

City of Covington Transportation Housing Alliance Final Report February 11, 2009





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Funded by a grant from the Virginia Board for People with Disabilities and the Virginia Department of Rehabilitative Services, in association with the Thomas Jefferson Planning District Commission.

Introduction

The Roanoke Valley-Alleghany Regional Commission is assisting the City of Covington, VA with an update to its Comprehensive Plan and has used the Transportation Housing Alliance (THA) Toolkit in the development of the Plan. The purpose of THA process is to assess the current and future transportation and housing needs of people with disabilities, the elderly, and those with limited income or access to public information.

The Regional Commission followed the THA Toolkit data collection and needs assessment process. The toolkit contains a checklist that helps measure the extent to which a region or study area meets the needs of individuals of all abilities and incomes. The checklist includes ratings in the following categories.

- Physical Access
- Land Use
- Transit
- Auto Transportation
- Pedestrians
- Bicycling
- Housing Affordability
- Housing Accessibility
- Housing Diversity

Research and planning using the THA Toolkit was completed during the fall and winter of 2008 and will be integrated into the final Covington Comprehensive Plan. The Regional Commission received granted funding for the implementation of the THA Toolkit from the Virginia Board for People with Disabilities (VBPD) and the Virginia Department of Rehabilitative Services.

The City of Covington is a located in the Alleghany Highlands of Virginia approximately 60 miles northwest of Roanoke and 180 miles west of Richmond (Figure 1). The 6 square mile City has the dual importance of being the county seat of Alleghany County and the center for many social and economic activities of a regional nature.





Figure I: Map of Covington, VA.

Demographics

Covington has an estimated 2007 population of 5,828 people and has experienced significant population decline over the past several decades, mirroring a regional trend in the Alleghany Highlands (Weldon Cooper Center). The most striking aspect of the demographic data available for the Highlands region is the overall downward trend in population from 1990 to 2000 in contrast to the growth at the Commonwealth and national levels. During this period, Covington decreased 12.4%, Clifton Forge decreased 8.3%, and Alleghany County decreased 1.8%, while the population of Virginia increased by 14.4 percent. Furthermore, the Virginia Employment Commission projects population decreases in Alleghany County (-7.1%) and Covington (-8.0%), while Virginia is projected to increase by 21.5 percent.

Population

Table 1 summarizes population characteristics for the City from 1990 to 2000. The overall decrease in population during those years is also reflected in decreases in the number of households and families. These changes would have left vacancies in the housing stock, and subsequently the average household size changed from 2.34 persons per unit in 1990 to 2.22 in 2000. This summary table also shows decreases in the youngest and oldest age groups and an increase in the median age. In 2000, Covington's median age of 40.5 years was 4.8 years higher than Virginia's overall median age of 35.7 years.

| | 1990 | 2000 | Percent Change | | | |
|--|-------|-------|-------------------|--|--|--|
| Total population | 7,198 | 6,303 | -12.4 | | | |
| Total households | 2,990 | 2,835 | -5.2 | | | |
| Total families | 2,015 | 1,742 | -13.5 | | | |
| Persons under age 19 | 1,509 | 1,491 | -1.2 | | | |
| Persons age 65 and over | 1,550 | 1,274 | -17.8 | | | |
| Average household size (persons per household) | 2.34 | 2.22 | -5.1 | | | |
| Median age (years) | 39.6 | 40.5 | 2.3 | | | |

Table 1Summary of Population Characteristics1990-2000

Source: U.S. Census Bureau

Population by Age

Age distributions for the years 1980 to 2000 are shown in Table 2, while Table 3 compares the 2000 age distribution to 2010 and 2020 projections. The comparison of changes in age groups should be considered in the scope of Covington's total population. In the year 2020, it is

estimated that 22.8% of Covington's population will be age 65 and over, while 24.2% will be age 19 and under. This trend of an increasing elderly population is greater in Covington than it is in the State overall.

Table 2 Population by Age 1980-2000

| Age Group | 1980 | 1990 | 2000 | 1980-90 Change | 1990-2000 Change |
|-----------|-------|-------|-------|-------------------|---------------------|
| Under 5 | 493 | 406 | 395 | - 17.6% | -2.7 |
| 5-19 | 2,038 | 1,195 | 1,096 | - 41.4% | -8.3 |
| 20-44 | 2,865 | 2,382 | 2,030 | - 16.9% | -14.8 |
| 45-64 | 2,064 | 1,466 | 1,508 | - 29.0% | 2.9 |
| 65+ | 1,605 | 1,542 | 1,274 | - 3.9% | -17.4 |
| TOTAL | 9,065 | 7,198 | 6,306 | - 20.6% | -12.4 |

Source: US Census Bureau

Table 3 Population by Age 2000-2020

| Age | 2000 | 2010 | 2020 | 2000-2010 | 2010-2020 |
|---------|------------|------------|------------|-----------|-----------|
| Group | Population | Projection | Projection | Change | Change |
| Under 5 | 395 | 399 | 406 | 0.1% | 1.8% |
| 5-19 | 1,096 | 1,058 | 1,036 | -3.5% | -2.1% |
| 20-44 | 2,030 | 1,843 | 1,746 | -9.2% | -5.3% |
| 45-64 | 1,508 | 1,545 | 1,385 | 2.5% | -10.4% |
| 65+ | 1,274 | 1,210 | 1,361 | -5.0% | 12.5% |
| TOTAL | 6,303 | 6,055 | 5,952 | -3.9% | -1.7% |

Source: Virginia Employment Commission and US Census Bureau

Disabilities

Based on 2000 US Census estimates, the City of Covington has 1,651 individuals or 26% of the population with a reported disability. Individuals were classified as having a disability if any of the following three conditions was true:

- 1. They were five years old and over and reported a long-lasting sensory, physical, mental or self-care disability;
- 2. They were 16 years old and over and reported difficulty going outside the home because of a physical, mental, or emotional condition lasting six months or more; or

3. They were 16 to 64 years old and reported difficulty working at a job or business because of a physical, mental, or emotional condition lasting six months or more.

Table 4 shows the percentage of individuals by age group that have a disability.

| Disability Status of Noninstitutionalized Population 2000 | | | | |
|--|----------------------------|------------------|--|--|
| Age Group | Percent with Disability | Percent Employed | | |
| 5-20 | 6.9% | N/A | | |
| 21-64 | 26.7% | 52.7% | | |
| 65+ | 49.9% | N/A | | |

 Table 4

 Disability Status of Noninstitutionalized Population

Source: US Census Bureau

The Roanoke Valley-Alleghany Region -Coordinated Human Service Mobility Plan developed in 2008 in partnership with the Department of Rail and Public Transportation (DRPT) examined a variety of issues related to disability and transportation, from a regional perspective. The Plan identified that the City of Covington has a medium density of disabled individuals,

The Plan also developed an aggregate measure for transportation need in order to identify census block groups with high concentrations of transit dependent persons. This measure included the number of older adults, persons with disabilities, and persons living below poverty, along with the number of autoless households. As shown in Figure 2, Covington was identified as one of several areas containing the highest concentration of potentially transit dependent persons.

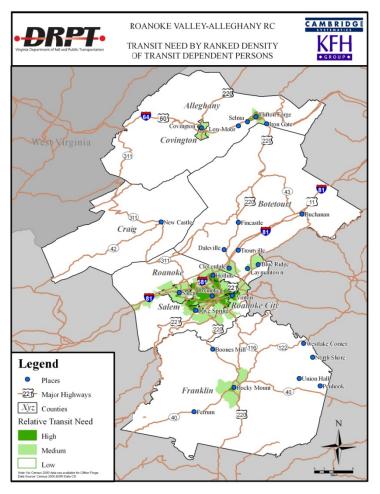


Figure 2: Transit need based on aggregate of indicators.

Educational Attainment

The Covington City School Division serves approximately 900 students who attend three schools. The division includes Edgemont Primary (which serves grade K-3), Jeter-Watson Intermediate (which serves grades 4-7), and Covington High School (which serves grades 8-12). Jackson River Technical Center, operated jointly by Covington City and Alleghany County, provides career and technical education to students of Covington High School and provides occupational training and retraining, special interest classes, and high school opportunities to area adults. Many Career and Technical Education students win numerous state and national awards on a regular basis.

Based on 2000 US Census, 28.6 percent of the residents of Covington did not graduate from High School (see Table 5). As shown on Figure 3, the highest concentration of these residents appears to be in the northern and southeastern areas of the City.

