recipients will be upheld upon receipt of the expected outcomes set forth in the contract. If variance should occur from the original agreement, a new agreement should be developed and agreed upon. According to the approved Citizen Participation Plan, performance management will be monitored on an annual basis through a citizen participation process, and the submission of a Consolidated Annual Performance and Evaluation Report. The purpose of this report is to compare the achievements of the City with the expectations of the Consolidated and Action Plans and to assess the success of the City's efforts in community and housing development. The following is a model timeline to ensure adherence to the Citizen Participation Plan.

Continuous Citizen Participation

- June/ July: Service Providers Summit
- July: Ad/ Public Notice announcing Plan/ ROF, etc
- Beginning of First Project: Ad/ Public Notice
- January: Progress Report; Citizen Input on Current Program Year
- 1st Two Weeks in March: Citizen Input Meetings regarding Action Plan
- Month of March: Citizen and Organization/ Agency Input/ Development of Action Plan
- 2nd Tuesday in April: City Council Public Hearing Regarding Proposed Action Plan (Saturday before Citizen Participation Period Begins)
- April: Agreements with Sub-recipients
- 2nd Tuesday in May: City Council Public Hearing for Approval of Proposed Plan
- May 15th: Action Plan to HUD
- July 1st: ROF

Certifications

In accordance with the applicable statutes and the regulations governing the consolidated plan regulations, the jurisdiction certifies that:

Affirmatively Further Fair Housing- The jurisdiction will affirmatively further fair housing, which means it will conduct an analysis of impediments to fair housing choice within the jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis, and maintain records reflecting that analysis and actions in this regard.

Anti-Displacement and Relocation Plan- The jurisdiction will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24; and it has in effect and is following a residential anti-displacement and relocation assistance plan required under section 104 (d) of the Housing and Community Development Act of 1974, as amended, in connection with any activity assisted with funding under the CDBG Program. (See attached)

Drug Free Workplace- The jurisdiction will continue to provide a drug-free workplace by:

1. Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;
2. Establishing an ongoing drug-free awareness program to inform employees about:
 - a. the dangers of drug abuse in the workplace;
 - b. the grantee's policy of maintaining a drug-free workplace;

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4. Notifying the employee in the statement required by paragraph 1 that, as a condition of employment under the grant, the employee will:
 - a. Abide by the terms of the statement; and
 - b. Notify the employer in writing of his or her conviction
 - c. for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;
5. Notifying the agency in writing, within ten calendar days after receiving notice under subparagraph 4(b) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the Federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;
6. Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph 4(b), with respect to any employee who is so convicted:
 - a. Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
 - b. Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;
7. Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs 1,2,3,4,5 and 6.

Anti-Lobbying- To the best of the jurisdiction's knowledge and belief:

- No Federal appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract,

the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement;

- If any funds other than Federal appropriated funds have been paid or will be paid to any persons for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying", in accordance with its instructions; and
- It will require that the language of paragraph 1 and 2 of this anti-lobbying certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

Authority of Jurisdiction- The Consolidated Plan is authorized under State and local law (as applicable) and the jurisdiction possesses the legal authority to carry out the programs for which it is seeking funding, in accordance with applicable HUD regulations.

Consistency with the Plan- The housing activities to be undertaken with CDBG funds are consistent with the strategic plan.

Section 3- the Jurisdiction will comply with Section 3 of the Housing and Urban Development Act of 1968, and implementing regulations at 24 CFR Part 135.

Chief Administrative Official

Name	Title
Signature	Date

Specific CDBG Certifications

The Entitlement Community certifies that:

Citizen Participation- The jurisdiction is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105. (See certification for Citizen Participation)

Community Development Plan- The jurisdiction's consolidated housing and community development plan identifies community development and housing needs and specifies both short-term and long-term community development objectives that provide decent housing, a suitable living environment and expand economic opportunities primarily for persons of low and moderate income. (See CFR 24 570.2 and CFR 24 part 570)

Use of Funds- The jurisdiction has complied with the following criteria:

1. Maximum Feasible Priority. With respect to activities expected to be assisted with CDBG funds, it certifies that it has developed its Action Plan so as to give maximum feasible priority to activities which benefit low and moderate income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include activities which the grantee certifies are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community and other financial resources are not available;
2. Overall Benefit. The aggregate use of CDBG funds including section 108 guaranteed loans during the program years 2005-2008 shall principally benefit persons of low and moderate income in a manner that ensures that at least 70 percent of the amount is expended for activities that benefit such persons during the designated period;
3. Special Assessments. The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds including Section 108 loan guaranteed funds by assessing any amount against properties owned and occupied by persons of low and moderate income, including any fee charged or assessment made as a condition of obtaining access to such public improvements.

However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds.

