

## Section I. General Questions

### A. Executive Summary

The Lancaster County Redevelopment Authority has made substantial progress in 2004 to provide decent, affordable housing; to provide suitable living environments; and to create economic opportunities. Through the expenditure of over \$6,000,000 in CDBG, HOME and ESG dollars,

- 235 housing units were rehabilitated to sustain decent, affordable housing;
- 72 housing units were created to provide access to decent, affordable housing;
- 17 community infrastructure projects were undertaken to sustain suitable living environments;
- 14 community organizations provided access to needed social services through 25 programs for over 9,900 low and moderate income persons to help sustain a suitable living environment; and
- 137 entrepreneurs and potential entrepreneurs were assisted to create or sustain economic opportunities.

During 2004, the Lancaster County Redevelopment Authority maintained its expenditure rate to meet HUD's Timeliness Standard for the CDBG Program.

Staff of the Redevelopment Authority also continued to research work and began drafting a new Consolidated Plan for the CDBG/HOME/ESG Program. As part of this effort, the staff also began a re-evaluation of the County's Citizen Participation Process for the CDBG Program in 2004.

The Lancaster County Redevelopment Authority participated in a working group of the National Association for County Community and Economic Development to create performance measurements that could be useful in aggregating performance data at the national level. This CAPER 2004 is following the basic framework developed as a result of this effort.

Ground was broken in April 2004 for the Clipper Magazine Stadium and construction began on the new minor-league baseball stadium in Lancaster. The Lancaster County Redevelopment Authority is responsible for the development and construction of the \$23.4 million, 5800+ seat multi-purpose stadium. The stadium is located along the west side of North Prince Street and north of Frederick Street in Lancaster. This project has sparked a significant renaissance in the surrounding area, spurring new businesses, façade improvements, and other re-investments in the community. While not sponsored through CDBG, HOME, or ESG, this project has served as a catalyst for extensive community development in the area surrounding the stadium. The scheduled completion

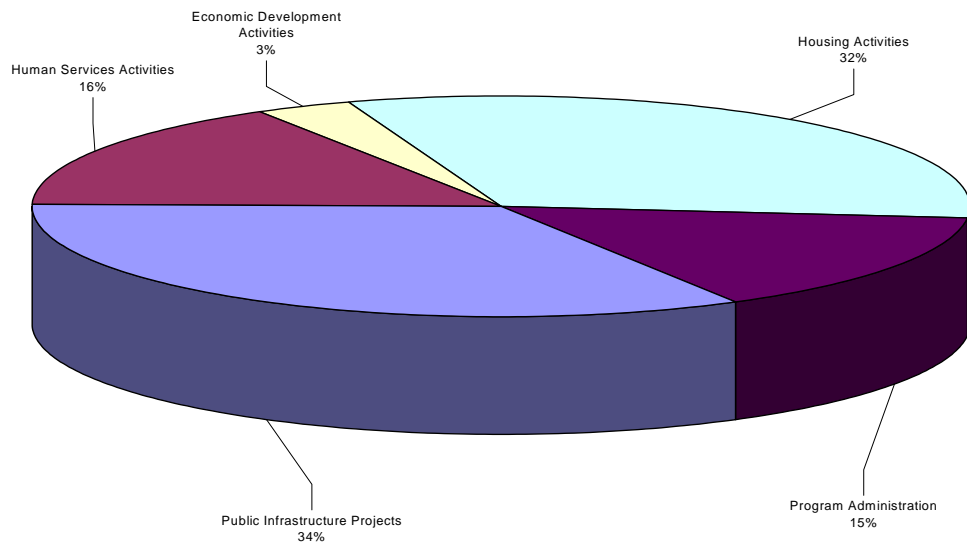
date is 2005. Once the stadium is complete, the day-to-day operations will be turned over to the officials of Keystone Baseball – which will own the Independent Atlantic League’s Lancaster Barnstormers.