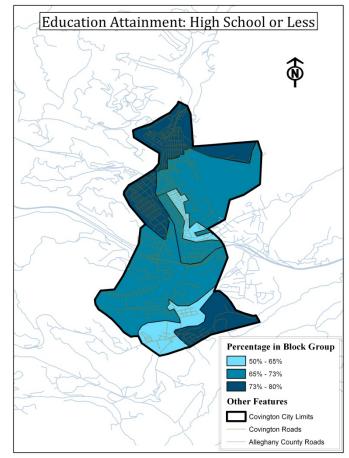


Figure 4: Educational attainment by Census block group.

| 2000 | | | | | | |
|---|---------|---------|--|--|--|--|
| Attainment Level | Persons | Percent | | | | |
| Less than 9th grade | 435 | 9.7% | | | | |
| 9th to 12th grade, no diploma. | 849 | 18.9% | | | | |
| High school graduate (includes equivalency) | 1,785 | 39.8% | | | | |
| Some college, no degree | 950 | 21.2% | | | | |
| Associate degree | 180 | 4.0% | | | | |
| Bachelor's degree | 227 | 5.1% | | | | |
| Graduate or professional degree | 59 | 1.3% | | | | |
| Percent high school graduate or higher | 71.4 | NA | | | | |
| Percent bachelor's degree or higher | 6.4 | NA | | | | |
| <u>v</u> v | | | | | | |

 Table 5

 Educational Statistics for Person Age 25 and Older

Source: U.S. Census Bureau

Poverty

The Census Bureau periodically estimates poverty and income data to provide assessments of the state of the economy and income between census counts. The latest estimate that includes figures at the County level was for the year 2005. These figures for Covington, Virginia, and the United States are presented in the Table 6. Figure 4 shows the percentage of families living in Census block groups whose income in below the poverty threshold.

| Percent of Persons in Poverty | | | | | |
|-------------------------------|-----------|------|--|--|--|
| 2000 2007 | | | | | |
| Covington | 13.0 | 14.5 | | | |
| Virginia | 8.9 | 9.9 | | | |
| United States 11.3 13.0 | | | | | |
| Source: LIS Concus Ru | roou 2008 | | | | |

| Table 6 |
|-------------------------------|
| Percent of Persons in Poverty |

Source: US Census Bureau, 2008.

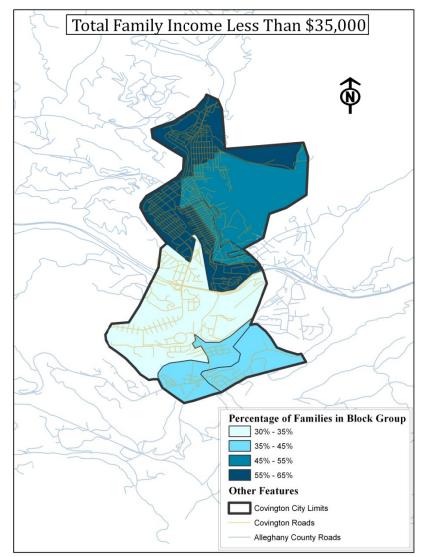


Figure 5: Percentage of families with wages below the poverty threshold.

Workforce and Employment

Economy

The economy of the City of Covington cannot be isolated from that of Alleghany County nor of this part of Virginia. History and geography have led to Covington's role in the area in the past. Covington's previous comprehensive plan pointed out: "The importance of the Jackson River and other streams; the forest resources of Alleghany County, nearby West Virginia and the surrounding counties; the transportation routes and modes of transport available; and the untapped and under-utilized water and mineral resources of the region indicate that there is economic potential at hand for the future." More importantly in today's economy, Covington is able to provide a quality workforce for potential employers, offers an excellent quality of life to employees who will move to the area, and is governed by a council and manager ready to work with potential employers.

The manufacturing sector in Covington revolves around MeadWestvaco and several smaller industries. Looking at these industries from a regional point of view, it is evident that Westvaco benefits from its proximity to the forestland and timber products. The availability of and access to rail lines and interstate highway routes ease the movement of both raw materials and finished

products to and from these industries. Westvaco relies on and encourages private woodcutters to deliver cut wood (of specific dimensions) to the plant in Covington. Additionally, a number of small businesses exist primarily to provide services and products to MeadWestvaco. The economics of such operations are beneficial to the City as a whole as this money will filter into the local retail and service markets.



Regarding the non-manufacturing sector of the economy, the location of Covington in the Alleghany region and the range and choice of goods and services has enhanced the economic life of the City. However, these benefits are secondary to and dependent upon the wages and salaries paid by the local industries to local people. Both manufacturing and non-manufacturing sectors are tied closely together.

Labor Market Area

The availability of labor remains a perceived issue in the short term as business prospects may not feel assured of sufficient labor supply when considering locating in the Alleghany Highlands region, as unemployment is low in the Highlands area and in much of the surrounding area. Determining the larger labor market outside of the city is necessary when conducting planning exercises related to economic development. A map was created using drive times of 30 minutes and 60 minutes to calculate the labor market data for City. The results of this exercise indicate that approximately 626,958 people live within 50 miles of Covington, Virginia. While the labor force living in the region itself is comparatively low, the region could draw upon the nearly 412,935 people with ages between 18 and 64 within 50 miles of Covington. The City has a workforce aged population (ages 18-64) of 36,141 within 30 minute drive and 264,028 within an hour drive.

Table 7 Labor Market Drive Time from Covington, VA

| | 30 Minutes | 60 minutes |
|-----------------|------------|------------|
| 2000 Population | 59,271 | 423,337 |
| Male (2000) | 28,856 | 205,891 |
| Female (2000) | 30,415 | 217,446 |
| Age 18-64 | 36,141 | 264,028 |
| | 0000 | |

Source: US Census Bureau, 2000.

Labor Force

Table 8 shows Covington's labor force statistics for the years 2000 to 2007. It shows that between those years, the civilian labor force decreased by 164 persons, the total employment decreased by 209 persons, and the number of unemployed persons increased by 45.

| Year | Labor Force | | | | | |
|------|-------------|------------|--------------|--------------|--|--|
| rear | Civilian | Employment | Unemployment | Unemployment | | |
| | Labor Force | | | Rate | | |
| 2000 | 2,882 | 2,769 | 113 | 3.9% | | |
| 2001 | 2,983 | 2,843 | 140 | 4.7% | | |
| 2002 | 3,077 | 2,888 | 189 | 6.1% | | |
| 2003 | 3,100 | 2,932 | 168 | 5.4% | | |
| 2004 | 2,898 | 2,739 | 159 | 5.5% | | |
| 2005 | 2,904 | 2,745 | 159 | 5.5% | | |
| 2006 | 2,799 | 2,601 | 198 | 7.1% | | |
| 2007 | 2,718 | 2,560 | 158 | 5.8% | | |

Table 8 Labor Force

Source: Virginia Employment Commission and Bureau of Labor Statistics, 2008.

Major Employers

Table 9 and Figure 6 show major employers for Alleghany County in 2008 based on data provided by the Virginia Employment Commission. Major employment categories were healthcare, manufacturing, wood products, and educational services.

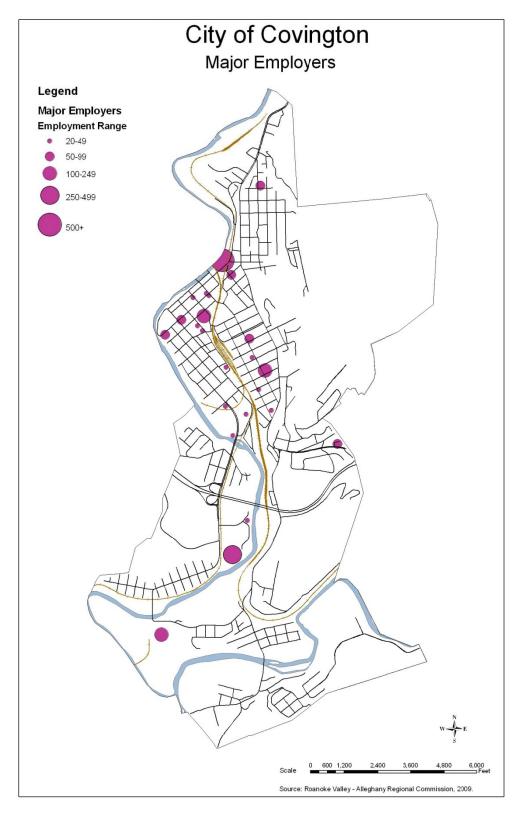
| Rank | Company Name | Size |
|------|---|----------------|
| 1 | Westvaco | 1,000 and Over |
| 2 | Wall Mart | 250 to 499 |
| 3 | Covington City School Board | 100 to 249 |
| 4 | City of Covington | 100 to 249 |
| 5 | A.E.T. Packaging Films * | 100 to 249 |
| 6 | Manpower International | 50 to 99 |
| 7 | Alleghany Highland Mental Health Services | 50 to 99 |
| 8 | Waco Construction | 50 to 99 |
| 9 | Cucci Pizzeria | 50 to 99 |
| 10 | East Coast Labor Solutions, LLC | 50 to 99 |
| 11 | YMCA | 50 to 99 |
| 12 | Healthcare of Virginia | 50 to 99 |
| 13 | Wendy's | 20 to 49 |
| 14 | Food Lion | 20 to 49 |
| 15 | Stop In Food Stores | 20 to 49 |
| 16 | Virginian Review | 20 to 49 |
| 17 | Alleghany Motor Corporation | 20 to 49 |
| 18 | H & M Electric | 20 to 49 |
| 19 | Applebee's Neighborhood Grill | 20 to 49 |
| 20 | Ntelos Telephone Dip Inc | 20 to 49 |
| 21 | Postal Service | 20 to 49 |
| 22 | Kentucky Fried Chicken | 20 to 49 |
| 23 | D.D. Kerns Construction Company | 20 to 49 |
| 24 | Virginia Employment Commission | 20 to 49 |
| 25 | Hardee's | 20 to 49 |
| 26 | Covington Ford Inc * | 20 to 49 |
| 27 | Highlands Home Health | 20 to 49 |

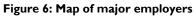
Table 9 Major Employers

Source: Virginia Employment Commission,

Quarterly Census of Employment and Wages (QCEW), 1st Quarter (January, February, March) 2008.

