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# **CITY OF BROCKTON MASSACHUSETTS**



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## **CONSOLIDATED PLAN FY2013 - 2017**

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### **BROCKTON REDEVELOPMENT AUTHORITY**

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**50 SCHOOL STREET  
BROCKTON, MA 02301**

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# Executive Summary

## ES-05 Executive Summary

### 1. Introduction

Brockton's continuing housing and community development strategy is a logical response to the social service needs of a predominately low and moderate income population, high unemployment and crime rates, the overall age of the housing stock, an inadequate supply of affordable housing and mounting foreclosures and abandonment of properties rendering Brockton among the most negatively municipalities in the state. Pressing needs include the improvement or replacement of older public facilities, enhancement of public safety, housing rehabilitation assistance to low and moderate income households, facilitation of housing counseling and mechanisms to prevent foreclosures and further destabilization of marginal neighborhoods. In addition, support is needed for public/social services in the aid of lower income families and individuals, enhanced crime prevention and job creating economic development.

Brockton's Consolidated Plan and Annual Action Plans will be crafted to address these identified local needs to the greatest extent possible within budgetary constraints of the communities Community Development Block Grant (CDBG) and HOME funding. Brockton will seek to leverage these limited resources by better connecting with other public and private resources dedicated to addressing community needs. Brockton will develop stronger cooperative working relationships with other public and private institutions, both nonprofit and for profit, which are engaged in a variety of community projects and services.

### 2. Summary of the objectives and outcomes identified in the Plan Needs Assessment Overview

#### Objectives and Outcomes (FY2013-FY2017)

##### *Housing Objectives:*

- 1. Maintain, support and preserve the existing housing stock, prevent housing deterioration and vacancies; prevent neighborhood deterioration due to foreclosures.
- 2. Increase the overall availability of affordable permanent housing through the creation of new units and rehabilitation of vacant deteriorated properties to return to habitable condition.

- 3. Preserve the quality of life in existing neighborhoods while accommodating smart growth, supporting balance between housing development, transportation, open space and recreational facilities, and appropriate commercial development opportunities.

*Outcomes for these objectives will be measured against:*

- The number of housing units rehabilitated or prevented from becoming deteriorated and/or vacant.
- The number of affordable units developed through new construction or the restoration and re-occupancy of vacant and deteriorated units.
- Determining if new neighborhoods have been created or existing neighborhoods have been created or existing neighborhoods have been enhanced through smart growth practices.

**Non-Housing Community Development Objectives:**

1. Assist in reduction of crime.
2. Enhance the quality of life through the provision of better public facilities, through neighborhood stabilization efforts, and through infrastructure improvements aimed at economic development.
3. Assist in the reduction of poverty and improve the quality of life for low and moderate income residents of the City by expanding economic opportunities and through support for vital social/public service providers and facilities that help create and/or retain jobs.

*Outcomes for these objectives will be measured against:*

- Increase or decrease of crime statistics.
- Improvements or additions of public facilities and infrastructure.
- Determination of the numbers of low and moderate income individuals and families aided by public service providers who are supported in part by CDBG funds.
- Evaluation of changes in quality of life status as a result of the provision of services, evaluation of actions that serve to expand economic opportunities including verification of numbers or jobs created and/or retained.

**3. Evaluation of past performance**

On an annual basis, the City of Brockton has historically allocated a significant portion of its Community Development Block Grant entitlement and HOME grant to rehabilitate the homes of low and moderate income homeowners and to assist low and moderate income individuals and families to become homeowners. During the past few years, Brockton has made some significant progress in meeting its housing goals, although real estate costs and the cost of deleading of certain properties have contributed to a somewhat lengthy process. The FY2013-FY2017 Consolidated Plan aims to better achieve these goals through closer cooperative actions with other housing providers and a more focused

leveraging of CDBG and HOME funds. Brockton has consistently provided financial resources for the development of new units and rehabilitation of existing units to benefit low and moderate income residents. During this five year period Brockton will continue to do so as circumstances permit and will also seek to return vacant/foreclosed properties to habitable condition for the benefit of low and moderate income home buyers and renters.

Brockton's previous Consolidated Plan strategy has played a significant supporting role in the expansion of economic opportunity and the provision of needed services to low income persons. CDBG assistance at the maximum level of fifteen percent (15%) of Brockton's annual entitlement amount has been extended to a diverse network of public service providers in support of programs, many of which involved job training skills development. This will continue under the new five year plan. The Brockton Redevelopment Authority has been an active member of the Mayor's economic advisors and has supported efforts to create economic opportunity through public facility improvements that result in the creation and retention of jobs. Additionally, through efforts with agencies such as the Brockton Housing Authority, programs have been established to empower low income public housing tenants through self sufficiency training. Under the new Consolidated Plan, these efforts will expand to support agencies that provide counseling services aimed at preventing foreclosures through training in household management and budgeting.

#### **4. Summary of citizen participation process and consultation process**

Residents of lower income neighborhoods and other citizens likely to be affected by the CDBG Program and the HOME Program are to be provided adequate information and the opportunity to express their views on community development and the needs, proposed activities and projected use of funds and program performance. Low and moderate income residents are encouraged to participate in the development of the Consolidated Plan. This participation is directed at English speaking and non English speaking citizens of the community and translations are made available in Cape Verdean, Hispanic and Haitian.

Citizens, public agencies and other interested parties can request, in writing, information and records concerning Brockton's Consolidated Plan and its use of assistance under the CDBG and HOME programs during the five year period. The City will make available within 10 days, any information which does not violate the privacy of any person or involve personnel matters. In accordance with federal regulations, the City will make the Citizens Participation Plan available through the office of the Mayor, the Brockton Redevelopment Authority, Brockton Housing Authority, Brockton Main Public Library and the branch libraries as well as the City of Brockton's web site and the Brockton Redevelopment Authority web site. Interested citizens may also call the Brockton Redevelopment Authority at 508-586-3887 for a copy or may be obtained at the office of the Brockton Redevelopment Authority, 50 School Street, Brockton, MA 02301.

Citizen participation at all stages of the CDBG program is encouraged, particularly by persons of low and moderate income who live in areas of slum and blight are in areas proposed for CDBG and HOME funded

activities. All written comments relative to the CDBG and HOME programs are to be answered within 15 days.

The Brockton Redevelopment Authority and Brockton Housing Authority will hold two (2) public hearings to:

- Provide citizens the opportunity to comment on the prior year's performance on the CDBG and HOME program funds expended and the status of funds being expended. There will be a fifteen day comment period after the public hearing to receive comments.
- To obtain the views of citizens on community development and housing needs and to obtain proposals and comments on the activities to be undertaken and the development of the proposed Consolidated Plan for both the CDBG and HOME Programs.

All notices of public hearings are published at least twice ten (10) days prior to the hearing date in the legal section of the Brockton Enterprise. Public Hearings are held in the GAR room, on the second floor of City Hall, 45 School Street, Brockton, MA 02301 or another location that has handicap accessibility. Translation assistance will be made available upon request for non English speaking persons.

**5. Summary of public comments**

**6. Summary of comments or views not accepted and the reasons for not accepting them**

**7. Summary**

## The Process

### PR-05 Lead & Responsible Agencies

#### 1. Agency/entity responsible for preparing/administering the Consolidated Plan

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
Lead Agency	BROCKTON	

**Table 1 – Responsible Agencies**

### Narrative

The City of Brockton has designated the Brockton Redevelopment Authority (BRA) as the lead agency with respect to the Community Development Block Grant (CDBG) program and the Brockton Housing Authority (BHA) as the lead agency for the Home Investment Partnership Program (HOME). It is the responsibility of these agencies, under the direction of the Mayor, to prepare and submit the City of Brockton's FY2013-FY2017 Consolidated Plan. The Brockton Redevelopment has been the lead agency for the past 38 years. The Brockton Redevelopment Authority has been assigned responsibility for the preparation and submission of the previous Consolidated Plan and plays a critical role in the planning of activities.

The Process: In addition to the publicly advertised Citizen Participation process, the BRA has sought out and encouraged input and involvement of public agencies, the business community, community based organizations and other groups in the determination of community development objectives, priorities and resource allocations. The significant aspects of the process employed to develop the Consolidated Plan and consequently the Action Plan included:

- An in-depth review of data, annual reports, newsletters, special reports and plans having regional and local significance
- Seeking public input at advertised public hearings and inviting written comments
- Participation in forums on housing and social services issues
- Outreach to public instrumentalities involved in housing, public works and public services as well as planning and community development
- One on one outreach by way of personal and telephone interviews to a wide range of public and private community based organizations similarly involved in activates reflecting CDBG and HOME goals.

## **Consolidated Plan Public Contact Information**

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## **PR-10 Consultation**

### **1. Introduction**

In the long course of public hearings, forums, inter-agency meetings and social service providers over the past several months, the City of Brockton acting through the Brockton Redevelopment Authority and Brockton Housing Authority have continuously sought input as to the most pressing needs facing the City of Brockton and in particular, its low and moderate income and minority populations. The City has relied heavily on these consultations in the development of this Consolidated Five Year Plan. The City will continue to encourage and maintain open lines of communication with all citizens, organizations and agencies throughout the life of the Consolidated Plan and in the preparation and implementation of Annual Action Plans.

### **Summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies**

The City of Brockton is the largest municipality in Plymouth County with a population of nearly 100,000. Working with and providing financial assistance to nine public service agencies. Our activities are geared to enhance coordination between public and assisted housing providers and private and governmental health, mental health and other services agencies which include the following activities: 1. With the limited funding we have, we have provided more affordable housing units. In the past five years, Brockton went from zero to 42 permanent housing units for chronically homeless individuals. 2. Due to the coordination between mental health and service agencies there were fewer homeless individuals on the streets of Brockton. In five years, Brockton has seen a reduction of 88% homeless people sleeping on the streets. In 2007 Brockton had 102 people on the streets. This past year that number has dropped to a total of 12 individuals. 3. Working and synchronizing with providers for better outcomes for sheltered individuals. Since 2009, several providers have applied a new approach of immediate assesment and triage of guests at their facilities. 4. Moving toward "Zero Tolerance" of Discharges to shelter by other systems: For the past four years, with assistance from our partners, we have tracked discharges of people to local housing providers from jails, hospitals, substance abuse treatment and other state systems of care. 5. One of the City's most promising activities is employment and housing for the Work Express Program being run by Father Bill's and Mainspring. In fiscal year 2011, Work Express graduated 15 individuals, many who had once been chronically homeless. Seventy three percent of those graduates secured jobs, while 100% moved into permanent housing.

With in the Brockton Housing Authority, the Service Coordination staff works to identify tenants who are having difficulty meeting the requirements of their tenancy. In addition staff works to assess the service requirements of each tenant. In order to address these needs the Service Coordination Program utilizes a multi-disciplinary approach. This involves working closely with all service providers in the area. These providers include; the Department of Mental Health, Department of Children and Family Services, Old Colony Elderly Services, Brockton Visiting Nurses Association, numerous agencies who provide home health care and housekeeping services. The BHA currently has a Memorandum of Understanding with the Department of Mental Health, Old Colony Elderly Services, Brockton Visiting Nurse Association and Brockton Area Multi Services Inc. Representatives of these agencies meet at least monthly to evaluate applicants to the Ann Ward Congregate House. Meetings with the Department of Mental Health occur monthly or more often if needed, to coordinate the mental health needs of our tenants.

**Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness**

Mayor Linda M. Balzotti has identified the Brockton plan to end chronic homelessness and its successful implementation as one of the key factors in the overall success of the city's homeless prevention and economic development plans. The Mayor has appointed community leaders in the City to serve on the Brockton Leadership Council on Chronic Homelessness and charged them to serve as the voice of the community on this issue, to make recommendations to the Mayor regarding goals, action steps, benchmarks, timelines and so much more and to provide a plan implementation oversight. This leadership council recognizes that there are many agencies and organizations that have the resources and the commitment to help implement the plan. Many have been involved in drafting the plan and its recommendations. But it is also clear that there has to be a new level of coordination, cooperation and partnerships between public and assisted housing providers and governmental health, mental health and additional services agencies if the plan is to succeed. Therefore, the Brockton Redevelopment Authority has been charged with monitoring and coordinating the day to day implementation of the plan and activities of its partners. The Brockton Redevelopment Authority (BRA) coordinates this implementation and provides regular reports to the Mayor and her leadership council regarding progress toward meeting plan benchmarks.

As of December 2012, Mayor Linda M. Balzotti has identified recalibration of the Brockton Plan to end homelessness and its successful implementation as one of the key factors in the overall success of economic development by appointing community leaders to serve on the

Brockton Leadership Council on Chronic homelessness and charged to serve as the voice of the community on this issue, to make recommendations to the Mayor regarding goals, action steps, benchmarks, timelines and to provide plan implementation oversight.

**Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards and evaluate outcomes, and develop funding, policies and procedures for the administration of HMIS**

The City of Brockton does not receive ESG funding.

**2. Agencies, groups, organizations and others who participated in the process and consultations**

Agency/Group/Organization	Agency/Group/Organization Type	What section of the Plan was addressed by Consultation?	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?
BROCKTON AREA HELPLINE (BAMSI)	Housing Service-Fair Housing	Housing Need Assessment	Meeting with Faith Frazier, Director of Helpline for the Brockton Area Multi Services Inc. organization, a survey was provided in that meeting in which many of the questions relating to most common housing issues in the City of Brockton. Many of the issues relating to individuals and families and their numerous problems were discussed and suggestions were made on the issues facing the low and moderate income persons residing in the city.
Father Bills and Mainspring	Services-homeless	Homeless Needs - Chronically homeless	Mr. John Yazwinski provided insight to the survey presented to him relating to the chronic homelessness in the City of Brockton. Mr. Yazwinski completed the survey and provided suggestions for ending chronic homelessness in the City of Brockton.
Self Help Inc.	Housing	Lead-based Paint Strategy	The Brockton Redevelopment Authority met with Mr. John Eastman, Program Director of Lead Abatement at

Agency/Group/Organization	Agency/Group/Organization Type	What section of the Plan was addressed by Consultation?	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?
			Self Help Inc. to discuss a survey regarding the City of Brockton's lead paint issues. Mr. Eastman completed the survey and provided detail relating to the types of programs conducted at Self Help Inc. that provides assistance to low and moderate income residents. The Brockton Redevelopment Authority works very closely with Self Help Inc. in the lead abatement program and meets on a consistent basis to discuss various projects and how the organizations can work together.
BROCKTON HOUSING AUTHORITY	Housing	Public Housing Needs	The Brockton Housing Authority and Brockton Redevelopment Authority have met to discuss the housing situations in Brockton and to assist in the completion of this Consolidated Five Year Plan.
United Way of Greater Plymouth County	Housing	Homelessness Strategy	
OLD COLONY YMCA	Housing Services-homeless	Homeless Needs - Chronically homeless	
NEIGHBORHOOD HOUSING SERVICES OF THE SOUTH SHORE	Housing Services-Education	Housing Need Assessment	A summary of the survey provided to Neighborhood Housing Services provided the following: Given the age of the housing stock, restrictive quality standards can create impediments to lending and therefore limiting a stimulus to the housing market. Additionally, current federal restrictions in HOME and CDBG programs limit the funding that housing counseling can receive.

**Table 2 – Agencies, groups, organizations who participated**

**Identify any Agency Types not consulted and provide rationale for not consulting**

**Other local/regional/state/federal planning efforts considered when preparing the Plan**

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	City of Brockton/Father Bill's & Mainspring	The City of Brockton has established a 10 Year Plan to end chronic homelessness. Although this plan has had much success over the past years, the Mayor of Brockton has requested that this plan be assertive and that the members of this committee to end homelessness be more aggressive in moving forward the plan. The plan will include a Housing First approach by creating permanent supportive housing for chronically homeless persons. The plan also includes energizing local businesses, the Brockton Housing Authority and housing developers to create 100 affordable housing units for low income households and last, but not least, to prevent foreclosures and create more affordable housing for low income families in order to prevent their homelessness.
Brockton Open Space & Recreation Plan	City of Brockton Planning Department	The City's Planning Department is currently working on this five year plan, which will inform and direct the department's and the city's direction with regard to the city's recreation and open spaces. This plan will also help provide the BRA with guidance on how and where CDBG funding can augment and assist the city in reaching the goals laid out in the plan.
McCabe Report	Brockton 21st Century Corporation	B21, used grant funding to hire an outside consultant to produce the McCabe Report. The report evaluates the downtown Brockton area and makes 20 recommendations for the economic revitalization of the downtown. The report has helped and will continue to inform and guide CDBG expenditures in the downtown area.

**Table 3 – Other local / regional / federal planning efforts**

**Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan (91.215(l))**

The Service Coordination staff of the Brockton Housing Authority work with tenants who are having difficulty meeting the requirements of their tenancy. In addition, staff work to assess the service requirements of each tenant. In order to address these needs, the Service Coordination Program utilizes a multi-disciplinary approach. This involves working closely with all service providers in the area.

The providers include; The Department of Mental Health, Department of Children and Family Services, Old Colony Elder Services, Brockton Visiting Nurses Association, numerous agencies who provide home health care and housekeeping services.

The Brockton Housing Authority currently a Memorandum of Understanding with The Department of Mental Health, Old Colony Elder Services, Brockton Visiting Nurses Association and Brockton Area Multi Services Inc. Representatives of these agencies meet at least monthly to evaluate applicants to the Ann Ward Congregate House. Meetings with The Department of Mental Health may occur more frequently if needed to evaluate and coordinate the mental health needs of tenants residing in Brockton Housing Authority properties.

### **Narrative**

## PR-15 Citizen Participation

1. Summary of citizen participation process/Efforts made to broaden citizen participation  
Summarize citizen participation process and how it impacted goal-setting

### Citizen Participation Outreach

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
Public Meeting	Minorities  Non-English Speaking - Specify other language: Hatian, Spanish, Cape Verdean  Persons with disabilities  Non-targeted/broad community				

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
	Residents of Public and Assisted Housing				
Other	Minorities Persons with disabilities Non-targeted/broad community Residents of Public and Assisted Housing	A majority of respondents were long term residents of Brockton, 71% of them have lived in the city for 10 years or more, while just 14% of respondents were nonresidents of the city. New residents, those living in the city for less than a year made up only 2% of respondents with those living in the city for more than one year, but less than 10 making up the remaining 13% of respondents. The majority of respondents were from the West Side of the city, but respondents from across the city are represented. 41% of respondents work in the city	Crime, jobs, street improvements, vacant buildings, playgrounds, park lighting, and housing issues especially the rehab of existing homes were all major concerns of respondents.	None	<a href="https://www.surveymonkey.com/s/2KNSX6R">https://www.surveymonkey.com/s/2KNSX6R</a>

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
		<p>and many of them were business owners. 21% have children in Brockton Public Schools and nearly a quarter regularly participate in recreational, cultural or leisure activities in the city.60% of respondents were female and 40% male. 72% were white and 22% were black or African American. The majority was not Hispanic or Latino, just 6% stated that they were Hispanic or Latino. 68% stated that they were employed full-time, 9% part-time, 5% were students, 12% retired, 5% under or unemployed, and 2% stated they were unable to work.62% of respondents lived with a spouse, 32% have children living in the home,</p>			

Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
		<p>10% were single parents, 7% had elderly living in the home and just 8% lived alone. The vast majority, 78% were home owners and just 15% were renters. 1% were homeless and 8% have difficulty making monthly housing expenses and 5% have been late on rent or their mortgage twice in the past six months.</p>			

**Table 4 – Citizen Participation Outreach**

# Needs Assessment

## NA-05 Overview

### Needs Assessment Overview

In considering funding priorities for the period of this Consolidated Plan, the City of Brockton is attempting to address emerging critical needs, especially the stabilization of foreclosed properties and neighborhoods experiencing significant numbers of foreclosures; deteriorating rental and owner housing stock and the ongoing need for more low income rental housing and home ownership; accessibility to public facilities to enable people with mobility impairments to enjoy public access and services; improving the vitality of the city's downtown and increasing the appeal of local businesses for the benefit of residents and business owners and to expand local employment opportunities; supporting and providing a broad range of public services needs for lower income residents and supporting other specific needs including housing and support services for Brockton residents.

