

# The Small Cities' CDBG Program and the Obligation to Affirmatively Further Fair Housing

# Presented By:

Erin Kemple

Executive Director

Connecticut Fair Housing Center

221 Main Street

Hartford, CT 06106

(860)247-4400, ext. 723

[erin@ctfairhousing.org](mailto:erin@ctfairhousing.org)

[www.ctfairhousing.org](http://www.ctfairhousing.org)



# Agenda

- Why was the Small Cities' CDBG Program created?
- What is required of participants in the Small Cities' Program?
- Some practical suggestions on how to affirmatively further fair housing



# History of CDBG Program

- Created in 1974 by consolidating several federal grant programs that promoted community development
- Included a requirement that recipients affirmatively further fair housing

# History of CDBG Program

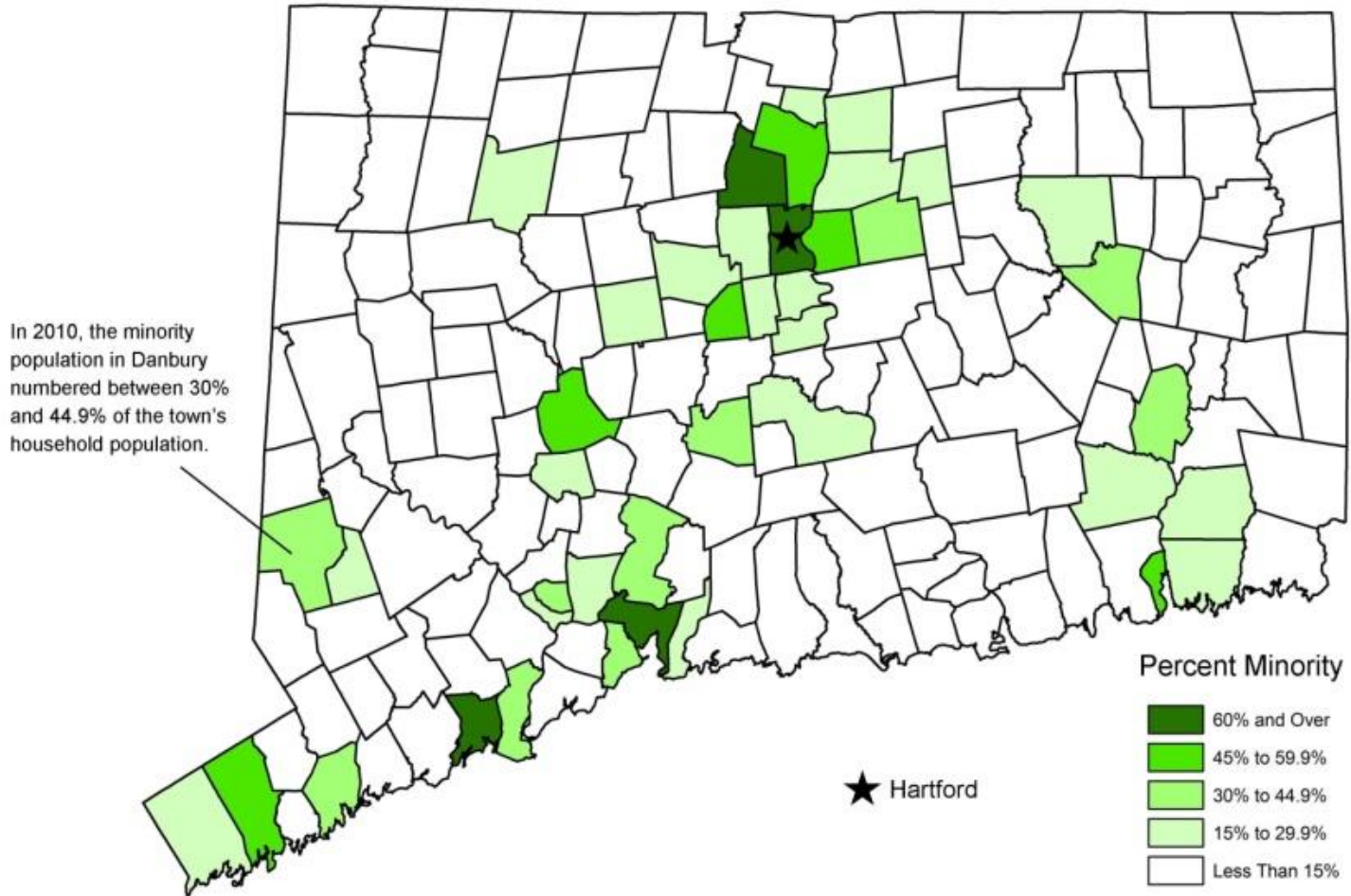
- Purpose of requiring recipients to affirmatively further fair housing is to overcome effects of past governmental and private policies that created and reinforced segregation

