One City, One Plan

Housing

Chapter 14

KEY TOPICS

- Existing Housing Characteristics and Development Trends
- Recent Housing Initiatives
- Future Housing Initiatives
- Summary Trends and Implications
- Goals & Objectives

Adopted June 3, 2010
Reissued June 2011

Introduction

Housing and housing-related issues affect all residents. The form, layout, condition, and cost of housing available are key to the quality of life within a community. The City's current housing status will be examined to determine what housing needs exist and to formulate courses of action to address those needs in the coming decade.

Section 8-23 of the General Statutes for the State of Connecticut sets the standards for a municipal Plan of Conservation and Development. The Statute reads, "Such plan shall make provision for the development of housing opportunities, including opportunities for multi-family dwellings, consistent with soil types, terrain, and infrastructure capacity. Such plan shall also promote housing choice and economic diversity in housing, including housing for both low and moderate-income households."

Existing Housing Characteristics & Development Trends

Housing Stock Characteristics

The 2000 Census recorded 50,644 housing units in the City of Hartford, compared to 56,098 housing units counted in the 1990 Census. Of the total 44,986 occupied housing units, only 24.6% were owner-occupied and the remaining 75.4% were renter-occupied units. 5,658 housing units were listed as vacant. According to the American Communities Survey's 2006-2008 three-year estimate, the homeownership rate in Hartford was calculated to be 25.6%.

Rental Units

Hartford's percentage of rental units (75.4%) was more than double the percentage for Hartford County. Hartford is the region's leader in rental units.

Housing Construction by Structure Type

During the past decade many varieties of housing types were built in Hartford. There were 1,516 housing permits issued between 1998 and 2008. They comprised the following:

- 317 (20.9%) were for single-family attached or detached units;
- 452 (29.8%) were for two-family units;
- 54 (3.6%) were for three- and four-family units;
- 693 (45.7%) were for structures with five or more units.

In 1998 Hartford began a transformation, focusing on the elimination of dense public housing complexes. Between 1998 and 2008, 2,260 housing units were demolished in Hartford. A substantial portion of these were public housing. These public housing units were eventually replaced with lower density townhomes and single-family residences. Reduction in public housing units when viewed statistically, ranked Hartford

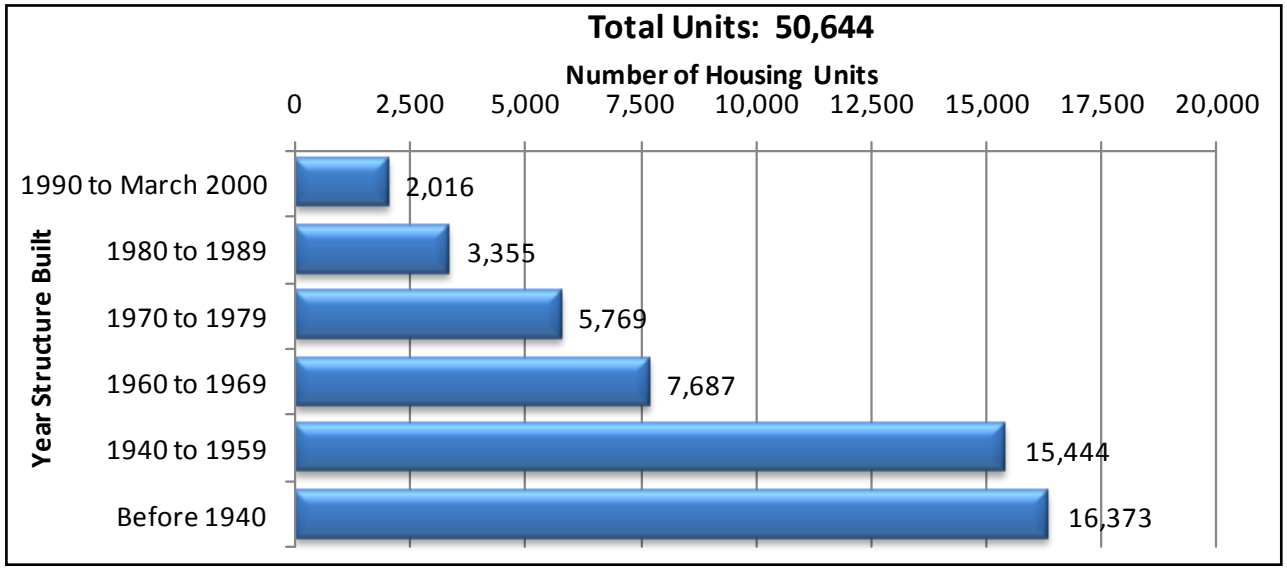
Two-Family House – Litchfield St. Blue Hills

Apartments – Trumbull St. Downtown

Three-Family – Acton St. North East

below other cities in the region in net housing built. However, by 2003 Hartford began redeveloping public housing and focusing on housing development in the Downtown area. Shortly after, Hartford again became a regional leader in housing production.

While Hartford has a variety of housing styles, types and unit configurations, the housing stock is comprised of low, moderate and high-end residential structures. Hartford's housing market offers a wide variety of housing choices from high rise luxury apartments, to small and large single-family homes to courtyard apartments and townhomes. In Hartford, there is housing for every income and for every preference.



Age of Housing Units, 2000

Age of Housing Stock

As shown on the accompanying chart, as of the 2000 Census 62.8% of Hartford's housing stock was built before 1960. The number of housing units produced during the 1960s (7,687) and 1970s (5,769) is considerably smaller. Further, housing construction during the 1980s slowed markedly, with 3,355 units built during the decade. Only 4.0% of the City's total housing stock was built between 1990 and 2000. Since the 2000 Census, approximately 1,384 housing units have been constructed in Hartford. As a result, Hartford's housing stock tends to be architecturally significant but older.

HUD Fair Market Rents – 2009

The U.S. Department of Housing and Urban Development (HUD) issues on an annual basis a schedule of Fair Market Rents for counties and metropolitan areas across the United States. HUD's FY2009 Final Fair Market Rents for Existing Housing were reviewed. For 2009, the Fair Market Rents for the Hartford-West Hartford-East Hartford area, of which Hartford and all of its adjacent communities are a part, were $697 for a studio apartment, $835 for a one-bedroom apartment, $1,021 for a two-bedroom apartment, $1,226 for a three-bedroom apartment and $1,522 for a four-bedroom apartment.

Rents – 2009 Market Snapshot

A sample of units currently for rent were exam-

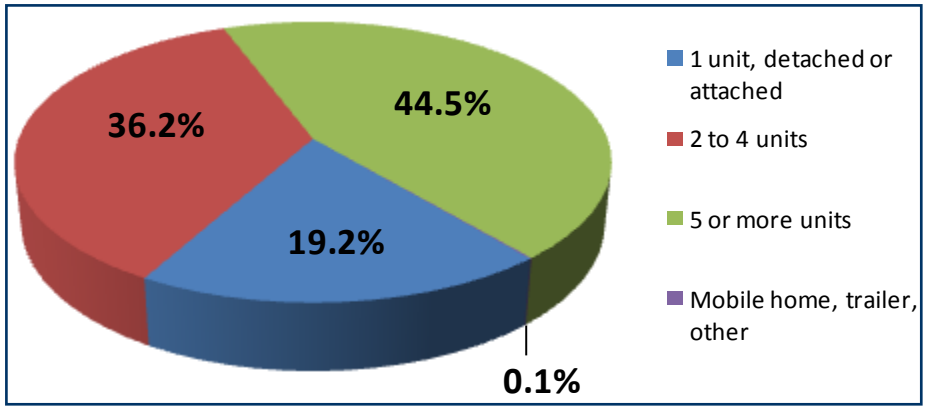
ined across several different housing types including apartment complexes, condominiums for rent, multifamily housing and individual homes for rent. Data sources included the Hartford Courant rental listings and Apartmentguide.com listings.