In assigning priority to projects and need categories the City considers a variety of factors including community input, the communities emerging and critical needs such as the devastating foreclosure trend, the service needs of residents, the number of low and moderate income people served and the number and relative percentage of people in need.

# NA-10 Housing Needs Assessment

## Summary of Housing Needs

The U. S. Department of Housing and Urban Development has identified four housing problems, which are 1) overcrowding, 2) lacks complete kitchen, 3) lacks complete plumbing, or 4) cost burden. Overcrowding means that there is more than one person per room living in that housing unit. The lack of complete kitchen or plumbing is obvious. When households spend too much of their incomes on housing, they are considered to be "cost burdened" or "severely cost burdened". HUD has determined that households should spend no more than 30% of their incomes on housing. Using definitions established by HUD, cost burden is calculated as gross income costs, including utility costs, as a percentage of gross earnings. Households that pay more than 30% of their income on housing are considered "cost burdened". Households that spend more than 50% of their income on housing are considered "severely cost burdened". Cost burdened households are finding it very difficult to meet all household needs; Severely cost burdened households could actually be in danger of homelessness.

The City of Brockton, acting through the Brockton Redevelopment Authority (BRA), will utilize its CDBG and HOME funds to address the following housing needs, to the extent that available funding allows:

1. Maintain, support and preserve the existing housing stock, prevent housing deterioration and vacancies, prevent displacement due to foreclosures;
2. Increase the overall availability of affordable permanent housing through the creation of new units and the return of habitable status of vacant/deteriorated units;
3. Preserve the quality of life in existing neighborhoods while accomodating and promoting smart growth, supporting a well conceived balance between housing development, transportation, open space and recreational facilities, as well as appropriate commercial development opportunities.

Demographics	2000 Census (Base Year)	2005-2009 ACS (Most Recent Year)	% Change
Population	94,304	93,217	-1%
Households	34,837	32,063	-8%
Median Income	\$39,507.00	\$50,197.00	27%

**Table 5 - Housing Needs Assessment Demographics**

**Data Source:** 2005-2009 ACS Data  
 2000 Census (Base Year)  
 2005-2009 ACS (Most Recent Year)

## Number of Households Table

	0-30% HAMFI	>30-50% HAMFI	>50-80% HAMFI	>80-100% HAMFI	>100% HAMFI
Total Households *	5,925	4,890	6,510	3,755	

	<b>0-30% HAMFI</b>	<b>&gt;30-50% HAMFI</b>	<b>&gt;50-80% HAMFI</b>	<b>&gt;80-100% HAMFI</b>	<b>&gt;100% HAMFI</b>
Small Family Households *	2,060	1,770	3,130	8,485	
Large Family Households *	265	635	965	1,825	
Household contains at least one person 62-74 years of age	1,120	870	875	530	1,890
Household contains at least one person age 75 or older	895	745	815	320	490
Households with one or more children 6 years old or younger *	1,035	1,030	1,630	2,825	
* the highest income category for these family types is >80% HAMFI					

**Table 6 - Total Households Table**

Data Source: 2005-2009 CHAS

## Housing Needs Summary Tables for several types of Housing Problems

### 1. Housing Problems (Households with one of the listed needs)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Substandard Housing - Lacking complete plumbing or kitchen facilities	90	75	30	0	195	0	0	25	0	25
Severely Overcrowded - With >1.51 people per room (and complete kitchen and plumbing)	50	20	50	0	120	10	0	20	4	34
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	40	325	80	85	530	10	60	105	40	215
Housing cost burden greater than 50% of income (and none of the above problems)	2,255	675	115	0	3,045	980	1,055	1,215	270	3,520
Housing cost burden greater than 30% of income (and none of the above problems)	795	1,100	1,195	95	3,185	205	575	1,065	1,270	3,115
Zero/negative Income (and none of the above problems)	140	0	0	0	140	60	0	0	0	60

**Table 7 – Housing Problems Table**

Data Source: 2005-2009 CHAS

2. Housing Problems 2 (Households with one or more Severe Housing Problems: Lacks kitchen or complete plumbing, severe overcrowding, severe cost burden)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Having 1 or more of four housing problems	2,430	1,100	280	85	3,895	995	1,115	1,365	315	3,790
Having none of four housing problems	2,055	1,740	2,615	1,005	7,415	250	935	2,255	2,355	5,795
Household has negative income, but none of the other housing problems	140	0	0	0	140	60	0	0	0	60

**Table 8 – Housing Problems 2**

Data Source: 2005-2009 CHAS

3. Cost Burden > 30%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Small Related	1,470	830	880	3,180	245	660	1,330	2,235
Large Related	220	225	55	500	45	300	455	800
Elderly	645	250	75	970	610	535	270	1,415
Other	900	735	350	1,985	295	195	325	815
Total need by income	3,235	2,040	1,360	6,635	1,195	1,690	2,380	5,265

**Table 9 – Cost Burden > 30%**

Data Source: 2005-2009 CHAS

#### 4. Cost Burden > 50%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Small Related	1,250	410	105	1,765	225	510	740	1,475
Large Related	200	75	0	275	30	235	255	520
Elderly	275	90	0	365	460	205	85	750
Other	675	200	10	885	275	135	215	625
Total need by income	2,400	775	115	3,290	990	1,085	1,295	3,370

**Table 10 – Cost Burden > 50%**

Data Source: 2005-2009 CHAS

#### 5. Crowding (More than one person per room)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Single family households	54	305	130	30	519	10	60	85	34	189
Multiple, unrelated family households	30	40	0	55	125	10	0	50	10	70
Other, non-family households	0	0	0	0	0	0	0	0	0	0
Total need by income	84	345	130	85	644	20	60	135	44	259

**Table 11 – Crowding Information**

Data Source: 2005-2009 CHAS

## **What are the most common housing problems?**

The most common housing problems the City of Brockton faces is the lack of affordable housing for individuals and families in the community and the lack of support services to assist those with barriers to maintain housing with the assistance of support services. Additionally, late rental payments and eviction due to non payment of rent, high utility bills and shut off notices, lease compliance, late mortgage payment and life skills are all very common housing problems facing many of Brockton's low and moderate income citizens. Brockton also has an aging housing stock that is in need or repair due to a lack of upkeep. Many of these older homes also have lead based paint which need to be addressed.

## **Are any populations/household types more affected than others by these problems?**

Populations and households who are generally more affected than others are individuals with disabilities who very often have lower incomes and cannot sustain housing often becoming chronically homeless sheltered and unsheltered. The disabled population often falls into homelessness due to lack of income and need for support while housed. Those most affected are as follows:

- Households whose head has a lack of education and employment.
- Single parent head of households, non english speaking households, unemployed and under-employed whose unemployment benefits have run out.
- Elderly persons who are on a fixed income can also be more affected than the general population.

## **Describe the characteristics and needs of Low-income individuals and families with children (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered 91.205(c)/91.305(c)). Also discuss the needs of formerly homeless families and individuals who are receiving rapid re-housing assistance and are nearing the termination of that assistance**

Households who lack education (GED's and High School diplomas) and are functionally illiterate. These persons are generally low income wage earners who do not have child care vouchers nor transportation. Many of these individuals hours have been cut back at their respective jobs and therefore do not earn enough to cover the basic household expenses including qualification for health insurance. Persons with disabilities are often the extremely low income population due to lack of work history and resources. The disabled population often falls into homelessness due to lack of income and need for support while housed.

## **If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates:**

Persons at risk of homelessness are defined as individuals or families facing immediate eviction and cannot relocate to another residence or shelter. An examination of the data on overcrowding and cost burdened households provides some insight into the extent of the problem. Particular attention is accorded to those households with extremely low incomes, ranging from 0 - 30% of median income, as this represents the most stressed and vulnerable group.

### **Specify particular housing characteristics that have been linked with instability and an increased risk of homelessness**

Low income, lack of education, single parents, lack of child support, minimum wage earners, mental health issues, substance abuse, lack of budgeting skills and poor credit have all been linked with instability and the increased risk of homelessness. These individuals and families are often paying more than 50% of their income for rent or mortgage. The main at risk populations are youth, disabled and chronic individuals, veterans and families without subsidies and support.

During 2011, the Brockton Area Multi Services Inc. Helpline program received nearly 1,500 calls from Brockton households (3,565 persons in those households). Of those telephone calls, 66% were requesting assistance for rental payments, landlord tenant questions, security deposit payment assistance, shelters, low income housing, housing voucher programs, housing search, mortgage assistance, foreclosure counseling, home repair and moving assistance. A variety of calls were related to utility bill assistance, including gas and electric, heating fuel, fuel assistance, weatherization, home furnace repair, etc.

### **Discussion**

The overwhelming housing need for low income Brockton residents is for affordable housing. A great majority of all reported housing problems relate to housing cost burden among residents, particularly among low and moderate income populations. In addition, the lack of maintenance, resulting in housing violations, and the lack of accessibility can and has resulted in many persons being faced with foreclosures or becoming at risk of homelessness.

## NA-15 Disproportionately Greater Need: Housing Problems

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

This document presents an overall assessment of the housing and community development needs in the City of Brockton based upon ACS data collected. The housing needs assessment provides the foundation for establishing priorities and allocating resources to address the identified needs. In the City of Brockton, 53% of households are low income, earning less than 80% median income. Data from the ACS indicates that 71% of these low income households have housing problems. Of this low income group, 30% are very low income earning less than 50% of median income and 34% are extremely low income earning less than 30% of median income. Renters in the City outnumber owners in the Extremely low income group, Very low income and low income groups.

### 0%-30% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	4,425	1,305	200
White	2,480	830	75
Black / African American	1,115	295	55
Asian	45	0	0
American Indian, Alaska Native	10	10	0
Pacific Islander	0	0	0
Hispanic	510	70	70

**Table 12 - Disproportionally Greater Need 0 - 30% AMI**

Data Source: 2005-2009 CHAS

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

**30%-50% of Area Median Income**

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	3,890	1,000	0
White	1,795	745	0
Black / African American	1,295	135	0
Asian	155	0	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	460	30	0

**Table 13 - Disproportionally Greater Need 30 - 50% AMI**

Data Source: 2005-2009 CHAS

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

**50%-80% of Area Median Income**

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	3,905	2,615	0
White	1,555	1,610	0
Black / African American	1,455	565	0
Asian	35	30	0
American Indian, Alaska Native	0	10	0
Pacific Islander	0	0	0
Hispanic	450	230	0

**Table 14 - Disproportionally Greater Need 50 - 80% AMI**

Data Source: 2005-2009 CHAS

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

**80%-100% of Area Median Income**

<b>Housing Problems</b>	<b>Has one or more of four housing problems</b>	<b>Has none of the four housing problems</b>	<b>Household has no/negative income, but none of the other housing problems</b>
Jurisdiction as a whole	1,765	1,995	0
White	950	1,255	0
Black / African American	680	485	0
Asian	0	50	0
American Indian, Alaska Native	0	20	0
Pacific Islander	0	0	0
Hispanic	80	35	0

**Table 15 - Disproportionally Greater Need 80 - 100% AMI**

Data Source: 2005-2009 CHAS

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

**Discussion**

Comparing the number of housing problems in owner occupied households, a vast majority of the reported problems are reported as severe. In the case of severe owner housing problems, the extremely low income households report the most problems, and the numbers decline as income rises. Whites and Black/African Americans still report the greatest number of problems.

## NA-20 Disproportionately Greater Need: Severe Housing Problems

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

As a whole, white home owners and renters and low income black owners and renters have comparable housing problems. A concern of the U.S. Department of Housing and Urban Development (HUD) is when there is a disproportionate need for any ethnic group.

The impact of severe housing problems is including substandard housing, severe overcrowding and severe cost burden affect all ethnicities in the City of Brockton. When examined more closely by race and ethnic group, the distribution of severe housing problems by race and ethnic group does not vary from that overall population. Housing cost burden appears to be the most significant housing problem in the city for low income households. White, black and Hispanic renters and owners all experienced housing cost burden. However, no one group experienced a disproportionate share of housing cost burden compared with their proportion in the population generally.

### 0%-30% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	3,425	2,305	200
White	1,775	1,535	75
Black / African American	985	425	55
Asian	45	0	0
American Indian, Alaska Native	0	20	0
Pacific Islander	0	0	0
Hispanic	395	185	70

**Table 16 – Severe Housing Problems 0 - 30% AMI**

Data Source: 2005-2009 CHAS

\*The four severe housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than 1.5 persons per room,
4. Cost Burden over 50%

**30%-50% of Area Median Income**

<b>Housing Problems</b>	<b>Has one or more of four housing problems</b>	<b>Has none of the four housing problems</b>	<b>Household has no/negative income, but none of the other housing problems</b>
Jurisdiction as a whole	2,215	2,675	0
White	915	1,620	0
Black / African American	810	620	0
Asian	155	4	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	190	300	0

**Table 17 – Severe Housing Problems 30 - 50% AMI**

Data Source: 2005-2009 CHAS

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

**50%-80% of Area Median Income**

<b>Housing Problems</b>	<b>Has one or more of four housing problems</b>	<b>Has none of the four housing problems</b>	<b>Household has no/negative income, but none of the other housing problems</b>
Jurisdiction as a whole	1,645	4,870	0
White	640	2,525	0
Black / African American	675	1,350	0
Asian	0	65	0
American Indian, Alaska Native	0	10	0
Pacific Islander	0	0	0
Hispanic	140	540	0

**Table 18 – Severe Housing Problems 50 - 80% AMI**

Data Source: 2005-2009 CHAS

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

**80%-100% of Area Median Income**

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	400	3,360	0
White	115	2,090	0
Black / African American	245	920	0
Asian	0	50	0
American Indian, Alaska Native	0	20	0
Pacific Islander	0	0	0
Hispanic	25	85	0

**Table 19 – Severe Housing Problems 80 - 100% AMI**

Data Source: 2005-2009 CHAS

\*The four severe housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than 1.5 persons per room,
4. Cost Burden over 50%

**Discussion**

Clearly, the housing need is greater than the supply in the City of Brockton and thus the City is faced with of how it can support production programs that can close the gap.

## NA-25 Disproportionately Greater Need: Housing Cost Burdens

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

The dominant housing problem facing the City's residents is housing cost burden. Over 45% of Brockton's households experience a housing cost burden as defined by Congress and the U. S. Department of Housing and Urban Development. Nearly 21% of households have severe cost burdens and 25% have a moderate cost burden. Although the distribution is almost even, slight more owners than renter have moderate and severe housing cost burden. It is likely that any changes since the data was collected in 2010, will have resulted in higher rates of both moderate and severe cost burden, given the further downturn in the economy. Regardless of ethnicity, housing cost burden proves to be the most significant housing problem in the city for low income households whether owners or renters.

### Housing Cost Burden

Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Jurisdiction as a whole	16,470	8,405	6,985	200
White	10,740	4,215	3,270	75
Black / African American	3,525	2,635	2,360	55
Asian	345	130	150	0
American Indian, Alaska Native	45	10	0	0
Pacific Islander	0	0	0	0
Hispanic	945	890	720	70

**Table 20 – Greater Need: Housing Cost Burdens AMI**

Data Source: 2005-2009 CHAS

### Discussion

Since the housing needs of both renters and owners is the risk of moderate and severe cost burden of housing, it is imperative that the preservation of existing rental units that are subsidized, as well as those affordable rental units provided by private landlords is an important strategy for the City. Rehabilitation programs and other preservation approaches can help tremendously. For owners, approaches may include lowering utility costs through retrofitting of energy and water improvements

may assist low income owners. Assistance with repairs to properties, especially for the low income elderly, can also be effective.

## **NA-30 Disproportionately Greater Need: Discussion**

### **Income categories in which a racial or ethnic group has disproportionately greater need**

In the City of Brockton, there are no racial or ethnic groups that have a disproportionately greater need than another. The previous tables indicate that regardless of the income category, white households have similar needs than any other ethnic or racial group. As the AMI increases from 0-30% to 80-100% AMI, the four housing problems defined by the U. S. Department of Housing and Urban Development begins to decrease. Obviously, in the 0-30% AMI table, there is a much greater need to assist this extremely low income population.

### **Needs not previously identified**

The needs of low income households are spread across racial and ethnic groups in Brockton.

### **Are any of those racial or ethnic groups located in specific areas or neighborhoods in your community?**

Minority residents live in all of Brockton's 21 census tracts, yet the census shows us that racial concentrations are apparent in certain census tracts. Census Tracts 5108 and 5116 are home to the largest numbers of Black residents, and tracts 5104, 5108 and 5110 have the highest percentages of Blacks relative to the total number of residents. Census tracts 5105 and 5117 contain the largest population of Asians in both numbers and concentrations. The largest numbers of Hispanic residents live in Census tracts 5108, 5109 and 5116, with the largest concentration in tract number 5116. In general, the concentration of minority households is highest in Brockton's center, where population is generally concentrated. This distribution loosely correlates with low income households as well. Finally, due to the age and type of the housing in these census tracts, the more acute housing needs and housing problems are likely to fall disproportionately on minority groups.

## NA-35 Public Housing

### Introduction

The Brockton Housing Authority works with residents of low rent public housing and with participants in the NCV and MRVP voucher programs. It has established successful Family Self Sufficiency (FSS) programs for all clients of the Brockton Housing Authority. FSS programs develop self sufficiency and provide financial incentives for households seeking to become homeowners and/or providing educational tuition assistance. This program helps residents become free from all forms of government assistance, and although homeownership tends to be the end result of the program, much happens while residents are working towards this goal. Families enter this program under employed and living beyond their means, with personal finances in disarray. Under the tutelage of the program, residents learn that education is the key to full employment, and the attend credit repair and financial education workshops to help them prepare for a better future. The Brockton Housing Authority has always focused on educating its participants regarding the skills they will need to develop and become self sufficient. The Housing Authority is reaching out to their broader resident population, since all residents should have access to this type of information.