# Segregation Statistics

- Recent studies reveal levels of Black/White segregation in our three major metropolitan areas of Bridgeport, New Haven and Hartford that are higher than in places like Atlanta, Georgia, Baton Rouge, Louisiana, and Little Rock, Arkansas.

# Minorities in Connecticut Towns in 2010

## Populations Living in Households (excluding Group Quarters)



Source: Census 2010 SF2 table PCT5. Minorities exclude non-Hispanic whites.



# Overcoming Effects of Past Discrimination

- 10% of people in areas covered by Small Cities' program are people of color yet the participation of people of color in the Small Cities program is below 10%





# Past Actions that Created Segregation in Connecticut

- Placement of public and subsidized housing
- Zoning
- Redlining
- Racial Covenants

# Placement of Public and Subsidized Housing and Segregation

- From the mid-1940s until the 1960s, federal affordable housing was constructed initially for moderate income households and only later became the residence of low and very low income households.
- Some federal public housing built directly after WW II was intended to serve returning veterans.
- Today, the majority of public and subsidized housing is in areas with high concentrations of poverty and people of color.

# Preservation List by Location and Demographic Served (by census tract)

Demographic Served	Total Units	% of Units in Disproportionately Minority Areas	% of Units in High Poverty Areas	% of Units in R/ECAP Areas
All	82,290	66%	69%	28%
Family	43,534	75%	78%	32%
Elderly	37,330	56%	58%	24%
Supportive	440	89%	83%	40%
People with Disabilities	442	48%	39%	6%

# Overcome segregation caused by placement of affordable housing

- Serve people of color that live in the municipality or region
- Example:
  - 95% of people of color in town are between 18 – 64
- Would a grant for a senior center serve the minority population in this town?



# Fund programs and housing that create more diverse communities

- Serve people of color that live in the municipality
- Example--95% of households of color have children under the age of 6
- Would a program to provide grants to homeowners to delead serve the minority population?



# Fund programs and housing that create more diverse communities

- Example based on familial status
  - 85% of households of color have 2 or more children
- Would approval of an affordable housing complex of 1 and 2 bedroom apartments serve the minority population?

# Fund programs and housing that create more diverse communities

- Example based on race and national origin
  - Town is 94% white
- Would creation of affordable housing with a residency preference serve the minority population?



# Fund programs and housing that create more diverse communities

- Identify parcels of land appropriate for development of affordable housing
- Partner with other communities to fund programs and housing that create more diverse communities



# Zoning Laws and Segregation

- Zoning laws were originally enacted and enforced to prevent blight;
- According to early legal cases, people of color and people from other countries caused blight;
- Early zoning laws reinforced segregation to prevent blight.