Hartford's rental housing market is exceptional in that it has an expansive range of rents for apartments with the same number of bedrooms. Apartments in Hartford have some of the highest and lowest rents in the region. Twenty-three apartment complexes were surveyed, and of those identified, rents for studio and one-bedroom apartments ranged from $475 to $2,600 per month and two-bedroom apartments ranged from $700 to $6,000 per month. Apartments with three or more bedrooms were very few in number. Three-bedroom apartment listings had a price range of $800 to $1,150 per month. Several apartment complexes in Downtown Hartford, namely Hartford 21, Trumbull on the Park and The Lofts at Main & Temple, generally constituted the high end of this market.

Apartments for rent in multifamily complexes constituted a much lower and narrower price range, ranging from $325 to $635 per month for studio apartments, $500 to $825 for one-bedroom apartments, $500 to $1,800 per month for two-bedroom apartments, and $725 to $1,800 per month for three-bedroom apartments. The sole four-bedroom apartment listed had a quoted asking rent of $1,300 per month.

Development Trends

Hartford's housing stock of 50,644 units, as enumerated by the 2000 Census, consisted of 14.9% single family detached housing; 4.2% single-family attached (generally condominium) housing; 44.5% multi-family housing (5 units or more); 36.2% two, three and four family housing and 0.1% mobile home or other.



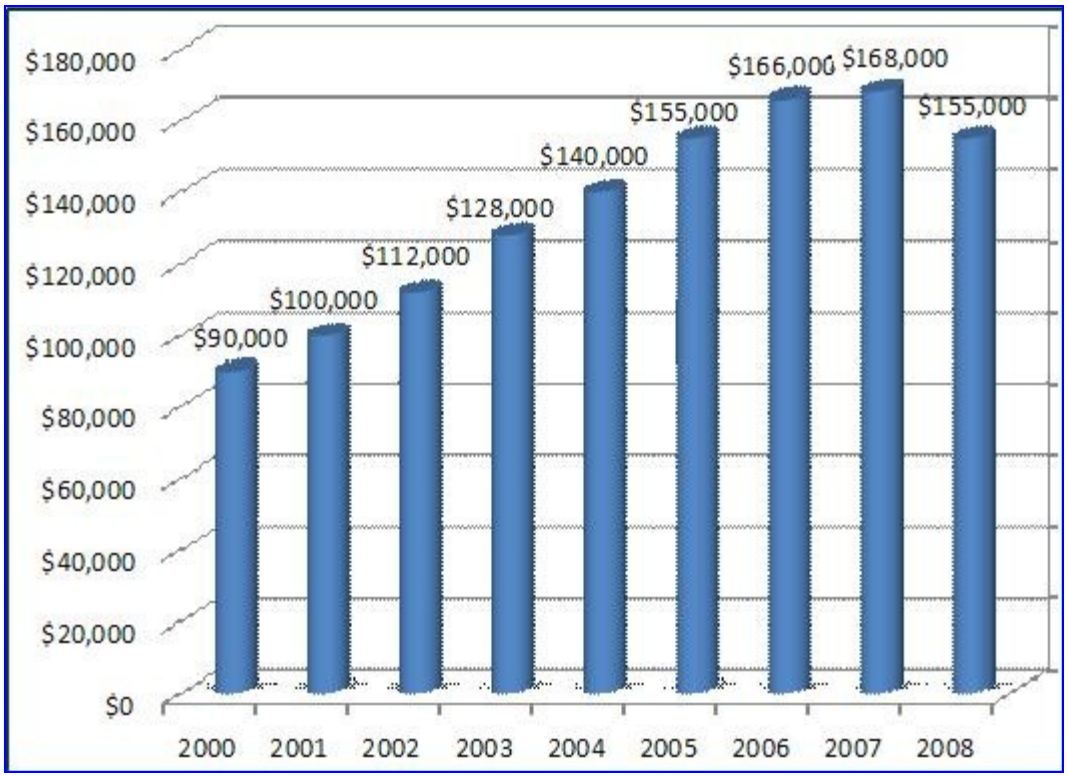
Estimated Total Housing Units by Structure Type, 2008

According to available data from the Census and the State of Connecticut's Department of Economic and Community Development, between January 2000 and December 2008, the number of housing units in single family attached or detached structures increased by an estimated 200 units, or 2.1%. Units in two to four unit structures increased by 255 units, or 1.4%.

Multi-family units in structures with 5 or more units also increased, gaining 344 units or 1.5%. Mobile homes and other forms of non-traditional housing remained unchanged over the time period. The total estimated number of housing units in Hartford as of the end of 2008 was 51,443. Based upon these figures, the increase in housing units in Hartford since the 2000 Census has been spread across all housing categories.

Of the 51,443 housing units estimated by DECD,

Three-Family – Chadwick Ave. Parkville



Single Family Median Sales Price, 2000-2008

9,898 (19.2%) were single-family attached and detached units; 18,600 (36.2%) were in two to four family structures; and 22,895 (44.5%) were in structures with five units or more. There were also 50 mobile homes and similar types of housing units in the City.

Home Sales and Median Sales Prices

For the period of 2000-2008, an average of 379 single family homes per year were purchased in Hartford. As shown in the accompanying chart, median single-family residential sales prices have generally been on a strong upward trend in Hartford since 2000.

Compared to adjacent communities, over the past several years Hartford's median residential sales prices have (on a percentage basis) increased faster than any other municipality. West Hartford remains the highest-priced town in the immediate area, as it has been since 2001.

Between 2000 and 2008, the median sales price for a single-family home in Hartford increased by 72.2%, which was the highest rate of increase in the immediate area. Median sales prices in the surrounding communities increased from a low of 44.7% in South Windsor to a high of 66.8% in West Hartford. These increases reflected global market trends in which home prices peaked in 2008. Subsequently, in 2009 and beyond, global financial conditions changed and it was reflected in home sales prices which declined across the board in all communities. In the immediate Hartford area declines in median home sales prices between 2008 and 2009 were significant, usually greater than -10.0%. These declines have been most pronounced in Hartford and Bloomfield, where median home sales prices have declined by -28.6% and -25.9% from their 2007 peak levels.

Single Family Homes and Condominium Sales Listings and Prices

According to the Warren Group, Hartford experienced a substantial rise in home sales prices from the latter half of the 1990s to the present. Over 76% of the homes and condominiums listed for sale in 2009 had asking prices of less than $200,000. 10.6% of the current single family and condominium listings in 2009 had asking prices of over $300,000. The median single family or condominium asking price in Hartford is roughly $160,000.

Demographic Shifts and Market Opportunities

A significant market opportunity exists in Hartford due to the changing demographics of the region, Connecticut and the nation as a whole. The most common living arrangement in the United States as of 2010 was unmarried people with no children.

Changes in the age distribution of the population impacts future housing development. The 2000 Census indicated that only 23.5% of households were of the "traditional" nuclear family variety, down from 45% in 1960. Average household size in 2000 was 2.59 persons. The dominant household demographics in the coming years will likely be singles and couples age 25 to 34 and households of all types between the ages of 55 and 70.

