

Ten Year Plan to Address and Eliminate  
**HOMELESSNESS**



in the City of  
New Bedford, Massachusetts  
2005-2015

**Office of Housing and Community Development**

Patrick J. Sullivan, Director

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## **Acknowledgements**

Unlike years past when the question of homelessness simply addressed a broad brush stroke of housing need, today homelessness is understood in much more complex and specific ways. Being intentional about preventing, addressing and ultimately eliminating homelessness carries sophisticated needs that demand careful understanding, analysis and vision reflected by the diversity within the community.

This Ten Year Plan is the product of such diverse voices, experiences and philosophies brought together as a Mayoral Task Force appointed by Mayor Frederick M. Kalisz, Jr. in January 2004 and supported by Philip Mangano, Executive Director of the U.S. Interagency Task Force on Homelessness with the assistance of John O'Brien, Regional Coordinator of the U.S. Interagency Task Force.

Without the talents of Co-Chair Daniel Perry and Task Force members Carl Alves, The Rev. Edward R. Dufresne, Sister RoseEllen Gallogly, Joseph Finnerty, Arlene McNamee, Daniel Maumbauer, Bruce Morrel, Draé Perkins, Kathleen Schedler-Clark, Charles Sisson and representation from the SouthCoast Hospitals Group, this plan would not have been possible, nor would the voices and experiences of those marginalized in our community have been heard and honored so poignantly.

Appreciation and credit must also extend to James Yates from the Technical Assistance Collaborative who, as consultant, pulled this work together and drove the process in meetings and worksessions with the Task Force and Continuum of Care.

Patrick J. Sullivan, Co-Chair  
Mayor's Task Force on Homelessness  
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# Ten Year Plan to Address and Eliminate Homelessness in the City of New Bedford 2005-2015

## 1. Introduction

The Ten Year Plan to Address and Eliminate Homelessness in the City of New Bedford articulates the City's formal strategy for assisting homeless individuals and families—both chronic and episodically homeless—move from streets and shelters to economic independence and self-sufficiency. Building on the strength of New Bedford's Continuum of Care as expressed through its membership entity, the Homeless Service Provider's Network (HSPN), the City of New Bedford's Office of Housing & Community Development has undertaken this initiative in seeking to strengthen the City's commitment to prevention strategies and the expansion of permanent affordable housing opportunities for chronic and episodic homeless individuals and families.

In December of 2004, Mayor Frederick M. Kalisz, Jr. formed the Mayor's Homeless Planning Task Force in order to develop and implement a plan comprised of sound and realistic strategies addressing episodic and chronic homelessness within New Bedford over the next ten years. Within this strategic planning effort, the Mayor's Homeless Task Force identified current resources available to service homeless individuals and families in New Bedford. The Task Force also explored the demographics of New Bedford's homeless and the various reasons why individuals and families experience homelessness. Once a thorough understanding of the problem of homelessness was realized, the Task Force turned to developing long-term strategies in order to reduce and eventually end homelessness in the City.

Through this process, New Bedford's vision in this regard was defined: Every individual and family in New Bedford facing homelessness will have access to safe, decent, and affordable housing and the resources to maintain it by 2015. To reach this vision, New Bedford's current efforts to address homelessness must continue to focus on the goal of ending homelessness through both prevention strategies, designed to reduce the number of individuals and families becoming homeless, as well as the production of permanent supportive housing targeted to homeless individual and families.

Given the extent of homelessness in New Bedford, the Task Force feels strongly that achieving this vision cannot occur without an increased and sustained commitment of resources from state and federal officials to help create the needed permanent supportive housing opportunities.