* Company closed in 2008.







Income

Table 10 shows median and per capita income figures. The 1990 Census showed a 1989 median family income of \$26,091 in Covington. The 2000 Census indicated that this increased to \$36,640 in 1999, representing a 40.4% increase. Median household income increased by 45% and per capita income increased by 55% during this time period.

Covington's median family income was 67.6% of the State median in 1999. For median household income, the City was 65% of the State's 1999 figure. The per capita income was 70% of the State's 1999 per capita.

| Income Statistics | | | | | |
|-------------------------|----------|----------|-------------------|------------------|--|
| | 1989 | 1999 | Change 1989-99 | Virginia 1999 | |
| Median Family Income | \$26,091 | \$36,640 | 40.4% | \$54,169 | |
| Median Household Income | \$20,913 | \$30,325 | 45.0% | \$46,677 | |
| Per Capita | \$10,814 | \$16,758 | 55.0% | \$23,975 | |

Table 10 Income Statistics

Source: U.S. Census Bureau

Housing

Housing Characteristics

The predominate housing type in Covington is single family residential. This is consistent with 2000 Census data, which shows single family homes as comprising 78.7% of the housing stock. A new residential area has been developed south of Michigan Avenue in the southeastern section of Covington on land gained by the City in a 1991 boundary adjustment. Table 11 summarizes some of Covington's significant housing characteristics. The total number of dwelling units in Covington decreased between 1980 and 2000. The most significant decrease was between 1980 and 1990, due largely to the demolition of 322 units to allow for an expansion at Westvaco. The number of persons per household has declined each decade since 1960. There were 360 vacant houses in 2000.

| 1980-2000 | | | | |
|---|----------|----------|----------|--|
| | 1980 | 1990 | 2000 | |
| Total Dwelling Units (including vacant) | 3,732 | 3,269 | 3,195 | |
| Renter-Occupied Dwelling Units | 1,140 | 923 | 858 | |
| Owner-Occupied Dwelling Units | 2,371 | 2,075 | 1,977 | |
| Persons per Household | 2.58 | 2.34 | 2.22 | |
| Median Value/Owner-Occupied Units | \$27,000 | \$38,700 | \$52,500 | |
| Median Monthly Rent | \$96 | \$197 | \$404 | |

Table 11 Housing Characteristics 1980-2000

Sources: U.S. Census Bureau.

Table 12 provides more detail on the changes in Covington's housing stock from 1980 to 2000. In 1980, single-family homes comprised 77.5% of the dwelling units; that percentage increased to 82.7% in 2000. The period from 1990 to 2000 showed decreasing numbers in each housing type except single family which increased by 70 units.

Table 12 Housing Type 1980-2000

| | 1980 | 1980 | 1990 | 1990 | 2000 | 2000 |
|-----------------|--------|---------|--------|---------|--------|---------|
| | Number | Percent | Number | Percent | Number | Percent |
| Single Family | 2,885 | 77.5% | 2,573 | 78.7% | 2,643 | 82.7 |
| Multiple Family | 680 | 18.3% | 513 | 15.7% | 396 | 12.4 |
| Mobile Home | 156 | 4.2% | 183 | 5.6% | 156 | 4.9 |
| Total | 3,721 | 100% | 3,269 | 100% | 3,195 | - |

Sources: U.S. Census Bureau.



Multifamily Housing

Multi-Family homes (15.7% of the housing stock, as noted in the 1990 Census) can be found scattered throughout the City. An example of the City's multi-family units is the Parklin Terrace Apartment Complex on West Riverside Drive near the I-64 interchange.

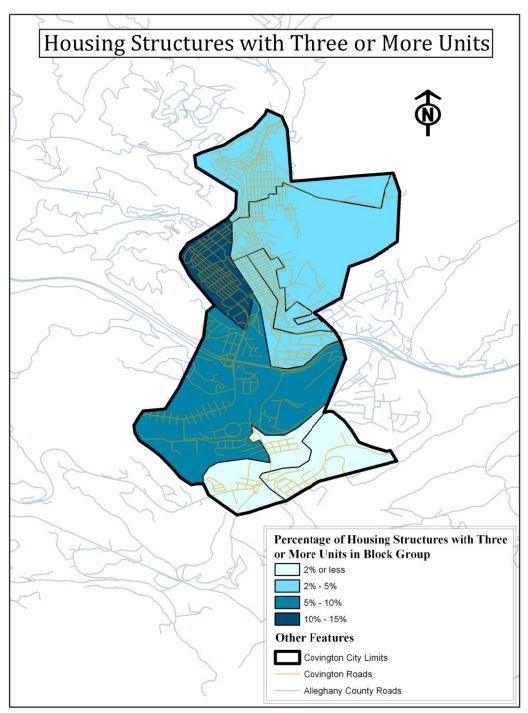


Figure 7: Concentration of multifamily structures by Census Block Group



Mobile Home Structures

According to the 2000 Census, mobile homes comprised 5% of the City's housing units. The majority of these mobile homes are located in High Acres Village, a mobile home park in northeastern Covington.

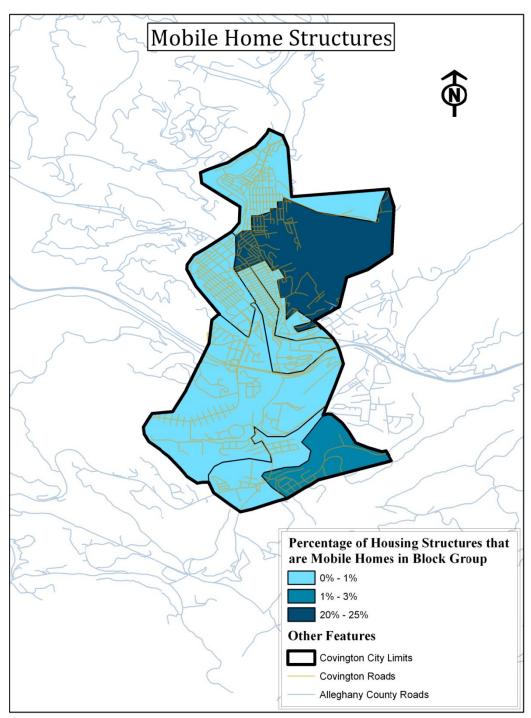


Figure 8: Concentration of Mobile Home by Census Block Group.



Affordable Housing

Local governments should monitor housing affordability and housing authorities to ensure that all citizens are capable of meeting this basic need. Addressing affordable housing in the locality's comprehensive plan is required by the Code of Virginia.

Section 15.2-2223.8 of the Code of Virginia,

"The (comprehensive) plan shall include: the designation of areas and implementation of measures for the construction, rehabilitation and maintenance of affordable housing, which is sufficient to meet the current and future needs of residents of all levels of income in the locality while considering the current and future needs of the planning district within which the locality is situated."