Through their choices of housing, these households are demanding active, mixed-use locations in established urban areas and town centers where higher densities of development create an environment that combines housing, employment, shopping, dining and entertainment opportunities.

As an established urban center with a well-defined Downtown area, Hartford has an opportunity to capitalize on this growing demographic trend. By encouraging additional residential development in the Downtown area, Hartford could capture a segment of this housing market to strengthen its existing Downtown core assets. As noted previously, the number of housing units in Downtown Hartford has tripled during the last decade. The City should continue to build upon the growing residential appeal of the Downtown area.

Strong Neighborhoods, Successful Initiatives and Housing for All

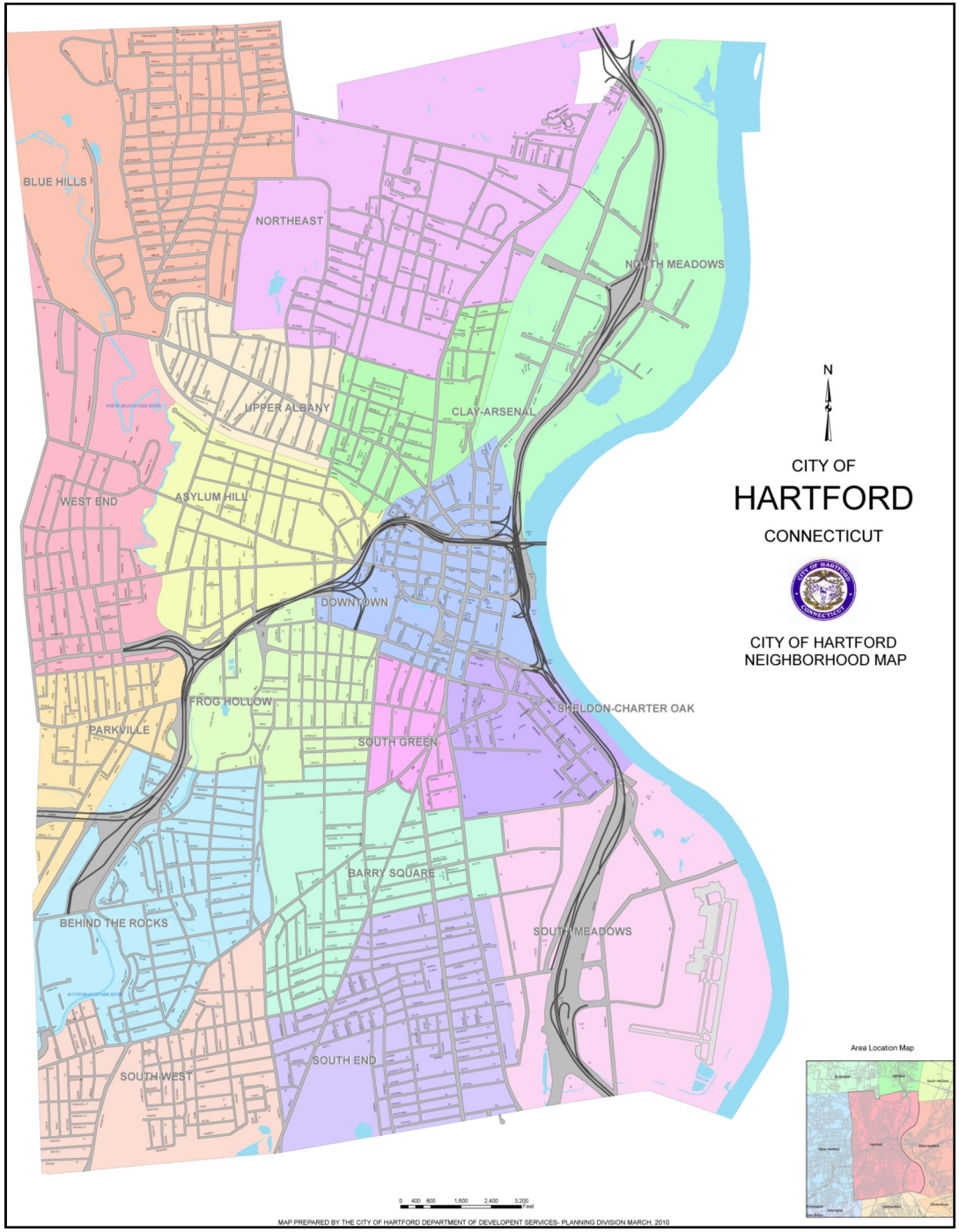
It is often assumed that Hartford is comprised of low-income housing and distressed neighborhoods. High-profile media coverage of crimes occurring within certain areas of the City fuel this perception among residents of the region. However, while Hartford does have the highest level of affordable housing as a component of its housing stock of any municipality in the state, and has areas where crime rates are higher than the surrounding region, the City has also has successful housing development initiatives and

Two-Family – Monroe St. South West

One-Family – Pomfret St. Blue Hills

Three-Family – Oxford St. West End

One-Family – Eastview St. Barry Square



City of Hartford Neighborhoods

policies. The City also has several stable and thriving neighborhoods that are very similar in character to neighborhoods located in adjacent first-ring suburban communities. The map entitled *Neighborhoods* shows the established boundaries of Hartford's neighborhoods.

The Blue Hills, West End and South West neighborhoods are all examples that belie the regional perception of the City as a whole. All three neighborhoods have income levels significantly higher than the City as a whole and crime rates that are more in line with those of the surrounding first-ring suburban communities. They also have substantial rates of homeownership, and single-family detached housing comprises a significant portion of their respective housing stocks. Areas with similar characteristics exist throughout the City.

Hartford's numerous neighborhood development groups and organizations, through both their own initiative and with the help of the City, have produced a number of successful initiatives and projects. Neighborhood Revitalization Zone (NRZ) committees in Hartford are working to plan and develop their respective neighborhoods. Hartford 2000, a coalition of Hartford's neighborhoods, has been involved in the NRZ planning process. The Northside Institutions Neighborhood Alliance (NINA) is a collaborative effort between major institutions and neighborhood groups in the Asylum Hill area focused on beautification and community reinvestment. The Southside Institutions Neighborhood Alliance (SINA) is working to improve housing, community safety, economic development, workforce development, community life and education in the Frog Hollow, Barry Square and South Green neighborhoods. Broad Park Development Corporation has spent over 30 years providing housing financing assistance, historic renovations and rental property management services to the Frog Hollow and South Green neighborhoods.

Hartford Areas Rally Together (HART) provides community and issue organizing and homeownership assistance programs to residents in the southern end of Hartford. The Spanish American Merchants Association (SAMA) in Hartford assists small businesses in developing and expanding, and helping business owners grow professionally. The Hartford Community Loan Fund, formerly the South Hartford Initiative, provides loans and grants to residents, developers and small businesses throughout Hartford. Community Renewal Team (CRT), one of the oldest continually operating Community Action Agencies in the nation, provides a range of community services from early education to weatherization.

These are just a few of the numerous groups and organizations that are working strenuously to improve the housing, economic development and social fabric components of the City of Hartford.

The City operates a number of programs fi-

Two-Family – Bliss St. South End

"Perfect Six" – Zion St. Frog Hollow

One-Family – Goshen St. South West

One-Family – Kenyon St. West End

nanced through State and Federal grants. These programs are designed to actively promote and facilitate new housing construction and substantial rehabilitation.

The City offers a variety of housing that serves a wide range of households and demographics even though the majority of the housing in the City is multi-family. Single-family detached homes, luxury condominiums, garden apartments and two- to four-family residences are all found in Hartford. This diversity of housing types is one of the key strengths of Hartford's housing stock.