The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108, unless CDBG

funds are used to pay the proportion of fee or assessment attributable to the capital costs of public improvements financed from other revenue sources. In this case, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds. Also, in the case of properties owned and occupied by moderate-income (not low income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

Excessive Force- The jurisdiction has adopted and is enforcing:

1. A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and
2. A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-violent civil rights demonstrations within its jurisdiction.

Compliance with Anti-Discrimination Laws- The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 USC 2000d), the Fair Housing Act (42 USC 3601-3619), and implementing regulations.

Lead-Based Paint- The jurisdiction's activities concerning lead-based paint will comply with the requirements of 24 CFR Part 35, subparts A, B, J, K, and R.

Compliance with Laws- The jurisdiction will comply with applicable laws.

Chief Administrative Official

Name	Title
<hr/>	<hr/>
Signature	Date

Citizen Participation Assurances and Certification

The applicant assures and certifies that it has provided its citizens adequate opportunities to participate in the development of this proposal by:

- Holding at least two public hearings, one of which a public hearing in the locality prior to the submission of the proposal; and the second held at least 7 days after the first. Participation by low-and moderate-income residents and stakeholders in the project or service area and the community at large were encouraged to attend. The hearings were held at times and locations convenient to potential beneficiaries and with accommodation for the disabled.

date of public input meetings: _____ AND _____

- Publishing a notice to advertise the public input meetings and availability of proposal information at least 7 days prior to the dates of the hearings in the non-legal section of a NEWSPAPER of local general circulation and AT LEAST ONE OTHER TYPE OF ANNOUNCEMENT.

the advertisement ran on: _____ AND _____

in: _____ AND _____

- Maintaining files that contain documentary evidence that the hearings were held. These files must contain proof of publication of the hearing notices, written and/or recorded minutes of the input meetings, and lists of citizens attending the hearings.
- Making program and proposal documentation available to the public for comment during regular office hours. This documentation should include the range of proposed activities, the estimated amounts of funding which will benefit low- and moderate-income persons, the plans to minimize displacement and provide displacement assistance where applicable, and a summary of the proposed application.
- Providing technical assistance to groups representative of persons of low- and moderate-income that requests such assistance in developing proposals for the use of funds, with the level and type of assistance determined by the locality.
- Adherence to the City's adopted Grievance Procedure.
- Accommodating the needs of non-English speaking residents at public hearings where more than 5% of the attendees can be reasonably expected not to speak English.

Chief Administrative Official

Name

Title

Signature

Date

Attach original copies of all newspaper Public Hearing notices. Original notice copies should be clipped from the appropriate newspapers and attached with clear tape to 8½ - inch .x 11- inch white paper with the date of publication clearly visible.

NOTE: This Statement of Certification does not exhaust the requirements described in the Citizen Participation Plan, but rather is an indication of compliance.

Appendix

Statuary Program Goals through National Objectives:

Benefiting Low- and Moderate- Income Persons
Preventing or Eliminating Slums or Blight
Other Community Development Needs

Decent Housing

- assisting homeless persons obtain affordable housing;
- assisting persons at risk of becoming homeless;
- retention of affordable housing stock;
- increase the availability of affordable permanent housing in standard condition to low-income and moderate-income families, particularly to members of disadvantaged minorities without discrimination on the basis of race, color, religion, sex, national origin, familial status, or disability;
- increasing the supply of supportive housing which includes structural features and services to enable persons with special needs (including persons with HIV/AIDS) to live in dignity and independence; and
- providing affordable housing that is accessible to job opportunities

Suitable Living Environment

- improving the safety and livability of neighborhoods;
- increasing access to quality public and private facilities and services;
- reducing the isolation of income groups within areas through spatial deconcentration of housing opportunities for lower income persons and the revitalization of deteriorating neighborhoods;
- restoring and preserving properties of special historic, architectural, or aesthetic value; and
- conservation of energy resources

Expanded Economic Opportunities

- job creation and retention;
- establishment, stabilization and expansion of small businesses (including micro businesses);
- the provision of public services concerned with employment;
- the provision of jobs to low-income persons living in areas affected by those programs and activities, or jobs resulting from carrying out activities under programs covered by the plan;
- availability of mortgage financing for low-income persons at reasonable rates using non-discriminatory lending practices;
- access to capital and credit for development activities that promote the long-term economic and social viability of the community; and
- empowerment and self-sufficiency for low-income persons to reduce generational poverty in federally assisted housing and public housing.