B. General Questions

Assessment of the one-year goals and outcomes

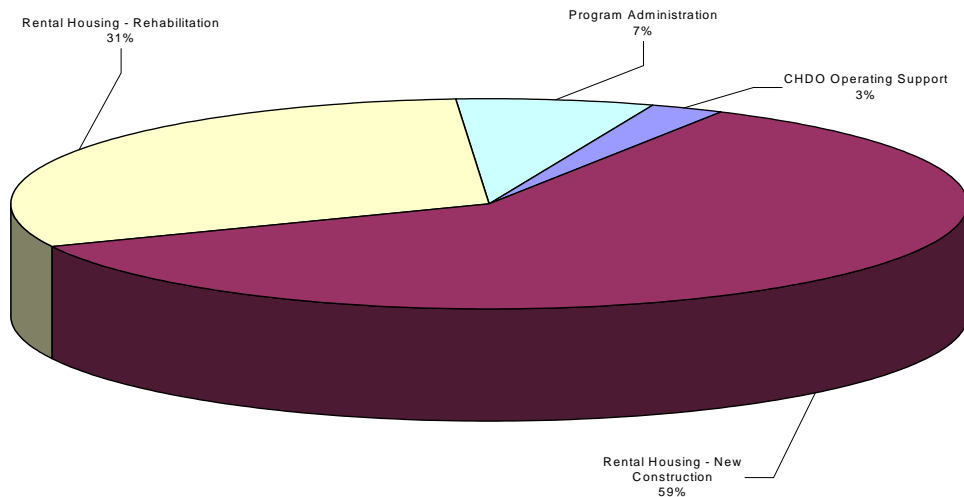
\$4,655,537 in **CDBG** funds were expended in 2004 for the following types of activities:

Public Infrastructure Projects	\$1,560,967
Human Services Activities	\$755,917
Economic Development Activities	\$147,281
Housing Activities	\$1,491,541
Program Administration	\$699,831



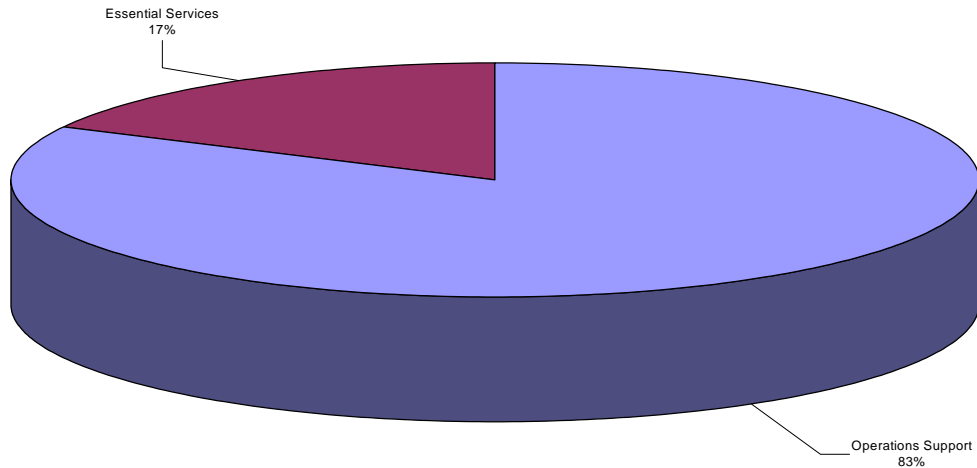
\$1,137,330 in **HOME** funds were expended in 2004 for the following types of activities:

CHDO Operating Support	\$29,949
Rental Housing – Rehabilitation	\$682,617
Rental Housing – New Construction	\$347,833
Program Administration	\$76,932



\$108,926 in **ESG** funds were expended in 2004 for the following types of activities:

Operations Support	\$89,981
Essential Services	\$18,945



These expenditures helped accomplish the following:

#### Housing

- 38 homeowners sustained decent, affordable housing through a housing rehabilitation program designed to maintain and upgrade the housing stock in Lancaster County.
- A suitable living environment was sustained through a program providing 6 homeowners with access to public water and sanitary sewer improvements.
- 87 homeowners sustained decent, affordable housing through a rehabilitation program designed to provide weatherization improvements that help conserve energy and save on fuel costs.
- 64 seniors were provided access to decent, affordable housing through a program designed to create new rental housing units.
- 8 homeless mentally ill persons were provided access to decent, affordable housing through a program designed to create new rental housing units for persons with special needs
- 104 households sustained decent, affordable housing through a program designed to rehabilitate existing rental housing units.