Subsidized/Affordable Housing

The issue of housing affordability is a state-wide problem. Affordability on a regional basis is also complex and defies simple solutions. The cost of housing is the result of a variety of factors including, but not limited to, the demand for a specific location, availability of buildable land, and labor and material costs. Age and quality of the existing housing stock as well as the introduction of new product to the market greatly affect the cost of housing. Further, factors independent of housing cost including interest rates, job growth, and local economic conditions all work together to influence the cost and availability of housing. Most of these factors are beyond the control of local governments.

The population of Hartford and the immediately adjacent communities is over 364,000. The housing market for Hartford, tied to ease of commuting and confirmed by work transportation patterns, greatly extends beyond adjacent communities. In 2000, 56.0% of all workers commuting into Hartford commuted from outside the City and adjacent communities. In addition, over 38,400 Hartford residents work within Hartford County, constituting a significant component of the employment base for several critical economic sectors.

The State of Connecticut requires that the issue of affordable housing be addressed in each community's Plan of Conservation and Development. Development over the years in Hartford has resulted in a housing stock that is quite diverse in terms of housing types and styles. Current zoning regulations are flexible in terms of providing a wide range of allowable densities and housing types. The housing built in Hartford during the last ten years has been more affordable than the housing built in any surrounding municipality.

<u>Monthly Housing Costs and Regional Context</u>

With an average home sales price of $160,000 and a 20% down payment to avoid mortgage insurance, a new homeowner would need a mortgage of $128,000 and a down payment of $32,000. At an assumed interest rate of 6.25%, a $128,000 mortgage would result in principal and interest payments of approximately $788 per month. Assuming roughly $800 per year in

homeowner's insurance, and assessment ratio of approximately 39% and a mill rate of approximately 63 mills, an additional $390 per month in taxes and insurance would be added, leading to a total monthly home cost of $1,178. Using the standard calculation of 30% of gross household income for housing costs, a household would need to earn approximately $47,120 per year to afford an average single family home or condominium in Hartford. However, this income level is 67.3% higher than Hartford's estimated 2008 median household income ($28,170), which itself is only 46.7% of the median household income for Hartford County as a whole ($60,355).

On a regional basis, Hartford had the lowest median home sales price of the 29 municipalities in the Capitol Region Council of Governments (CRCOG), according to median home sales price data for 2006 from CRCOG. Hartford has remained in this position despite the concurrent 86.7% increase in median homes sales price in the City, as identified earlier in this chapter. This indicates that although housing prices have increased in Hartford over the past several years, prices in other parts of the region are growing at similar, if not greater, rates. As a result, Hartford's housing stock remains the most affordable on a regional basis in the North Central Connecticut area.

However, despite having the most affordable housing stock from a regional perspective, homeownership remains an elusive goal for a large segment of current residents of Hartford due to their very low income. Statistics provided by HOME Connecticut, an initiative of the Partnership for Strong Communities organization, indicate that Hartford has the fourth largest "gap", in terms of raw dollars between its median household income and the qualifying income needed to purchase a home at the median sales price in the City, out of the 29 communities in the CRCOG.

In a community such as Hartford, which not only has ample numbers of affordable housing units, but also has a significant percentage of the total region's affordable housing stock, different strategies must be utilized to decrease the "gap" between median household income and median home sales price. In Hartford, rather than applying more pressure to the supply side of the affordable housing market by adding more units, a more effective strategy would be to focus on economic development and public policy initiatives that would raise household incomes to higher levels rather than attempting to moderate and lower the cost of housing, since these costs are already quite low relative to the surrounding region.

Housing Cost Burden

The 2000 Census statistics indicate that 2,001 owner occupied households in Hartford, or 30.8%, paid thirty percent or more of household income in 1999 for monthly housing costs.

Two-Family – Jefferson St. Frog Hollow

Three-Family – York St. Frog Hollow

Two-Family – Mapleton St. Barry Square

Apartments – Main St. Sheldon-Charter Oak

Rental households paying thirty percent or more of household income in 1999 for gross rent were 15,090 households or 43.8% of total renter households. These households exceed State and Federal housing affordability guidelines.

Affordable Housing Appeals Act

The State legislature has established an Affordable Housing Appeals Procedure to provide assistance with development of affordable housing throughout the State. The procedure does not apply where at least 10% of the dwelling units in the municipality are either: governmentally assisted housing, currently financed by Connecticut Housing Finance Authority or Federal Housing Administration mortgages, or subject to deeds containing covenants or restrictions that require sale or rental at affordable levels.

Affordable levels means housing for which persons and families pay 30% or less of income, where such income is less than or equal to 80% of the median income.

Where municipalities do not reach the 10% level required for exclusion from the appeals procedure, proposed assisted housing and set-aside developments may appeal denial of municipal zoning approvals to the court. Assisted housing developments are those that receive financial assistance from government program for construction or rehabilitation of low or moderate-income housing or "Section 8" project-based on tenant based assistance. Set-aside developments must reserve 30% of the units for affordable housing. One half of those set-aside units must be rented to persons or families whose income is less than or equal to 80% of the lesser of the state or area median income; the remaining half of the set-aside units must be reserved at 60% of the lesser of the state or area median income.

Affordable Housing Inventory

The most recent data from the State Department of Economic and Community Development Affordable Housing Appeals Program puts the number of affordable housing units in Hartford in 2008 at 17,514. This is 34.58% of the number of housing units in the City according to the 2000 Census, the highest percentage of any municipality in the State of Connecticut. This level exempts the City from the affordable housing appeals procedure. Affordable housing is distributed as follows:

- Governmentally Assisted Units: 16,075
- CHFA/FmHA Mortgages: 1,439 units
- Deed Restricted: 0 units
- TOTAL: 17,514 units

The Hartford Housing Authority administers 2,018 federal Section 8 housing choice vouchers as part of its operations. In addition, the Housing Authority operates nine federal public housing developments with a total of 1,119 housing units, as well as 266 units of scattered-

site housing. The Housing Authority also operates two state public housing developments, Westbrook Village and Chester Bowles Park, which have a total of 770 housing units. Of the overall total of 2,155 public housing units under the purview of the Housing Authority, 482 units are for elderly households, 1,505 units are rental units for families and 168 units are homeownership units for family households. At the present time, the waiting list for affordable housing units through the Housing Authority has a wait time of approximately two years. However, this wait time can vary depending upon the unit type and size being requested.

In addition to units and vouchers managed by the Housing Authority, the City of Hartford itself has an additional 4,784 Section 8 vouchers. These additional vouchers are managed for the City of Hartford by a third party.

The State of Connecticut's Department of Social Services also administers affordable housing certificates through its Rental Assistance Program (RAP). As of December 2008, the City of Hartford had approximately 400 RAP certificates; it should be noted that these certificates are portable and can be used by eligible households anywhere in the state.

Multifamily & Elderly Housing

Multifamily Housing

44.5% of the 51,443 housing units in Hartford are multifamily units (buildings with 5 or more units). An additional 36.2% of the inventory contains 2 to 4 unit structures. Multifamily housing (structures with four units or more) is permitted in some form in most of the zoning districts in the City of Hartford. As of March 2010, multifamily dwellings are permitted in the RO1, RO2, RO3, R1, R2, R3, B1, B2, B3 and B4 zoning districts, as well as the Housing Overlay District (HOD). Multifamily housing is permitted as a conditional use in the R4 and R8 zoning districts as well. Multifamily housing is also permitted in the I2 and C1 zoning districts upon approval and implementation of an Industrial Re-Use Overlay District (IROD).