Table 13 illustrates median value of occupied housing units in the City of Covington in 2000. The median value of owner-occupied homes in Covington was \$38,700 in 1990. The median value had increased to \$52,500 by 2000. Median housing values for Block Groups also are shown below. Block Group 2 in Census Tract 601 had the lowest median housing value in the City. Block Group 4 in Census Tract 601 had the highest median housing value, followed closely by Block Group 3 in Census Tract 601.

| 2000 | | | |
|--------------------------|-----------------|--|--|
| Census Area | Median Value | | |
| Block Group 1, Tract 601 | \$42,600 | | |
| Block Group 2, Tract 601 | \$44,100 | | |
| Block Group 3, Tract 601 | \$65,800 | | |
| Block Group 4, Tract 601 | \$72,100 | | |
| Block Group 1, Tract 602 | \$48,000 | | |
| Block Group 2, Tract 602 | \$54,700 | | |
| Block Group 3, Tract 602 | \$57,400 | | |
| Block Group 4, Tract 602 | \$47,300 | | |
| City Median | \$52,500 | | |

 Table 13

 Median Value of Owner-Occupied Units

 2000

Source: U.S. Census Bureau

Fair Market Rents (FMRs) are primarily used to determine standard payment amounts for the HUD housing program rents and to serve as a rent ceiling. The U.S. Department of Housing and Urban Development (HUD) calculates the FMR annually. FMRs are gross rent estimates (see Table 14). They include the shelter rent plus the cost of all tenant-paid utilities, except telephones, cable or satellite television service, and internet service. HUD sets FMRs to assure that a sufficient supply of rental housing is available to program participants. To accomplish this

objective, FMRs must be both high enough to permit a selection of units and neighborhoods and low enough to serve as many low-income families as possible.

| Fair Market Rent 2008 | | | |
|--------------------------------------|-------|--|--|
| Size | 2008 | | |
| 1 bedroom | \$446 | | |
| 2 bedroom | \$535 | | |
| 3 bedroom | \$650 | | |
| 4 bedroom | \$678 | | |
| Source: US Department of Housing and | | | |

Table 14 Fair Market Rent 2008

Source: US Department of Housing and Urban Development, 2008.

The Comprehensive Housing Affordability Strategy (CHAS) data file is a detailed tabulation of the Decennial Census sponsored by HUD. It includes extensive data on a variety of physical and financial housing characteristics and needs categorized by HUD-defined income limits (30, 50, and 80 percent of area median income) and HUD-specified household types. As with the long form in the Decennial Census, CHAS indicators are estimates based on a sample of households. These "special tabulation" data are used by local governments for housing planning as part of the Consolidated Planning process and by HUD for various allocation formulas to distribute funds to localities.

Table 15 provides a summary of the CHAS data for households in the City of Covington with income 0 to 80% of the HUD Area Median Family Income. "Cost Burden" is defined as paying more than 30% of the household's income on housing costs. "Severe Cost Burden" is defined as paying more than 50% of the household's income on housing costs. Overcrowded units are generally defined as those with more than 1.0 occupant per room. A unit has complete kitchen facilities when it has all of the following: (1) a sink with piped water; (2) a range, or cook top and oven; and (3) a refrigerator. All kitchen facilities must be located in the house, apartment, or mobile home, but they need not be in the same room. Complete plumbing facilities must be located inside the house, apartment, or mobile home, but they need not be in the same room. All three facilities must be located inside the house, apartment, or mobile home, but not necessarily in the same room. Housing units are classified as lacking complete plumbing facilities when any of the three facilities is not present.

| Classification | Percent | |
|--|------------|--|
| Income 80% or less of area median with housing cost burden | 40.3% | |
| Income 80% or less of area median with severe housing cost burden | 16.6% | |
| Housing units that are overcrowded | 1.3% | |
| Housing units without complete kitchen facilities | 2.1% | |
| Occupied housing units without complete plumbing facilities | 0.5% | |
| Source: Comprehensive Housing Affordability Strategy special tabulation, U | .S. Census | |

Table 15 Covington Households with a Housing Cost Hardship

Bureau, 2000.



Special tabulation data from the 2000 Census showing housing problems and the availability of affordable housing are available through the Comprehensive Housing Affordability Strategy (CHAS) report. The data compares classifications of Median Family Income (MFI) with housing costs from the 2000 Census. These data cannot exactly match worst case housing needs because Census data do not capture data for all physical housing problems. However, a reasonable estimate for housing needs can be demonstrated using the percent of very low-income renter households (less than 50% of median income) paying more than 50% of their income for housing (severe cost burden).

The classification "with any housing problems" is defined as a unit with cost burden greater than 30% of income and/or overcrowding and/or without complete kitchen or plumbing facilities. "Cost burden" is the fraction of a household's total gross income spent on housing costs. For renters, housing costs include rent paid by the tenant plus utilities. For owners, housing costs include mortgage payment, taxes, insurance, and utilities.

| | , | | |
|------------------------------------|---------|--------|-------|
| | Renters | Owners | Total |
| Household Income <=30% MFI | 165 | 166 | 331 |
| % with any housing problems | 70.9 | 62.7 | 66.8 |
| % Cost Burden >30% | 70.9 | 62.7 | 66.8 |
| % Cost Burden >50% | 60.0 | 33.7 | 46.8 |
| Household Income >30% to <=50% MFI | 175 | 189 | 364 |
| % with any housing problems | 65.7 | 28.6 | 46.4 |
| % Cost Burden >30% | 63.4 | 26.5 | 44.2 |
| % Cost Burden >50% | 10.9 | 14.8 | 12.9 |
| Household Income >50 to <=80% MFI | 213 | 306 | 519 |
| % with any housing problems | 23.0 | 20.3 | 21.4 |
| % Cost Burden >30% | 23.0 | 19.0 | 20.6 |
| % Cost Burden >50% | 0 | 0 | 0 |
| Household Income >80% MFI | 272 | 1,275 | 1,547 |
| % with any housing problems | 2.9 | 6.0 | 5.4 |
| % Cost Burden >30% | 1.5 | 5.6 | 4.9 |
| % Cost Burden >50% | 1.5 | 0.6 | 0.8 |
| Total Households | 825 | 1,936 | 2,761 |
| % with any housing problems | 35.0 | 15.3 | 21.2 |
| % Cost Burden >30 | 34.1 | 14.7 | 20.5 |
| % Cost Burden >50 | 14.8 | 4.8 | 7.8 |
| | | 0 0 1 | |

Table 16CHAS Housing Affordability

Source: Comprehensive Housing Affordability Strategy, U.S. Department of Housing and Urban Development, 2000.

The number of households with median income less that 50% of MHI paying more than 50% of their income for housing is: 118 renters and 84 owners. A total of approximately 585 households are classified as having a "housing problem" by the CHAS report.

Transportation

Transportation Network

The automobile and truck are the primary mode of transportation utilized in Covington. Access into the city is provided by U.S. Routes 60 and 220, State Route 18, Interstate I-64, and several state secondary routes. Streets are generally forty to fifty feet in width and adequately maintained. There are some smaller streets ranging from 25 to 32 feet in width. For safety purposes, most speed limits on these smaller roads are set at 25 mph. Less than half the city streets have full curbs and gutters. The areas that do not have curb and gutter are generally newer streets where cost constraints limited the installation of curb and gutter. Street improvements, such as resurfacing, have been identified as a priority by the local government. The City of Covington maintains its own street network with funds passed through from VDOT

Off street parking is augmented by a number of public and private lots in the downtown area. On-street parking is allowed and common due to limited space for driveways on older residential lots. Pedestrian movement is prevalent in the downtown or central business district where there are sidewalks.

The City of Covington has a total of 39.27 classified highway miles divided into 1.40 interstate miles and 37.87 urban miles (1998 totals). In 1997 the City of Covington had 4,792 licensed drivers and had 6,000 total registered vehicles, 5,275 of which were registered as passenger vehicles. Of the 100 Crashes that occurred in Covington in 1997, none were fatal and 40 resulted in injuries. (Virginia Statistical Abstract, 2000 Edition)

Bicycle and Pedestrian Network

The City of Covington provides sidewalks in most of its neighborhoods and commercial areas. Crosswalks and amenities such as benches are only found in the central business district. The City has undertaken efforts to provide pedestrian connections to commercial area via sidewalks and is currently planning a greenway along the Jackson River which would connect residential,

commercial, school and recreation properties. The City of Covington does not have any bike lanes at this time.

Bus Service

RADAR, which has its headquarters in Roanoke, currently operates the "Mountain Express" bus service (Figure 9). The Mountain Express is a public bus service in and between Covington, Clifton Forge and Iron Gate. Service operates between 8 a.m. and 5 p.m., Monday through Friday. The



Mountain Express offers a deviated fixed route service. A fare of fifty cents per trip is charged and must be paid when boarding the van. Exact change is required. Children under the age of six years old ride at no charge. Individuals who are ADA certified may request the van to deviate off its route to make pick-ups and drop offs. This distance may not exceed 3/4 of a mile off the route.