The long-term strategies put forth in this plan are realistic and informed through discussions with the Task Force members and members of the Homeless Service Provider's Network (HSPN). In addition, the development of these strategies was informed by available data from the New Bedford's Apartment Affordability Survey (2005), New Bedford's Consolidated Plan 2005-2009, HSPN's 2005 Homeless Management Information System (HMIS) Summary Statistical Data, 2000 Census data

tables, National Low Income Housing Coalition's Out of Reach 2004, and other housing studies. Those strategies, further elaborated on within this Plan and particularly developed within Section 8 are as follows:

1. Prevent homelessness for both individuals and families experiencing either episodic or chronic homelessness;
2. Expand the supply of permanent supportive housing targeted to homeless individuals and families;
3. Improve the existing network of emergency shelter and transitional housing as well as create additional units of emergency shelter and transitional housing;
4. Improve coordination and collaboration among homeless providers to meet the needs of emerging homeless sub-populations;
5. Expand employment opportunities and employment-related services for homeless individuals and families; and
6. Improve access to mainstream resources for homeless individuals and families.

The Mayor's Task Force believes that the implementation of these strategies can have a significant measurable impact on reducing the number of people who are homeless in New Bedford, but not without the input, participation, and commitment from the greater New Bedford community. It is critical to bring the skills and resources of the entire community to bear on behalf of New Bedford's homeless men, women, and children.

To engage the greater community, the Task Force will present this final report at a public forum, sharing and soliciting comments from the public. Throughout the implementation of this plan, the Task Force and the HSPN will continue to make an effort to engage the greater community of New Bedford to participate actively in this effort.



## Ten Year Plan to Address and Eliminate Homelessness in the City of New Bedford 2005-2015

### 2. Planning Process

In December of 2004, Mayor Frederick M. Kalisz, Jr. formed the Homeless Planning Task Force in order to plan, develop and implement a plan comprised of sound and realistic strategies to address episodic and chronic homelessness within New Bedford over the next ten years. Within this strategic planning effort, the Task Force identified current resources available to service homeless individuals and families in New Bedford. The Task Force also explored the demographics of New Bedford's homeless and the various reasons why individuals and families experience homelessness. Once a consensus understanding as to homelessness in New Bedford was formed, the Task Force turned to developing long-term strategies in order to reduce and eventually end homelessness within the City. The Technical Assistance Collaborative (TAC) was retained to assist the Task Force in working through the planning process and developing the Ten Year Plan. New Bedford's Ten Year Plan represents the culmination of a planning process that involved input from over twenty-five agencies comprised of homeless providers, faith-based organizations, and homeless consumers.

To develop the long-term strategies included in the Ten Year Plan, the Mayor's Homeless Planning Task Force held a number of strategy sessions to discuss and formulate innovative strategies to help address chronic and episodic homelessness in New Bedford. These discussions focused on the following topics:

- chronic street homelessness
- homeless families
- production of permanent supportive housing
- homeless prevention
- access to mainstream resources
- consumer involvement

The Mayor's Homeless Planning Task Force also held a strategy session with the Homeless Service Provider's Network in order to receive input from a broad array of constituents to include community-based organizations, state and county governmental agencies, and faith-based organizations.



## Ten Year Plan to Address and Eliminate Homelessness in the City of New Bedford 2005-2015

### 3. History of Homelessness in New Bedford

There have always been homeless individuals and families living in the City of New Bedford.

In response to the growing number of homeless and the increasingly complex nature of the problem, human service organizations in partnership with New Bedford's Office of Housing & Community Development mobilized around the issue of homelessness to form the City's own Continuum of Care in 1995. Since then, a variety of stakeholders throughout the City of New Bedford have worked collaboratively to address the issue of homelessness. As a result of these efforts, the Continuum of Care offers a broad array of shelter, transitional housing, permanent housing as well as specialized supportive services designed to address the various needs of homeless individuals and families throughout the City. Over the past ten years, the New Bedford Continuum of Care has made tremendous progress in developing this broad array of housing and services. Despite the accomplishments and progress in providing housing and services targeted to New Bedford's homeless, there is still a great deal to be done in order to accomplish the long-term goal of ending homelessness in New Bedford.

Also in 1995, the Homeless Service Provider's Network (HSPN) was formed in order to develop and implement of the Continuum of Care Strategy in New Bedford. The HSPN forms the membership component of New Bedford's Continuum of Care. Currently, the HSPN is comprised of a collective of over sixty organizations including educational, legal, business and faith-based interests, homeless service providers, county agencies, state agencies, and private businesses. The HSPN has proven to be a very effective organization joining together to advocate for the greater needs of homeless individuals and families throughout the City of New Bedford.