Future Multifamily Housing Development

Housing construction trends into the near future will generally be guided by several forces including:

- the availability of buildable land,
- regulations regarding residential development/redevelopment and how they are implemented, and
- market factors

As one of the oldest continuously settled cities in the United States, the City of Hartford has a long established development pattern. While many communities have only a single small area where different land uses mix together (or sometimes no mixing of land uses at all), large portions of Hartford are effectively mixed use areas. This reality is reflected in the zoning regulations,

One-Family – Violet St. North East

Two-Family – Deerfield Ave. Upper Albany

Apartments – Winter St. Clay-Arsenal

Three-Family – Wilson St. Behind the Rocks

with residential development of one form or another being permitted in a large number of zones in the City. This provides Hartford with significant flexibility in locating a variety of housing types and development densities within the same area of the City.

The future development of multifamily housing in Hartford should be approached in two different manners, depending upon the number of units in structures to be developed.

Multifamily housing structures ranging in size from two to six units should be guided toward existing vacant lots and land parcels situated in neighborhoods where such residential densities are predominant. Lot sizes should be scaled appropriately for the number of units being developed; for example, structures with a greater number of units should not be imposed on a lot that would be better suited for a smaller number of units. All such multifamily developments should allow sufficient lot area for adequate open space and off-street parking.

Multifamily housing structures or developments with more than six units should be primarily concentrated along established arterial roadways, around transit access points, in the general Downtown area, and in mixed use and transit-oriented developments (TOD). Guiding this form of residential development away from single family and lower density multifamily residential neighborhoods and toward established mixed use/commercial corridors, major arterials, and key transportation nodes and facilities will enable multifamily residential developments of this nature to thrive in the areas where it is most appropriate.

Transit-Oriented Development (TOD)

TODs can range from planned developments that combine transportation, residential and commercial developments on one unified site to something as simple as allowing slightly greater housing density in a radius around bus or train stations. The underlying urban planning premise is that the combination of these uses support one other and make each individual use more viable than if it were standing alone. Any mixed use developments or TODs that are constructed or designed in Hartford should not be “cookie cutter” applications of projects from other communities, but rather should be tailored to Hartford’s unique character, density and urban design elements.

TOD areas that include a significant residential component should considered for development around Union Station and the multiple stops in Hartford along the proposed New Britain-Hartford Busway.

Elderly Housing

Housing for the elderly is a critical concern for most communities. As the population of a city ages, it is important that a community provide

alternative living arrangements from single-family detached homes to multi-unit communities as options for seniors. This gives the elderly population opportunities to continue to reside in the community where they have spent the majority of their years and not be forced out by escalating housing prices. Housing for the elderly spans a broad range of types, many with supporting services. Housing has been designed to promote mobility (e.g., one-level, grab bars, ramps, etc.), to provide medical support, and to provide assistance with daily living functions. The main distinguishing characteristics of the housing types are the level of medical assistance and the extent of communal facilities provided. Please refer to the "Housing Authority Operated Public Housing Facilities" to see elderly housing facilities in the City of Hartford.

Public Elderly Housing

The Hartford Housing Authority addresses the supportive housing/service needs of the elderly, frail elderly and disabled. The Authority operates four elderly housing developments with a total of 482 units. However, there are 31 other elderly housing facilities and developments within the City. Twenty of these 31 additional elderly housing facilities and developments are associated with some type of program that provides below-market rents.

Future demand for elderly housing in Hartford will depend upon market conditions, the economy and similar outside forces that cannot be predicted. However, with over 18% of Hartford's population being between the ages of 45 and 64, it is reasonable to expect the demand for elderly housing options in Hartford will either remain stable or increase slightly over the next decade.

As this plan was being prepared, there is a wait time of approximately six months for elderly public housing units through the Housing Authority.

A rising trend in elderly housing is the Active Adult Retirement Community (AARC). The AARC is commonly associated with resort type settings in climates that are more temperate; however, increasingly these communities are being located throughout the country to allow seniors to remain near family, social and business relations yet enjoying the activities and commonality of community that these retirement communities provide. The AARC or resort community is less common in Connecticut than the other types of senior housing; however, recent development trends have resulted in an a large number of these housing developments being proposed and constructed in the state for the 55 and over market, and they are commonly referred to as "age-restricted housing". The City should investigate opportunities to encourage the development of this form of housing within its borders.

Elderly Housing and Current Zoning

Convalescent, nursing and rest homes, as well as

Betty Knox Senior Apartments Asylum Hill

Avery Heights Senior Housing, Southwest

Complex Name/Location	Type of Housing	# of Units
Nelton Court 26-26A Nelton Court	Family	156
Mary Shepard Place 15 Pavilion Street	Family	127
Scattered-Site Housing Numerous Locations	Family	266
Dutch Point Wyllys Street	Family (HOPE VI)	127
New Community (COT)	Family-Homeownership	68
New Stowe Village 64 Hampton Street	Family-Homeownership	100
Mary Mahoney Village 73-81 Vine Street	Elderly	50
Kent Apartments 188 Sigourney Street	Elderly	39
Smith Towers 80 Charter Oak Avenue	Elderly	200
Betty Knox Apartments 141 Woodland Street	Elderly	193
Westbrook Village 22 Mark Twain Drive	State - Family	360
Chester Bowles Park 3 Berkeley Drive	State - Family	410
TOTAL UNITS		***2,096***

Source: Hartford Housing Authority website; City of Hartford Consolidated Plan; internet research; compiled by HMA.

Housing Authority Operated Public Housing Facilities

retirement centers, are permitted as conditional uses in RO1, RO2, RO3, R1, R2, R3, R4, R5 and B3 zoning districts. Retirement centers are also permitted as a conditional use in the B4 zoning district.

Impact of Subprime Lending

Mortgage lending statistics often provide a unique and insightful view of the changing dynamics of a community's housing market. Of all the home purchase loans taken out on properties in Hartford in 2005, 26.6% were to Whites, 35.8% were to African-Americans and 34.0% were to Hispanics. This distribution is similar to the overall racial and ethnic distribution of Hartford's population as presented in the "Demographics and Population Trends" chapter, although White homebuyers are somewhat overrepresented in portion to their percentage of the total population of Hartford.

However, statistics on the percentage of conventional home purchase loans issued by subprime lenders in Hartford in 2004 shows that only 25.0% of home purchase loans to Whites were from subprime lenders, while 54.1% of home purchase loans to African-Americans were from subprime lenders and 48.0% of home purchase loans to Hispanics were from subprime lenders. The distribution of refinancing loans from subprime lenders was generally more equalized by race than home purchase loans. Forty-five point three percent (45.3%) of refinancing loans to Whites were from subprime lenders, while 51.6% of refinancing loans to African-Americans were from subprime lenders and 50.5% of refinancing loans to Hispanics were from subprime lenders.

Overall, 42.2% of conventional home purchase mortgage loans issued for properties in Hartford in 2004 were from subprime lenders, up from 21.8% in 2000. In addition, 51.1% of all refinancing loans in 2004 were from subprime lenders. Hartford's 42.2% rate of subprime home purchase mortgages ranks it 11th out of the 245 cities in the United States with a population of 100,000 or greater.