### Totals in Use

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers in use	0	0	1,583	1,711	0	1,704	0	0	6
<b>*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five_year, and Nursing Home Transition</b>									

**Table 21 - Public Housing by Program Type**

Data Source: PIC (PIH Information Center)

## Characteristics of Residents

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
Average Annual Income	0	0	13,734	15,901	0	15,914	0	0	12,331
Average length of stay	0	0	6	5	0	5	0	0	0
Average Household size	0	0	1	2	0	2	0	0	2
# Homeless at admission	0	0	0	0	0	0	0	0	0
# of Elderly Program Participants (>62)	0	0	994	182	0	182	0	0	0
# of Disabled Families	0	0	350	641	0	635	0	0	6
# of Families requesting accessibility features	0	0	1,583	1,711	0	1,704	0	0	6
# of HIV/AIDS program participants	0	0	0	0	0	0	0	0	0
# of DV victims	0	0	0	0	0	0	0	0	0
<b>*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five_year, and Nursing Home Transition</b>									

**Table 22 – Characteristics of Public Housing Residents by Program Type**

Data Source: PIC (PIH Information Center)

## Race of Residents

Race	Program Type								
	Certificate	Mod-Rehab	Public Housing	Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
White	0	0	956	896	0	892	0	0	3
Black/African American	0	0	610	778	0	775	0	0	3
Asian	0	0	8	16	0	16	0	0	0
American Indian/Alaska Native	0	0	8	17	0	17	0	0	0
Pacific Islander	0	0	1	4	0	4	0	0	0
Other	0	0	0	0	0	0	0	0	0

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five\_year, and Nursing Home Transition

**Table 23 – Race of Public Housing Residents by Program Type**

Data Source: PIC (PIH Information Center)

## Ethnicity of Residents

Race	Program Type								
	Certificate	Mod-Rehab	Public Housing	Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
Hispanic	0	0	147	398	0	395	0	0	2
Not Hispanic	0	0	1,436	1,313	0	1,309	0	0	4

**\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five\_year, and Nursing Home Transition**

**Table 24 – Ethnicity of Public Housing Residents by Program Type**

**Data Source:** PIC (PIH Information Center)

## **Section 504 Needs Assessment**

### **Needs of public housing tenants and applicants on the waiting list for accessible units**

The most recent information provided by the Brockton Housing Authority regarding Needs Assessment is the Transitional Plan dated 1993 which identified an immediate need for three (3) percent of the Brockton housing stock to be 504 accessible units.

### **Most immediate needs of residents of Public Housing and Housing Choice voucher holders**

Clearly the most pressing need is for the availability of more Public Housing Units and or Housing Choice Vouchers. The BHA is seeing very little turnover in either program and the waiting list continues to grow. Ideally the solution would involve creating additional HCV's to give the participants a greater number of options in locating decent, safe and affordable housing. This, coupled with the creation of rehabbed affordable units within existing established neighborhoods would help alleviate a great deal of the problem.

### **How do these needs compare to the housing needs of the population at large**

The needs are extremely comparable to the community overall. The foreclosure crisis along with a down turn in the economy has left a shortage of affordable units in the City of Brockton. Rents on the private side have started to climb. Much of the new residential construction in The City of Brockton is no longer available to HCV holders because of the price. This also holds true to newly rehabbed units.

## **NA-40 Homeless Needs Assessment**

### **Introduction**

Brockton is a member of the Brockton/Plymouth Continuum of Care. The primary decision making group is the Plymouth County Housing Alliance (PCHA). Brockton is the largest of the two cities located with the PCHA area. Brockton represents 85% of the homeless population. In serving both individuals and families, McKinney-Vento are concentrated on providing permanent affordable housing with services for chronically homeless individuals and families. Similarly, pending new projects are concentrated on permanent supported housing. In each case, the housing is provided through leasing of existing units. Historically, the City of Brockton CDBG funds have been used to assist in the funding of the service components of programs designed to prevent homelessness and move homeless persons into permanent housing. CDBG funds are also being provided to assist in counseling for those at risk of homelessness. Homeless programs in Brockton have also benefited from HPRP funds, part of the Federal Stimulus monies, although these funds have now been exhausted.

Brockton also received its own allocation and several organizations serving the homeless received various amounts of allocations directly from the state. Through State funding, assistance is provided locally through DTA (Department of Transitional Assistance) and the Division of Housing Stabilization within the Department of Housing and Community Development.

There are two interrelated groups who are the primary movers in addressing the priority needs of the homeless population in Brockton. In conjunction with their activities, the City of Brockton has continued to move forward with the Ten Year Plan to End Chronic Homelessness.

The PCHA Continuum of Care continues to emphasize the need to provide permanent supported housing for those who are homeless, in emergency shelters or in transitional housing in Brockton. With the exception of the recently opened Spring Street Housing, all permanent housing opportunities specifically for the homeless have been provided through leased units. In 2011, through the renewal of existing McKinney Vento projects and the funding of one additional project, 43 units of scattered site permanent housing is being provided, 37 of which services through HUD.

Spring Street Housing, developed and operated by Father Bill's and Mainspring, is a recently constructed 32 unit development, created with multiple funding sources including McKinney Vinto, State funds and City of Brockton HOME funds. Sixteen units are premanent housing and sixteen are transitional units for homeless veterans.

In addition to those units funded through the Continuum of Care awards, 6 units in two houses; 3-2 bedroom units and 3-3 bedroom units will be leased to formerly homeless families. One house was purchased using NSP funds through the City of Brockton and the other purchased using State NSP funds. Father Bill's and Mainspring is the owner of both homes and will provide services. Finally, Peabody Properties has recently entered in a ground lease with the Brockton Veteran's Administration to renovate and reuse the Howard Home located on the Brockton VA Medical Center campus. This will create 14 units of permanent, supportive housing units for the homeless veterans.

### Homeless Needs Assessment

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Adult(s) and Child(ren)	934	0	1,174	485	0	264
Persons in Households with Only Children	0	0	0	0	0	0
Persons in Households with Only Adults	237	28	943	350	0	55
Chronically Homeless Individuals	85	17	298	98	0	55
Chronically Homeless Families	8	0	300	150	0	264
Veterans	36	0	148	50	0	55
Unaccompanied Child	0	0	0	0	0	0
Persons with HIV	0	0	10	5	0	55

**Table 25 - Homeless Needs Assessment**

**Data Source Comments:** From Father Bill's & MainSpring.

## **Jurisdiction's Rural Homeless Population**

There is not a rural homeless population in Brockton.

### **For persons in rural areas who are homeless or at risk of homelessness, describe the nature and extent of unsheltered and sheltered homelessness with the jurisdiction**

Homelessness in Brockton is a problem that affects all races in the City and generally reflects the population breakdown of the City. No one race seems to be more affected by the causes of homelessness.

### **If data is not available for the categories "number of persons becoming and exiting homelessness each year," and "number of days that persons experience homelessness," describe these categories for each homeless population type (including chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth):**

In 2011 the Plan was revised and the plan was shifted to achieve the remaining goals within 5 years. In order to achieve those goals the Mayor appointed a Leadership Council to spearhead the effort. The plan has the following goals:

1. Move 50 chronically homeless individuals into permanent housing using a housing first model that includes the wrap around services they need to stabilize in and maintain that housing.
2. Outreach and engagement initiatives to identify the chronically homeless and move them on a trajectory out of homelessness, including prioritizing them for permanent housing.
3. Chronically homeless individuals will receive the benefits, entitlements and income supports they qualify for.
4. Chronically homeless men and women assessed as employable will become employed.
5. Chronically homeless veterans will be identified and permanently housed.
6. Research and data will inform ongoing policy development and resource targeting.
7. Inappropriate discharges into homelessness from health care, addiction treatment, mental health, and correctional/jail facilities and programs will be reduced.
8. Eviction of chronically homeless individuals from permanent housing will be prevented.

## **Nature and Extent of Homelessness by Racial and Ethnic Group**

Homelessness is an issue in Brockton due to the economic challenges that face the City and the country over the last several years. The City has made a concerted effort to address these issues and end chronic homelessness. In 2007, a 10 Year Plan to End Chronic Homelessness was developed by a consortium of groups in the City and headed up by Father Bill's and MainSpring.

## **Nature and Extent of Unsheltered and Sheltered Homelessness, including Rural Homelessness**

Data is available and referenced above

### **Discussion**

In 2011 the Plan was revised and the plan was shifted to achieve the remaining goals within 5 years. In order to achieve those goals the Mayor appointed a Leadership Council to spearhead the effort. The plan has the following goals:

1. Move 50 chronically homeless individuals into permanent housing using a housing first model that includes the wrap around services they need to stabilize in and maintain that housing.
2. Outreach and engagement initiatives to identify the chronically homeless and move them on a trajectory out of homelessness, including prioritizing them for permanent housing.
3. Chronically homeless individuals will receive the benefits, entitlements and income supports they qualify for.
4. Chronically homeless men and women assessed as employable will become employed.
5. Chronically homeless veterans will be identified and permanently housed.
6. Research and data will inform ongoing policy development and resource targeting.
7. Inappropriate discharges into homelessness from health care, addiction treatment, mental health, and correctional/jail facilities and programs will be reduced.
8. Eviction of chronically homeless individuals from permanent housing will be prevented.

# **NA-45 Non-Homeless Special Needs Assessment**

## **Introduction**

Throughout the City of Brockton, there are households in various subpopulations who are not homeless, but have specific housing needs and may also require special attention due to their current or prospective service needs. These subpopulations include: Elderly, frail elderly, persons with severe mental illness, victims of domestic violence, developmentally disabled, physically disabled, substance abusers and persons with HIV/AIDS. The City is aware of the needs of special populations and is committed to supporting initiatives which target these populations, whenever possible, given the financial constraints of available funds at its disposal. As part of its strategy, the City of Brockton has committed to use CDBG funds to assist a variety of service organizations who work with a number of these special needs populations.

## **Characteristics of Special Needs Populations**

Regardless of which subpopulation of special needs individuals, characteristics are similar in many ways. Each of them require a variety of needs including nutritional needs, health programs, legal assistance, recreational activities, training and self sufficiency assistance. Many of these populations are simply in need of stabilization from foreclosure, rental assistance, providing access to public facilities and locating suitable rental housing.

Brockton has a large population of nearly 9,000 residents aged 65 or older, and approximately 25% of all Brockton households have at least one member aged 60 or older. Of this population, a high percentage have some type of disability, including sensory, physical, and mental. Disabled Brockton residents make up a large percentage of the population (nearly 18%). Given this large percentage of elderly or disabled individuals, efforts to address these needs are important within the context of the Consolidated Plan. However, at the same time, resources remain extremely limited given the high demand for federal and state funding considering the current economic conditions.

While there are sub population group needs consisting of people with developmental disability issues, severe mental illness, and those with substance abuse addictions, given the specialized care required, these are best dealt with through the network of human service providers and state funded programs. Those with severe mental illness and/or alcohol and drug addictions are largely the focus of state programs and the Continuum of Care housing and supportive services coordinated through the Plymouth County Housing Alliance membership. Therefore these need categories are not established as priorities in the consolidated plan.

## **Housing and Supportive Service Needs and Determination**

There are several special needs of non-homeless groups that can be targeted for assistance by Brockton and its instrumentalities or by private housing providers over the five year period of this Consolidated plan. Persons who are elderly or physically disabled who may require housing in the form of independent living units or specialized supportive units, may be able to continue living independently with the provision of necessary supportive services from specialized human service providers.

## **Public Size and Characteristics of Population with HIV / AIDS**

Brockton's HIV/AIDS population has increased slightly over the past few years. 396 persons residing in Brockton are affected with HIV/AIDS. However, it should be noted that many of these individuals are also counted in the disabled population numbers due to self care and other limitations. Others receive supportive services from Brockton and regionally based human services providers. Consequently, the City of Brockton has not established separate goals for persons with HIV/AIDS in its Consolidated Plan.

## **Discussion**

The City of Brockton does not receive HOPWA funding. However, the Brockton Area Multi Services Inc. (BAMSI) currently provides services to approximately 150 individuals with HIV/AIDS. BAMSI's primary source of funding is the Massachusetts State Department of Public Health. BAMSI has access to small amounts of money for emergency situations. Clients can access this funding once a year for an amount up to \$300.00 and it can be used for rent. Many of these individuals are low income and would greatly benefit from State and Federal rental subsidies as they become available.

## **NA-50 Non-Housing Community Development Needs**

### **Public Facilities**

Brockton has certain public facility needs that are unable to be addressed through any other financial program or entirely through other means. These facilities serve a large segment of the population, support the needs of low and moderate income residents, positively impact the quality of life for the citizens of Brockton, or that have an impact on entire neighborhoods such as a non-profit organization's facility in need of upgrade or rehabilitation. Vacant buildings that have become an eyesore to the community and emergency equipment that is required to adequately run our police and fire departments efficiently. During the previous five year plan the City has made continuous improvements to our public facilities with the rehabilitation and handicap accessibility to the War Memorial Building which serves as the City's civic center. Additionally, new fire fighting apparatus has been purchased using CDBG funding to replace old equipment that was outdated and in need of constant repair.

Over the next five years, the City of Brockton will focus the majority of its resources on working to a) increase affordable housing opportunities for low and moderate income populations, and b) increase sustainable housing opportunities for low and moderate income residents of the City.

### **Need Determination**

The City of Brockton, under the leadership of the Mayor, works to encourage economic development activities, eliminate slums and blight in targeted areas and improve conditions in areas that meet the low and moderate income threshold. Community development priorities are based on the City's ongoing evaluation of public infrastructure and programmatic needs among low and moderate income households and key initiatives designed to improve quality of life and economic opportunities. In addition, the Consolidated Plan planning process has engaged Brockton residents and public service providers, and other city officials to identify priority community development needs.

### **Public Improvements**

Many of the City's neighborhoods have outdated and aging infrastructure in need of repairs. Programs are needed to improve neighborhoods and such area improvements serve to enhance privately available services, expand employment and improve community life. The City continues to support expanded recreational opportunities and necessary public facilities which meet the diverse needs of the population, especially children, youth, elders and households with low and moderate incomes.

### **Need Determination**

Through the process of public hearings, many of the City's public service agencies attend the public hearing for the purpose of providing insight into their respective programs and to apply for funding to

assist them in their needs. Applications are presented to the Brockton Redevelopment Authority. The BRA provides this information to the Mayor, Linda M. Balzotti, who provides the allocation of funding these agencies.

## **Public Services**

Brockton is fortunate to have an intricate network of dedicated human service providers who do much to meet the needs of certain low and moderate income segments of the population having specific needs. Brockton intends to utilize modest amounts of CDBG funding to help them deliver their respective services and meet those needs. Brockton has human service providers that help individuals deal with substance abuse issues on a number of fronts including abuse awareness education and prevention, treatment and referral services.

The City places a high priority on continued support to public service agencies and organizations which provide essential services. Employment training for the general populace in Brockton is by and large provided under the auspices of the regional office of the Massachusetts Division of Employment and Training and the Regional Workforce Employment Board. Nevertheless, there are segments of the population who due to substance abuse issues or because they are predominately non-english speaking, require basic skills training to achieve employment self sufficiency. Crime, particularly in the inner core, is a major concern in the City. Consequently, Brockton has determined a special Mobile Anti Crime Unit continues to be a critical need. Additional public services will continue for youth services, economic development opportunities, health services and counseling, senior services and assistance to homeless individuals.

As part of the decision making process, the City carefully assessed each application for funding against the needs identified in the planning process. It was decided that because the need is so great for public services, the City would provide each agency applying for funds with as much as possible, regardless of the amount in an effort to attempt to maintain some stability for each agency and the residents of the City.

## **Need Determination**

Brockton places objectives, then prioritizes those objectives to the advancement of the CDBG program to provide decent housing and a suitable living environment and to expand economic opportunities, principally for low and moderate income people as follows:

- Increase availability and accessibility of decent housing
- promote the affordability of decent housing
- Help to sustain decent housing
- Increase availability and accessibility to a suitable living environment

- promote affordability in the provision of public services
- Help sustain a suitable living environment
- Expand economic opportunities for low and moderate income persons
- Increase economic opportunities through affordable measures

Because of the limited amount of funding available for the City of Brockton's public facilities, the City does not plan to fund any major new public facility projects of the 2013-2017 programming cycle. Instead, the City plans to focus federal funds on existing public facilities to ensure that these facilities are accessible to low and moderate income persons, especially those with physical disabilities.

# Housing Market Analysis

## MA-05 Overview

### Housing Market Analysis Overview:

The Brockton housing market is linked to employment, population growth and opportunity. From housing market data and information collected through interviews with local housing and service providers, the market has a limited supply of private and subsidized affordable housing. One of the greatest needs is the availability of quality affordable rental and ownership housing. Brockton has the highest levels of foreclosures and the highest number of distressed census tracts (12) in Massachusetts [1]. While there have been slight declines in several census tracts it will be beyond 2017 before the market recovers from the housing crisis. The 7.1% unemployment rate is higher than the 6.5% State rate and slightly below the 7.6% National rate. Projections are that employment growth will increase 1.2 percent per year from 2013-2017. As of the 2010 Census [2], there were 93,810 people, 35,552 households, and 22,764 families in the city. The population density was 4,398 people per square mile. There were 34,837 housing units at a density of 1,623 per square mile. The racial makeup of the city was 47% White (43% non-Hispanic white), 31% African American, 0.36% Native American, 2% Asian, 0.04% Pacific Islander, 10% from other races, and 8% from 2 or more races. Hispanics or Latinos of any race was 10%. Brockton has experienced dramatic demographic change in the past 6 years as the minority population grows, like the rest of Southeastern Massachusetts. The African-American population in Brockton has nearly doubled in the last 6 years. Brockton's housing market is part of the Boston South Shore submarket that consists of Norfolk and Plymouth Counties. Data from HUD's most recent "Comprehensive Housing Market Analysis" and the "Market at a Glance" both indicate a soft market, although conditions have somewhat stabilized over the last year [3]. The rental market is currently balanced, but is very tight with a 4.6% vacancy and conditions continue to tighten, reflecting the increased demand and lack of new units. Over the next 3 years we forecast that the demand for new affordable rental units in the in the South Shore market is estimated at 3,000. Currently Brockton has 24 units under construction and another 236 planned units.

[1] Massachusetts Housing Partnership. Distressed property is all those properties where foreclosure petition has been filed or an auction schedule in the previous year, or is bank held (up to 2 years).

[2] American Fact Finder

[3] Comprehensive Market Analysis and Market at a Glance

## MA-10 Number of Housing Units

### Introduction

The basic premise of all housing markets is that there should exist a variety of housing choice and opportunity for local residents. This axiom establishes that housing choice and needs differ in most communities due to a variety of factors including employment mix, household income, population age, proximity of employment and preference. Local housing and labor markets are linked to one another. Industries are served by local housing markets that provide choices and opportunities for both current and future workers.