The Homeless Service Provider's Network's mission is:

*To advocate on behalf of homeless individuals by enlisting the cooperation of homeless providers and organizations, to improve the accessibility of existing public resources, to maintain statistical data on the homeless population, and to provide supportive services and empowerment strategies to allow these individuals and families to be integrated into the community. The HSPN is committed to the concept that each person is entitled to live in dignity.*

In support of the HSPN's mission, the City of New Bedford, through its Office of Housing & Community Development (OHCD) has historically assumed the lead administrative role in the Continuum of Care process and represents the City's municipal efforts to address



homelessness in the community. The City works to ensure a comprehensive and coordinated system of linking members and resources in the ongoing development and refinement of Continuum strategies and structures.

In complementing and supporting the work of the HSPN, the City's Office of Housing & Community Development is responsible for a number of areas to include:

- Coordination of communication with HSPN members to facilitate the operations of the Continuum of Care;
- Management of the statistical data through HMIS for all statistical information for the HSPN;
- Technical assistance to the Continuum of Care and the HSPN; and
- Municipal leadership to support the HSPN efforts to end homelessness in the City.

Today, New Bedford's homeless system of care offers a wide range of specialized housing and services for homeless individuals and families in New Bedford including<sup>1</sup>:

- 40 emergency shelter beds for individuals
- 79 shelter beds for homeless families
- 222 transitional housing beds for individuals
- 24 transitional housing beds for families
- 120 permanent housing units for homeless individuals
- 147 permanent housing beds for homeless families

New Bedford's system of care also includes an array of specialized services including specialized case management services, life skills training, alcohol and drug treatment services, mental health treatment and HIV/AIDS related services. Through the efforts of the HSPN and the OHCD, New Bedford has, and continues to be, very successful in accessing federal funds the US Department of Housing and Urban Development's McKinney-Vento Homeless Programs. The City of New Bedford administers over \$2.6 million of HUD McKinney-Vento resources which fund many of the programs and services outlined in inventory of current resources for homeless individuals and families (Appendix B).

Despite its success in accessing these federal resources, the City and the Homeless Service Providers Network continue to struggle with an overall lack of resources to comprehensively address the issue of homelessness in New Bedford.



#### 4. Need for Affordable Housing in New Bedford

Like most communities, regional economic forces primarily drive New Bedford's housing market. Throughout Massachusetts, a strong regional housing market over the past decade has created a situation where many low-income families and individuals are now "priced out" of the rental market and find themselves precariously housed or homeless. According to *Out of Reach 2004*, a study published by the National Low Income Housing Coalition, Massachusetts is the second least affordable state in the country behind only California.<sup>2</sup> In the following section, there is a discussion of the need for affordable housing within the greater community of New Bedford.

##### **New Bedford's Rental Market**

Since 2000, rents in New Bedford have increased dramatically. The City of New Bedford's Office of Housing & Community Development conducted apartment surveys from 2002 to 2005 throughout the City. The apartment surveys analyzed advertisements of rental apartments in *The Sunday Standard Times* over the past four years. These surveys found that the average rent for a one-bedroom unit rose over sixteen percent over the four-year period, moving from \$511 per month in March of 2002 to \$594 in March of 2005.<sup>3</sup>

In addition, the Technical Assistance Collaborative's *Priced Out in 2004* examines the lack of affordability in communities for disabled persons receiving SSI disability benefits—many of who are homeless. *Priced Out in 2004* found that a disabled person would need to pay approximately eighty-seven percent of their SSI income to afford a modest one bedroom apartment priced in the City of New Bedford.<sup>4</sup> HUD has determined that housing is affordable if the individual or family pays no more than 30% of their income towards rent. A disabled individual or families (either homeless or non-homeless) are unable to rent an affordable apartment in the current New Bedford rental market.