More recent data on foreclosures and subprime lending illustrate the impact that the housing market contraction and the current deep economic recession have had on the City of Hartford. According to the data from www.foreclosures.com, 828 residential properties in the City have been foreclosed upon since the beginning of 2007. According to the City's Local Action Plan for its Neighborhood Stabilization Program (NSP), foreclosures of residential properties with one to four units have spiked since 2006. In addition, the significant number of foreclosed properties has had a negative impact on the number of homes sold per year in

Hartford, as well as the average home sales price. The flood of foreclosed properties on the market is not able to be readily absorbed due to the substantial decline in the availability of new subprime mortgages. Until the number of lis pendens (notices of pending lawsuits) and foreclosures abates, it will be difficult to significantly reduce the unsold inventory of homes in Hartford and begin the process of raising the market value of these homes.

The City has been proactive in addressing the foreclosure crisis by preparing a "Foreclosure Prevention Resource Guide" for Hartford homeowners and by participating in programs such as the federal government's Neighborhood Stabilization Program (NSP). However, the City will need to remain active in preventing the existing problems spawned by large numbers of foreclosures from spreading further. Doing so will require new initiatives and partnerships with various levels of government as well as the private and non-profit sectors.

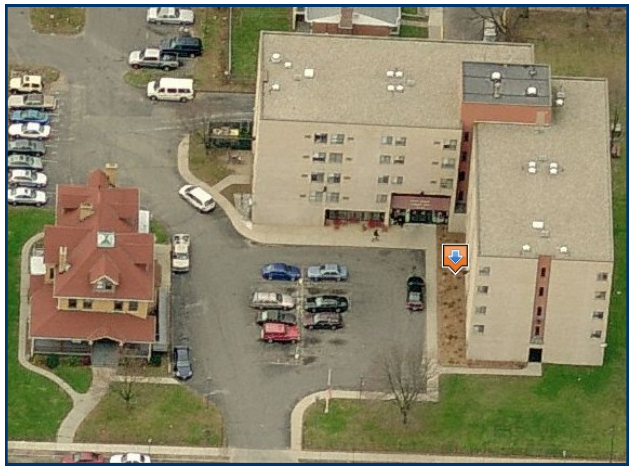
Homelessness and Transitional Housing

In June 2005, the Commission to End Chronic Homelessness completed a report entitled "Hartford's Plan to End Chronic Homelessness by 2015," prepared through the Mayor's Office of Community Initiatives. This report provided an in-depth analysis of the homelessness problem in the Greater Hartford region, complete with identified "critical areas for strategic planning" to guide public policy on homelessness into the future. The Vision Statement for the report was: "By 2015, all persons facing chronic homelessness in the Hartford region will have access to safe, decent, affordable housing and the resources and supports needed to sustain it."

In February 2004, the Continuum of Care service providers in Hartford counted 322 chronically homeless individuals living in Hartford. Another "point-in-time" homeless census taken on February 25, 2004 revealed a total of 64 chronically homeless individuals. As noted in the report, it is quite difficult to obtain a very accurate count of the chronically homeless for a variety of reasons. Counts may literally vary from day to day, and can change depending upon how one defines chronic homelessness. Differentiation must also be made between "temporary" homelessness and long-term "chronic" homelessness. Using the standard of temporary homelessness, it is estimated that at any given point in time, there are over 1,600 people are homeless in the Capital Region.

Homelessness occurs in the Greater Hartford region for a variety of reasons, including the inability of health service providers to locate suitable housing for patients upon discharge from treatment; foster children "aging out" of State facilities and services; individuals being release from prison with no place to go; termination of welfare and general assistance benefits; and the high cost of housing in the

Chelsea Place Care Center, West End



Mary Mahoney Village and Horace Bushnell Congregate Housing, Upper Albany

CRT Homeless Shelter, Downtown

Soromundi Commons Emergency Shelter, Asylum Hill

State of Connecticut.

The Greater Hartford Continuum of Care has identified, as of 2004, an inventory of 422 emergency shelter beds, 366 units of transitional housing and 485 units of permanent supportive housing, for a total of 1,292 units/beds for homeless individuals. For persons in families with children, an inventory of 153 emergency shelter beds, 72 units of transitional housing and 95 units of permanent supportive housing, for a total of 320 units/beds, has been identified. Only 84 units of additional permanent supportive housing for homeless individuals and 10 units of permanent supportive housing for persons in families with children were under development in 2005. The Continuum of Care has estimated the unmet need/"gap" in the number of permanent supportive housing units to be 818 units for homeless individuals and 225 units for persons in families with children.

As mentioned previously, the Commission to End Chronic Homelessness has articulated seven Critical Areas for Strategic Planning in terms of ending homelessness in the Greater Hartford region. These critical areas are:

- Supportive and Affordable Housing
- Economic Stability through Job/ Vocational Training and Job Placement
- Discharge Planning
- Support Services
- Data Collection
- Political Will – A Regional Approach to Chronic Homelessness

Implementation Vehicle

In addressing these critical areas, the Commission supports meeting an established goals of:

- Developing 2,100 units of supportive housing in the Capitol Region over the next ten years;
- Assisting chronically homeless individuals with job training and job placement;
- Improving discharge planning policies;
- Providing services that aim to make chronically homeless individuals self-sufficient;
- Enhancing data collection practices to better track homelessness;
- Supporting a regional approach to addressing chronic homelessness; and
- Creating a designated implementation team to ensure that recommended actions are carried through.

Veterans Housing

The City of Hartford is committed to fostering the development of housing for veterans. The City addresses the issue of veterans housing through its Five-Year Consolidated Community Development Plan, municipal social service and community development agencies and departments, and through support for non-profit housing development organizations. The City's 2005-2009 Five-Year Consolidated Community

Development Plan has a specific goal to "continue cooperation between shelters and Veterans' Administration programs during the next five years." Veterans are also identified in the Consolidated Plan as a high-priority population that Hartford-area service providers should address in order to reduce homelessness. Homeless outreach efforts currently include coordination with veterans organizations.

In the summer of 2009, a joint effort between Chrysalis Center and a variety of government agencies and community foundations led to the initiative to move 30 chronically homeless veterans into permanent housing around the greater Hartford region. The City of Hartford should continue to foster and participate in such collaborative efforts to address the need for veterans housing.

Rehabilitation/Halfway Housing

Housing for recently released inmates is an issue that has had a disproportionate impact on Hartford and other central cities in Connecticut. The State's larger cities have become the locations for most of the housing and social services that address inmate re-entry. There are a number of public health, public safety and urban planning issues that result from the concentration of this in-need population, issues with which The City of Hartford must grapple while many of the surrounding suburban communities do not.

Hartford has a number of residential re-entry work release facilities and transitional housing developments for recently released inmates. Most of these facilities are operated by Community Solutions, Inc., located in Windsor. Community Solutions operates the Cheyney House on Wethersfield Avenue; the Hartford House on Irving Street; the Johnson House and Silliman House on Retreat Avenue; the Stein House on Sargeant Street; and the Watkinson House on Collins Street. Other social service organizations, such as Community Partners in Action, operate work release programs as well as providing relapse prevention services and other "after care" support services for recently released inmates.

The need to house, support, employ and integrate recent parolees back into society, while a necessary and critical task, places a substantial responsibility on both public sector agencies and private/non-profit social service providers. The presence of recently released inmates in housing within existing residential neighborhoods also raises a number of concerns and issues. While Hartford has provided more than its fair share of housing and social services to assist recently released inmates, the very presence of these assets likely means that Hartford will continue to be a center for the provision of such housing and social services for the foreseeable future.