### All residential properties by number of units

Property Type	Number	%
1-unit detached structure	16,543	48%
1-unit, attached structure	570	2%
2-4 units	10,077	29%
5-19 units	4,297	12%
20 or more units	3,178	9%
Mobile Home, boat, RV, van, etc	26	0%
<b>Total</b>	<b>34,691</b>	<b>100%</b>

**Table 28 – Residential Properties by Unit Number**

Data Source: 2005-2009 ACS Data

### Unit Size by Tenure

	Owners		Renters	
	Number	%	Number	%
No bedroom	0	0%	346	3%
1 bedroom	483	3%	4,353	33%
2 bedrooms	4,000	21%	4,486	34%
3 or more bedrooms	14,295	76%	4,100	31%
<b>Total</b>	<b>18,778</b>	<b>100%</b>	<b>13,285</b>	<b>101%</b>

**Table 29 – Unit Size by Tenure**

Data Source: 2005-2009 ACS Data

### Number and Targeting of Units

Census information indicates that our largest and fastest growing populations are the ages between 25-44 years of age, representing 30.5 percent of the city population. Second largest growing population is under the age of 18 at 27.8 percent. As stated earlier Brockton's rental market is very tight. In order to

meet the need of rental units our strategy is to target new construction or retrofitting empty buildings for two and three bedroom rental units. Our information also indicates with interest rates at a historical low. We will continue to target and promote homeownership opportunities in Brockton. The BHA is helping all income types ranging from Extremely Low to Moderate Incomes. The targeting of our programs ranges from the single disabled to an intact family of all sizes.

### **Units Expected to be lost from Inventory**

We do not anticipate losing much inventory over the next five years. With a steady growth in population and the advantages of residing in Brockton can provide. Maintaining and keep up with the growth in Brockton and Southeastern Massachusetts with limited funding will be our biggest challenge. Rental market in Brockton is very tight and there is limited rental inventory under construction. With low vacancy rate and increase in rents we anticipate very little (if any) lost. To date, Brockton has not lost any units from the Affordable Housing Inventory. All of the expiring contracts have converted to PBV to ensure 15 more years of availability.

### **Does the availability of housing units meet the needs of the population?**

Currently there is a shortage of housing, and a need for both rental units and units for purchase. The inventory levels of both are down.

### **Need for Specific Types of Housing**

There is a large need for 1 bedroom/efficiency units and SRO units (with services provided) in Brockton. Brockton has a large veteran population, single head of household population and elderly population. The BHA currently has 1900 applicants for elderly housing on its waiting list. There is also a need for units for the chronically homeless individuals and families.

### **Discussion**

The City of Brockton has a substantial problem with foreclosed properties. The City is currently studying a plan that would use municipal government's prerogative of eminent domain to take possession of foreclosed residential mortgage notes, selling them back to residents, as the City Council resolution put it, "for the purpose of removing blight and restoring family home-ownership within the city."

The city would also focus on seizing the mortgages of "underwater" homeowners, those who owe more on their homes than their current appraised worth and would greatly benefit from a new loan that resets the value of their property. Bringing these vacant single and multifamily units back on line would go a long way in addressing the needs of moderate income families within the City. The affordable housing strategy of the city is concentrating on partnering with others to develop rehabbed and new

units for moderate income families in the downtown section of the City as well as scattered site rehabilitation and new units for low income families.

## MA-15 Cost of Housing

### Introduction

The City has seen a dramatic drop in property values due to the financial crisis of 2007. The City has consistently been one of top municipalities within the state negatively affected by foreclosure. Although this drop in value has made the City's homes more affordable, stricter lending criteria and the unsure status of the market has caused Brockton to lag behind in the recovery.

### Cost of Housing

	2000 Census (Base Year)	2005-2009 ACS (Most Recent Year)	% Change
Median Home Value	127,900	281,900	120%
Median Contract Rent	548	819	49%

**Table 30 – Cost of Housing**

**Data Source:** 2005-2009 ACS Data  
2000 Census (Base Year)  
2005-2009 ACS (Most Recent Year)

Rent Paid	Number	%
Less than \$500	3,589	27.0%
\$500-999	6,360	47.9%
\$1,000-1,499	3,027	22.8%
\$1,500-1,999	177	1.3%
\$2,000 or more	132	1.0%
<b>Total</b>	<b>13,285</b>	<b>100.0%</b>

**Table 31 - Rent Paid**

**Data Source:** 2005-2009 ACS Data

### Housing Affordability

% Units affordable to Households earning	Renter	Owner
30% HAMFI	2,440	No Data
50% HAMFI	4,320	205
80% HAMFI	8,915	1,390
100% HAMFI	No Data	2,055
<b>Total</b>	<b>15,675</b>	<b>3,650</b>

**Table 32 – Housing Affordability**

**Data Source:** 2005-2009 CHAS

## Monthly Rent

Monthly Rent (\$)	Efficiency (no bedroom)	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Fair Market Rent	853	859	1,122	1,432	1,516
High HOME Rent	933	1,001	1,203	1,381	1,521
Low HOME Rent	732	785	942	1,088	1,213

**Table 33 – Monthly Rent**

**Data Source:** HUD FMR and HOME Rents

## Availability of Sufficient Housing

Brockton is currently experiencing a shortage of sufficient housing, lower income populations are experiencing difficulty in locating decent, safe affordable units.. This is primarily being caused by the number of foreclosed homes that are being held in inventory by banks. Buyers and renters are experiencing difficult times locating housing that meets their needs while these foreclosed units are mothballed.

## Expected Change of Housing Affordability

With a limited supply of inventory, housing costs are beginning to rise and Brockton is already seeing a spike in rents for unassisted units. The BHA Housing Choice Voucher (HCV) holders are being shut out of new construction units. A typical 3-bedroom for new construction is averaging \$1600. The HCV holders are limited to \$1402. Similarly with the two bedroom units, the HCV program is offering landlords \$1095. HCV holders are having a difficult time in locating units that will pass HQS. New construction units, as well as rehabbed units are going for \$1275.

## Rent Comparison

The current HOME/ FMR are lagging behind in relationship to AMR. The BHA recently established FMR's at 110% of the HUD published schedule for Brockton. The BHA would have exceeded the 110% if allowed to on the local level. As noted above, rents in the City of Brockton are on the rise and subsidy holders getting shut out of the rental market in a great number of cases.

Market Rent	HCV
1BR \$1000	\$875
2BR \$1275	\$1095
3BR \$1600	\$1402

## **Discussion**

The median list price in April of 2013 for a single family home in Brockton was \$209,950. This represents a 5% increase from the previous price. More importantly the median sale price in February of 2013 was \$145,000 which dropped by 8.5% from the previous month. A stable housing market will support overall housing production and rehabilitation to meet the needs of low and moderate income families.

# MA-20 Condition of Housing

## Introduction

The City of Brockton worked to stabilize, improve and increase access to affordable owner-occupied housing for low and moderate income residents, including addressing the community’s significant needs related to the foreclosure crisis. Most of the units in the City were built before 1980 and the City has had a high level of units continuing lead-based paint. Significant progress has been made on this issue through previous and current programs

According to the American Community Survey, 32,713 housing units in Brockton were built prior to 1980, and of these 21,728 were built before 1950. Lead was widely used in interior and exterior paint prior to 1978 when its use in paint was banned by the Environmental Protection Agency. No reliable calculation exists as to the number of Brockton housing units containing lead paint, although it can be assumed that a number of older properties, particularly those located in lower income areas, have lead paint present. Other properties have been de-leaded through various state and federal programs to encourage de-leading. To the extent permitted with limited financial and manpower resources, the City of Brockton undertakes systematic code enforcement inspections and when lead paint is detected, directs property owners toward programs created to assist in de-leading. These include the lead remediation program administered by Self Help, Inc. The various initiatives funded through state and federal NSP grants also included the remediation of lead-based paint hazards encountered in any targeted properties.

## Definitions

Substandard Condition - Housing with one or more substantial safety, code or health issues including, but not limited to structural, electrical, plumbing or mold issues. The home is unsafe to live in and is a detriment to the neighborhood. The condition of the home along with the high cost of rehab, far out way the benefit to the community of rehabbing the home, and it needs to be demolished.

Substandard Condition but Suitable for Rehabilitation - Housing with one or more safety, code or health issues including, but not limited to structural, electrical, plumbing or mold issues. The home is unsafe to live in and is a detriment to the neighborhood in its current condition. In spite of the home’s condition and the cost to rehab it, doing so will benefit the neighborhood and provide a safe, healthy and comfortable home for a family.

## Condition of Units

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With one selected Condition	8,689	46%	6,781	51%

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With two selected Conditions	179	1%	430	3%
With three selected Conditions	14	0%	78	1%
With four selected Conditions	0	0%	0	0%
No selected Conditions	9,896	53%	5,996	45%
<b>Total</b>	<b>18,778</b>	<b>100%</b>	<b>13,285</b>	<b>100%</b>

**Table 34 - Condition of Units**

Data Source: 2005-2009 ACS Data

### Year Unit Built

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	553	3%	398	3%
1980-1999	1,505	8%	1,544	12%
1950-1979	9,229	49%	4,637	35%
Before 1950	7,491	40%	6,706	50%
<b>Total</b>	<b>18,778</b>	<b>100%</b>	<b>13,285</b>	<b>100%</b>

**Table 35 – Year Unit Built**

Data Source: 2005-2009 CHAS

### Risk of Lead-Based Paint Hazard

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980	16,720	89%	11,343	85%
Housing Units build before 1980 with children present	5,445	29%	2,990	

**Table 36 – Risk of Lead-Based Paint**

Data Source: 2005-2009 ACS (Total Units) 2005-2009 CHAS (Units with Children present)

### Vacant Units

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units	0	0	0
Abandoned Vacant Units	0	0	0
REO Properties	0	0	0
Abandoned REO Properties	0	0	0

**Table 37 - Vacant Units**

Data Source: 2005-2009 CHAS

### Need for Owner and Rental Rehabilitation

In Brockton the need for rehabilitation of the housing stock is a large and wide. Lead paint is an issue in many homes, as well as general maintenance and upkeep issues. The Homeowner Rehab Program is widely prescribed to and there is currently a long waiting list. The community survey also reveals that the community perceives the need for rehab of homes in the city. Half of respondents or greater felt it was a "High Need" and ranked it as more important than new housing development, rental payment assistance or home purchase assistance.

### **Estimated Number of Housing Units Occupied by Low or Moderate Income Families with LBP Hazards**

According to the American Community Survey, 32,134 housing units in Brockton were built prior to 1980 and of these 16,982 were built before 1950. Lead was widely used in interior and exterior paint prior to 1978 when its use was banned by the Environmental Protection Agency. No reliable calculation exists as to the exact number of Brockton housing units containing lead paint, although it can be assumed that a large number of the older properties have been deleaded through various State and Federal programs to encourage deleading, to the number of properties with lead paint is slowly diminishing. The table below shows the decline over a period of time. Table 4: Lead Poisoning in Brockton 5 Year Period # New Cases Adjusted Rate 1997-2002 123 6.6 1998-2003 89 4.7 1999-2004 76 4.1 2000-2005 78 4.2 2001-2006 76 4.1 2002-2007 69 3.7 2003-2008 66 3.5 2004-2009 56 3.0 2005-2010 47 2.5 2006-2011 45 2.4

The key strategies for addressing the problem during the next five years are as follows: 1. The City of Brockton's systematic code enforcement inspections 2. The lead remediation program administered by Self Help Inc. 3. The BRA and BHA's CDBG and HOME funds for property rehabilitation 4. MassHousing's "Get the Lead Out Program" 5. The BRA's Housing Rehabilitation Program which requires testing for lead paint surfaces with children under 8 years of age. 6. Working with HUD's Healthy Homes Program, The State Department of Public Health, the local Board of Health and Building Departments, provide booklets and outreach programs to educate homeowners. 7. Partner with organizations that receive lead testing and abatement funds.

### **Discussion**

The City has used HOME and CDBG funds to address some of the negative conditions which exist within the City's housing stock. Regulatory issues related to the HOME program significantly deterred homeowners from using this program for improvement. The CDBG program continues today. The Commonwealth of Massachusetts Department of Public Health operates a Childhood Lead Poisoning Prevention Program and publishes an annual "Childhood Lead Poisoning Screening and Incidence Statistics by Community" which is used as a guide for future programs.

The Brockton Redevelopment Authority (BRA) carried out housing rehabilitation activities for many years, routinely testing for lead paint in any unit to be rehabilitated with children under the age of 8 in residence. To the extent that housing rehabilitation was undertaken, mainly in conjunction with

coordinated NSP and CDBG Rescue of Foreclosed Properties efforts, and within the budgetary constraints of the City's CDBG and HOME annual allocations, this practice continued under the auspices of the BRA and BHA and their sub-recipients respectively. When the cost of de-leading exceeded program resources, the BRA and the BHA referred such cases to Self Help, Inc., a regional community based nonprofit organization that accesses federal and state resources including Massachusetts "Get the Lead Out" funds to remove lead paint hazards from older properties. It is anticipated that a certain number of the rescued foreclosed properties going forward are likely to require lead paint remediation; in such cases Self Help, Inc. will be enlisted to assist in assessment and lead paint remediation through its programs.

## MA-25 Public and Assisted Housing

### Introduction

The list remain long for assisted housing within the City. There is an increased demand for accessible units. Brockton continues its efforts to attract businesses that will provide a living wage.

### Totals Number of Units

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project -based	Tenant -based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers available			1,625	1,149			0	0	157
# of accessible units									
# of FSS participants									
# of FSS completions									
*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five_year, and Nursing Home Transition									

Table 38 – Total Number of Units by Program Type

Data Source: PIC (PIH Information Center)

### Supply of Public Housing Development

#### AMP 1

**24-1 Hillside Village**-59G Hill Street (100 units) dwelling was opened May, 1954:

1 Bedroom: 10

2 Bedroom: 36

3 Bedroom: 44

4 Bedroom: 10

**24-4 Crescent Court-53 Plymouth Street (121 units) dwelling was completed December, 1968:**

1 Bedroom: 10

2 Bedroom: 31

3 Bedroom: 48

4 Bedroom: 24

5 Bedroom: 8

**Arthur Paquin Way-247 Arthur Paquin Way (102 units) dwelling was opened in 1950:**

2 Bedroom: 49

3 Bedroom: 53

**AMP 2**

**24-2 Belair Heights-77 Earle Street (100 units) dwelling was opened January, 1965:**

1 Bedroom: 92

2 Bedroom: 8

**24-3 Manning Tower**-45 Goddard Road (96 units) dwelling was opened November, 1967:

1 Bedroom: 96

**24-6 Campello High Rise**-1380 Main Street (398 units) dwelling was completed December 1972:

1 Bedroom: 396

2 Bedroom: 2

**24-7 Caffrey Towers**-755 Crescent Street (318 units) dwelling was opened November, 1973:

1 Bedroom: 317

2 Bedroom: 1

**24-8 Sullivan Tower**-140 Colonel Bell Drive (122 units) dwelling was opened February, 1972:

1 Bedroom: 122

#### **AMP 4**

**Belair High Rise**-105 Belair Street (269 units) dwelling was completed October, 1973:

1 Bedroom: 269

## Public Housing Condition

Public Housing Development	Average Inspection Score
AMP 1	80
AMP2	77
AMP3	90
AMP4	0

Table 39 - Public Housing Condition

## Restoration and Revitalization Needs

Of our 9 federal developments, 7.5 have been comprehensively modernized since 1995. Only Caffrey Towers B Building and all of Campello High Rise have not been comprehensively modernized; however comprehensive modernization is on-going at Caffrey B Building with 40 units having been completed in 2012 – which included 8 UFAS / Section 504 units. All 398 units at Campello are scheduled to have all new windows and doors installed in 2013, as well as energy efficient modernization of water appliances and lighting fixtures. Campello has been scheduled for comprehensive modernization in 2015; however recent funding reductions put this schedule in jeopardy.

Our state developments have recently benefitted from increased state funding under the Consolidated Improvement Plan. In 2012 exterior repairs were made to our Walnut-Crowell development and in 2013 roofs will be replaced at that development as well as at Washburn Heights. Washburn Heights is also scheduled for exterior repairs and systematic comprehensive modernization of kitchens and bathrooms in 2013-2016 – dependant on funding.

At our state developments we will also be addressing high priority needs at our Crosby Garden elderly development in 2013-14 with a roof replacement project and installation of GFI receptacles in the kitchens.

## Strategy of Improving the Living Environment of low- and moderate Income Families

The projects noted above and our comprehensive modernization programs are indicative of the BHS's on-going modernization efforts to improve living conditions for all our residents.

## Discussion

Recently the owner of an assisted property has applied and been granted project based Housing Choice Vouchers for 588 of their units. Along with this is the requirement for Self Sufficiency and Service Coordination program. The Brockton Housing Authority is converting 16 units of its one bedroom elderly/disable stock to become accessible. Additional resources are being sought to address this need.

The City, working with the Brockton Area Work Force Investment Board, Career Center and Massasoit Community College has developed a strong program of training and job placement activities. The Brockton Housing Authority operates a public housing and Housing Choice Voucher program that has graduated over 50 families to self-sufficiency.

## MA-30 Homeless Facilities

### Introduction

The City of Brockton has three primary organizations that provide supportive housing opportunities for the homeless populations. Father Bill's and Mainspring, Family and Community Resources and Old Colony YMCA Family Center. Together these organizations provide a wide variety of programs to assist homeless individuals and their families get back on their feet and on the path to self sufficiency. Additionally, the City of Brockton also has the Brockton Area Multi Services Inc. (BAMSI) Helpline program that provides services to individuals and families that are at risk of becoming homeless.

### Facilities Targeted to Homeless Persons

	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds	
	Year Round Beds (Current & New)	Voucher / Seasonal / Overflow Beds	Current & New	Current & New	Under Development
Households with Adult(s) and Child(ren)	365	0	60	69	0
Unaccompanied Youth	80	52	55	56	0
Households with Only Adults	0	0	0	61	0
Chronically Homeless Households	0	0	55	0	0
Veterans	0	0	0	0	0

Table 40 - Facilities Targeted to Homeless Persons

Data Source Comments:

**Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons**

Father Bill's and MainSpring has a relationship with the Brockton Neighborhood Health Center, who provides limited nursing services at the individual shelters and Father Bill's and MainSpring is currently looking to expand these services. Father Bill's and MainSpring also hosts a full time social worker on site at individual shelters from Eliot Community Services. Father Bill's and MainSpring is a partner and provides WorkReady Services to homeless families at the CareerWorks office in Brockton. Father Bill's and MainSpring provides a veterans employment and training program (Homeless Veterans Reintegration Program-HVRP).