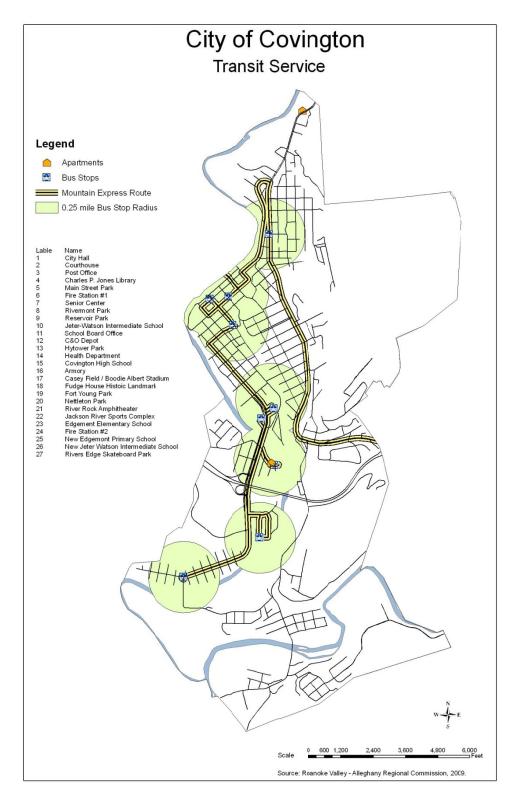


Figure 9: Mountain Express route and major employers in Covington.



Commuting

Regionally, Covington draws from a labor market that is both within and outside its corporate limits. A total of, 2037 residents worked outside the City. This represents more than three-quarters of the entire Covington work force. The majority of out-commuters worked in Alleghany County and Clifton Forge, at 1,566 and 159, respectively. In 1990, the total number of out-commuters was 923.

The greatest number of in-commuters to Covington was from Alleghany County, which had 896 residents working in the City. The total number of in-commuters to Covington was 997 (unchanged since the 1990 Census). Net Flow of workers was -1,040 (out commuters) compared to a positive net flow (in commuters) in 1990 of 74.

Rail Service

The CSX Corporation provides rail service to the area's industries. Travel is restricted to one east-west track with several spur lanes connecting to Westvaco, AET, Inc., and a number of oil and coal companies (at S. Craig and Locust). There are several grade crossings of the spur lines but the main tracks have been raised on viaducts or are spanned by bridges. Several pedestrian tunnels provide underground access between areas where bridges are spaced too far apart. Passenger service is available from nearby Clifton Forge where Amtrak has a station.





Findings

Public Involvement

The City of Covington Planning Commission is guiding the development of the update to the City's 2002 Comprehensive Plan with the assistance of the Roanoke Valley-Alleghany Regional Commission. The Planning Commission was informed on several occasions regarding the integration of the Transportation Housing Alliance (THA) Toolkit into the Plan update. The

Regional Commission also held two focus group meetings and a public meeting on January 12, 2009 to gather input specifically for the THA process.

Twenty -eight individuals, representing 14 different organizations were invited to attend the focus group meetings and a legal advertisement was placed in the Virginian Review Newspaper notifying citizens regarding the public meeting. Unfortunately attendance at these meetings was sparse; however those that came provided very detailed comments, as summarized below.



- Jackson River Enterprises needs service by Mountain Express most of JRE employees do not have their own personal transportation.
- Need more sidewalks in south Covington especially near new schools.
- Need pedestrian access bridge to connect south Covington to Wal-Mart and Jackson River Sports Complex. Bridge crossing Jackson River for pedestrians.
- Lack of nursing home and assisted living centers in the City.
- Need transit signs and shelters. Existing bus route does not have signs identifying the route or the stops. Bus route does not have any bus shelters or benches for users.
- Need for senior housing (condo, townhouse, apt) with full handicap accessibility. Elderly that want to downsize or do not want to maintain a full size house any longer.
- Park n Ride lot at Mallow Mall. Many residents that commute out of the city. Location should be near interstate. Should be a lot maintained by VDOT. Commercial property owners do not want the liability of having people leave their cars parked on the property.
- Need to address services for an aging population transportation and housing needs must be addressed.

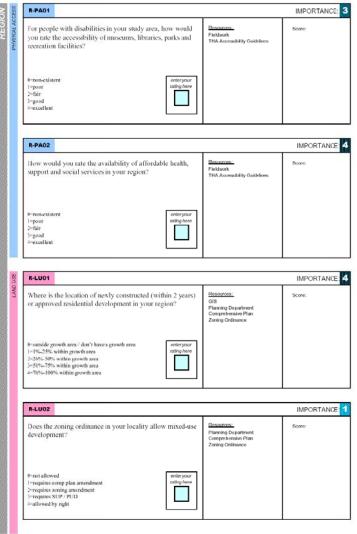
- Need for additional multi-family housing in the city. Voucher program has a waiting list and HUD budget will not fund all of the current demand for vouchers.
- Possible reuse of schools for housing (Edgemont).
- Higher unemployment rate makes it more difficult for disabled to find jobs (more competition for all job openings). Many businesses that used to employ disabled are not hiring now.
- Alleghany to Roanoke transit service is needed jobs, shopping, healthcare.
- Need program to help with home accessibility for elderly and disabled. Most older homes do not meet ADA guidelines (ramps, door width, bathrooms, fixtures, stairs).

THA Checklist

Using demographics data, mapping, and fieldwork, the Regional Commission completed the THA Checklist in order to measure the extent to which Covington meets the needs of all abilities and incomes. The checklist contains two options: one to evaluate regions and one for study areas. The regional checklist contains broad questions, while the study area list contains more questions focusing on programs or services and the conditions of physical assets or infrastructure. We completed the study area checklist, which includes ratings questions in the following categories.

- Physical Access
- Land Use
- Transit
- Auto Transportation
- Pedestrians
- Bicycling
- Housing Affordability
- Housing Accessibility
- Housing Diversity

The full checklist and scoring is located in the appendix. Descriptions and charts showing the scoring totals by category are on the following pages.



Physical Access

Covington was established as a Town in 1818 and has a rich and abundant history. The age of the City, coupled with stagnant economic development since the 1980's, means that a majority of its structures were constructed before 1960. Most of these older structures present physical access challenges to individuals with disabilities. However, the buildings constructed since 1980, especially suburban shopping an employment centers, have better physical accommodations.

Land Use

Based on the 2000 US Census, 12.4% of Covington's housing is multifamily. Much of the multifamily housing is older large homes that have been converted into apartments. Many of these structures are located near downtown and in close proximity to the Mountain Express transit line and stop locations. However, the few newer multifamily structures tend to be more suburban and not near transit stops.

<u>Transit</u>

The City of Covington is served by a deviated fixed route transit service called the Mountain Express. The transit route and service frequency was expanded in

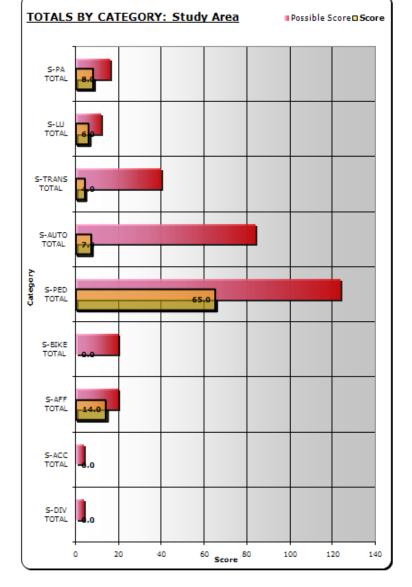
2008 and now serves even more locations in Covington, Clifton Forge, and Iron Gate. Unfortunately, the service did not score very well on the THA checklist due to a lack of signed transit stops, transit shelters, and route signage.

Auto Transportation

Many of the auto transportation ratings criteria relate to park-n-ride facilities and Covington does not have any formally recognized or maintained facilities. The street grid density within certain parts of Covington did garner some recognition in the ratings.

Pedestrian

Due to its fairly extensive sidewalk network Covington had one of its highest rating in the pedestrian transportation category, although there were many areas in need of improvement. One of the most positive field observations was that there were very few physical obstacles



found in the sidewalk network. Areas in need of improvement include pedestrian safety, addition of benches, and upgraded crosswalks.

Bicycling

The City of Covington does not have striped bike lanes and therefore did not receiving any points in the bicycling category of the assessment.

Housing Affordability

Housing affordability was another area where Covington did well. It strengths were related to aspects of its Housing Choice Voucher program,



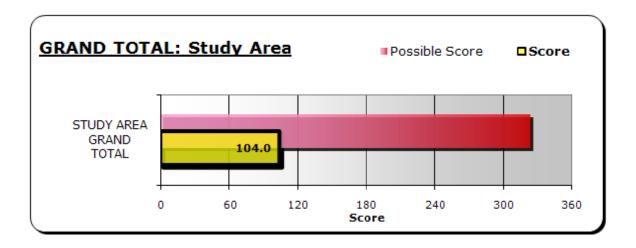
which is administered by the Waynesboro Redevelopment and Housing Authority.

Housing Accessibility

Due to the stagnant economy in Covington and the greater Alleghany Highlands, there have been no multifamily dwelling units constructed in Covington in the past 5 years.