However, the issue of integrating recently

Hudson View Commons Supportive Housing, South Green

Recovery House, Northeast

Three-Family – Cabot St. Upper Albany

One-Family – Arlington St. Behind the Rocks

released inmates back into society is a state-wide issue, and the City of Hartford should not have to address this issue on its own. Coordination and assistance from the State of Connecticut is needed to insure that this issue is managed on a state-wide basis rather than being disproportionately shouldered by a few larger urban communities.

Hartford contains an undue concentration of substance abuse treatment facilities, some of which have a residential component either in an "in-patient" treatment setting or a "halfway house" format. Similar to housing for recently released inmates, substance abuse treatment facilities with a residential component raise a variety of concerns and issues at the neighborhood level, as well as placing an additional responsibility on the City's social service network of public and private/ non-profit service providers.

City of Hartford's Consolidated Plan

The City of Hartford has been addressing the issue of affordable housing needs locally for decades through the local Housing Authority and the Grants Management and Housing and Property Management Divisions of the City's Department of Development Services. Hartford is designated by the U.S. Department of Housing and Urban Development (HUD) as an Entitlement Community for Community Development Block Grant (CDBG) funds, HOME funds, Emergency Shelter Grants (ESG) funds and Housing for People with AIDS (HOPWA) funds.

In 2005, the City of Hartford prepared a Five-Year Consolidated Community Development Plan which enabled it to continue to receive CDBG, HOME, ESG and HOPWA funds from the federal government. As the framework for the Consolidated Plan and the overarching strategy for the expenditure of federal funds, the City identified six initiatives centered around public safety, education, workforce and economic development; public health; and residential development.

Consolidated plans are required to contain an identification of priority needs in the community and specific objectives to address these needs through the use of federal funding. The City is currently preparing its Consolidated Plan for the period of 2010-2015.

The Consolidated Plan describes the recent efforts by the City of Hartford and the Hartford Housing Authority to revitalize public housing in the City. These efforts have included the redevelopment of Charter Oak Terrace and Stowe Village, the replacement of the Bellevue Square housing project with the Mary Shepard Place development and the construction of the Dutch Point HOPE VI project.

As of 2005, the Housing Authority had an open waiting list of 573 families for federal low rent housing units, as well as 274 families on the

waiting list for the state housing program units. Based upon the Comprehensive Housing Affordability Strategy (CHAS) data from the 2000 Census, the City of Hartford has a substantial unmet need for both affordable rental and ownership units. This need is spread across all household types and sizes.

Recent Housing Initiatives

City-Sponsored Initiatives

The City's Department of Development Services, operates and oversees a number of programs and initiatives designed to assist residents, property owners and developers in creating new housing and rehabilitating existing housing as well as providing access to a variety of home finance assistance tools.

For existing homeowners, the City has created a guidebook on foreclosure prevention, a very important tool given the current state of the housing market and the relatively high percentage of subprime and adjustable rate mortgages in the City. For those seeking to purchase a home in Hartford, the City offers loan programs for low and moderate-income households through the HouseHartford program and the Homeownership Appraisal Gap Financing program.

The HouseHartford program provides interest rate "buydowns" on mortgages, or funds to cover a portion of downpayment and/or closing costs. Contributions from the HouseHartford program cannot exceed $14,999, and certain income limits based upon the size of the purchasing household must be met. These income limits range from a maximum household income of $41,700 for a single person household up to $78,650 for an eight-person household. Single family homes, structures with two to four units, and condominium units are all eligible for the program.

The Homeownership Appraisal Gap Financing Program provides financing for the construction of new ownership housing or the rehabilitation of existing vacant housing as homeownership units. This financing is provided to the homebuyer through the housing developer. The "appraisal gap" to be addressed represents the difference between the cost to develop the housing and the actual appraised value of the unit or units. This financing permits a buyer to purchase a home at a price that meets the developer's costs while not needing to obtain a mortgage of a value larger than the appraised value of the housing unit.

The maximum assistance provided is $20,000 per unit, with no more than $40,000 total for any single housing development project. The financing is in the form of a 0% non-amortizing loan from the City that is forgiven if the homebuyer lives in the housing unit for at least seven years.

The City also offers the Housing Preservation

Brick Hollow Development, Frog Hollow

55 Trumbull Street, Downtown

Goodwin Estates, West End

Trumbull On The Park, Downtown

Loan Fund, which is designed to help low- and moderate-income owners maintain and repair their homes. The program is funded through federal CDBG funds and provides loans with interest rates of between 0% and 6%, depending upon household income level.

For housing developers, the federal HOME funds received by the City help fund new residential construction and the rehabilitation of existing housing units for affordable housing. Developers may submit proposals to the City of Hartford requesting HOME funds, and each proposal is considered and assessed based upon a number of criteria. Preferences are given to proposals that have at least some homeownership component, provide open space and parking, and which reduce the density of an existing residential development. A proven history of successfully developing affordable housing is a requirement for developers seeking HOME funds from the City.

Private Sector Initiatives

As the residential market throughout Connecticut boomed during the mid 2000s, private residential developers were drawn to the City of Hartford, particularly to the Downtown area. This situation was a significant change for the City, which had not seen large-scale private residential development occur in a considerable length of time. The projects listed below, while not all-encompassing, provide a selection of notable private market housing developments that have been completed in the recent past.

- The Metropolitan (246 Pearl Street) – 50 condominium units, completed in 2006.
- Alden Street (Providian Builders) – 23 condominium units, completed in 2006.
- Brick Hollow – Rehabilitation of existing residential structures for 50 affordable rental units. Completed in 2006.
- Goodwin Estates – Seven condominium flats and 56 townhome units located in the West End of Hartford.
- Mortson Street/Putnam Heights – 70 owner-occupied townhomes.
- 55 on the Park – 130 market-rate apartments overlooking Bushnell Park.
- Trumbull on the Park – 100 market-rate apartments with ground-floor retail space and associated parking garage. Completed in 2005.
- 18 Temple Street (Sage-Allen Building) – Mixed-use project with 78 market-rate apartments and 42 student townhome units, along with retail space and a parking garage. Completed in 2007.
- Hartford 21 – 262 market-rate apartments in a 36-story building, completed in 2006.

Non-Profit Sector Initiatives

The non-profit sector is very active in the development of housing in the City of Hartford. The list of organizations, projects and successful initiatives originating from this sector is quite

extensive; for that reason, this information has not been included in the text of this document. The four projects listed below are a sample of the types of housing development that have been generated by the non-profit sector:

- Zion Street Apartments – 22 apartment units newly constructed by the Mutual Housing Association of Greater Hartford.
- Pope Park/Park Terrace – 62 affordable housing units in renovated apartment buildings and some new construction. Also completed by the Mutual Housing Association of Greater Hartford in 2004.
- SANA Apartments – 256 public housing units in the Clay-Arsenal neighborhood recently renovated and reconfigured.
- 35 Clark Street (Grandfamilies Housing) – 40 units of affordable rental housing for grandparents who are raising their grandchildren. Development included the renovation and re-use of the former Clark Street School.

School System and Quality of Life Issues

While not directly related to the development of Hartford's housing stock, the City's school system and various quality of life issues have a very important indirect impact on residential patterns in the City. In order to draw new residents in, and to keep those who already live there, a city needs to have an educational system that is perceived as being successful, safe, well-managed and physically and programmatically up to date. If a city's school system is perceived as being weak, residents with children will often move at the first opportunity to a city or town with a stronger educational system.