Table 1A
Homeless and Special Needs Populations

		Estimated Need	Current Inventory	Unmet Need / Gap	Relative Priority
Individuals					
Beds / Units	Emergency Shelter	83	67	16	
	Transitional Housing	76	20	56	
	Permanent Housing	30	5	25	
	Total	189	92	97	
Estimated Supportive Services Slots	Job Training	38	26	12	
	Case Management	49	30	19	
	Substance Abuse Treatment	56	29	27	
	Mental Health Care	30	16	14	
	Housing Placement	71	38	33	
	Life Skills Training	17	5	12	
	Other	26	8	18	
Estimated Sub-populations	Chronic Substance Abusers	34	21	13	
	Seriously Mentally Ill	30	23	7	
	Dually - Diagnosed	19	9	10	
	Veterans	5	2	3	
	Persons with HIV/AIDS	6	2	4	
	Victims of Domestic Violence	23	15	8	
	Youth	3	3	0	
	Other				

Table 1A Continued
Homeless and Special Needs Populations

		Estimated Need	Current Inventory	Unmet Need / Gap	Relative Priority
Persons in Families with Children					
Beds / Units	Emergency Shelter	33	49	0	
	Transitional Housing	11	20	0	
	Permanent Housing	38	19	19	
	Total	82	88	19	
Estimated Supportive Services Slots	Job Training	19	8	11	
	Case Management	45	30	15	
	Substance Abuse Treatment	31	17	14	
	Mental Health Care	26	11	15	
	Housing Placement	23	14	9	
	Life Skills Training	45	30	15	
	Other	8	4	4	
Estimated Sub-populations	Chronic Substance Abusers	15	8	7	
	Seriously Mentally Ill	19	11	8	
	Dually - Diagnosed	8	2	6	
	Veterans	2	2	0	
	Persons with HIV/AIDS	2	1	1	
	Victims of Domestic Violence	23	34	0	
	Youth	9	3	6	
	Other				

Table 1B
Special Needs Populations

SPECIAL NEEDS SUBPOPULATIONS	Priority Need Level High, Medium, Low, No Such Need	Unmet Need	Dollars to Address Unmet Need	Goals
Elderly and Frail Elderly		28		
Severe Mental Illness		15		
Developmentally Disabled		100		
Physically Disabled		90		
Persons w/ Alcohol/Other Drug Addictions		20		
Persons w/HIV/AIDS		3		
Other		15		
TOTAL		271		

Hold for Table 2A
Priority Housing Needs

PRIORITY HOUSING NEEDS (households)	Priority Need Level High, Medium, Low	Unmet Need	<u>Goals</u>	
Renter	Small Related	0-30%	208	
		31-50%	186	
		51-80%	139	
	Large Related	0-30%	64	
		31-50%	116	
		51-80%	43	
	Elderly	0-30%	179	
		31-50%	94	
		51-80%	48	
	All Other	0-30%	455	
		31-50%	260	
		51-80%	114	
Owner	0-30%	100		
	31-	106		

	50%			
	51-80%		370	
Special Needs	0-80%			
Total Goals				
Total 215 Goals				
Total 215 Renter Goals				
Total 215 Owner Goals				

Hold for Table 2B
Community Development Needs

PRIORITY COMMUNITY DEVELOPMENT NEEDS	Priority Need Level High, Medium, Low, No Such Need	Unmet Priority Need	Dollars to Address Unmet Priority Need	Goals
PUBLIC FACILITY NEEDS (projects)				
Senior Centers				
Handicapped Centers				
Homeless Facilities				
Youth Centers				
Child Care Centers				
Health Facilities				
Neighborhood Facilities				
Parks and/or Recreation Facilities				
Parking Facilities				
Non-Residential Historic Preservation				
Other Public Facility Needs				
INFRASTRUCTURE (projects)				
Water/Sewer Improvements				
Street Improvements				
Sidewalks				
Solid Waste Disposal Improvements				
Flood Drain Improvements				
Other Infrastructure Needs				
PUBLIC SERVICE NEEDS (people)				
Senior Services				
Handicapped Services				

Youth Services				
Child Care Services				
Transportation Services				
Substance Abuse Services				
Employment Training				
Health Services				
Lead Hazard Screening				
Crime Awareness				
Other Public Service Needs				
ECONOMIC DEVELOPMENT				
ED Assistance to For-Profits(businesses)				
ED Technical Assistance(businesses)				
Micro-Enterprise Assistance(businesses)				
Rehab; Publicly- or Privately-Owned Commercial/Industrial (projects)				
C/I* Infrastructure Development (projects)				
Other C/I* Improvements(projects)				
PLANNING				
Planning				
TOTAL ESTIMATED DOLLARS NEEDED:				

* Commercial or Industrial Improvements by Grantee or Non-profit

Hold for Table 2C
Summary of Specific Housing and Community Development Objectives

Table 2C
Summary of Specific Housing/Community Development Objectives
(Table 2A/2B Continuation Sheet)

Obj #	<u>Specific Objectives</u>	Performanc e Measure	Expect ed Units	Actual Units
	<u>Rental Housing Objectives</u>			
	<u>Owner Housing Objectives</u>			
	<u>Community Development Objectives</u>			
	<u>Infrastructure Objectives</u>			
	<u>Public Facilities Objectives</u>			
	<u>Public Services Objectives</u>			

	<u>Economic Development Objectives</u>			
	Other Objectives			

Hold for Table 3
Consolidated Plan Listing of Projects

Hold for CHAS Data Table

Hold For CHAS Data Table

Hold for CHAS Data Table

Hold for CHAS Data Table

Sources

Data presented in this Consolidated Plan come from 2000 U.S. Census Data, unless otherwise identified. Some data from previous years is presented for comparative purposes.