#### Economic Development

- 22 entrepreneurs were provided business training for the purpose of creating economic opportunities.

- 36 entrepreneurs were provided access to technical assistance and business capital for the purpose of sustaining economic opportunities.
- 77 entrepreneurs or existing micro-enterprises were provided business counseling for the purpose of creating economic opportunities.
- 2 entrepreneurs were provided loans to establish or expand an existing business for the purpose of creating economic opportunities.

### Physical Improvements

- A transitional living facility was renovated for the purpose of providing access to decent, affordable housing for 40 homeless women and children.
- 3 neighborhood/community facilities were acquired, remodeled and renovated to provide access to needed human services for low and moderate income County residents for the purpose of sustaining a suitable living environment.
- An outdoor educational facility was constructed for low income youth for the purpose of creating a suitable living environment.
- A 16-space municipal parking lot was constructed in a low income community for the purpose of providing access to decent, affordable housing and creating a suitable living environment.
- 5 water and/or sanitary sewer projects were completed providing low income communities with clean water and public sanitary sewers for the purpose of sustaining a suitable living environment.
- 2 storm water systems were constructed to improve drainage and prevent damage to low income communities for the purpose of sustaining a suitable living environment.
- 3 street projects were completed for the purpose of sustaining a suitable living environment in low income communities.
- A health center was renovated and expanded to provide access to medical and dental services by low income County residents for the purpose of sustaining a suitable living environment.

### Human Services

- 9,913 low and moderate income people were provided access to needed human services in 2004 for the purpose of creating a suitable living environment. These services included but were not limited to: health care; legal services; homeless services; youth services; case management for persons with disabilities; and services for victims of domestic violence.
  - 58% were very low income persons;
  - 29% were low income persons;
  - 14% were moderate income persons;
  - 24% were members of a female headed household;
  - 7% were persons with a disability.

- Approximately 75% of the persons served were White and 11% were Black. In terms of ethnicity, 15% were Hispanic.

### Program Changes

The Lancaster County Redevelopment Authority will be preparing a new Consolidated Plan in 2005 for the period 2006-2010. To determine where program changes are appropriate, the Redevelopment Authority will analyze information gathered by the Lancaster County Planning Commission as it updates its Comprehensive Plan. In particular, the Redevelopment Authority will incorporate in its Consolidated Plan any updated information contained in the housing portion of the Comprehensive Plan. The Planning Commission is aggressively requesting input from the public as it updates its Comprehensive Plan. The data and public input will help to guide any potential program changes for the CDBG, HOME or ESG programs.

Also in 2005, the Lancaster County Redevelopment Authority will re-evaluate the method of administering federal grant funds to ensure fairness, equal representation, efficiency and effectiveness in addressing stated goals. Examples of the potential efforts includes a further identification and targeting of focus areas for low moderate income populations in accordance with outcome measurement tools prescribed by HUD. Another potential effort would be to link public infrastructure, social services, fair housing, and rental housing activities to achieve greater community impact.

### Affirmatively Furthering Fair Housing

The County of Lancaster entered into a contract with the Lancaster Human Relations Commission for \$45,000 in Fiscal Year 2004 Community Development Block Grant funds. The Lancaster Human Relations Commission's Fair Housing Program promotes the provision of fair and equal housing opportunities regardless of a person's race, color, sex, ancestry, national origin, handicap/disability, or familial status, in accordance with State and Federal Fair Housing Laws. In 2004, the Fair Housing Program provided a multi-faceted program that included preventive measures in relation to potential discrimination; educational services for both provider and consumer; and an aggressive compliance program that worked to ensure equal access to housing under the law.

The Fair Housing Program received, evaluated and processed 25 complaints of housing discrimination under the provisions of Lancaster County Ordinance #64 of 2003. This included conciliation, settlement, public hearing, and court review. The complaints are generally investigated within 180 days or less of the date the complaint was signed. Of the 25 complaints, four were settled. The majority of docketed complaints dealt with discrimination based on race, (11), and national

origin (7). Other complaints dealt with discrimination based on familial status (4), sex (2) and disability (1).

The Fair Housing Program provided counseling, information and referral services for approximately 2,000 individuals experiencing housing problems.