Housing Diversity

Based on the 2000 US Census, 82.7% of Covington's housing is single family dwellings, which caused it to score low on the housing diversity measure.





Recommendations

Housing

- Develop additional multi-family and elderly housing in the City. Much of the existing multi-family housing is in former single family houses that are difficult to make ADA compliant and maintain.
- Develop senior housing with full handicap accessibility. The elderly housing should be of a style and size that is easily maintained such as condos, townhomes and apartments. Elderly housing should be located along the transit route to facilitate the resident's continued independence.
- The City's Housing Voucher program has a waiting list (30 families at the time of this report) and the existing HUD budget will not fund all of the demand for vouchers. Expansion of the voucher program is recommended however without additional funds from HUD this will not be possible.
- Need to develop a program to help with home accessibility for elderly and disabled. Many older homes do not meet ADA guidelines (ramps, door width, bathrooms, fixtures, and stairs).
- Need to develop a program that will assist people with down payment and closing costs for home purchases in the City. Similar programs exist in other localities utilizing funding from VHDA.
- The City should consider developing new affordable infill housing on vacant lots. This program could be in cooperation with a private sector developer or a public sector non-profit group such as TAP or Habitat for Humanity.

Transit

- The Mountain Express route needs to be signed and regular stops need to be identified.
- Bus shelters and/or benches should be placed at the regular stops along the Mountain Express route.
- The Mountain Express needs better outreach to disabled, low income and city residents in general. Many people do not know about the transit service.
- Jackson River Enterprises in the southern section of the City, needs service by Mountain Express. Most of JRE employees are handicapped and do not have their own personal transportation.

- The Mountain Express route should be expanded to serve the southern portion of the city.
- A study should be undertaken to determine the market for an Alleghany to Roanoke transit service. This service would provide a transportation option for residents that wish to travel to the Roanoke area for employment, shopping, and healthcare.

Auto Transportation

The study area needs official park n ride lots. Many residents commute out of the city for employment and could benefit from carpooling if park-n-ride lots were made available. Informal lots exist at a few locations however they are not maintained by the property owners and there are liability issues at these sites. Commercial property owners do not want the liability of having people leave their cars parked on the property.

- A park-n-ride lot at Mallow Mall (Interstate 64 Exit 16) just outside the eastern City limit and another lot near Interstate 64 Exit 14 would meet the needs of most commuters. The lots should be owned and maintained by VDOT.
- The City, in cooperation with VDOT, should explore options for eliminating the liability of private property owners that will agree to allow park n ride lot on their property.

Pedestrian

Sidewalks

- The City should adopt a standard design specifying the width and material of all new and replacement sidewalks.
- All new and replacement sidewalks should meet ADA requirements for curb cuts, slopes and surfacing.
- The city has an ongoing maintenance program for sidewalks that should be continued and supported through an annual funding allocation.
- The City should address the need for more sidewalks in south Covington especially near the new schools that will open in Fall 2009.
- Consider push to walk signals in the central business district.
- Maintain clear travel way on sidewalks and avoid placing signs, lamp posts and other structures on the sidewalks.

Bicycling

According to the Rural Bikeway Plan, many areas of the City of Covington have significant potential for cost effective improvements in bicycling conditions through the provision of ancillary facilities, such as bike racks, signage and pavements markings. Potential locations for bike racks include city hall, library, commercial destinations, area schools, and locations throughout the downtown and central business district.

The *Rural Bikeway Plan* covers the rural portions of the Regional Commission's service area and provides information and guidance on the planning and provision of bicycle accommodations. Recommendations from the Plan for the City of Covington are;

- Apply, by default, the VDOT *Policy for Integrating Bicycle and Pedestrian Accommodations* to all corridors in the transportation network Utilize cost-effective techniques, where applicable and practicable, to better accommodate bicyclists.
- Improve ancillary bicycle accommodations, signage, and support facilities
- Encourage bicycling through education, awareness, and advocacy

The list of roadways in the Rural Bikeway Plan for bicycle accommodation was developed based on review of demographic and spatial data, fieldwork, and local staff and citizen input (Table 17). Accessibility and connectivity between activity centers and tourism/outdoor recreation opportunities were also considered in developing these tables. A proposed Bikeway Plan map for the City can be found <u>http://www.rvarc.org/bike/rural/</u>.

| Controls for Bicycle Accommodation | | | | |
|-------------------------------------|------------------------------------|---------------------------------|--|--|
| Roadway | From | То | | |
| Route 18 (Carpenter Drive) | Route 60 / 220 (Madison Street) | Route 18 (West Indian Valley | | |
| Drive) | | | | |
| Route 18 (West Indian Valley Drive) | Route 18 (Carpenter Drive) | Alleghany County CL | | |
| Route 60 / 220 (Madison Street) | I-64 (Exit 16) | Alleghany County CL / Route | | |
| 1101 (Valley Ridge Road) | | | | |
| Route 60 / 220 (Madison Street) | I-64 (Exit 16) | Route 60 (Monroe Avenue) | | |
| Route 60 (Monroe Avenue) | US 60 / 220 (Alleghany Drive) | Alleghany County CL | | |
| Route 154 (Craig Street) | Riverside Street | Durant Street | | |
| Route 220 (Alleghany Drive) | Route 60 (Monroe Avenue) | Alleghany County CL | | |
| Locust Street | Route 60 (Monroe Avenue) | Route 154 (Craig Street) | | |
| Durant Street | Craig Street | Jackson Street | | |
| Jackson Street | Durant Street | Rayon Drive | | |
| Rayon Drive | Jackson Street | Edgemont Drive | | |
| Edgemont Street | Rayon Drive | Carpenter Drive | | |
| Source: Rural Rikoway Plan, Poar | oko Vallov Alloghany Pagional C | Commission 2006 | | |

Table 17 City of Covington Corridors for Bicycle Accommodation

Source: Rural Bikeway Plan, Roanoke Valley Alleghany Regional Commission, 2006.



Performance Measures

As a requirement of the VBPD grant that funded this report, the Regional Commission and the City of Covington commit will track the following indicators for inclusion in the next update of the City's Comprehensive Plan:

- 1. The number of people with disabilities who have transportation services for work, school, medical, and personal needs.
- 2. The number of people with disabilities who have homes of their choice.

Performance measure #1 will be tracked based on data collected by the Blue Ridge Independent Living Center (BRILC) and RADAR, which operates the Mountain Express transit service. The BRILC assists people with disabilities to live independently and compiles basic information on each individual that receives their assistance, including housing and transportation needs or goals. RADAR tracks ridership statistics that will be needed to assess measure #1.

Performance measure #2 will be tracked based on data collected by the Waynesboro Redevelopment and Housing Authority (WRHA) for its Housing Choice Voucher and Supportive Housing Programs. The WRHA manages the Section 8 housing vouchers for the City of Covington. It presently has 58 vouchers allocated for the City (although funding for only 48) and 30 families on the waiting list. Additional housing data will be provided by the BRILC, which tracks the number of nursing home residents that would like live more independently.