Other Sources of information include:

- Opportunity Winchester Community Needs Assessment

- United Way Community Service Needs Assessment

- Local and State Human Service Agency Data

 - Northwestern Community Services

 - Salvation Army

 - Access Independence

 - State and Local Health Departments

 - Our Health

- HUD Data Sets

 - CHAS Data

 - Affordability Mismatch Output for All Households

 - Housing Problems Output for All Households

 - Local Census Information

- National Low Income Housing Coalition

Glossary of Terms

Accessible Housing: A dwelling unit is deemed accessible if it can be occupied by a physically disabled person. Such housing has doors, bathrooms, and kitchens that meet all current building code requirements for accessibility by persons with disabilities.

Affordable Housing: Housing where the occupant is paying no more than 30 percent of gross income for gross housing costs, including utility costs.

AIDS and Related Diseases: The disease of acquired immunodeficiency syndrome or any conditions arising from the etiologic agent for acquired immunodeficiency syndrome.

Alcohol and Other Drug Addictions: A serious and persistent alcohol or other drug addiction that significantly limits a person's ability to live independently.

Area of Low-Income Concentration: Those census tract blocks of the City where at least 51 percent of the residents qualify as low-income persons, as defined by HUD.

Area of Minority Concentration: Those census tract blocks of the City where at least 51 percent of the residents are classified as minority citizens.

Assisted Household or Person: For the purpose of identification of goals, an assisted household or person is one, which during the period covered by the annual plan will receive benefits through the Federal funds, either alone or in conjunction with the investment of other public or private funds. The program funds providing the benefit(s) may be from any funding year or combined funding years. A renter is benefited if the person takes occupancy of affordable housing that is newly acquired, newly rehabilitated, or newly constructed, and/or receives rental assistance through new budget authority. An existing homeowner is benefited during the year if the home's rehabilitation is completed. A first-time homebuyer is benefited if a home is purchased during the year. A homeless person is benefited during the year if the person becomes an occupant of transitional or permanent housing. A non-homeless person with special needs is considered as being benefited, however, only if the provision of supportive services is linked to the acquisition, rehabilitation, or new construction of housing unit and/or the provision of rental assistance during the year. Household or persons who will benefit from more than one program activity must be counted only once. To be included in the goals, the housing unit must, at a minimum, satisfy the HUD Section 8 Housing Quality Standards (see 24CFRSection 882.109).

CDBG: Community Development Block Grant

Certification: A written assertion, based on supporting evidence that must be kept available for inspection by HUD, by the Inspector General of HUD, and by the public. The assertion shall be deemed to be accurate unless HUD determines otherwise, after inspecting the evidence and providing due notice and opportunity for comment.

CHDO: Community Housing Development Organization

Consistent with the Plan: A determination made by the jurisdiction that a program application meets the following criterion: The Action Plan for that fiscal year's funding indicates the jurisdiction planned to apply for the program or was willing to support an application by another entity for the program; the location of activities is consistent with the geographic areas specified in the Plan; and the activities benefit a category of residents for which the jurisdiction's five-year plan shows a priority.

Consolidated Plan: The document submitted to HUD that serves as the jurisdiction's planning document for community development. The Plan is also an application for funding under the Community Development Block Grant Program.

Cost Burden: The extent to which gross housing costs, including utility costs exceed 30 percent of gross income, based on data available from the U.S. Census Bureau.

Elderly Household: A one or two person household in which the head of the household or spouse is at least 62 years of age.

Elderly Person: A person who is at least 62 years of age.

Emergency Shelter: Any facility with overnight sleeping accommodations whose primary purpose is to provide temporary shelter for the homeless in general or for specific populations of the homeless.

Entitlement Community: A community that receives Community Development Block Grant funding directly from HUD on an annual basis; the amount is determined by a formula.

Existing Homeowner: An owner-occupant of residential property who holds legal title to the property and who uses the property as his/her principal residence.

Extremely Low-Income Family: A family whose income is between 0 and 30 percent of the median income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 30 percent of the median for the area if HUD finds that such variations are necessary due to prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.

Family: The Census Bureau defines a family as a householder (head of household) and one or more other persons living in the same household who are related by birth, marriage, or adoption.

Federal Preference for Admission: The preference given to otherwise eligible applicants under HUD's rental assistance programs who, at the time they seek housing assistance, are involuntarily displaced, living in substandard housing, or paying more than 50 percent of family income for rent. (See, for example, 24 CFR 882-219.)