The Fair Housing Program continued to provide educational programs for housing consumers and providers through special events and general program information efforts. These include but are not limited to:

- Tenant/Landlord books were distributed and personal relationships have been established with all District Justices in Lancaster County.
- The staff of the Fair Housing Program again participated in the Family Festival on July 24, 2004 at the Lanco Field House where information was made available to over 2,500 participants. Staff of the Fair Housing Program also participated in the Solanco Fair in Quarryville to raise awareness of fair housing issues.
- In cooperation with the South Central Assembly for Effective Governance, staff participated in 5 presentations on predatory lending to local attorneys, the Lancaster County Human Relations Commission, the York County Human Relations Commission and local college students. Staff also coordinated a presentation at a HUD Conference Summit in April 2004.
- Ten (10) Fair Housing Seminars were held.

The Fair Housing Program presented promotional events for Fair Housing Month in April with the message of "Equal Housing Opportunity for All." The activities included but were not limited to:

- Airing of Radio Public Service Announcements including WLCH and the ROSE radio stations.
- Placed an advertisement in the Lancaster Sunday News, April 2004.
- Placed advertisements in the local *Merchandiser* newspaper for two weeks in April 2004.

The Fair Housing Action Committee, along with the Fair Housing Program undertook several actions to address the impediments to fair housing choice. These actions are summarized in the table below.

**Table 1.  
Actions Taken in 2004 to Address Identified Impediments to  
Fair Housing Choice**

<b>Impediment to Fair Housing Choice</b>	<b>Plan or Method Proposed to Overcome Impediment</b>	<b>Actions Taken in 2004 to Address Impediment</b>
Discrimination is a barrier to furthering fair housing	Funding of the Fair Housing Program to reduce discrimination.	The Lancaster Human Relations Commission was allocated \$45,000 in CDBG funds to conduct a Fair Housing Program that will address the issue of fair housing.
Management practices in rental housing are often barriers to fair housing choice.	The Fair Housing Program will educate the management of apartment complexes in Lancaster County to ensure that all management practices are legal and encourage fair housing choice.	The Fair Housing Program held seminars with the management and staff of apartment complexes in Lancaster County to ensure their compliance with the Fair Housing law.
Discrimination in home buying and home financing reduces fair housing choice.	Participate in the South Central Assembly for Effective Governance Predatory Lending Task Force and the Lancaster County Task Force.	Offered education that prevented current and future homeowners from becoming victims of predatory lending.
Land use regulations and controls can drive up the cost of housing, preventing fair housing choice for persons with low and moderate incomes.	Update the Housing Element of the Lancaster County Comprehensive Plan to address land use controls and regulations.	Attended monthly planning meetings with the Lancaster County Planning Commission, Housing Steering Committee.

<b>Impediment to Fair Housing Choice</b>	<b>Plan or Method Proposed to Overcome Impediment</b>	<b>Actions Taken in 2004 to Address Impediment</b>
<p>The lack of affordable housing in the County outside the City hampers fair housing choice for persons with low and moderate incomes.</p>	<p>Create more safe, decent affordable housing in Lancaster County, outside the City of Lancaster.</p>	<p>40 new affordable rental units were created for low and moderate income seniors.</p> <p>24 units of affordable rental housing for low and moderate income seniors were substantially completed.</p> <p>104 units of affordable rental housing were rehabilitated for low and moderate income families.</p> <p>As discussed in the following section, the proportion of Hispanic and non-white tenants in CDBG- and HOME-assisted projects were a larger proportion than the Hispanic and non-white tenants at large reported in the 2000 Census.</p>
<p>The lack of affordable, accessible housing prevents fair housing choice for persons with disabilities.</p>	<p>Work with organizations that represent persons with disabilities to encourage landlords and homeowners to make their properties more accessible.</p>	<p>During 2004, Lancaster County Redevelopment Authority submitted a grant application to DCED for an "Access" grant which would assist homeowners and landlords to make their properties accessible to persons with disabilities. If awarded, the program would be administered through United Disabilities Services.</p>

<b>Impediment to Fair Housing Choice</b>	<b>Plan or Method Proposed to Overcome Impediment</b>	<b>Actions Taken in 2004 to Address Impediment</b>
Insufficient income is an impediment to fair housing choice.	See anti-poverty, Section IV.	See anti-poverty, Section IV.