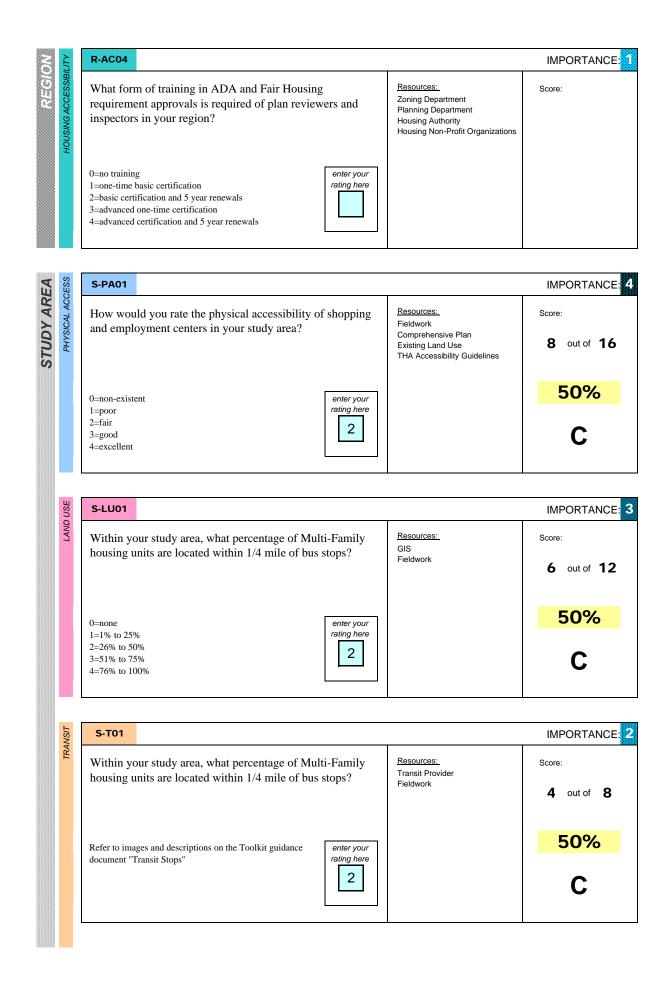
Lessons Learned

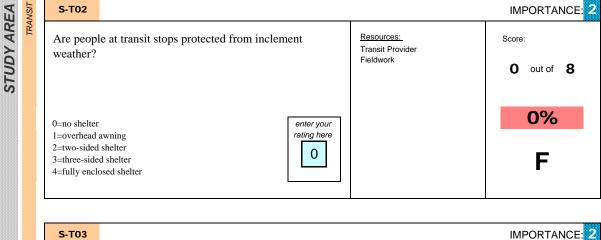
It appears that the THA Toolkit is structured to assess the transportation/housing needs in a metropolitan statistical area, rather than a micropolitan or rural community. We found that several of the "study area" questions were not very relevant to small urban areas outside of MSA's. Such as the transit questions, which assume a fixed route public transportation system, while most small urban areas only have demand response. The auto transportation questions assumed that communities had much more baseline infrastructure than many have in reality. The inconsistency between the scope of the questions and the size of the community meant that Covington scored very low on certain ratings. This is not to say that the City of Covington should not strive to accomplish more, however the THA survey should make more allowances for rural areas that are unlikely to need some of the infrastructure or programs contained in the ratings system.