First Time Homebuyer: An individual or family who has not owned a home during the three0year preceding a HUD-assisted purchase of a home that is used as the principal residence of the homebuyer, except that any individual who is a displaced homemaker (as defined in 24 CFR 92) or a single parent (as defined in 24 CFR 92) may not be excluded from consideration as a first-time homebuyer on the basis that the individual, while a homemaker or married, owned a home with his or her spouse or resided in a home owned by the spouse.

For Rent: According to U.S. Census data, year round housing units which are vacant and available for rent.

For Sale: According to U.S. Census Data, year round housing units which are vacant and available for sale only.

Frail Elderly: An elderly person who is unable to perform at least 3 of the following activities of daily living: eating, dressing, bathing, grooming, and household management activities (24 CFR 889.105).

Group Quarters: Facilities providing living quarters that are not classified as housing units. (U.S. Census definition) Examples include: prisons, nursing homes, dormitories, military barracks, and shelters.

Homeless Family: A family composed of the following types of homeless persons: at least one parent or guardian and one child under the age of 18; a pregnant woman; or a person in the process of securing legal custody of a person under the age of 18 who are homeless.

Homeless Person: A youth (17 years or younger) not accompanied by an adult (18 years or older or and adult without children who is homeless (not imprisoned or otherwise detained pursuant to an Act of Congress or a State Law), including the following:

- an individual who lacks a fixed, regular, and adequate nighttime residence; and
- an individual who has a primary nighttime residence that is:
 - o a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelter, and transitional housing for the mentally ill);
 - o an institution that provides a temporary residence for individuals intended to be institutionalized; or
 - o a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

Homeless Subpopulations: Homeless persons who are in, but not limited to, the following categories: Severely mentally ill only, alcohol/ drug addicted only, severely mentally ill and alcohol/ drug addicted, fleeing domestic violence, youth , and persons with HIV/ AIDS.

Household: According to U.S. Census definitions, one or more persons occupying a housing unit.

Housing Problems: Households with housing problems include those which (a) occupy units meeting the definition of Physically Inadequate; (b) meet the definition of Overcrowded; and (3) meet the definition of Cost Burden.

Housing Unit: According to U.S. Census Definitions, an occupied or vacant house, apartment, or a single room (SRO housing) that is intended as separate living quarters.

Housing Quality Standards: The criteria defined by HUD for a dwelling unit to be considered safe and sanitary.

HUD: The United States Department of Housing and Urban Development.

Jurisdiction: A State or unit of general local government.

Large Family: A family of five or more persons.

Lead-Based Paint Hazard: Any condition that causes exposure to lead from lead-contaminated dust, lead-contaminated soil, lead-contaminated paint that is deteriorated or present in accessible surfaces, friction surfaces, or impact surfaces that would result in adverse human health effects as established by the appropriated Federal agency (Residential Lead-Based Paint Hazard Reduction Act of 1992 definition).

Low- Income Family: A family whose income is between 30 and 50 percent of the median family income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 50 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.

LMI- Low- and Moderate-Income

Median Family Income: The income where half the families in an area had incomes above that figure and half below. This figure changes by family size. The 1995 Denver median family income for a family of four was \$48,600.

Middle- Income Family: A family whose income is between 80 and 95 percent of the median income for the area, as determined by HUD, with adjustments for smaller or larger families, except that HUD may establish income ceilings higher or lower than 95 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.

Moderate- Income Family: A family whose income is between 50 and 80 percent of the median income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 80

percent of the median for the area on the basis of HUD's funding that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.

Non-Elderly Household: A household which does not meet the definition of Elderly Household.

Non- Homeless Persons with Special Needs: Includes frail elderly persons, persons with AIDS, disabled persons, and families participating in organized programs to achieve economic self-sufficiency.

Occupied Housing Unit: A housing unit that is the place of residence of the occupant(s).

Other Household: A household of one or more persons that does not meet the definition of a Small, Related household; Large, Related household; or Elderly household.

Other Vacant: Vacant year round housing units that are not For Rent or For Sale. This category would include Awaiting Occupancy or Held.

Overburdened Housing Cost: The extent to which housing cost, including utility costs, exceed 28 percent of a household's disposable income, exclusive of taxes.

Overcrowded: A housing unit containing more than one person per room according to U.S. Census Definitions.

Owner: A household that owns the housing unit it occupies, according to U.S. Census Definitions.

Person with a Disability: A person who is determined to have one or more of the following conditions:

- a physical, mental, or emotional impairment, that:
 - o is expected to be of long-continued and indefinite duration;
 - o substantially impedes his or her ability to live independently; and
 - o is of such a nature that the ability could be improved by more suitable housing conditions.

- a developmental disability, as defined in section 102(7) of the Developmental Disabilities Assistance and Bill of Rights Act (42 U.S.C. 6001-6007); or

- is the surviving member of any family that had been living in an assisted unit with the deceased member of the family who had a disability at the time of his or her death.