## Leveraging Resources

Each \$1 of CDBG, HOME and ESG funds leveraged approximately \$2.10 in funds from other sources in 2004. Information on leveraging is obtained from the applications for funding and from the signed contracts. Sources of leveraged funds include state, federal, local and private funds.

Accessibility for the Purpose of Creating a Suitable Living Environment

Amount Spent:                   \$ 957,040   Amount Leveraged:               \$1,670,138

Accessibility for the Purpose of Providing Decent Affordable Housing

Amount Spent:                   \$1,747,405   Amount Leveraged:               \$9,000,858

Accessibility for the Purpose of Creating Economic Opportunities

Amount Spent:                   \$ 147,280   Amount Leveraged:               \$ 55,000

Sustainability for the Purpose of Creating a Suitable Living Environment

Amount Spent:                   \$1,173,074   Amount Leveraged:               \$ 895,323

Sustainability for the Purpose of Providing Decent Affordable Housing

Amount Spent:                   \$1,551,737   Amount Leveraged:               \$ 307,369

Please see the table in the Appendix entitled "Expenditures by Objectives" for information on resources leveraged through the individual project expenditure of CDBG, HOME and ESG funds.

### C. Managing the Process

The Lancaster County Redevelopment Authority has a "Citizen Participation Plan" that relies upon citizen-based review panels to make funding recommendations to the Lancaster County Board of Commissions. For physical improvement projects, the citizen-based process uses three regional committees and an overarching steering committee to make funding recommendations. For the ESG and public service dollars of the CDBG program, committees of citizens with backgrounds in human services are used to provide funding recommendations. The use of citizen panels is described at length in the County "Citizen Participation Plan" referenced above.

In order to ensure that subrecipients are able to attain program objectives within established time periods, the Lancaster County Redevelopment Authority has developed a system of monitoring. The monitoring system enables the staff of the Redevelopment Authority to determine problems, delays or adverse conditions that may materially affect the subrecipients' ability to complete the work outlined in the contract. The staff of the Redevelopment Authority is then

able to recommend corrective actions or provide technical assistance to the subrecipients to resolve the situation. Monitoring also provides an opportunity for Redevelopment Authority staff to share effective and efficient models of program administration for subrecipients to replicate. This process is described in detail in the Lancaster County Monitoring Plan which is available at [www.lchra.com](http://www.lchra.com).

For the twentieth year in a row, there have been no “findings” or “concerns” expressed in the independent financial audits completed for the Lancaster County Housing and Redevelopment Authorities.

The Lancaster County Redevelopment Authority continues to meet HUD’s timeliness guidelines for the expenditure of CDBG funds.

#### D. Citizen Participation

The Authority published a notice on March 10, 2005 announcing the availability of the annual performance report covering the County’s Community Development Block Grant Program, HOME Investment Partnerships Program and Emergency Shelter Grant Program activity for the year ending December 31, 2004. The entire document was also posted on the Lancaster County Redevelopment Authority website at [www.lchra.com](http://www.lchra.com). The comment period is March 13, 2005 to March 27, 2005.

Section VII contains two maps that show the geographic distribution of activities funded with CDBG funds and HOME funds. The projects are evenly distributed throughout the County. The distribution of the Home Improvement Program projects was similarly evenly distributed among small boroughs, rural townships and suburban townships. This supports the fact that the County, while having no large areas of minority or low income concentrations, does have pockets of poverty.

Lancaster County continues to receive revenue through the Optional County Affordable Housing Funds Act, PA Act 137, initiated in 1994. The Lancaster County Commissioners approved an ordinance that increased the recording fees in the County to generate the revenue for the fund. The County estimated that the recording fee increase would generate approximately \$35,000 per month. In 2004, the actual amount raised was \$658,411 (approximately \$54,867 per month). The Affordable Housing Fee Fund revenues are used to cover the required 25% match for the County’s HOME Program, if needed, and to provide financial resources to the Lancaster Housing Opportunity Partnership (LHOP).

\$90,000 of these funds was used as HOME match in 2004. The remaining funds were made available to LHOP.