According to Census 2000 data, thirty-nine percent of all renting households in New Bedford spent over 30% of their household income on rent and twenty percent of all renting households spent more than 50% of their income on rent. According to the City's Consolidated Plan, "2004 rents showed no signs of decrease, women and minimum wage jobholders are hit hardest as charts show how the average weekly salary makes apartments just out of reach."<sup>5</sup>

##### **City of New Bedford's Demographics**

In analyzing the past three decennial census counts (i.e. 1980, 1990, 2000), New Bedford's overall population continues to decrease. The City of New Bedford's overall population decreased six percent from 1990 to 2000. During this 10-year period while

the City's overall population decreased, the number of low and moderate income households (defined as households with incomes at or below 80% of the City's Median Family Income) increased by ten percent. Today, low and moderate-income families comprise sixty-one percent of New Bedford's population.

During the 1990s, the rate of families under the poverty line showed an increase of three percent from seventeen percent in 1990 to twenty percent in 1999. According to Census 2000 data, the poverty rate for families in New Bedford is almost twice the national average (17.3% in New Bedford and 9.2% nationally).<sup>6</sup> According to the City's Consolidated Plan, the elderly, female head of households and minority families experience higher levels of poverty than the population as a whole.<sup>7</sup> New Bedford's area median income (\$55,000) is only seventy-three percent of the Massachusetts average (\$75,209) in 2004.<sup>8</sup> On average New Bedford families earn less than other communities in Massachusetts. Therefore, many families still find themselves having difficulty accessing and maintaining affordable rental housing even when the rents in New Bedford are lower than the Massachusetts average.

HUD's Comprehensive Housing Affordability Strategy (CHAS) data from New Bedford's recent Consolidated Plan found that the vast majority (73.5%) of very low-income households (i.e. households with incomes under 30% of area median income) has some type of housing problem. HUD defines a "housing problem" as either cost burdened (i.e. spending more than 30% of monthly income on housing), overcrowded (i.e. more than 1.01 persons per room), or lack of complete kitchens or plumbing facilities. In addition, almost seventy percent (69.8%) of very low-income renters are cost burdened and almost half (49%) are extremely cost burdened paying over 50% of their monthly income on housing. Many of these very low-income households are in danger of becoming homeless on account of these relatively high housing costs.<sup>9</sup>

#### **National Low Income Housing Coalition's *Out of Reach Housing Report***

In the annual *Out of Reach* Housing Report, the National Low Income Housing Coalition (NLIHC) provides data down to the community level illustrating the extent of the affordable housing crisis. According to the 2004 *Out of Reach* Housing Report, a very low-income household earning \$16,500—a figure that is 30% of New Bedford's area median income—can only afford a monthly rent of no greater than \$413 per month. An average one-bedroom unit rents for \$589 and an average two bedroom costs \$677; well above what a very low income family in New Bedford can afford.

In order to illustrate the type of wages a family must earn to live affordably in the community, the NLIHC established the term "housing wage". In New Bedford, the housing wage for a household to affordably rent a one-bedroom apartment is \$11.33 per hour and for a two-bedroom apartment it is \$13.02/hour. These hourly wages are well above the minimum wage and out of reach for many individuals and families in New Bedford. As a result, families are often forced to make difficult choices when it comes to housing such as doubling up with another family to share housing costs, paying more than 30% of their income on rent or becoming homeless.

### **Increase in Families who Double Up**

In the *Winners and Losers in the Massachusetts Housing Market* report, the University of Massachusetts' Donahue Institute conducted a detailed analysis of the Massachusetts housing market using 2000 Census housing data. Among the report's findings was a significant increase in the number of families who are doubling up because of the lack of affordable housing throughout the Commonwealth. Over the past twenty years, there was a significant increase in the number of subfamilies defined as multiple families who reside in a single housing unit with 26,685 subfamilies (1.8% of households) in 1980 and 52,008 subfamilies (3.3% of households) in 2000.<sup>10</sup> Further, the report found that the City of New Bedford experienced an increase of five hundred thirty subfamilies from 1980 to 2000.<sup>11</sup> The report also highlighted a troubling statistic that the number of children living in subfamilies increased by four hundred eighty-eight percent during this twenty-year period. Finally, the report suggests "Many people living subfamilies could be thought of as the "hidden homeless," people who, without family support, could be living on the street."<sup>12</sup>