Physically Inadequate: A housing unit lacking complete kitchen or bathroom according to U.S. Census Definitions.

Poverty Level Family: A family with an income below the national poverty line, as defined by the Office of Management and Budget and revised annually.

Rent Burden >30% (Cost Burden): The extent to which gross rents, including utility costs exceed 30 percent of gross income; determination based on data published by the U.S. Census Bureau.

Rent Burden >50% (Severe Cost Burden): The extent to which gross rents, including utility costs exceed 50 percent of gross income; determination based on data published by the U.S. Census Bureau.

Rental Assistance: Rental Assistance payments provided as either project-based rental assistance or tenant-based rental assistance.

Renter: A household that rents the housing unit it occupies, including both units rented for cash and units occupied without cash payment of rent.

Renter Occupied Unit: Any occupied housing unit that is renter occupied, including units rented for cash and those occupied without payment of cash rent.

Section 8: A program that provides direct rental assistance payments to private owners who lease their units to assisted families (families with incomes less than or equal to 50 percent of the area median income).

Service Needs: The particular services identified for special needs populations, which typically include transportation, personal care, housekeeping, counseling, meals, case management, personal emergency response, and other services which prevent premature institutionalization by assisting individuals to continue living independently.

Severe Cost Burden: The extent to which housing cost, including utility costs, exceed 50 percent of a household's disposable income exclusive of taxes.

Severe Mental Illness: A serious and persistent mental or emotional impairment that significantly limits a person's ability to live independently.

Sheltered: Families and persons whose primary nighttime residence is a supervised publicly or privately operated shelter, including emergency shelters, transitional housing for the homeless, domestic violence shelters, residential shelters for runaway and homeless youth, and any hotel/motel/apartment voucher arrangement paid because the person is homeless. This term does not include persons living doubled up or in overcrowded or substandard conventional housing. Any facility offering permanent housing is not a shelter; nor are its residents homeless.

Small, Related: A household of 2 to 4 persons which includes at least one person related to the householder by birth, marriage, or adoption.

State: Any state of the United States and the Commonwealth of Puerto Rico.

Substandard Condition not Suitable for Rehabilitation: By local definition, dwelling units that are in such poor condition that they are neither structurally nor financially feasible for rehabilitation.

Substandard Condition but Suitable for Rehabilitation: By local definition, dwelling units that do not meet standard conditions but are both financially and structurally feasible for rehabilitation. This does not include units that require only cosmetic work, correction or minor livability problems or maintenance work.

Substantial Amendment: A major change in an approved housing strategy. It involves a change to the five-year strategy, which may be occasioned by a decision to undertake activities or programs inconsistent with that strategy.

TANF: Temporary Assistance to Needy Families

Total Vacant Housing Units: Unoccupied year round housing units, as defined by the U.S. Census Bureau.

Transitional Housing: A project that provides housing and appropriate supportive services to homeless persons to facilitate movement to independent living within 24 months, or a longer period if approved by HUD.

Units of General Local Government: A political subdivision of the State.

Unsheltered: Families and individuals whose primary nighttime residence is a public or private place not designed for, or ordinarily used as a regular sleeping accommodation for human beings (for example, streets, parks, alleys, etc.)

Vacant Housing Unit: Unoccupied year-round housing units that are available or intended for occupancy at any time during the year.

Year Round Housing Units: Occupied and vacant housing units intended for year round use. (U.S. Census definition) Housing units for seasonal or migratory use are excluded.

Amendments to the Plan

Citizen Participation Plan FY 2005
Adopted by City Council
April 13, 2004

Introduction

The Community Development Block Grant Entitlement Program provides annual grants to entitled cities. Entitled cities are central cities of Metropolitan Statistical Areas (MSAs); other metropolitan cities with populations of at least 50,000; and qualified urban counties with populations of at least 200,000 (excluding the population of entitled cities). The City of Winchester and the Counties of Frederick and Hampshire combined make up a Standard MSA, with Winchester designated as its central city.

As an entitled city, Winchester, Virginia will begin its first program year July 1, 2004. The purpose of the Entitlement Grant is to develop viable urban communities by providing decent housing and a suitable living environment, expanding economic opportunities; it is primarily focused on serving low and moderate-income persons. Grantees are required to develop and carry out a Citizen Participation Plan that affords citizens an active role in the development and implementation of the CDBG Entitlement Program activities.

Purpose

The Citizen Participation Plan for the City of Winchester will serve as a guide for handling public input, suggestions and complaints regarding the Consolidated Plan process including the development of the Consolidated Plan, Annual Action Plan, Analysis of Fair Housing, and Performance Management. The goal of the Citizen Participation Plan is to encourage citizen participation in defining housing, community development and public services needs; services to be provided by community-based organizations; funding priorities and target populations; and in any amendments as may be required by the Department of Housing and Urban Development or otherwise. The Citizen Participation Plan encourages participation from citizens, recognized neighborhood and community-wide citizen organizations, non-profit agencies, and for profit and private entities.