**Table 2.  
Resources Anticipated and Made Available in 2004**

<u>Funding Source</u>	<u>Amount Anticipated</u>	<u>Amount Received</u>	<u>Amount Committed</u>
<b>Community Development Block Grant (CDBG)</b>			
New Funds	\$4,000,000	\$4,057,000	\$3,476,772
Program Income	\$285,000	\$611,107	\$611,107
Prior Year's Funds	\$2,500,000	\$3,181,605	\$3,181,605
<b>HOME Investment Partnerships Program (HOME)</b>			
New Funds	\$1,100,000	\$1,507,922	\$1,507,922
Program Income	\$0	\$107,132	\$107,132
<b>Emergency Shelter Grant (ESG)</b>			
New Funds	\$133,000	\$151,513	\$151,513
<b>Totals</b>	<b>\$8,018,000</b>	<b>\$9,616,279</b>	<b>\$9,036,051</b>

**Table 3  
Other Funding Received by Non-Profits and Other Entities  
for Investment in Housing Development Activities**

<b>Funding Source</b>	<b>Amount Anticipated</b>	<b>Amount Received</b>	<b>Beneficiary</b>
DCED	\$ 566,445	\$ 566,445	Center Square Apartments
LIHTC	\$2,061,532	\$2,061,532	
LIHTC	\$2,051,870	\$2,051,870	Walnut Street Apartments
Act 137/LHOP	\$ 224,500	\$ 224,500	
DCED	\$ 206,177	\$ 206,177	
PennHomes	\$ 540,000	\$ 540,000	
LIHTC	\$2,812,300	\$2,812,300	Larkspur Crossing Apartments
Act 137/LHOP	\$2,812,310	\$2,812,310	
PennHomes	\$ 870,000	\$ 870,000	
PA Act 137	\$ 480,000	\$ 658,411	LHOP
<b>Totals</b>	<b>\$12,625,434</b>	<b>\$12,803,545</b>	

<i>DCED</i>	<i>Department of Community and Economic Development</i>
<i>PennHOMES</i>	<i>Pennsylvania Housing Finance Agency</i>
<i>LIHTC</i>	<i>Federal Low Income Housing Tax Credit Program</i>
<i>Act 137</i>	<i>Optional County Affordable Housing Funds</i>
<i>LHOP</i>	<i>Lancaster Housing Opportunity Partnerships</i>

## E. Institutional Structure

During 2004, the Lancaster County Redevelopment Authority assisted with many efforts to overcome gaps in the institutional structure of the service delivery system in Lancaster County. These efforts include but are not limited to:

- The Redevelopment Authority's serves on the United Way's Community Needs Committee to prepare a plan to end homelessness.
- The Redevelopment Authority is working with the United Way and the Family Health Council of Central Pennsylvania to assist AIDS service providers in establishing an Interagency Council and Continuum of Care Plan.
- A representative of the Redevelopment Authority serves on the Lancaster County Community Foundation allocation panel,
- A representative of the Redevelopment Authority served as co-chair of the Continuum of Care Plan for the Homeless committee
- A representative of the redevelopment Authority is a member of the Federal Emergency Management Agency (FEMA) fund distribution committee for homeless agencies administered by the United Way.

Redevelopment Authority staff is also involved interagency efforts to strengthen institutional structure for housing and economic development.

- A representative of the Redevelopment Authority servers on the advisory committee of the Lancaster County Planning Commission's update of several elements of the Lancaster County Comprehensive Plan (Housing Plan, Growth Management Plan, Cultural Heritage Plan, Smart Growth Awards Committee).

Other interagency activities that serve to strengthen the institutional structure and in which the Redevelopment Authority participates in varying capacities are:

- Sovereign Bank's CRA Advisory Board;
- The South Central Assembly for Effective Governance's Predatory Lending Task Force;
- The local Economic Development Action Group; and
- The Lancaster County Housing Opportunity Partnership's Suburban Production Committee.

## F. Monitoring

The Lancaster County Redevelopment Authority has a Monitoring Plan for all activities funded through the CDBG, HOME and ESG programs. The purpose of the Monitoring Plan is to outline procedures the Redevelopment Authority will take to ensure that subrecipients are able to attain program objectives within established time periods. A copy of the Monitoring Plan is available at [www.lchra.com](http://www.lchra.com) under the “reports and documents” menu item.