### **Supply of Affordable Housing**

With the number of low or moderate-income families increasing by ten percent over the past decade (i.e. 1990 to 2000) and now representing sixty-one percent of New Bedford's population, the supply of new affordable housing in New Bedford has not kept up with this increased demand. Over the past five years, the City of New Bedford, through its Office of Housing & Community Development, has supported the creation of over 1,000 new affordable housing units. Despite this success, there still remains a lack of affordable housing especially for household with very low-incomes (i.e. less than 30% of area median income).

The City's Consolidated Plan identified a number of barriers to creating more affordable housing including: the lack of sufficient incomes for many families in New Bedford, the lack of land, building stock and zoning constraints, decreases in federal and state support for affordable housing efforts and improvements to New Bedford's overall housing market.<sup>13</sup>

### **Affordable Housing Situation for New Bedford's Homeless**

It is within this local economic climate that the City of New Bedford has been working to address homelessness. According to New Bedford's Homeless Service Providers Network (HSPN) 2005 HMIS data, 22% of all homeless individuals and families make less than \$500 per month with 14% of the homeless having no income at all. Given this extreme lack of income, the majority of New Bedford's homeless would have to pay over 100% of their monthly income to afford an average one-bedroom rental unit at \$594 – an impossibility. The housing situation for homeless families is even worse since families usually need a larger apartment and therefore more expensive rental units.

Any strategies to address the lack of affordable housing options among those experiencing homelessness in New Bedford must be multi-pronged. Economic development programs that assist homeless and low-income people to increase their income should, ostensibly, play an important role in helping to close the gap between incomes and rents. In addition, improving access to mainstream resources—particularly health care and income benefits (i.e. SSI and SSDI)—must also play a critical role in New

Bedford's overall strategy to end homelessness. Data from existing McKinney-Vento-funded programs shows that approximately 8 percent of homeless individuals and families received SSI and/or SSDI.<sup>14</sup>

Because of their extremely low incomes, most homeless people need some type of rental subsidy in order to afford permanent housing in New Bedford. Other resources [such as federal Section 8 vouchers] are critical to expanding housing options for homeless people. Currently, the New Bedford Housing Authority's supply of Section 8 voucher is very limited. Therefore, many homeless individuals who lack the incomes needed to afford the rental housing market are now forced to remain in an emergency shelter or transitional housing for long periods of time. The national Section 8 crisis has contributed to the slowing of movement out the "back door" for homeless individuals and families in New Bedford.



## Ten Year Plan to Address and Eliminate Homelessness in the City of New Bedford 2005-2015

### 5. Homelessness in New Bedford

The Mayor's Homeless Planning Task Force feels strongly that the City of New Bedford must have access to timely, accurate data on the City's homeless population in order to monitor the changes of the homeless population over time and evaluate the outcomes of New Bedford's homeless programs and services. In order to get accurate data on not only who is experiencing homelessness in New Bedford but also information as to their life conditions, the City of New Bedford and its Homeless Service Provider Network currently relies on two data sources – (1) the Homeless Service Provider Network HMIS Database and (2) the annual point-in-time homeless survey of sheltered and unsheltered homeless in the City.

Based upon the Homeless Service Provider Network (HSPN) HMIS database, the number of persons served by the New Bedford Continuum of Care *increased by 92%* from 2000 to 2005 from 1,100 to 2,102 unduplicated homeless people.<sup>15</sup> This dramatic increase in homelessness is especially troubling given the relatively positive economic climate in the Commonwealth. In addition, the Homeless Service Provider Network continues to conduct an annual survey of shelter and transitional housing programs as well as a "street count" identifying homeless persons living on the streets of New Bedford. In February of 2005, New Bedford's homeless survey found 89 homeless persons living in emergency shelter and 129 residing in transitional housing programs. The 2005 street count found 54 homeless people living on the streets of New Bedford.<sup>16</sup> A discussion of the characteristics of New Bedford's homeless population, chronic homeless and episodic homeless in New Bedford and what homeless subpopulations are emerging follows.