The Citizen Participation Plan includes the following objectives and describes how each will be met to ensure compliance with federal regulations. The objectives of the Citizen Participation Plan are to:

Objective 1:

Encourage citizen participation by providing citizens with information concerning funding, proposed range of activities, targeted populations, program requirements, and approved use of funding.

Objective 2:

Encourage citizen participation by inviting input from all sectors of the community, concentrating on persons included in targeted populations and neighborhoods.

Objective 3:

Encourage citizen participation by conducting public hearings to obtain the views of citizens on housing, community development public services needs, proposed activities, and program performance.

Objective 4:

Encourage citizen participation by gathering community input, through a variety of methods, such as community meetings, focus groups, surveys and other appropriate forums regarding funding priorities for services provided by community based organizations.

Objective 5:

Encourage citizen participation by preparing a summary of comments or views received from citizens in writing or orally through public hearings, focus groups, community meetings and other methods as well as any suggested amendments.

Objective 6:

Encourage citizen participation by providing criteria for determining what constitutes a substantial change in the planned or actual activities described in an approved plan, which would require an amendment to the Plan.

Objective 7:

Encourage citizen participation by providing technical assistance to groups and interested residents that request such assistance in developing proposals for funding assistance under federal and local funding sources covered by the Consolidated Plan.

Plan Adoption

It is anticipated that following two weeks public notice and a public hearing on April 13, 2004, the Winchester City Council will adopt this Plan, (Attachment 1) as dictated by the Citizen Participation Plan. The provisions concerning the citizen involvement for implementing and assessing the community Development Block Grant programs apply to all activities that are in progress, as well as to all future activities. This Plan shall remain in effect until all activities assisted under the Community Development Block Grant programs are completed or until it is superseded by a new plan. Upon request by HUD, this plan shall be submitted to HUD to facilitate monitoring and evaluation.

Amendments

Further amendments to this plan shall be approved by City Council when deemed that significant changes are required to the approved document, including amendments required by the Department of Housing and Urban Development. A public notice must

be advertised and a public hearing held prior to adoption by City Council per the requirements of the Citizen Participation Plan.

Citizen Participation Assurances and Certifications

To ensure implementation of the Citizen Participation plan with respect to Community Development Planning, the Citizen Participation Plan or other related activities that affect public interest will be reviewed annually and amended as needed. In addition, each course of action that requires a citizen participation process shall include a statement of certification and assurance of compliance to be signed by the City Manager (Attachment 2). This Statement of Certification does not exhaust the requirements of the Citizen Participation Plan, but rather is an indication of compliance.

Statement of Jurisdiction Responsibility

The requirements for Citizen Participation do not restrict the responsibility or authority of the jurisdiction for the development and execution of its consolidated plan.

Model Schedule for Citizen Participation Activities

() denotes required activities*

- * Letter to Civic Groups/ Agencies/ Etc.

Letter to be received four weeks prior to first meeting

Letters mailed three days before desired receipt

- * Notice of Informal Citizen Participation Meetings

Ad placed two weeks prior to First Meeting

Ad secured two days before desired start date

- * Informal Citizen Participation Meetings

Held 2 weeks before “due date” for Consolidated or Action Plan

- * “Due Date” for Consolidated or Action Plan/ Review

One week before ad/ summary scheduled to run

- * Advertisement, with Summary of Consolidated or Action Plan in Newspaper/ Public Comment Period/ Final informal citizen participation period, to be opened by a City Council Public Hearing

Ad placed 30 days before close of Citizen Participation Period

Ad placed 2 weeks before final informal citizen participation meeting

Ad secured two days before desired start date

- Final informal citizen participation meeting

Held 1 week before Council Meeting

- * Notice of Public Hearing regarding Consolidated/ Action Plan

(Final day of Citizen Participation Period)

Ad placed 2 weeks prior to Public Hearing

Ad secured 2 days before desired start date

- * Plan Adoption/ Public Hearing on Council Agenda

Item on agenda 2 weeks prior to Council Meeting

- * Memo to Council/ Packet

Packet sent 1 week prior to Council Meeting

Packet mailed 3 days prior

- * City Council Meeting/ Public Hearing

Community Development Advisory Committee

A. Community Development Advisory Committee

The City of Winchester hereby adopts the following structure for the official community development citizen advisory body. The name of the citizen advisory body shall be the Community Development Advisory Team. The team members shall be citizens of predominantly low-and moderate-income neighborhoods and service providers.

1. a. Members: the community Development Advisory Team shall consist of five members. The representation of the committee shall be as follows:
 - Three persons who are residents of low-and moderate-income neighborhoods and/ or other slum and blighted areas of the city. No more than one representative neighborhood shall be allowed to serve at a time.
 - Two persons who are engaged in providing services to members of the LMI community.

No member of the Advisory Committee may vote on a proposal initiated by a neighborhood organization of which he or she is a member.