In 2004, all economic development and public service activities were individually monitored and monitoring reports were issued. The Lancaster County Redevelopment Authority is also contracted by the Lancaster County Controller’s Office to conduct monitoring for programs funded through HSDP.

Also, all physical improvement projects and CDBG housing projects are monitored regularly during and after construction. Each activity file contains a copy of their respective monitoring reports.

**Table 4**  
**Human Services Activities Monitored In 2004**  
**By Funding Source, Identification of Issue and Status**

<b>Program</b>	<b>Funding Source</b>	<b>Issue</b>	<b>Status</b>
YWCA Sexual Assault Prevention and Counseling Center	CDBG	Concern - Data Collection in Client files	Resolved
Representative Payee Program	CDBG	Concern - Data Collection in Client files	Pending
Pregnancy and Parenting Program	CDBG	Concern - Data Collection in Client files	Resolved
Columbia Clubhouse	CDBG	Finding - Data Collection in Client files	Resolved
ASSETS Business Training Program	CDBG	Concern - Data Collection in Client files	Resolved
BASE- Entrepreneurial Development	CDBG	Concern - Data Collection in Client files	Resolved
Community First Fund - Technical Assistance	CDBG	Concern - Data Collection in Client files	Resolved
United Veterans Beacon House	ESG	Concern - Data Collection in Client files	Resolved
Crispus Attucks Community Center	ESG	Concern - Data Collection in Client files	Resolved
Domestic Violence Services	ESG	Concern - Data Collection in Client files	Resolved
Crispus Attucks Community Center	HSDF	Concern - Data Collection in Client files	Resolved
Guardianship Program	HSDF	Concern - Data Collection in Client files	Resolved
Deb's House	HSDF	Concern - Data Collection in Client files	Resolved
Family Intervention and Treatment Services	HSDF	Concern - Data Collection in Client files	Resolved
CAP Outreach & Case Management Program	HSDF	Concern - Data Collection in Client files	Resolved
Crispus Attucks Intervention/Prevention	HSDF	Finding - Data Collection in Client files	Resolved

## Self-Evaluation

Listed in the beginning of this section is a description of the expenditures and resulting outcomes from 2004. This explains how the Lancaster County Redevelopment Authority provided decent housing, a suitable living environment and expanded economic opportunity for low and moderate income persons.

The Lancaster County Redevelopment Authority is pleased with the progress it has made in creating suitable living environments and expanding economic opportunities. Similarly, the Redevelopment Authority is pleased with the progress it has made to sustain decent housing. The Redevelopment Authority is disappointed in the slow progress it has made in creating decent affordable housing due to the timing constraints imposed by the allocation of Low Income Housing Tax Credits by the Pennsylvania Housing Finance Agency. Specifically, Manor Heights Apartments, and Golden Triangle Apartments could have started construction in 2004 if this delay had not occurred. This delay created a negative impact on fulfilling the housing strategy and overall housing vision.

The only non-housing physical improvement project that fell significantly behind schedule was the New Charlotte and Eby Streets Neighborhood Improvement Project. This project was bid but only one bid was received and the amount of the bid was well over the funds available for the project. The bid was rejected and the Borough Engineer is re-working the project scope. The project is expected to be re-bid in 2005.

### G. Lead-based Paint

The Lancaster County Redevelopment Authority complies with the Lead-Based Paint Regulations, which went into effect September 2000. The Authority has a policy related to lead-based paint for each housing program funded with CDBG, HOME or ESG dollars, as well as, the County Housing Authority's Section 8 Housing Choice Voucher Program to ensure compliance with the regulations.

The staff members of the Lancaster County Redevelopment Authority's Technical Services Department conduct risk assessments and clearance inspections. Certified contractors conduct the lead hazard reduction work. There are two contractors certified to complete lead-based paint hazard reduction/abatement in Lancaster County (The Energy Conservation Center and Pro-Coat Painting).

Seven properties were tested and passed clearance inspections in the Section 8 Housing Voucher program.

All rental units rehabilitated under the Rental Housing Program must be lead-safe. In 2004, Center Square Apartments and Walnut Street Apartments began rehabilitation and upon completion will be lead-safe.

During 2004, a total of 36 low and moderate income owner-occupied homes were made lead-safe as a result of CDBG-funded activities.