**List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. If the services and facilities are listed on screen SP-40 Institutional Delivery Structure or screen MA-35 Special Needs Facilities and Services, describe how these facilities and services specifically address the needs of these populations.**

Father Bill's and MainSpring provides triage and assessment services for homeless individuals and services with an average intake of 130 individuals and 82 families nightly. They also provide emergency beds for 9 veterans (and families if needed) and transitional beds for an additional 15 nightly. Father Bill's and MainSpring provides referrals to internal and external housing programs, employment, benefits, health care, etc. as the needs assessment for each client indicates. They create plans specifically based on the needs of the individuals and families. Referrals and services are based on the need for housing programs, employment, benefits, health care, etc.

## **MA-35 Special Needs Facilities and Services**

### **Introduction**

From the beginning of the City's five year Strategic Planning process it was predicted that over the next five years there would be continuing local economic difficulties, a slow housing market and potentially a reduction of funding to the City's CDBG and HOME programs. Therefore, the City made the decision that the main focus of the 2013-2017 Consolidated Plan would be to use limited resources to prevent the most vulnerable City residents from falling into cycles of poverty and/or chronic homelessness. The City has made an effort to identify those citizens of Brockton who are most "at risk" of being unable to afford housing and to maintain their existing homes for those who would otherwise be unable to afford to do so. By assisting those homeowners who would otherwise be unable to repair their homes, the homeowners are able to stay in their homes instead of having to abandon their properties.

**Including the elderly, frail elderly, persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addictions, persons with HIV/AIDS and their families, public housing residents and any other categories the jurisdiction may specify, and describe their supportive housing needs**

Housing needs for persons with mental or physical disabilities, drug and alcohol abuse problems, frail elderly persons, and other special needs persons could use the following:

- Case management and wrap around services to ensure housing can be maintained that includes meeting based on the needs which could be several times weekly to monthly-progressive engagement and disengagement
- Co-location of community resources so there can be "one stop shopping" for those who are disabled to locate resources in one place

**Describe programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing**

Father Bill's and MainSpring has set aside a number of units for those with serious mental illness and 10 units are set aside for those serviced by the Department of Mental Health.

**Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. 91.315(e)**

Father Bill's and MainSpring continues to provide services to those families and individuals once they are housed, connecting to community resources, providing crisis intervention, and developing housing within the community.

**For entitlement/consortia grantees: Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. (91.220(2))**

For entitlement/consortia grantees: Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. (91.220(2))

## **MA-40 Barriers to Affordable Housing**

### **Negative Effects of Public Policies on Affordable Housing and Residential Investment**

The City of Brockton's current Zoning Ordinances are one of the greatest impediments to the creation of affordable housing and private investment in residential projects. The city's zoning map has not seen a major update in several decades. Large areas of the City are zoned for single family residential homes. Many of the other areas which are zoned for multifamily are fully developed. Most of the parcels in the R-2 and R-3 zones are built out. Vacant parcels are usually small undersized parcels and those which are buildable are affected by current market conditions which do not support the development of new housing. Other areas of the city where it would be appropriate to change zoning to allow for multifamily development and mixed use developments are currently zoned for commercial use only. The city's planning capacity is severely limited which creates limitations on the ability to write and pass zoning amendments. Major zoning amendments of the type necessary to allow for the creation of significant new multifamily housing developments usually need to be supported by a comprehensive planning study in order to receive political support for passage.

In addition the creation of significant large scale housing development which contains a large number of affordable units is politically hard to support locally. The City already contains more than the State mandated permanently restricted affordable housing. Currently 12.6% of the City's housing stock is permanently restricted as affordable housing which exceeds the State Goal of 10%. This number does not include 1,306 units of Section 8 voucher housing which exists in the city. This pushes the number of affordable and subsidized units to 16.2%.

# MA-45 Non-Housing Community Development Assets

## Introduction

## Economic Development Market Analysis

### Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	0	13	0	0	0
Arts, Entertainment, Accommodations	3,342	2,246	8	9	1
Construction	2,460	702	6	3	-3
Education and Health Care Services	11,791	11,380	27	44	17
Finance, Insurance, and Real Estate	2,837	853	6	3	-3
Information	938	244	2	1	-1
Manufacturing	4,768	1,468	11	6	-5
Other Services	2,167	1,502	5	6	1
Professional, Scientific, Management Services	4,121	559	9	2	-7
Public Administration	1,821	878	4	3	-1
Retail Trade	5,873	3,020	13	12	-1
Transportation and Warehousing	2,421	1,928	5	7	2
Wholesale Trade	1,693	1,295	4	5	1
Total	44,232	26,088	--	--	--

**Table 42 - Business Activity**

Data Source: 2005-2009 ACS (Workers), 2010 ESRI Business Analyst Package (Jobs)

## Labor Force

Total Population in the Civilian Labor Force	49,356
Civilian Employed Population 16 years and over	44,232
Unemployment Rate	10.38
Unemployment Rate for Ages 16-24	34.55
Unemployment Rate for Ages 25-65	6.68

**Table 43 - Labor Force**

Data Source: 2005-2009 ACS Data

## Occupations by Sector

Management, business and financial	11,094
Farming, fisheries and forestry occupations	0
Service	10,290
Sales and office	11,976
Construction, extraction, maintenance and repair	3,654
Production, transportation and material moving	7,218

**Table 44 – Occupations by Sector**

Data Source: 2005-2009 ACS Data

## Travel Time

Travel Time	Number	Percentage
< 30 Minutes	23,084	55%
30-59 Minutes	13,587	32%
60 or More Minutes	5,218	12%
<b>Total</b>	<b>41,889</b>	<b>100%</b>

**Table 45 - Travel Time**

Data Source: 2005-2009 ACS Data

## Education:

### Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	5,144	648	2,207
High school graduate (includes equivalency)	12,446	1,239	3,785

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Some college or Associate's degree	11,961	1,025	2,417
Bachelor's degree or higher	7,206	381	800

**Table 46 - Educational Attainment by Employment Status**

Data Source: 2005-2009 ACS Data

### Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	179	467	763	1,708	1,697
9th to 12th grade, no diploma	1,264	1,186	1,542	2,333	1,391
High school graduate, GED, or alternative	3,343	3,735	5,400	8,349	4,106
Some college, no degree	2,490	2,863	3,014	4,548	1,338
Associate's degree	330	1,147	1,662	2,169	390
Bachelor's degree	386	2,104	1,510	2,496	847
Graduate or professional degree	37	488	641	1,172	439

**Table 47 - Educational Attainment by Age**

Data Source: 2005-2009 ACS Data

### Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	25,054
High school graduate (includes equivalency)	30,640
Some college or Associate's degree	32,912
Bachelor's degree	41,985
Graduate or professional degree	58,569

**Table 48 – Median Earnings in the Past 12 Months**

Data Source: 2005-2009 ACS Data

### Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?

The largest supersector of employment in the Southeast region is Education and Health Services, accounting for 26.3 percent of the jobs in the region, while trades, transportation and utilities make up 23.7 percent. In comparison with Massachusetts, the region has much smaller employment concentrations in Information Technology, Financial Activities and Professional and Business Services. Employment in these industries tend to be concentrated in the Greater Boston regional labor markets.

However, the region and Brockton have higher employment concentrations than the state in Leisure and Hospitality, Manufacturing, Construction and other services.

**Describe the workforce and infrastructure needs of the business community:**

While the number of workers in the region with a Bachelor's Degree or higher increased over the past decade, many of the area's industries still had large shares of employees with High School degrees or less.

**Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create**

Over the next five years the city expects to see job growth and development in the following four areas. Health care, is the largest business activity in the city providing over 11,000 jobs and we expect to see continued growth in this area. Brockton is home of three hospitals, a federally funded Neighborhood Health Center, the private Signature Health Center, and numerous doctors' offices. The Neighborhood Health Center completed a major addition in October of 2012 and is continuing to add jobs and the Veterans Administration Hospital is also planning a major expansion, which is currently under design. Brockton is a growing center of health care in southeastern Massachusetts.

The City expects to see continued slow growth in manufacturing, particularly in the food industry. Many food manufacturers are located in Brockton and make such diverse products as salad dressings, dips, lemon juice, cakes, and breads. Brockton's location between several major market areas and its availability of water, sewer, and industrial zoned land position it in a uniquely to see continued growth in this sector.

Retail Trade including automotive sales are another growing business sector of the community. Brockton has two exits on Route 24 which is major highway running through southeastern Massachusetts. At the first of these exits is a shopping mall developed in the 1970's. This mall was purchased by a mall development and management company in 2010. Since their purchase of the property they have made significant physical improvements, upgraded tenants, filled empty stores, and added a major regional supermarket. As the economy continues to improve we expect to see continued growth and development in retail development in and around the mall. At the city's second exit on Route 24 is a growing cluster of automotive dealerships. A new dealership selling Honda's and Hyundai's opened in 2011 and a Nissan dealership expanded in 2012 and added a Jeep dealership. There is continued interest in other properties in this area by other dealerships currently not located in Brockton. This growing cluster of automobile dealerships is making Brockton the regional center for those looking to purchase a new automobile.

Downtown Brockton is beginning to see a new development. The neighborhood health center is located downtown and W.B. Mason a major supplier of office supplies in the eastern united states is headquartered in Downtown Brockton. They are currently designing a major renovation of their building which will allow them to add one hundred new professional jobs over the next five years. An existing mill building is currently being renovated into 25 housing units. Another development is fully approved and financed for 113 housing units in phase 1 and 102 units in Phase 2. It is expected that these new housing developments and the planned business expansions will help to revitalize downtown Brockton.

### **How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?**

Much of the expected job growth in the city is anticipated to be in the area of retail, manufacturing, and health care services. Traditionally retail and manufacturing do not require a high level of education and specialized education. Health care does require a higher level of education and training but a majority of health care workers do not need advanced degrees or need to attend medical school. Most work as nurses, technicians, receptionists, or billing clerks. Although Brockton's education attainment levels are extremely low compared to the statewide average they may be sufficient to fill many of the positions which will be created in the next several years. Brockton's educational attainment for the population 25 years and over holding a Bachelors degree or higher is only 16% while the statewide average is 38%.

This trend may be changing as the average for those 25 to 24 years old holding a Bachelors degree or higher is 22%. While still far below the statewide average the educational attainment level for this group is significantly higher than older age groups. See chart below

The importance of an educated population is clearly demonstrated by Table 46 – Median Earnings in the Past 12 Months. Those with a higher education make significantly more than those with only a high school education. A more educated workforce will also help the city attract a more diverse base of businesses. This will result in a more stable economy and tax base for the city.

### **Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan**

The Brockton Area Workforce Investment Board (BAWIB) is a business-led, policy-setting board that oversees workforce development initiatives in the ten-community region of Abington, Avon, Bridgewater, Brockton, East Bridgewater, Easton, Hanson, Stoughton, West Bridgewater and Whitman. BAWIB, along with the Mayor of Brockton under the authority of the Department of Labor, charters CareerWorks, the One Stop Career Center operated by the University of Massachusetts Donahue Institute. BAWIB also operates YouthWorks, the youth career and educational resource center. Providing oversight and leveraging resources, BAWIB works with our community leaders to respond to current workforce and economic trends in our region.

BAWIB works with employers to bring training resources to the region and to foster collaborations for regional priorities. We also serve as ambassador for the MA Workforce Training fund and conduct training sessions for employers, as brokers for targeted sector partnerships and as facilitators for the distribution of Labor Market Information in the region. An additional focus of the Board is to respond to the need for Adult Basic Education (ABE) and English for Speakers of Other Languages (ESOL) resources into our region, along with overall educational attainment. Developing new strategies to build the capacity of the region, BAWIB has initiated a wide range of programming for ABE & ESOL residents. A full time staff manages operations and assists the Board in the implementation of policy and practices.

There are several different initiatives that support the labor market information for our region. The Brockton Area Workforce Investment Board and our partner CareerWorks, the One-Stop Career Center provided \$304,897 dollars in training during FY 13. The training has been funded through the Department of Labor's Workforce Investment Act allocation. By examining labor market information and evaluating customer choice there have been 56 individual training programs that provided short term occupational skills for career pathways that are in demand. Additionally, reviewing local data, we have received input on the need of employers and developed group trainings that have responded directly to those needs. Specific training took place in the following occupations; machine operating, commercial driver's license and Microsoft office. Each one of these initiatives had an employer engagement component that insured the training was targeted to real jobs and vacancies in the industry.

Along with utilizing funding from the department of labor, the local workforce investment board has solicited and obtained funding to deliver targeted programming to both unemployed and incumbent workers and the healthcare industry as well as the clean energy. These training programs are designed so that they will result in both a credential and an occupational skill that is valued in today's workforce. Additionally, programs that are developed by BAWIB for training purposes also include case management and workshops related to work readiness: resume writing, cover letters, interviewing skills and presentation.

**Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)?**

Yes

**If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.**

Much of the cities emphasis on economic development utilizing CDBG funds relates to the façade program and a small public arts program. The façade program provides matching loans to property owners seeking to improve or reconstruct the façade of their building. Their proposals are reviewed by a

committee who may request changes and must approve all loans. The program has funded \$100,000 projects and had a list of 5 property owners currently being reviewed or on a waiting list.

The Main Street arts program over the past few years has funded a variety of projects in Brockton's downtown. For several years the program worked with the Fuller Craft Museum and funded the installation of art displays in vacant storefront windows. More recently the Brockton Public Schools ran a summer photography class for at risk youth. At the end of the project each student has a photograph selected to be produced into a Banner which is displayed on various downtown buildings. In the past year several photographic displays have also been produced and placed in vacant storefront windows. All of these projects have been well received and promoted locally and regionally.

The City also funded repairs to the Main Street garage with a \$1.6 million Section 108 Loan. This loan is partially being repaid with CDBG funds. The repair of the garage was essential for the continued growth of Downtown. The garage contains 442 spaces which are mostly uses for downtown employees. Construction on the renovation of the parking garage is almost complete with lighting and security improvements remaining. The project is scheduled to be completed by July 2013. The CEDS also recommends a Downtown Garage or parking Deck on the Lincoln Street parking lot. This lot is located across from City Hall and behind the headquarters building of the office supply company W.B. Mason. An additional Section 108 Loan could be a partial source of funds to fund this project in the future when the additional parking is necessary.

## **Discussion**

## **MA-50 Needs and Market Analysis Discussion**

### **Are there any populations or households in areas or neighborhoods that are more affected by multiple housing problems?**

No, there are not not specific areas where mutiple housing problems are concentrated, because of the economic challenges the City faces and the aging housing stock houses across the City are in need or rehabilitation. The need is greater in the lower-income Census Tracts as would be expected, but the BRA's Housing Reahab program recieves requests for assistance from all areas of the City.

### **Are there areas in the Jurisdiction where these populations are concentrated?**

Yes, Census Tracts 511600, 511500, 511400, 51080, 511000, 510300, 510400, 510900 and 511301 are all majority minority. The white only population in these Tracts makes up 45% or less. With the exception of Tract 511301 they are all also low-income Census Tracts. In these Tracts the low-income population makes up 61% or greater of the total population.

### **What are the characteristics of the market in these areas/neighborhoods?**

The housing market in the low and moderate income neighborhoods in Brockton is soft. Prices overall in the city are low compared to the region, but they are significantly lower in these areas. Additionally these neighborhoods contain the highest concentration of vacant homes in the City. Most vacant properties are owned by Banks and finance companies as a result of the foreclosure crisis of the past several years. There is a greater demand for multifamily housing as the rental market is relatively strong. Investors are the primary purchasers of these multifamily homes and properties are usually not on the market for very long.

### **Are there any community assets in these areas/neighborhoods?**

All of the cities neighborhoods have access to a number of parks and playgrounds. Most of the parks were reconstructed or had major improvements last during the 1970's or early 1980s. Most of these facilities have not been upgraded in the intervening 30 to 40 years. As a result, the cities park facilities are in various states of disrepair, making it a magnet for graffiti and illicit behavior. The parks also inadequately serve the needs of Brockton's current population, which has changed dramatically in the last few decades. The City has been financially unable to make significant improvements to parks. As a result the Redevelopment Authority has recently been funding park improvements and will continue to do so over the next several years. The other significant community assets in the neighborhoods are the city's schools. Elementary schools are still neighborhood based and each of the four sections (north, south, east, and west) of the city has a middle school. The City has made significant investments in the school facilities as some are relatively new and the remainder well maintained.

### **Are there other strategic opportunities in any of these areas?**

Neighborhood based youth programs would be a great benefit to these low and moderate income neighborhoods. Currently most youth programs are based out of the YMCA or the Boys and Girls Club which are located in downtown Brockton. These are densely populated neighborhoods due to the development pattern of small lots and large numbers of multifamily homes. Neighborhood based programs would encourage greater participation and reduce the number of at risk youth.

# Strategic Plan

## SP-05 Overview

### Strategic Plan Overview

The needs of the City of Brockton and its low and moderate income population are great. Financial resources are needed in the areas of housing, economic development, public facilities, parks, public safety and public services. However with the limited funding the city has continued to prioritize its spending to meet the current needs of the City. The primary goal of this strategic plan is to improve neighborhoods and the facilities which affect the lives of residents. In the past five years a significant amount of federal resources (CDBG and NSP 1, 2, &3) were spent n the direct rehabilitation of vacant and foreclosed properties in several neighborhoods in the city. This effort has been successful as it has now spurred renewed private investment in housing several of these neighborhoods. In many neighborhoods multifamily buildings are being purchased and rehabilitated by investors and residents alike. However there are many other needs which affect the lives of residents in these neighborhoods.

Recent new programs providing homeowner rehabilitation loans and upgrades to neighborhood parks have a direct affect on the fabric of neighborhoods and people's lives. Targeted public infrastructure projects in these areas also directly improve the quality of people's lives. For example last year the street abutting a senior housing and assisted living development was reconstructed with new handicapped accessible sidewalks and ramps. Assisting homeowners with interest free loans for emergency repairs to their homes allows many residents to remain in their neighborhoods, thus providing stability in the area rather than another vacant building. The city has also begun making improvements to long neglected parks throughout the city. The past year the City spent a \$600,000 Economic Development Incentive Grant on park improvements in low and moderate income neighborhoods. In addition to these funds an addition \$78,000 in CDBG funds were also expended on park improvements. This plan envisions continued funding for parks throughout the five years of this plan. Significant additional improvements are needed including accessibility improvements. This coordinated multi faceted approach to directed spending in low and moderate income neighborhoods should result in a safer more vibrant and healthy community.

## SP-10 Geographic Priorities

### Geographic Area

1. Area Name:

Area Type:

Identify the neighborhood boundaries for this target area.

Include specific housing and commercial characteristics of this target area.

How did your consultation and citizen participation process help you to identify this neighborhood as a target area?

Identify the needs in this target area.

What are the opportunities for improvement in this target area?

Are there barriers to improvement in this target area?

### Table 49 - Geographic Priority Areas

#### General Allocation Priorities

Describe the basis for allocating investments geographically within the state

The City of Brockton is not allocating percentages of funds for specific geographic locations within the City with the exception of the Main Street Art program and the Brockton Police Mobile Anticrime Patrols which are specifically for the downtown corridor and surrounding neighborhoods. The City of Brockton has 21 Census Tracts that divide up the City of Brockton. Of the 21 census tracts, nine of them are low and moderate income areas according to ACS estimates for 2010. The target neighborhoods indicated above are all within low and moderate income census tracts.