- b. Terms: All members will be appointed annually by City Council for a period of one year. No person may serve for more than four consecutive years.
 - c. Recruitment: The Department will initiate a citywide citizen participation program, designed to encourage greater citizen participation in all relative aspects of local government. A part of this process will involve soliciting nominations for participation on the Community Development Advisory Team.
2. Objectives: The Community Development Advisory Team shall make recommendations to the City regarding projects and plans for the Community Development Block Grant programs, and generally to act in an advisory capacity to the City with reference to the programs and related project activities.
3. a. Officers: the officers of the committee shall be a chairman and vice-chairman.
 - Chairman: the Chairman shall preside at all meetings of the Team. Except as otherwise authorized by resolution of the Team, the Chairman shall sign all official documents and other instruments to be executed by the committee.
 - Vice-Chairman: In the absence or incapacity of the Chairman, the Vice-Chairman shall preside at all meetings of the committee, and may perform such other duties as may be required by the Chairman.
 - Recording Secretary: The Recording Secretary shall keep the records of the Committee, act as secretary to all meetings of the Committee, record all votes and shall keep a record of the proceedings of the Committee. The Community Development Administrator or his designee shall act as recording secretary. The recording secretary shall not be a member, and will have no voting power; however, he or she may participate in discussions, and provide such information as requested by the committee.

4. a. Regular Meetings: The purpose of the regular meetings of the committee is to review the progress and/or general or related business regarding the CDBG programs, and to review funding requests. These meetings shall be open to the public. The agenda for any regular or other public advisory team meeting will be provided to all Team members in writing five days before the meetings. Meeting dates and times shall be determined by consent of committee members.
 - b. Special Meetings: The Chairman may, when it is deemed necessary and expedient, and shall by written request to the members of the Committee, call a special meeting of the Committee for the purpose of transacting any business designated in the call. No business shall be considered other than as designated in the call.
5. Quorum: At all meetings of the Committee, a majority of the total membership shall constitute a quorum for the purpose of transacting business.

GRIEVANCE PROCEDURE

Adopted by City Council, 10-08-02

Amended by City Council, 4-13-04

The City of Winchester has adopted an internal grievance procedure providing for prompt and equitable resolution of complaints alleging any action prohibited by the Department of Housing and Urban Development's (HUD) (24 CFR 8.53(b) implementing Section 504 of the Rehabilitation Act of 1973, as amended (29 USC 794). Section 504 states, in part, that "no otherwise qualified handicapped individual...shall solely by reason of his handicap, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financing assistance..."

Complaints should be addressed to: Martha Shickle, CDBG Coordinator, City of Winchester, The Kurtz Building, 2 North Cameron Street, Winchester, VA 22601, (540) 722-7577, who has been designated to coordinate Section 504 compliance efforts.

1. A complaint should be filed in writing or verbally contain the name and address of the person filing it, and briefly describe the alleged violation of the regulations.
2. A complaint should be filed within five days after the complainant becomes aware of the alleged violation. (Processing of allegations of discrimination occurring before this grievance procedure was in place will be considered on a case-by-case basis.)
3. An investigation, as may be appropriate, shall follow a filing of a complaint. The investigation will be conducted by Martha Shickle. These rules contemplate informal but thorough investigations, affording all interested persons and their representatives, if any, an opportunity to submit evidence relevant to a complaint. Under 24 CFR 8.53(b), the City of Winchester needs not process complaints from applicants for employment or from applicants for admission to housing.
4. A written determination as to the validity of the complaint and description of resolution if any shall be issued by Martha Shickle and a copy forwarded to the complainant no later than 7 after its filing.
5. The Section 504 coordinator shall maintain the files and records of the City of Winchester relating to the complaints filed.
6. The complainant can request a reconsideration of the case in instances where he or she is dissatisfied with the resolution. The request for reconsideration should be made within seven days to Ed Daley, City Manager, 15 North Cameron Street, Winchester, Virginia 22601.
7. The right of a person to a prompt and equitable resolution of the complaint filed hereunder shall not be impaired by the person's pursuit of other remedies such as the filing of a Section 504 complaint with the Department of Housing and Urban Development. Utilization of this grievance procedure is not a prerequisite to the pursuit of other remedies.

8. These rules shall be construed to protect the substantive rights of interested persons, to meet appropriate due process standards and to assure that the City of Winchester complies with Section 504 and the HUD regulations.

Citizens may also report grievances relating to fair housing by sending a letter to the nearest fair housing office, Mid-Atlantic Office:

Fair Housing Enforcement Center
U.S. Department of Housing and Urban Development
The Wanamaker Building
100 Penn Square East
Philadelphia, PA 19107-9344
Telephone: (215) 656-0662 or 1-888-799-2085
Fax: (215) 656-3419, TTY (215) 656-3450
Website: www.hud.gov/fairhousing