# Overcome segregation caused by placement of zoning

- Municipality has very little affordable housing
  - People of color have a greater need for affordable housing because of income
- Fund conversion of vacant commercial space to affordable housing or to create accessory apartments
- Change zoning ordinances to permit accessory units



# Fund programs and housing that create more diverse communities

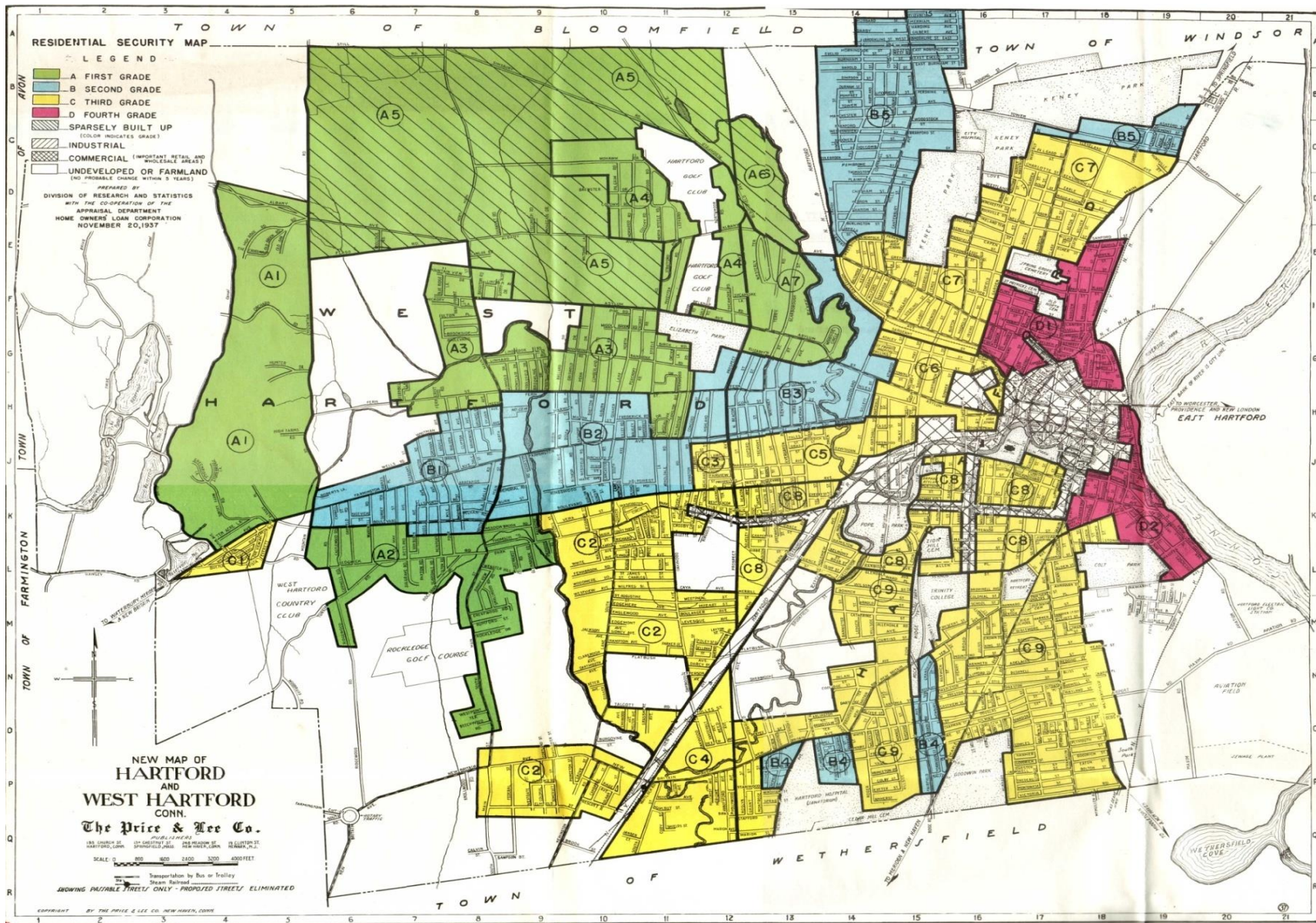
- Change zoning regulations to make it possible to create affordable housing in a variety of locations
- Allow group homes in single-family neighborhoods
- Convert elderly housing into elderly/disabled housing (majority of people who are young and disabled are people of color)

# Redlining and Segregation

- Redlining was used by the government and private actors in the housing markets to rate neighborhoods according to stability;
- If a neighborhood was deemed unstable, it was ringed with a red line and lending or providing insurance there was discouraged.