**Downtown Core Neighborhoods** – Census Tract 5109 had 79% of the households listed in the ACS as low and moderate income. This neighborhood is in the very core of the city. This area is a high crime area and is patrolled by the specially equipped Brockton Police Anti Crime Unit.

**Highland, Newbury and Green Street Neighborhoods** – Census Tract 5108 has 61% of the households listed in the 2010 Census as low and moderate income. The City has made great strides in this area relative to home acquisitions and renovations. Although there is still much to do, the City has committed to completing projects by way of renovations to vacant or abandoned properties to bring them to habitable condition and demolitions of properties that are beyond repair.

**Montello Neighborhood** – There are two low and moderate income census tracts with this neighborhood, census tract 5105-02 and 5103. The City of Brockton and the Brockton Redevelopment

Authority will assist homeowners in these census tracts with repairs to their homes and will concentrate on vacant or abandoned properties within these areas.

**The Village** – Census Tract 5110 is within this neighborhood and is made up of 65% low and moderate income residents.

**Campello Neighborhood** – Census tract 5114 and 5116 are within the Campello Neighborhood and has 52% of its residents low and moderate income in tract 5114 and 51% in Census Tract 5116.

**East Side Neighborhood** – Census Tract 5112 has 52% of the residents listed as low and moderate income.

**Pleasant/Prospect Neighborhood** is within census tract 5104 and has over 52% of its residents listed as low and moderate income households.

## SP-25 Priority Needs

### Priority Needs

Priority Need Name	Priority Level	Population	Goals Addressing
Rehabilitation of Existing Housing	High	Extremely Low Low Moderate Large Families Families with Children Elderly	Revitalize Target Neighborhoods Preserving Existing Housing Stock Increase the Supply of Affordable Housing Increase Access for Homeownership Stabilize and Improve At-Risk Neighborhoods
Public Services - Mobile Anticrime	High	Extremely Low Low Moderate	Revitalize Target Neighborhoods Promote Economic Development Stabilize and Improve At-Risk Neighborhoods
Public Services	High	Extremely Low Low Moderate Large Families Families with Children Elderly Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical	Homeless and At-Risk of Homelessness Services Stabilize and Improve At-Risk Neighborhoods Promote Services that Promote Self Sufficiency

		Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence Non-housing Community Development	
Public Facilities	High	Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Non-housing Community Development	Revitalize Target Neighborhoods Improve Public Spaces and Facilities Promote Economic Development Stabilize and Improve At-Risk Neighborhoods
Economic Development	High	Extremely Low Low Moderate Other	Promote Economic Development
Public Housing	High	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Elderly Persons with Physical Disabilities	Increase the Supply of Affordable Housing

**Table 50 – Priority Needs Summary**

## **Narrative (Optional)**

The City of Brockton, acting through the BRA, has determined that there is a number of housing needs that should be given priority treatment. These determinations are based upon the BRA's review of available local demographic data, projections of regional planning agencies, discussions with knowledgeable parties and organizations engaged in the housing field. Relative needs of sub groups are rated in terms of low, moderate or high priority with respect to unmet needs, achievable goals for the duration of the comprehensive plan, and anticipated funding capacity available from a variety of sources.

The City will utilize a significant portion of its CDBG funds to address these needs through homeownership stabilization and housing rehabilitation, and where appropriate to support other special initiatives aimed at the creation of affordable homeownership stabilization and housing rehabilitation mechanisms, and where appropriate to support other special initiatives aimed at the creation of affordable homeownership housing units. Housing stabilization and rehabilitation activities are prioritized to address the vast foreclosure issue in Brockton. Similarly, there continues to be a shortage of affordable rental and ownership units, so the creation of new units and stabilization of existing units remain a priority.

## SP-30 Influence of Market Conditions

### Influence of Market Conditions

Affordable Housing Type	Market Characteristics that will influence the use of funds available for housing type
Tenant Based Rental Assistance (TBRA)	Age, Accessibility, location and market trends
TBRA for Non-Homeless Special Needs	Incentives for construction and rehabilitation
New Unit Production	Market trends, slowing of foreclosures
Rehabilitation	<b>With our limited funding, over the next five years the city plans to focus on rental and homeowner rehabilitation activities in low income target neighborhoods that require bringing property up to code and emergency repairs.</b>
Acquisition, including preservation	<b>Because of a decrease, limited funding and the slowdown in the new construction housing market, the City of Brockton will place a high priority on rental acquisition and rehabilitation activities for 2013- 2017 program years.</b>

Table 51 – Influence of Market Conditions

## SP-35 Anticipated Resources

### Introduction

The Mayor has directed the Brockton Redevelopment and Brockton Housing AuthorityThe Mayor has directed the Brockton Redevelopment and Brockton Housing Authority to work closely and collaboratively with public and private housing agencies, principally the Brockton Housing Partnership as well as the Brockton 21st Century Corporation, other municipal instrumentalities as directed, the Commonwealth's Department of Housing and Community Development and with several non-profit organizations working in the areas of affordable housing, homelessness, social services, and anti poverty programs. The Brockton Redevelopment Authority and Brockton Housing Authority will maintain solid working ties and relationships with the extended network of housing and social service providers operating in Brockton and within the region including the Old Colony Planning Council and the Plymouth County Housing Alliance. Lastly, the BRA and BHA will remain active and engaged members and participants of the Mayor's Economic Advisors which acts as a focal point and clearing house for municipal entities, non-profit organizations and private industry interests pursuing a common economic development agenda. to work closely and collaboratively with public and private housing agencies, principally the Brockton Housing Partnership as well as the Brockton 21st Century Corporation, other municipal instrumentalities as directed, the Commonwealth's Department of Housing and Community Development and with several non-profit organizations working in the areas of affordable housing, homelessness, social services, and anti poverty programs. The Brockton Redevelopment Authority and Brockton Housing Authority will maintain solid working ties and relationships with the extended network of housing and social service providers operating in Brockton and within the region including the Old Colony Planning Council and the Plymouth County Housing Alliance. Lastly, the BRA and BHA will remain active and engaged members and participants of the Mayor's Economic Advisors which acts as a focal point and clearing house for municipal entities, non-profit organizations and private industry interests pursuing a common economic development agenda.

**Anticipated Resources**

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	1,270,554	498,714	52,000	1,821,268	498,714	This assumes level funding for the next five years.
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	413,000	225,000	451,000	1,089,000	0	

**Table 52 - Anticipated Resources**

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

Wherever possible and to the greatest extent feasible, Brockton will utilize CDBG and HOME funds so as to leverage additional state, local and private investments in support of affordable housing, public services and economic development initiatives. Brockton was provided with a

Special EDI grant of \$190,000.00 for the restoration of the War Memorial Accessibility project. The City will continue to seek to leverage the Rescue of Foreclosed Homes CDBG project and its NSP substantial amendment entitlement funding with funding from the state NSP allocation and with bank and other public funding as it becomes available. The Attorney General's office provided the City of Brockton with \$250,000.00 of HomeCorp funding for use with the CDBG Receivership program and Homeowner Rehabilitation Program. (\$125,000 to Receivership and \$125,000 for Homeowner Rehabilitation). TRI (The Resources Inc.) has been provided with \$250,000 of NSP3 funding to provide homeowners in Brockton with repairs to their properties.

In recent years the HOME funds have leveraged NSP funds from the Massachusetts Department of Housing and Community Development and private financing from area banks to acquire and rehabilitate vacant, foreclosed, bank owned two and three family homes for the purpose of neighborhood revitalization. Renovated properties have proven to be the catalyst in stabilizing neighborhoods and attracting private investment. Recent projects have also utilized State Chapter 40R Smart Growth Zoning and Housing Production funds. Developers are also using local HOME funds to leverage both state and historic tax credits along with DHCD State Affordable Housing Trust Funds, state HOME funds and Brownfield funds. Continued bridge building with stakeholders in the neighborhoods is important to ensure long term vitality. The Brockton Housing Authority's Massachusetts Rental Voucher Program will fulfill the City's HOME Match Program.

**If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

Plot 48-2 Tribou and 2-2 Sheppard Street were public land sold to BHA at a deep discount.

**Discussion**

## SP-40 Institutional Delivery Structure

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
	PHA	Ownership Public Housing Rental	Jurisdiction
ASSOCIACOA CABOVERDIANA DE BROCKTON, INC.	Non-profit organizations	public services	Jurisdiction
BROCKTON AREA HELPLINE (BAMSI)	Non-profit organizations	public services	Jurisdiction
BROCKTON POLICE DEPARTMENT	Subrecipient	public services	Jurisdiction
Brockton Redevelopment Authority	Redevelopment authority	Economic Development Homelessness Non-homeless special needs Ownership Planning Rental neighborhood improvements public facilities public services	Jurisdiction
DORN-DAVIES SENIOR CENTER/BAMSI	Non-profit organizations	public services	Jurisdiction
Father Bills and Mainspring	Non-profit organizations	Homelessness	Region
NEIGHBORHOOD HOUSING SERVICES OF THE SOUTH SHORE	Non-profit organizations	Ownership neighborhood improvements	Region
OLD COLONY YMCA	Non-profit organizations	public services	Jurisdiction
Self Help Inc.	Non-profit organizations	public services	Jurisdiction

**Table 53 - Institutional Delivery Structure**

**Assess of Strengths and Gaps in the Institutional Delivery System**

The BRA’s strengths in terms of its delivery system for the Consolidated Plan and Subsequent Action Plans rest in its track record and institutional memory as the entity Responsible for administrating Brockton’s CDBG program for the past 34 years and the HOME program for the past 17 years. The BRA has had the responsibility for preparing, submitting and implementing all previous Consolidated Community Development Plans and Action Plans as well as for managing the Consultation and Citizen Participation processes, preparing annual CAPER(s) and interacting with HUD representatives. The BRA has always played a central and critical role in the planning, implementation and coordination of Brockton’s multi-faceted and interrelated community and economic development efforts. As the BRA partners with other public agencies such as the Brockton Housing Authority and with community based and/or private organizations in order to carry out projects and programs covered by the Consolidated Plan, the BRA nonetheless remains the agency ultimately responsible for administering those programs. Gaps in the program delivery system is largely and perhaps solely attributable to fiscal constraints. As program administrative requirements continue to grow and as annual entitlement amounts continue to shrink, it becomes increasingly difficult to engage adequate staff capacity to implement all elements of the Consolidated Plan and Action Plans. Consequently, the BRA must often seek out independent contractors or engage in interagency agreements in order to carry out certain program responsibilities and activities.

**Availability of services targeted to homeless persons and persons with HIV and mainstream services**

<b>Homelessness Prevention Services</b>	<b>Available in the Community</b>	<b>Targeted to Homeless</b>	<b>Targeted to People with HIV</b>
<b>Homelessness Prevention Services</b>			
Counseling/Advocacy	X	X	
Legal Assistance	X		
Mortgage Assistance	X		
Rental Assistance	X		
Utilities Assistance	X		
<b>Street Outreach Services</b>			
Law Enforcement	X	X	
Mobile Clinics			
Other Street Outreach Services	X	X	X
<b>Supportive Services</b>			
Alcohol & Drug Abuse	X	X	
Child Care	X		
Education	X	X	X
Employment and Employment	X	X	

Training			
Healthcare	X	X	X
HIV/AIDS		X	X
Life Skills	X	X	
Mental Health Counseling	X	X	
Transportation	X		
<b>Other</b>			

**Table 54 - Homeless Prevention Services Summary**

**Describe how the service delivery system including, but not limited to, the services listed above meet the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth)**

Father Bill’s & MainSpring (FBMS) creates and provides affordable, safe housing with supportive services for individuals and families who had once been homeless. Providing a special niche supportive housing for those whose disabilities or special circumstances are not met by the traditional housing market. Most of this housing is subsidized through HUD Continuum of Care (CoC) resources, with other federal, state, and private resources. FBMS has a Permanent Supportive Housing Program comprised of staff that engage hard-to-serve individuals, move them to permanent housing and provide supports to stabilize them in housing. FBMS serves individuals and families in Norfolk and Plymouth Counties.

The goal of supportive services is to help participants achieve housing stability, self-sufficiency, and employment and/or income maximization. Case managers serve as intermediaries with landlords, addressing any tenancy issues that may arise and ensure eligibility on an annual basis. Case managers provide ongoing, continual support via home visits based on participant need. They assist participants with financial management, tenancy issues, access to employment programs, food, medical and mental healthcare, and other support programs.

The Tenancy Preservation Program staff (TPP) works with tenants, including families with children with disabilities, facing eviction as a result of behavior related to a disability (e.g. mental illness, mental retardation, substance abuse, aging-related impairments). TPP functions as a neutral party in Plymouth and Bristol Counties to help tenants and landlords avoid costly evictions. TPP consults with the Housing Court Department and works with the landlord and tenant to determine whether the disability can be reasonably accommodated and the tenancy preserved. TPP assesses the reasons for the eviction, identifies needed services, develops treatment plans, and monitors cases for as long as is necessary. If tenancy cannot be preserved, TPP coordinates the tenant’s transition to a more appropriate placement to preventing homelessness.

FBMS also assists with community outreach efforts. A clinician from Eliot Community Human Services is based at the MainSpring House shelter and conducts outreach on the streets with the assistance of a

shelter triage worker on a weekly basis. The goal is to assist the hardest to serve individuals in accessing resources; and often starts with a bagged lunch, some clean socks and relationship building.

The Table, a community lunch program, is located at the Mainspring House and is open to the community six days per week. This provides homeless and low income individuals and families with at least one hot meal daily. It is also an opportunity to engage and build relationships with folks who may not otherwise access services.

**Describe the strengths and gaps of the service delivery system for special needs population and persons experiencing homelessness, including, but not limited to, the services listed above**

The strength of the delivery system is that it is becoming more collaborative. With a push from the Mayor and the development of the Re-calibrated Brockton Plan to End Chronic Homelessness will help ensure that more people and families gain access to the available services. The weakness of the systems is that there is not enough manpower, money, jobs, and housing units to provide all of those in need.

**Provide a summary of the strategy for overcoming gaps in the institutional structure and service delivery system for carrying out a strategy to address priority needs**

FBMS facilitates monthly meetings with community partners (including public safety officials, local hospitals and city officials) to discuss the most difficult to serve, high utilizers of services within the community. These meetings help community providers to assist their clients in the most efficient way, and assists individuals in obtaining appropriate resources, such as mental health, substance abuse, medical care, and permanent housing. The City has developed a Re-calibrated Brockton Plan to End Chronic Homelessness, FBMS is the lead organization, but the group includes a variety of community partners. The group is working to compile a central list for all local providers to track the highest utilizers of resources. An outreach liaison will use this list to target these individuals, building trust and relationships with the goal of getting those individuals in stable housing. Having one designated person responsible for outreach and communication will ensure scarce community outreach and service resources are utilized with no duplication. It is a goal of the plan to create an Opportunity Center to provide central access to resources for those in need (including employment, mental health, substance abuse, medical care, food, etc.). This center will be a collaborative effort amongst community providers.

## SP-45 Goals Summary

### Goals Summary Information

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Revitalize Target Neighborhoods	2013	2017	Affordable Housing		Rehabilitation of Existing Housing Public Services - Mobile Anticrime Public Facilities		Homeowner Housing Rehabilitated: 3 Household Housing Unit
Preserving Existing Housing Stock	2013	2017	Affordable Housing		Rehabilitation of Existing Housing	CDBG: \$1,200,000	Rental units rehabilitated: 4 Household Housing Unit  Homeowner Housing Rehabilitated: 46 Household Housing Unit
Increase the Supply of Affordable Housing	2013	2017	Affordable Housing		Rehabilitation of Existing Housing Public Housing	CDBG: \$350,000	Homeowner Housing Added: 5 Household Housing Unit
Improve Public Spaces and Facilities	2013	2017	Economic Development		Public Facilities	CDBG: \$725,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 6000 Persons Assisted
Increase Access for Homeownership	2013	2017	Affordable Housing		Rehabilitation of Existing Housing		Homeowner Housing Rehabilitated: 5 Household Housing Unit
Homeless and At-Risk of Homelessness	2013	2017	Homeless		Public Services	CDBG: \$55,000	Homelessness Prevention: 100 Persons Assisted

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Services							
Promote Economic Development	2013	2017	Economic Development		Public Services - Mobile Anticrime Public Facilites Economic Development		Jobs created/retained: 50 Jobs
Stabilize and Improve At-Risk Neighborhoods	2013	2017	Non-Housing Community Development		Rehabilitation of Existing Housing Public Services - Mobile Anticrime Public Services Public Facilites	CDBG: \$592,500	Public service activities other than Low/Moderate Income Housing Benefit: 40 Persons Assisted  Public service activities for Low/Moderate Income Housing Benefit: 40 Households Assisted
Promote Services that Promote Self Sufficiency	2013	2017	Non-Housing Community Development		Public Services	CDBG: \$37,500	Public service activities other than Low/Moderate Income Housing Benefit: 20 Persons Assisted
Special Needs Housing	2013	2017	Non-Homeless Special Needs			CDBG: \$25,000	Public service activities other than Low/Moderate Income Housing Benefit: 10 Persons Assisted  Public service activities for Low/Moderate Income Housing Benefit: 10 Households Assisted

**Table 55 – Goals Summary**

**Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.315(b)(2)**

During the FY2013 the City of Brockton expects to develop one unit of extremely low-income and one unit of low-income rental housing on Plot 2 & 2-2 Sheppard Street using HOME funds. The City also expects to develop 2-3 units of moderate-income homeownership using FY2013 HOME funds.

## **SP-50 Public Housing Accessibility and Involvement**

### **Need to Increase the Number of Accessible Units (if Required by a Section 504 Voluntary Compliance Agreement)**

On August 14, 2012, the Brockton Housing Authority entered into a VCA with HUD to convert a sufficient number of remaining units at Caffrey Towers and Campello High Rise to bring the total number of available UFAS/Section 504 units to 5%. At the end of 2012 the Brockton Housing Authority had converted eight (8) additional units at Caffrey Towers and redesigned the parking lot in accordance with the VCA's goals. In February of 2013, the Housing Authority executed a contract for Architectural/Engineering services to design the conversion of 8 units at Campello High Rise in accordance with the VCA. Depending on funding, it is anticipated that the construction contract to convert these units will be bid in late 2013 and completed early 2014. The completion of the units at Campello will realize the 5% mandated by the VCA.

At our State developments the 5% threshold has been met at three developments. Units in the remaining four developments cannot be converted as they are either townhouse developments or structured so that structural changes would be needed at prohibitive costs. The Brockton Housing Authority has attempted to allieviate this factor by converting an additional three units at our scattered site housing.