Over the past decade, the City and the Board of Education have undertaken several initiatives to improve the functioning of the Hartford Public Schools. An extensive school construction and rehabilitation program has been on-going, with the goals of updating and upgrading the physical plants of many schools and reorganizing the physical layout of each school to fit its planned programmatic needs. A move toward creating an "open choice" school system has also been implemented, and the development of numerous magnet schools in the City has offered Hartford students and their parents a wider range of educational choices.

Quality of life issues are also critical to the ability to maintain existing residents and draw new people and families to a community. Public safety is a fundamental consideration; if a person does not feel safe in their community, they will look to move out if it is financial feasible. Conversely, new residents will not move into a community if the general consensus is that the community is not reasonably safe.

However, other quality of life issues are also important. Littering, noise and blighted properties can have a deleterious impact on both outside perceptions of a community, as well as

Mortson Street/Putnam Heights, Frog Hollow

18 Temple Street (Sage Allen), Downtown

One-Family – Cromwell St. South End

Four-Family – East St. Clay-Arsenal

the self-esteem and pride of existing residents. These issues also have an impact on property values and the desirability of the housing stock.

The housing stock of a city or town does not exist in a vacuum, and cannot be improved through "bricks and mortar" activities alone. Social, educational and general quality of life issues must be addressed in coordination with physical redevelopment efforts. Fortunately, the City of Hartford has been addressing these issues for some time and should continue to do so for the foreseeable future.

Planned Future Housing Initiatives

Neighborhood Stabilization Program (NSP)

The Housing and Economic Recovery Act (HERA) of 2008 was approved by Congress on July 30, 2008 with regulations for the program issued on September 29, 2008. The program is being administered by the U.S. Department of Housing and Urban Development (HUD). The overall purpose of the program is to assist in the redevelopment of abandoned or foreclosed homes under the portion of HERA entitled *Emergency Assistance for Redevelopment of Abandoned and Foreclosed Homes*. The program has been titled the *Neighborhood Stabilization Program (NSP).* On the national level, the bill appropriates $3.92 billion for the program.

The $3.92 billion has been allocated to CDBG recipients on a formula basis contained in the HERA. For a CDBG recipient to receive a direct allocation of funds, the application of the formula had to result in the recipient being allocated a minimum of $2,000,000. In the case of Hartford, the allocation based on the formula is $2,741,550. The City of Hartford has identified an action plan that describes how funds will be committed and expended. As part of its Local Action Plan for utilizing NSP funds, the City has established a number of guiding principles which are found in the NSP plan.

Through the expenditure of NSP funds, the City estimates that between 60 and 69 affordable housing units will be produced through rehabilitation, redevelopment and new construction, including 13 housing units dedicated for households at or below 50% of the area median income. Infill housing development could also be a potential future housing opportunity.

Summary Trends and Implications

In terms of planning for the next ten years and beyond, several housing issues and trends in Hartford have future implications. Hartford experienced a substantial decrease in both total population and the number of housing units in the City between 1990 and 2000. However, between 2000 and 2008, the City's population level has stabilized and the number of housing units has actually increased. A substantial part of the decrease in the number of housing units

over time is attributable to aggressive efforts to eliminate abandoned buildings and blight in Hartford's neighborhoods. The trend toward more housing development in Hartford is apparent.

According to the 2000 Census, 24.6% of Hartford's housing stock is owner-occupied and 75.4% is renter occupied. The 75.4% rental housing rate contrasts sharply with the rental occupancy rates of all of the surrounding towns.

Between the 1990 and 2000 Censuses, Hartford experienced a net loss of 5,454 housing units. However, since the 2000 Census, the City has actually gained approximately 1,300 housing units. In 2005 and 2006, Hartford ranked 3rd in net gain in housing permits authorized in the State of Connecticut. This is indicative of a home construction market in Hartford that strengthened considerably from past years.

Almost all of the land zoned for residential use in Hartford is either developed or has been developed at one time or another in the past. Future housing development in the City will therefore be centered around the infill development of vacant lots, rehabilitation of existing vacant units and the development of new housing in mixed use settings such as Downtown.

Hartford faces unique and significant housing issues, including housing for recently released inmates and individuals being treated for substance abuse, a large inventory of multifamily and affordable housing, homelessness and associated transitional housing, and very low household incomes which suppress the quality of much of the City's housing stock. The City will continue to contend with these issues over the next ten years, and likely will have to do so with reduced financial resources.

The development of higher-end housing in the Downtown area provides housing choice which is important to promote economic development. New growth also adds to the City's tax base. Housing choice and new growth will be necessary over the coming years to maintain the stability of Hartford's population and housing stock.

Affordable housing opportunities, both in the form of public housing and market-rate housing, are in good supply in Hartford. The relatively low cost of housing in Hartford, in comparison to the surrounding suburbs, provides the City with the potential opportunity to attract and retain key demographic segments. With some modifications to the quality and composition of its existing housing stock, Hartford would be in a better position to capitalize on this opportunity.

Given the diversity of the housing stock in tenure, type, size and price, the City of Hartford potentially is in a position to meet the housing needs of a wide variety of residents in the coming decade.

One-Family – Chapman St. South End

Apartments – Gray St. West End

"Perfect Six" – John St. South Green

Duplex – Boothbay St. Blue Hills

Goals and Objectives

Over the roughly 375 years of its existence, the City of Hartford has constantly evolved as the social, political, economic and demographic forces impacting the City have changed over time. This evolution will continue over the next ten years, and one of the most dynamic segments of a municipality in terms of change is the housing stock.

The manner in which Hartford addresses its housing issues over the coming decade will be critical to the long-term well-being of the City. Hartford has a unique opportunity to attract and retain many different household types, given the wide range of housing options available in the City. A housing stock that has many different types of housing is better able to cope with setbacks in the market for individual housing types or styles, and a balance of high-tax revenue/low municipal expenditure housing such as age-restricted housing combined with more traditional types of housing not only provides shelter for a diverse array of households but also moderates the fiscal impact of housing on the municipality.

Promoting livable and sustainable neighborhoods is one of the five key themes of One City, One Plan. In addition to the housing goals listed below, goals related to this theme are identified throughout the plan and are listed together in the "Livable and Sustainable Neighborhoods" section of the Action Agenda.

GOAL 1: Provide quality housing.

Objectives:

- Enhance and protect the character of existing residential areas though code enforcement & rehabilitation
- Promote the development of new housing that meets the needs of today's buyers and renters
- Promote residential development in Downtown
- Complete an analysis of proposed reuses for abandoned residential properties
- Strategically market City-owned vacant lots in neighborhoods surrounding Downtown for new housing
- Combine City-owned vacant lots to create larger developable sites to attract private housing developers
- Offer remaining vacant City-owned lots to adjacent property owners

GOAL 2: Promote maintenance of housing & neighborhoods.

Objectives:

- Develop a residential rehabilitation program to assist Hartford homeowners in improving and maintaining the facades of their homes
- Advance the concept of stewardship to encourage renters to maintain their

neighborhoods

- Promote on-site ownership to limit the impacts of absentee property management
- Ensure that the building code and blight-related ordinances are strictly enforced

GOAL 3: Ensure affordability of housing.

Objectives:

- Use federal and state programs to facilitate home ownership opportunities
- Promote employer-based incentives for home purchases in the City

GOAL 4: Revise housing-related regulations

Objectives:

- Revise the zoning code to change the measurement of residential density from "persons per acre" and "families per acre" to "dwelling units per acre"

Two-Family – Bodwell St. South End

Condominiums – Bonner St. Behind the Rocks