# Redlining and Segregation

- Neighborhoods of color were deemed unstable and were redlined;
- White neighborhoods were deemed stable and were greenlined.
- Most redlined areas are still poor and majority minority



1937 Redlining Map of the Hartford Area. Source: National Archive, collected by Professor Jack Dougherty of Trinity College

# Overcome segregation caused by redlining

- Encourage minority homeownership
  - 65% of people with housing choice vouchers in municipality are people of color
- Participate in Section 8 homeownership program



# Fund programs and housing that create more diverse communities

- Encourage minority homeownership
  - Home prices in town make it difficult for people of color to buy homes there
- Buy foreclosed homes and sell as affordable homeownership properties
- Create a downpayment assistance program





# Fund programs and housing that create more diverse communities

- Encourage people of color who live in the community to stay
  - Most older homes in the municipality are occupied by people of color
  - Most people of color living in the municipality live in rental housing
- Use CDBG funding to make funds available for repairs to older homes and rental homes



# Racial covenants and Segregation

- Racial covenants prohibited people of color from living in white communities;
- Deeds of the homes dictate who can live in the housing;

# Racial covenants and segregation

- West Hartford Racial Covenant
  - *No persons of any race except the white race shall use or occupy any building on any lot except that this covenant shall not prevent occupancy by domestic servants of a different race employed by an owner or tenant*

# Overcome segregation caused by racial covenants

- Compliance with Section 3 requirements even if project is too small to qualify
- Congress included Section 3 in the Housing and Urban Development Act of 1968 because it wanted to use the government's investment in affordable housing as a way of expanding economic activities for low-income families.
- Regardless of whether compliance with Section 3 is required, it can increase minority participation.

# How to use Section 3 to increase minority participation

- Ask contractors and subcontractors to market job openings to:
  - Residents of public housing
  - People whose annual income is less than approximately \$64,000 for a family of 4

# How to use Section 3 to increase minority participation

- Reward contractors and subcontractors for using Section 3 by:
  - Creating a bid on the DAS website
  - Creating a preference in the bid process for contractors complying with Section 3
  - Recommending them to other CDBG communities
  - Including them on a published list of approved town contractors

# Finding Minority Contractors

- Advertise bids on the DAS website
  - <http://www.das.state.ct.us/mp1.aspx?page=9>

# Creating a plan to overcome effects of past public and private decisions

- Start by analyzing demographic information about people of color in your community and surrounding communities
  - Age
  - Income
  - Household composition
  - Housing characteristics
  - Location of housing
  - Housing need by income levels



# Sources of Demographic Information

- **American Fact Finder:** The U.S. Census Bureau's website. Available at <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>
- To easily get data on the racial and ethnic composition of a town or county, go to the Census Bureau's *Quick Facts* page at: <http://quickfacts.census.gov/qfd/states/09000.html#>.

# Sources of Demographic Information

- **Data Haven:** A Connecticut non-profit data source that partners with other organizations to make Connecticut data accessible. Available at <http://www.ctdatahaven.org/>.
- **Brown University – US2010:** Provides data by town and region on various segregation levels over time. Available at <http://www.s4.brown.edu/us2010/>



# Contact Information:

Erin Kemple

Connecticut Fair Housing Center

221 Main Street

Hartford, CT 06106

(860)247-4400, ext. 723

[erin@ctfairhousing.org](mailto:erin@ctfairhousing.org)