Actions planned during the next year to address the needs of public housing:

- Continue comprehensive at Caffrey Towers
- Bid out construction contract for conversion of 8 units at Campello High Rise to UFAS/Section 504 units.
- Complete energy efficiency upgrades to all federal developments
- Complete replacement of all windows and doors at Campello High Rise
- Undertake a complete physical needs assessment of all federal developments
- Complete roof replacements at two state developments: Washburn Heights and Walnut Crowell
- Complete installation of GFI receptacles at state development Crosby Heights
- Complete exterior repairs at state development Washburn Heights
- Begin comprehensive Modernization of kitchens and bathrooms at Washburn Heights

### **Activities to Increase Resident Involvements**

The resident services department of the Brockton Housing Authority (BHA) is responsible for connecting the over 2,000 residents with the Board and Management of the BHA. This is accomplished in many ways. It is the responsibility of the Resident Services Department to work directly with resident councils to develop communication links and to support the activities of the resident leaders. The BHA has for the past fourteen years met with the resident advisory board monthly to discuss issues of mutual interest, and to develop programs that can enrich the lives and culture of our residents.

Supporting the organization of resident council, and training of residents in the areas of security and health have been institutionalized over the years. Currently we have a strong resident leadership team that is able to support a variety of programs that reach out to as many residents as possible to teach, enrich and brighten their lives.

Recently, the tenant executive team met with the Director of Resident Services to plan a series of activities that would give the largest number of residents an opportunity to become engaged, instructed or entertained. Included in the plan was transportation and admittance to local Garden Club Shows, expanding the program to three other senior neighborhoods. The Healthy Start Program, a potential book club, appointed a committee to plan and execute a tribute to resident leaders, and educational programs that address current challenges at the Brockton Housing Authority.

Over the years the Brockton Housing Authority has made every effort to work with residents to understand how to be a leader with regular meetings with BHA staff. Additionally, the BHA has also requested our residents to understand their responsibilities to the property and to the residents they represent. There has been considerable growth, improvement and increased involvement by the residents in the life and culture of the Brockton Housing Authority.

Over the years the BHA has made every effort to work with residents to understand how to be a leader with regular meetings with major housing authority staff. We have also asked our residents to understand their responsibilities to the property and to the residents they represent. There has been growth, improvement and involvement by the residents in the life and culture of the Brockton Housing Authority. They are finding their voice and are very invested in the partnership.

**Is the public housing agency designated as troubled under 24 CFR part 902?**

No

**Plan to remove the 'troubled' designation**

n/a

## **SP-55 Barriers to affordable housing**

### **Barriers to Affordable Housing**

The City of Brockton's current Zoning Ordinances are one of the greatest impediments to the creation of affordable housing and private investment in residential projects. The city's zoning map has not seen a major update in several decades. Large areas of the City are zoned for single family residential homes. Many of the other areas which are zoned for multifamily are fully developed. Most of the parcels in the R-2 and R-3 zones are built out. Vacant parcels are usually small undersized parcels and those which are buildable are affected by current market conditions which do not support the development of new housing. Other areas of the city where it would be appropriate to change zoning to allow for multifamily development and mixed use developments are currently zoned for commercial use only. The city's planning capacity is severely limited which creates limitations on the ability to write and pass zoning amendments. Major zoning amendments of the type necessary to allow for the creation of significant new multifamily housing developments usually need to be supported by a comprehensive planning study in order to receive political support for passage.

In addition the creation of significant large scale housing development which contains a large number of affordable units is politically hard to support locally. The City already contains more than the State mandated permanently restricted affordable housing. Currently 12.6% of the City's housing stock is permanently restricted as affordable housing which exceeds the State Goal of 10%. This number does not include 1,306 units of Section 8 voucher housing which exists in the city. This pushes the number of affordable and subsidized units to 16.2%.

### **Strategy to Remove or Ameliorate the Barriers to Affordable Housing**

The city is seeking mixed income projects in the downtown to spur economic growth and bring back the vitality to the area. If this effort is successful as it has been in other gateway cities this plan could be applied to other traditional commercial centers of the city. This would allow the city to expand the number of affordable units but within a context of larger number of market rate units and within mixed use developments. The Redevelopment authority will also continue its current policy of creating affordable units within small multifamily dwellings needing renovation, usually two or three family homes, which will be renovated with CDBG funds.

## **SP-60 Homelessness Strategy**

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The City of Brockton and Father Bill's and MainSpring would like to partner with community entities to outreach and engage the unsheltered homeless community and would like to prioritize this group for possible housing subsidies through Brockton Housing Authority. Additionally, the development of one resource/opportunity center with community partners would be an ideal method for assessing the individual needs of those who are homeless or are in danger of being homeless. The City would also like to participate in a community run group to identify chronic people living on the street and provide targeted outreach and housing resources.

### **Addressing the emergency and transitional housing needs of homeless persons**

Currently Father Bill's and MainSpring is providing shelter for 130 individuals and 82 families nightly. Case management services are provided to help these individuals and families reintegrate with housing, employment and mainstream resources. Transitional program are available for 15 veterans for up to 24 months.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again.**

Provide support services to permanent housing programs will significantly increase the ability of households to maintain their homes. Referral of homeless individuals and families to WorkReady Family, Homeless Veteran Reintegration Program, and other community programs will help to increase income and the ability of these individuals and families to afford housing. Continue to develop and administer housing programs as an agency and with community partners to serve the homeless. Advocating for and developing affordable housing will help to make more housing opportunities available to more individuals and families, which will in turn help to prevent homelessness.

**Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are**

**receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs**

Father Bill's and MainSpring provides data to the Interagency Council on Housing and Homelessness on the individuals and families at their facilities that are discharged in an effort to better coordinate/communicate with the state and other systems of care. Father Bill's and MainSpring acts as a convener of community entities and participates in working groups throughout the network that addresses veteran, youth, employment and family issues.

## **SP-65 Lead based paint Hazards**

### **Actions to address LBP hazards and increase access to housing without LBP hazards**

According to the American Community Survey, 32,134 homes in Brockton were built prior to 1980 and of these, nearly 17,000 were built before 1950. Lead was widely used in interior and exterior paint prior to 1978 before it was banned by the Environmental Protection Agency. Although no reliable calculation exists as to the number of homes in Brockton containing lead, it is assumed that a large amount of homes have lead paint present. Over time a number of properties have been deleaded through various state and federal programs, so the number of homes with lead paint has slowly been diminishing. The key strategies for addressing the problem during the next five years are as follows:

1. The City of Brockton's systematic code enforcement inspections
2. The lead remediation program administered by Self Help Inc.
3. The BRA's CDBG funded property rehabilitation programs and property rescue efforts.
4. MassHousing's "Get the Lead Out" Program.
5. The BRA's Homeowner Rehabilitation Program which requires testing for lead paint in any unit to be rehabilitated with children under the age of 8 residing at that property.
6. Working with HUD's Office of Healthy Homes, the State Department of Public Health, the Local Board of Health and Building Departments to make information booklets and outreach programs to make residents aware of lead paint hazards and to generate referrals for lead based paint identification and abatement.
7. Partner with organizations that receive lead testing and abatement funds.

Self Help Inc. administers the HUD funded Lead Hazard Control Grant for the City of Brockton. To help meet our goal of reducing the incidents of lead exposure to young children, in cooperation with the Mayor's office, have formed the Lead Hazard Reduction Task Force. Four subcommittees have been formed to address four focus areas identified by a Community Lead Summit. These committees would focus on; Cultural language issues, funding issues, structural code issues and medical issues. These subcommittees would meet on a regular basis as needed to complete tasks and report to the full Task Forces semi annually.

### **How are the actions listed above related to the extent of lead poisoning and hazards?**

The goal of the Brockton Lead Hazard Control Program and the task force is to dramatically reduce the numbers of lead exposed children to the point where Brockton would no longer be classified as a high risk community by the Department of Public Health Childhood Lead Poisoning Prevention Program.

**How are the actions listed above integrated into housing policies and procedures?**

The Brockton Lead Hazard Control Program (BLHCP) works closely with both the Health Department and the Brockton Redevelopment Authority. Both agencies refer cases to the program which are enrolled if the owner meets intake criteria.

## **SP-70 Anti-Poverty Strategy**

### **Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families**

Most activities undertaken by the City of Brockton with CDBG funding and other federal and state funds for low income families are efforts to reduce the number of persons in poverty and improve the quality of life for Brockton residents, either directly or indirectly. The City of Brockton also works in partnership with citizens, other City departments and the public and private sectors to accomplish its goal of reducing poverty. CDBG programs which can be used and which directly influence the household income level include: Job Training, Job Counseling and placement, Education and Business development. Funds can also be used to assist homeowners at or below poverty level by reducing costs such as affordable housing, home repairs, energy efficiency utilities, public transportation and healthcare assistance.

### **How are the Jurisdiction poverty reducing goals, programs, and policies coordinated with this affordable housing plan**

## SP-80 Monitoring

**Describe the standards and procedures that the jurisdiction will use to monitor activities carried out in furtherance of the plan and will use to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements**

The City of Brockton performs an ongoing monitoring process in compliance with the U. S. Department of Housing and Urban Development (HUD) regulations. The purpose of the monitoring process is to evaluate performance with regard to: Meeting Goals and Objectives; Compliance with HUD rules; Regulations and Administrative Requirements; Timely use of funds; and prevention of fraud and abuse of funds.

Each year when the City accepts proposals for new CDBG funds, applicants are required to supply specific information on primary beneficiaries of the intended project, the number of minority persons served, target populations and service needs. Specifically, applicants are asked to disclose information regarding techniques used to identify, assess and reach target populations as well as commenting on the goals and objectives of the proposed activity. Module forms are required along with invoices before payments are made on a monthly basis. The Brockton Redevelopment Authority will be responsible for monitoring these activities as described below:

1. **Public Services (non profits)** - Conduct periodic on site monitoring; review records and other pertinent information. Non profit agencies will be required to submit regular reports indicating the number of low and moderate income persons being served and the ethnicity of those serviced by the funded programs/activities. Such reports will be required to include particular detail as to how funded programs are benefiting low and moderate income persons.
2. **Economic Development** - Maintain Job Creation/Retention records for each business assisted and periodic monitoring of wage rates.
3. **Rental Development/Homebuyer Assistance:** 1. Undertake careful review of income eligibility for grants and assistance by means of credible income verification. 2. Undertake outreach to minority members of the community so as to facilitate their access to these financing tools. 3. Include recapture and/or resale provisions in all homebuyer assistance programs calling for repayment if the property is sold within varying time periods keyed to the amount of assistance provided (recapture and resale provisions are to be secured by liens). 4. Ensure long term code compliance in rental units.
4. **Davis Bacon Compliance** - The Brockton Redevelopment Authority oversees federally funded facility projects with require Davis Bacon compliance. The agency agreements include all necessary information that must be included in a sub-recipient's contract for construction projects including:

- HUD form 1040 - Federal Labor Standards Provisions
- U. S. Department of Labor Payroll forms
- Appropriate Wage determinations
- Notice to all Employees posters, to be posted at job site
- Contractor's guide to prevailing wage requirements for federally assisted construction projects.

5. Fair Housing Compliance - Residents and/or property owners with questions, issues or complaints associated with applicable Fair Housing laws may access the technical services of agencies such as the Brockton Redevelopment Authority and the Brockton Housing Authority.

6. Section 3 Requirements: If the agency issues a contract in excess of \$100,000.00, it will require a Section 3 plan from the contractor and will monitor that plan to ensure that businesses used and individuals hired are used to the greatest extent possible as delineated in that plan. Further, the agency requires all construction contracts using CDBG funds have a minimum of 25% of the contract awarded to Section 3 based businesses, Small Business Enterprises (SBE's), Minority Based Businesses (MBE) and Women Owned Businesses (WBE).

## Expected Resources

### AP-15 Expected Resources

#### Introduction

The Mayor has directed the Brockton Redevelopment and Brockton Housing AuthorityThe Mayor has directed the Brockton Redevelopment and Brockton Housing Authority to work closely and collaboratively with public and private housing agencies, principally the Brockton Housing Partnership as well as the Brockton 21st Century Corporation, other municipal instrumentalities as directed, the Commonwealth’s Department of Housing and Community Development and with several non-profit organizations working in the areas of affordable housing, homelessness, social services, and anti poverty programs. The Brockton Redevelopment Authority and Brockton Housing Authority will maintain solid working ties and relationships with the extended network of housing and social service providers operating in Brockton and within the region including the Old Colony Planning Council and the Plymouth County Housing Alliance. Lastly, the BRA and BHA will remain active and engaged members and participants of the Mayor’s Economic Advisors which acts as a focal point and clearing house for municipal entities, non-profit organizations and private industry interests pursuing a common economic development agenda. to work closely and collaboratively with public and private housing agencies, principally the Brockton Housing Partnership as well as the Brockton 21st Century Corporation, other municipal instrumentalities as directed, the Commonwealth’s Department of Housing and Community Development and with several non-profit organizations working in the areas of affordable housing, homelessness, social services, and anti poverty programs. The Brockton Redevelopment Authority and Brockton Housing Authority will maintain solid working ties and relationships with the extended network of housing and social service providers operating in Brockton and within the region including the Old Colony Planning Council and the Plymouth County Housing Alliance. Lastly, the BRA and BHA will remain active and engaged members and participants of the Mayor’s Economic Advisors which acts as a focal point and clearing house for municipal entities, non-profit organizations and private industry interests pursuing a common economic development agenda.

#### Anticipated Resources

Program	Source of	Uses of Funds	Expected Amount Available Year 1	Expected	Narrative Description
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	Funds		Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$	Amount Available Reminder of ConPlan \$	
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	1,270,554	498,714	52,000	1,821,268	498,714	This assumes level funding for the next five years.
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	413,000	225,000	451,000	1,089,000	0	

Table 56 - Expected Resources – Priority Table

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

Wherever possible and to the greatest extent feasible, Brockton will utilize CDBG and HOME funds so as to leverage additional state, local and private investments in support of affordable housing, public services and economic development initiatives. Brockton was provided with a Special EDI grant of \$190,000.00 for the restoration of the War Memorial Accessibility project. The City will continue to seek to leverage the Rescue of Foreclosed Homes CDBG project and its NSP substantial amendment entitlement funding with funding from the state NSP allocation and with bank and other public funding as it becomes available. The Attorney General’s office provided the City of Brockton with \$250,000.00 of

HomeCorp funding for use with the CDBG Receivership program and Homeowner Rehabilitation Program. (\$125,000 to Receivership and \$125,000 for Homeowner Rehabilitation). TRI (The Resources Inc.) has been provided with \$250,000 of NSP3 funding to provide homeowners in Brockton with repairs to their properties.

In recent years the HOME funds have leveraged NSP funds from the Massachusetts Department of Housing and Community Development and private financing from area banks to acquire and rehabilitate vacant, foreclosed, bank owned two and three family homes for the purpose of neighborhood revitalization. Renovated properties have proven to be the catalyst in stabilizing neighborhoods and attracting private investment. Recent projects have also utilized State Chapter 40R Smart Growth Zoning and Housing Production funds. Developers are also using local HOME funds to leverage both state and historic tax credits along with DHCD State Affordable Housing Trust Funds, state HOME funds and Brownfield funds. Continued bridge building with stakeholders in the neighborhoods is important to ensure long term vitality. The Brockton Housing Authority's Massachusetts Rental Voucher Program will fulfill the City's HOME Match Program.

**If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

Plot 48-2 Tribou and 2-2 Sheppard Street were public land sold to BHA at a deep discount.

**Discussion**

## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives

#### Goals Summary Information

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Special Needs Housing	2013	2017	Non-Homeless Special Needs			CDBG: \$5,000	Public service activities other than Low/Moderate Income Housing Benefit: 2 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 2 Households Assisted

Table 57 – Goals Summary

**Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.215(b)**

## Projects

### AP-38 Project Summary

#### Project Summary Information

Project Name	Target Area	Goals Supported	Needs Addressed	Funding
Mobile Anti Crime Task Force				:
YMCA Cosgrove Swimming Pool				:
YMCA David Jon Louison Family Center				:
YMCA Camp Massasoit				:
Youth Enhancement Program				:
Brockton Area Mulit Services Inc. (BAMSI) Helpline				:
Brockton Area Multi Services Inc. (BAMSI) Senior Center				:
Work Express Program				:
Homeowner Housing Rehabilitation Program				:
Streetscapes				:
Main Street Art Program				:
Commercial Rehabilitation				:
HUD Section 108 Interest				:
City Parks				:
Lead Abatement Self Help Inc.				:
Rescue of Foreclosed Home				:
Boys and Girls Club				:

**Table 58 – Project Summary**

## AP-35 Projects

### Introduction

In considering funding priorities for this period, the City is attempting to address emergency critical needs, stabilization of foreclosed ownership properties and neighborhoods experiencing significant numbers of foreclosures; deteriorating rental housing stock and the on going need for more low income housing; accessibility modifications to public facilities to enable people with mobility impairments to enjoy public assets and services; improving the vitality of the city's downtown and increasing the appeal of local businesses opportunities; supporting and providing a broad range of public service needs for lower income residents; and supporting other special needs, including housing and supportive services, ob Brockton residents.

In assigning priority to projects and need categories the City considers a variety of factors including community input, the community's emerging and critical needs, like the devastating foreclosure trend, significant public facility capital needs, and the service needs of residents; the number of low income people served; and the number and relative percentage of people in need.

The City of Brockton intends to support efforts to reduce crime; enhance the quality of community life through the provision of better public facilities, neighborhood stabilization efforts, and infrastructure improvements aimed at supporting economic development; and reduce poverty and improve the quality of life for people living at or below the poverty level by expanding economic opportunities and supporting vital social/public service providers and faciilities that help create and/or retain jobs. The City will also act to stabilize, improve and increase access to owner occupied housing for low and moderate income residents, including addressing the community's significant needs relating to the foreclosure crisis and stabilize, improve and increase the supply of affordable rental units for low and moderate income community members as well as residents with special housing and service needs.

While this consolidated plan anticipates that priorities may shift as current projects are completed and new projects are added in future years, the 2013 Annual Plan will accomplish these objectives through the following projects.

#	Project Name
1	Mobile Anti Crime Task Force
2	YMCA Cosgrove Swimming Pool

#	Project Name
3	YMCA David Jon Louison Family Center
4	YMCA Camp Massasoit
5	Youth Enhancement Program
6	Brockton Area Multi Services Inc. (BAMSI) Helpline
7	Brockton Area Multi Services Inc. (BAMSI) Senior Center
8	Work Express Program
9	Homeowner Housing Rehabilitation Program
10	Streetscapes
11	Main Street Art Program
12	Commercial Rehabilitation
13	HUD Section 108 Interest
14	City Parks
15	Lead Abatement Self Help Inc.
16	Rescue of Foreclosed Home
17	Boys and Girls Club

**Table 59 – Project Information**

**Describe the reasons for allocation priorities and any obstacles to addressing underserved needs**

The basis for these allocation decisions lies in the ongoing consultations with the extensive network of public service agencies and public entities dealing with housing and community development issues in Brockton, public input from hearings and meetings, survey results and the experience of the lead agencies over many years.