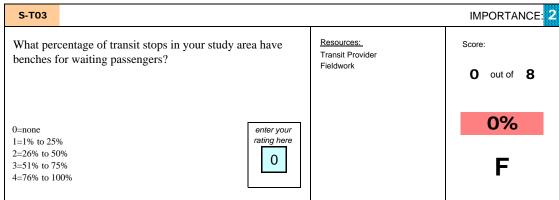
Appendix

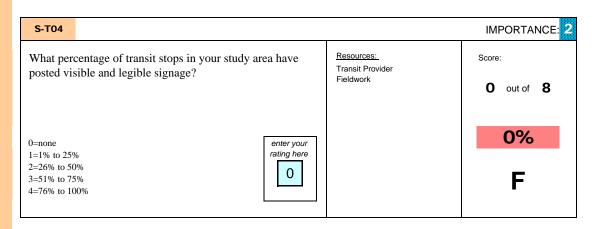




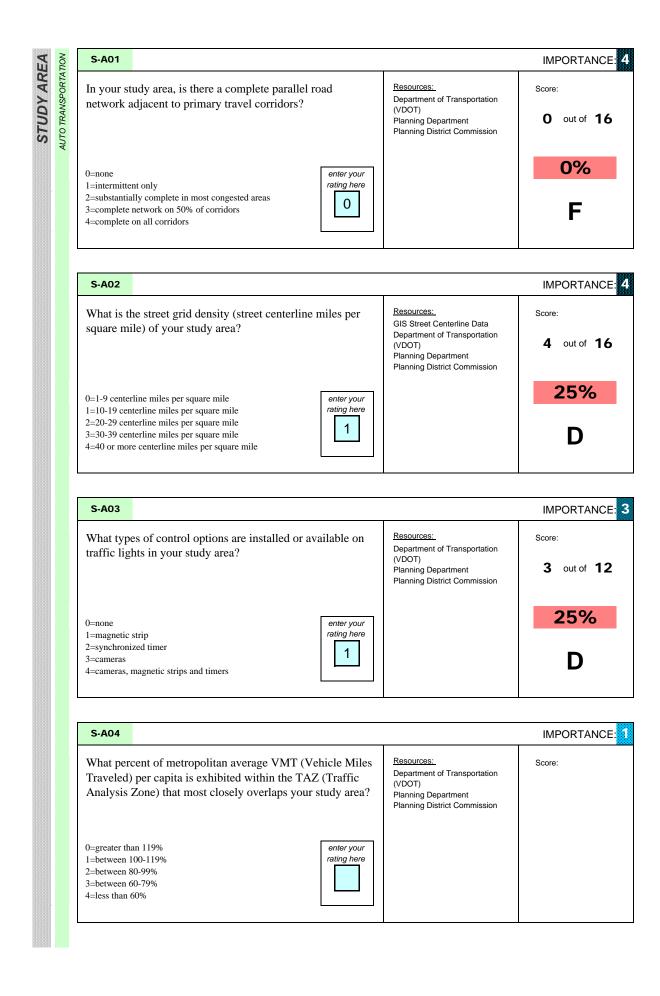


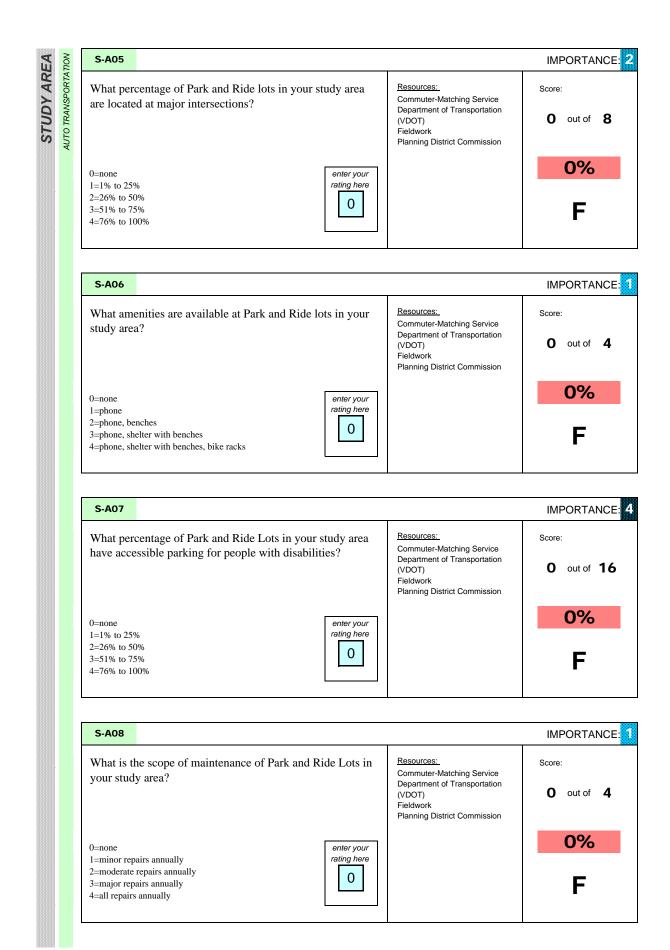


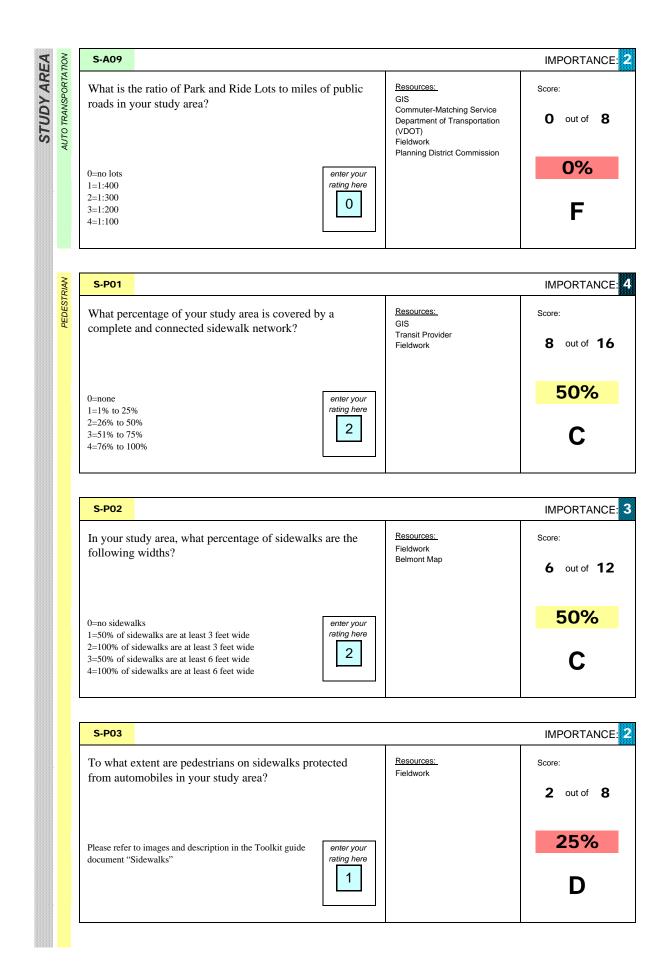


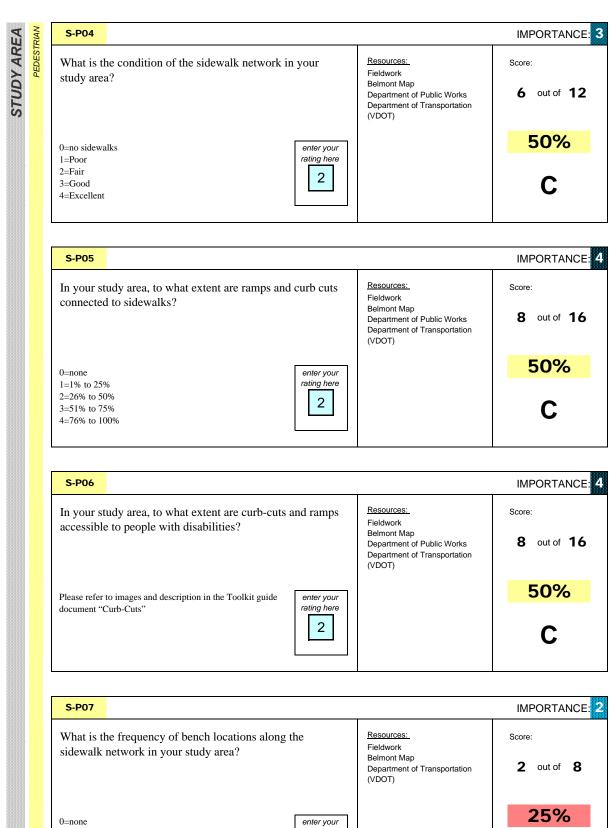


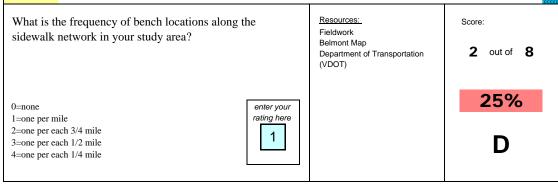
| S-T05 | | | |
|--|---------------------|--|----------------------|
| How well is route schedule signage main and on buses in your study area? | tained at bus stops | <u>Resources:</u> Transit Provider Fieldwork | Score: O out of 8 |
| 0=no signage | enter your | | 0% |
| 1=faded at 76% to 100% of stops 2=faded at 51% to 75% of stops 3=faded at 26% to 50% of stops 4=faded at 0% to 25% of stops | rating here | | F |









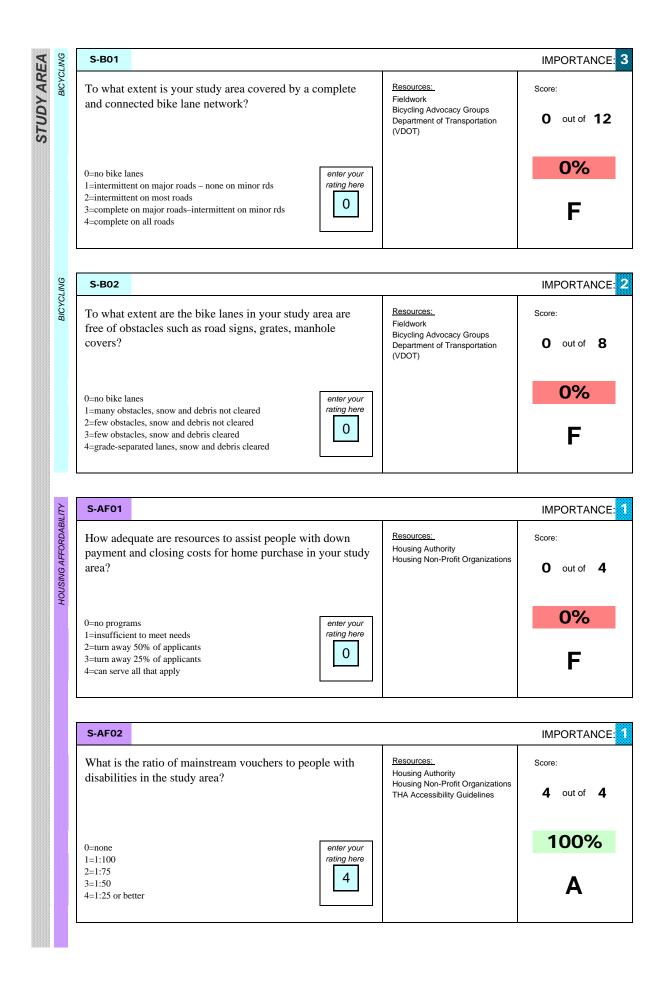


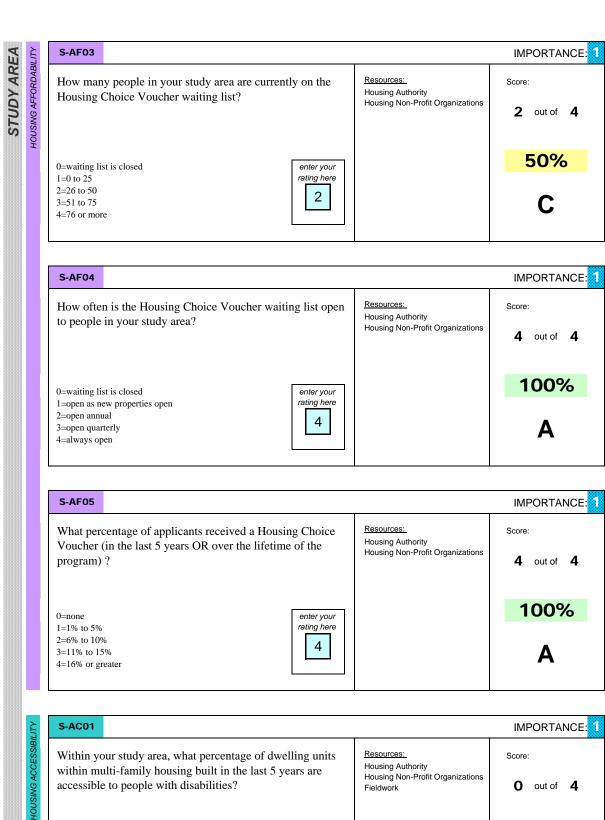
| EA RIAN | S-P08 | | IMPORTANCE: 4 |
|-------------------|-------|---|--|
| STUDY AREA | 2 | tudy area, to what extent are intersection ks accessible to people with disabilities? Belmont Map Department of Transpor (VDOT) | Score: tation 8 out of 16 |
| | | to images and description in the Toolkit guide enter your Crosswalks" rating here | <mark>50%</mark> |
| | | 2 | C |
| | S-P09 | | IMPORTANCE: 3 |

Resources: What percentage of the sidewalk network in your study Score: Fieldwork area is free of obstacles such as road signs, utility poles, Belmont Map Department of Transportation (VDOT) mailboxes? 12 out of 12 100% 0=none 1=1% to 25% enter your rating here 2=26% to 50%4 Α 3=51% to 75% 4=76% to 100%

| S-P10 | - | IMPORTANCE: |
|---|---|----------------------|
| What type of crosswalk amenities are available at traffic- light intersection in your study area? | Resources: Fieldwork Department of Public Works Department of Transportation (VDOT) | Score: 1 out of 4 |
| 0=none enter your 1=stripped crosswalk rating here | | 25% |
| 1=stripped crosswalk rating here 2=standard walk/don't walk signals 1 3=extended time walk/don't walk signals 1 4=count-down clock or audible timer signals 1 | | D |

| S-P11 | | |
|---|---|----------------------|
| Within your study area, what best describes the urban streetscape? | Resources: Fieldwork Department of Public Works Department of Transportation (VDOT) | Score: 4 out of 4 |
| 0=80% of all bldgs less than 26 feet from front property line enter your 1=50% of all bldgs less than 19 feet from front property line rating here | | 100% |
| 2-50% of mixed use and non-resid bldgs at property line 3=All non-resid. bldg facades 33% transparent at ground level 4=No blank walls of longer than 50 feet occur along sidewalks | | Α |







0=none

1=1% to 25%

2=26% to 50%

3=51% to 75% 4=76% to 100%

Transportation Housing Alliance

enter your

rating here

0

0%

F

| SITY | S-D01 | | IMPORTANCE: 1 |
|-------------------|---|---|----------------------|
| HOUSING DIVERSITY | What is the score of your study area, Diversity Index $(1-(n/N)^2)$ where n = single category, and N = total # dwell categories. | = total dwellings in a Housing Authority Housing Category Guidelines | Score: O out of 4 |
| | 0=0.39 or less | enter your | 0% |
| | 1=0.4-0.49 2=0.5-0.59 3=0.6-0.69 4=0.7 or above | rating here | F |