Obstacles to meeting underserved needs are clearly attributable to insufficient resources with which to address the growing needs. Brockton’s CDBG entitlement has decreased over the past couple of years and although it appears that the entitlement amount for the FY2013 will most likely remain the same as 2012, the HOME funds have been decreased dramatically. These decreases have put a strain on the amount the City can provide for these projects. The pattern in recent years in terms of federal and state assistance to urban areas has generally been on the decline. With an emphasis on urban needs and on energy conservation assistance, Brockton is hopeful that this general trend has begun to reverse itself and that it will be better able to meet more of the housing and public service needs that continue to multiply in the city. As in other

cities throughout the country, Brockton continues to face multiple and interrelated new housing and social problems stemming from subprime mortgages and foreclosures.

Throughout program year one (FY2013) the City of Brockton will continue to work as it has done in the past to pursue partnerships with an extensive network of providers and programs at all levels of government and in the private sector will be working to craft and employ effective responses to this ongoing national housing crisis. Brockton will employ any and all new public and private mechanisms that become available which could further meet the underserved needs and it will continue to seek out creative local approaches to addressing these identified and prioritized needs.

## AP-50 Geographic Distribution

### Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed

**Downtown Core Neighborhoods** – Census Tract 5109 had 79% of the households listed in the ACS as low and moderate income. This neighborhood is in the very core of the city. This area is a high crime area and is patrolled by the specially equipped Brockton Police Anti Crime Unit.

**Highland, Newbury and Green Street Neighborhoods** – Census Tract 5108 has 61% of the households listed in the 2010 Census as low and moderate income. The City has made great strides in this area relative to home acquisitions and renovations. Although there is still much to do, the City has committed to completing projects by way of renovations to vacant or abandoned properties to bring them to habitable condition and demolitions of properties that are beyond repair.

**Montello Neighborhood** – There are two low and moderate income census tracts with this neighborhood, census tract 5105-02 and 5103. The City of Brockton and the Brockton Redevelopment Authority will assist homeowners in these census tracts with repairs to their homes and will concentrate on vacant or abandoned properties within these areas.

**The Village** – Census Tract 5110 is within this neighborhood and is made up of 65% low and moderate income residents.

**Campello Neighborhood** – Census tract 5114 and 5116 are within the Campello Neighborhood and has 52% of its residents low and moderate income in tract 5114 and 51% in Census Tract 5116.

**East Side Neighborhood** – Census Tract 5112 has 52% of the residents listed as low and moderate income.

**Pleasant/Prospect Neighborhood** is within census tract 5104 and has over 52% of its residents listed as low and moderate income households.

### Geographic Distribution

Target Area	Percentage of Funds

Table 60 - Geographic Distribution

## **Rationale for the priorities for allocating investments geographically**

The City of Brockton is not allocating percentages of funds for specific geographic locations within the City with the exception of the Main Street Art program and the Brockton Police Mobile Anticrime Patrols which are specifically for the downtown corridor and surrounding neighborhoods.

## **Discussion**

The City of Brockton has 21 Census Tracts that divide up the City of Brockton. Of the 21 census tracts, nine of them are low and moderate income areas according to ACS estimates for 2010. The target neighborhoods indicated above are all within low and moderate income census tracts.

# Affordable Housing

## AP-55 Affordable Housing

### Introduction

One Year Goals for the Number of Households to be Supported	
Homeless	0
Non-Homeless	5
Special-Needs	18
Total	23

**Table 61 - One Year Goals for Affordable Housing by Support Requirement**

One Year Goals for the Number of Households Supported Through	
Rental Assistance	908
The Production of New Units	3
Rehab of Existing Units	23
Acquisition of Existing Units	2
Total	936

**Table 62 - One Year Goals for Affordable Housing by Support Type**

### Discussion

The City has severely limited resources due to the cuts in the CDBG and HOME programs. The HOME funds will be used to leverage private investment for the development of units for moderate income families primarily in the downtown section of the City. Stations lofts is a 25 unit residential property being rehabilitated in the downtown section that will be available at market rates rents with appropriate affordability covenants. Brockton must create neighborhoods that are financially viable for those who inhabit them. The Brockton Housing Authority will continue to create accessible units through it public housing and affordable housing programs to meet current need.

## **AP-60 Public Housing**

### **Introduction**

The Brockton Housing Authority (BHA) manages over 2000 apartments in 16 public housing developments throughout Brockton as well as 1000 rent-assisted apartments/houses. The approximately 85 employees of the BHA serve about 7,000 residents, or about 7% of Brockton's population. The Authority also manage programs to help develop affordable private homes for ownership and rental that enable families to move beyond public assistance and become self-sufficient. The BHA currently has list for public housing and the Housing Choice Voucher programs that are in excess of 5 years long.

### **Actions planned during the next year to address the needs to public housing**

- Continue comprehensive at Caffrey Towers
- Bid out construction contract for conversion of 8 units at Campello High Rise to UFAS / Section 504 units
- Complete energy efficient upgrades to all federal developments
- Complete replacement of all windows & doors at Campello High Rise
- Under take a complete physical needs assessment of all federal developments
- Complete roof replacements at two state developments: Washburn Heights and Walnut-Crowell
- Complete installation of GFI receptacles at state development Crosby Gardens
- Complete exterior repairs at state development Washburn Heights
- Begin Comprehensive Modernization of kitchens and bathrooms at Washburn Height

### **Actions to encourage public housing residents to become more involved in management and participate in homeownership**

The goal of involving public housing residents in the management of the Brockton Housing Authority began in earnest fourteen years ago. At that time the Director of Operations and the Resident Services Coordinator began to meet with tenant council presidents and leaders of the developments throughout the authority on a monthly basis. Prior to this, residents across the city were not united as one group but managed the business of their buildings on a very individual basis. Having the opportunity to meet on a monthly basis with BHA staff began a journey of 14 years that bring us to a place where we have good communication, a strong ability to work together and for residents to initiate and maintain an organizational framework to successfully lead their residents.

### **If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance**

The Public Housing Authority is not troubled.

## **Discussion**

The BHA continues to seek additional resources to assist in the modernization of its existing public housing stock and to work with partners to develop livable neighborhoods. The BHA recently executed an energy performance contract that allowed the BHA to borrow \$5.8 million dollars to install energy savings devices within its public housing stock. These include new refrigerators, lighting, toilets and shower heads, and windows and doors at its 400 unit elderly-disabled complex. The BHA will convert 8 units of elderly-disable unit to accessible in 2013 and will continue this program to meet current need. There is substantial change proposed in the delivery of public housing in the Commonwealth of Massachusetts that could cause significant change in the way public housing is governed and managed.

## **AP-65 Homeless and Other Special Needs Activities**

### **Introduction**

The City of Brockton and Father Bill's and MainSpring would like to partner with community entities to outreach and engage the unsheltered homeless community and would like to prioritize this group for possible housing subsidies through Brockton Housing Authority. Additionally, the development of one resource/opportunity center with community partners would be an ideal method for assessing the individual needs of those who are homeless or are in danger of being homeless. The City would also like to participate in a community run group to identify chronic people living on the street and provide targeted outreach and housing resources.

### **Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including**

#### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The City has several goals to reduce and end homelessness, the first is to re-establish proactive street outreach resources targeted to chronically homeless women and men living on the streets of Brockton and integrated into existing community planning and engagement initiatives as appropriate. Another is to develop a community day resource/opportunity center, including co-location of community resources, to provide “one stop shopping” for homeless men and women. The City would also like to establish a specific list of chronically homeless individuals in the community and use this list to target outreach, engagement, and housing resources. Develop and distribute a resource guide /street sheet for the community, including homeless individuals.

#### **Addressing the emergency shelter and transitional housing needs of homeless persons**

Father Bill's and MainSpring will continue to shelter individual and families with the goal of additional permanent housing resources internally and externally. They will also collect data and analyze it, in addition to getting provider and consumer input.

#### **Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

Father Bill's and MainSpring would like to see collaboration within the community to help at least 10

chronically homeless individuals/families move into homes annually each year for the next 5 years, totaling 50 units for 50 individuals/families. Father Bill's and MainSpring would also like to continue to develop family housing and housing for veterans in the community, with the goal of ending veteran homelessness by 2015.

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

Father Bill's and MainSpring provides data to the Interagency Council on Housing and Homelessness on discharges that come to the facilities to better coordinate/communicate with the state and other systems of care.

## **Discussion**

Helping homeless individuals and families is and will continue to be a challenge in Brockton. The solution to this problem will entail a collaborative and multi-pronged effort including the creation of living wage jobs in Brockton for Brockton residents and affordable housing opportunities, along with services for those with mental health and substance abuse challenges, and assistance for persons with disabilities. Only by tackling all of these challenges in a collaborative manner will the City end homelessness.

## **AP-75 Barriers to affordable housing**

### **Introduction**

There is a state law that requires local government to have at least 10% of its housing stock subsidized and dedicated to households below 80% median income in order to retain full control over the zoning permit process when affordable units are proposed. That nature of affordability is defined by the state and generally must be for at least 15 years for rehabbed housing units and 30 years for newly created units. This law gives the state the power to override local decisions regarding affordable housing projects, whether those decisions are based on zoning by laws or other arguments such as impact on schools, environmental issues, infrastructure limitations, etc. A local community can amend its bylaws and procedures for a specific project and gain exemption from this law under what is known as and controlled by state regulations. Limited public funding and private investment interest are remaining key barriers to increasing the supply of affordable housing.

### **Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment**

The City has taken steps to create zoning which will promote affordable housing development such as Chapter 40R. The City of Brockton has designated five “Smart Growth” development districts which provide incentives for the development of affordable housing adjacent to transportation centers.

The City has also been exploring the use of an overlay zoning to facilitate this use.

Limited public funding and private investment interest are remaining barriers to increasing the supply of affordable housing. Nevertheless, the City is taking steps to create attractive development and redevelopment opportunities including improving the appearance and curb appeal of business districts, by demolishing derelict buildings and by clearing and cleaning up vacant lots.

### **Discussion**

Other strategies which can be looked at in the coming years are:

**Zoning Relief and Other Bonuses** – State and case law permits local jurisdictions to provide a variety of benefits to be developed, such as a density bonus in exchange for reserving a percentage of housing units for low and moderate income or senior households for a specified period of time.

**Inclusionary Housing** – Inclusionary zoning has become a more common tool for communities and is usually linked to the bonuses mentioned above. In strong housing markets, it is feasible for developers to meet the inclusionary zoning requirements without other subsidies. In a market such as Brockton’s, subsidies would be essential.

**Commercial/Industrial Linkage Fee** – The concept is that most commercial and industrial development relies on a number of employees who are paid less than 80% of median income. So, by requiring some effort to provide funds to enable these employees to live as well as work in the community by putting the money towards affordable housing developments in the community, the linkage fee is a benefit to all.

**Availability of Financing** – Some communities have developed task forces which work with lenders operating in the community to develop agreements in conjunction with the Federal Community Reinvestment Act, which will provide lower mortgage rates and other financial benefits for providers and consumers of affordable housing.

**Accessory Apartments** – Many communities have developed accessory apartment provisions in the zoning code, which in effect permit homeowners, especially single family homeowners, to provide an additional housing unit either within the existing house or as an addition, provided that one of the households meets the eligible income limit. This code provision has the added benefits of legalizing a number of illegal uses and also of developing housing in communities with little or no land availability.

**GAP Financing and Fee Reductions** – Many communities use HOME funds, redevelopment set aside funds, and Housing Trust Funds to provide ‘gap financing’ for affordable housing projects in order to mitigate the impacts of market factors, planning and development fees, on-site and off-site improvements, infrastructure and utility connection and other costs associated with residential development.

**Permit Processing** – A community can set up an expedited processing system for any project which is providing affordable housing. This program establishes an aggressive processing timeline to cut the cost and time constraints associated with building affordable housing by:

1. Providing mandatory preliminary review meetings for early staff feedback
2. Significant reducing project review cycles
3. Funding environmental, traffic impact and other studies after preliminary reviews

Compounding the need for affordable housing has been the loss of many units due to foreclosure. While these were not necessarily owned or occupied by households below 80% median income, it is reasonable to assume that a number of them were within that bracket.

## **AP-85 Other Actions**

### **Introduction**

#### **Actions planned to address obstacles to meeting underserved needs**

Obstacles to meeting underserved needs are clearly attributable to insufficient resources with which to address growing needs. Brockton's entitlement amounts for CDBG and HOME as well as other federal and state assistance to urban areas have been on a downward trend over the past few years. With new emphasis on urban needs and on energy conservation assistance, Brockton is hopeful that this general direction has begun to be reversed and that it will be better able to meet more of the housing and public service needs that continue to grow exponentially. As in other cities throughout the country, Brockton continues to face multiple and interrelated new housing and social problems stemming from the sub-prime mortgage/foreclosure crisis. Brockton has the highest levels of foreclosure distress as of January 1, 2013, both among the gateway city communities and all Massachusetts municipalities.

#### **Actions planned to foster and maintain affordable housing**

Brockton's limited supply of affordable housing is one of the community's most significant barriers to fair housing choice. Lower income households experience a higher rate of housing problems than other households in Brockton, and this impacts minority households and people with disabilities in the community disparately because they are more likely to be low income households. The City of Brockton will continue to work with local and regional nonprofits and others to pursue opportunities to develop new affordable housing. Networks like the Massachusetts Smart Growth Alliance can provide resources and organizing support to promote equitable growth, including increased housing opportunities.

#### **Actions planned to reduce lead-based paint hazards**

The City of Brockton and the Brockton Redevelopment Authority work closely with Self Help Inc. in an effort to reduce, if not eliminate lead based paint from properties in the City of Brockton. In the 2010 program year, the City of Brockton \$50,000 of matching funds for an award by HUD's Office of Healthy Homes and Lead Hazard Control. In this annual plan, the City of Brockton is once again providing Self Help Inc. with matching funds of \$50,000.00 for an additional grant Self Help Inc. is in the process of obtaining.

Additionally, the Brockton Redevelopment Authority runs a Homeowner Rehabilitation Program to benefit low and moderate income residents. When lead is present in these homes, Self Help Inc. is contacted and the Brockton Redevelopment Authority and Self Help Inc. work closely together to de-lead the property.

## **Actions planned to reduce the number of poverty-level families**

Most activities undertaken by the City with CDBG, HOME and other federal and state funds for low income families are efforts to reduce the number of persons in poverty and improve the quality of life for Brockton residents, either directly or indirectly. City staff also work in partnership with citizens, other City departments and the public and private sectors to accomplish its goal of reducing poverty.

CDBG programs which can be used and which directly influence the household income level include: job training, job counseling and placement, education and business development.

In the near future the focus will be on job development and economic stabilization.

CDBG and HOME programs can be used and can indirectly influence the impact on household living by those at or below the poverty level, by reducing other costs including, affordable housing, energy efficiency, public transportation and health care assistance.

In the near future the City will be funding the following indirect activities:

- Housing rehabilitation including energy efficiency improvements
- Health services – both physical and mental
- Revitalization and economic development activities

For this coming year, the City will be undertaking the following programs which it believes will impact those families living in poverty:

The City's new Annual Plan for FY2013 offers its support of those projects and programs that bring income stability to Brockton's low and moderate income households including those projects and programs that generate or retain jobs or provide workplace preparedness programming.

In 2013-2014 the City proposes funding such initiatives including the following:

**Father Bill's and Mainspring – Work Express Program** - The Work Express program is designed to provide homeless persons with an opportunity to become productive citizens of the community through employment and independence by means of transitional housing, intensive case management, substance abuse counseling and basic skills development with a primary objective of helping unemployed homeless individuals reenter the workforce. Community Development Block Grant funds will be used to pay the salary of program employees and to supplement stipends paid to the program participants.

**Old Colony YMCA David Jon Louison Family Center** – The Old Colony YMCA provides programs for families experiencing homelessness. The program provides emergency shelter and housing, case management and support services to families in order to reach a higher level of self sufficiency.

## **Actions planned to develop institutional structure**

The Brockton Redevelopment Authority (BRA) and the Brockton Housing Authority (BHA) will carry out the FY2013 Annual Plan on behalf of the City of Brockton. The BRA and the BHA are accountable to the Mayor, as Chief Executive Officer of the City of Brockton. Day-to-day responsibility for administration of the CDBG and HOME programs and certain other grant funded activities will rest with the CDBG Director of the BRA and the Executive Director of the BHA respectively. The Brockton Redevelopment Authority Director will also be responsible for energy policy coordination and long-term planning functions on behalf of the City. The BRA had the responsibility for preparing, submitting and implementing all previous Consolidated Community Development Plans and Action Plans as well as for managing the consultation and Citizen Participation processes, preparing annual CAPER(s) and interacting with HUD representatives. The BRA previously played a central and critical role in the planning, implementation and coordination of Brockton's multi-faceted and interrelated community and economic development efforts. As the BRA partners with other public agencies such as the Brockton Housing Authority and with community based and/or private organizations in order to carry out projects and programs covered by the Consolidated Plan, the BRA nonetheless will remain the agency ultimately responsible for administering those programs.

## **Actions planned to enhance coordination between public and private housing and social service agencies**

The City will continue to work closely with its non-profit partners to both monitor the success of existing programs and generate ideas for new programs to serve the changing needs of Brockton's low income population. BRA Staff will meet with sub-grantees during the year to assess the existing program and discuss changes needed as well as ideas for new directions. The BRA Staff will also meet with non-profit and public housing providers to reassess needs and opportunities.

The Brockton Redevelopment Authority and Brockton Housing Authority regularly interacted with locally and regionally based agencies and community-based organizations seeking ideas and input as to the most pressing needs facing the City of Brockton, particularly its low- and moderate-income and minority populations. Again this year, the BRA and the BHA relied heavily on these consultations in developing this Annual Action Plan. The BRA and BHA encourage and maintain open lines of communication with all of these organizations and agencies. This has been the case in the development of the Annual Action Plan as well as the Consolidated Five Year Plan.

## **Discussion**

## Program Specific Requirements

### AP-90 Program Specific Requirements

#### Introduction

The BRA collected \$178,992.72 in program income, however all of those funds have been reprogrammed at this time. None of the proceeds from the City's Section 108 Loan are set aside at this time to address the priority needs and objectives.

#### **Community Development Block Grant Program (CDBG) Reference 24 CFR 91.220.(I)(1)**

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
<b>Total Program Income:</b>	<b>0</b>

#### **Other CDBG Requirements**

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	70.00%

#### **HOME Investment Partnership Program (HOME) Reference 24 CFR 91.220.(I)(2)**

1. A description of other forms of investment being used beyond those identified in Section 92.205 is

as follows:

None

2. A description of the guidelines that will be used for resale or recapture of HOME funds when used for homebuyer activities as required in 92.254, is as follows:
3. A description of the guidelines for resale or recapture that ensures the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4) are as follows:
4. Plans for using HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds along with a description of the refinancing guidelines required that will be used under 24 CFR 92.206(b), are as follows:

No refinancing is proposed.

## **Discussion**