#### Who is Homeless in New Bedford

Historically in New Bedford, the typical homeless person has been a single white male. Despite the fact that homeless men still represent over half of New Bedford's homeless population, the percentage of homeless women has increased significantly over the past four years. In addition, HSPN HMIS data has shown a dramatic increase in the number of homeless families and homeless children, in particular. In 2005 alone, homeless children represented 30% of the total homeless population. These troubling statistics on homelessness among women and children mirror national and state trends. In the Commonwealth, the number of homeless families living in shelters and hotels has increased significantly since 2000. Fewer than 1,000 families were in shelter or motels at the end of 2000 with over 1,600 families by late 2003. Finally, approximately twenty percent of the homeless self-identified as minorities.<sup>17</sup> This percentage is consistent with the minority representation in New Bedford's overall population that is twenty-one percent (according to Census 2000 data).

Individuals and families become homeless for a variety of reasons ranging from a lack of affordable housing to poverty. According to New Bedford's Consolidated Plan 2005-2009, leading causes of homelessness include the inability to afford rent in the market (i.e. combination of low wages and high rents), unemployment, and/or associated issues such as eviction, poor credit or poor rental history.<sup>18</sup> Issues such as violence in the home, alcohol and/or drug addiction are also contributing factors in people becoming homeless. In fact, HSPN's HMIS data shows that domestic violence is the third leading cause of a person becoming homeless in New Bedford. Drug and alcohol dependency ranks first and second in terms of why a person becomes homeless in New Bedford.<sup>19</sup> According to information from New Bedford's HSPN's HMIS data, over 22% of homeless people have self reported some type of problem with alcohol and/or drugs. It is recognized that self-reported information on substance abuse dependency significantly under-reports the extent of the problem among the homeless community. Social service agencies estimate that 70% of homeless persons have a problem with alcohol and/or drugs. Finally, even though unemployment is an issue, many homeless have a job and are part of the "working poor."

### **Chronic and Episodic Homeless in New Bedford**

Within its strategic planning process and action step development, the Homeless Planning Task Force focused special attention on the chronic homeless and the episodic homeless. A discussion of these two segments of the homeless population follows.

***Chronic Homeless:*** Those who are considered chronically homeless are typically defined as individuals who have been homeless for over a year and have one or more disabling conditions (i.e. severe mental illness, substance abuse). Groundbreaking research led by Dennis Culhane from the University of Pennsylvania has determined that chronic homeless individuals represent 10% of the single homeless population.<sup>20</sup> Despite this low percentage, Culhane's research estimated that the chronically homeless use approximately 50% of the homeless-based services available. According to the City of New Bedford's 2005 annual point in time survey, there were forty-one chronic homeless individuals in New Bedford. This figure represents a forty-one percent increase from the previous year's chronic homeless count. The 2005 point in time survey indicated that 21% of homeless individuals are chronically homeless in New Bedford.<sup>21</sup> Clearly, the chronically homeless is a population worthy of special focus and commitment.

New housing strategies have emerged to house and serve those who are identified as chronically homeless. With the success of programs like *Pathways to Housing* in New York City, the "Housing First" approach has become a recognized "best practice" model. This permanent supportive housing model engages the chronically homeless in the streets or shelters and offers deeply subsidized housing linked with specialized supportive services. A number of New Bedford homeless providers have begun to embrace the "Housing First" approach participating in a MA Department of Public Health Housing First pilot program and a new Housing First permanent supportive housing project for homeless families supported by HUD McKinney-Vento homeless funds. Through

the implementation of specific strategies and action steps, this approach will work to reduce the number of chronically homeless individuals and families in New Bedford with the goal of eliminating the chronic homeless over the next ten years.

***Episodic Homeless:*** The Task Force also focused on homeless individuals and families that are episodically homeless. The New Bedford Continuum of Care defines those who are episodically homeless as those individuals and families that have utilized the emergency or transitional shelter system for either one or more episodes of homelessness [not falling within the chronic definition for frequency]. Those adults who are considered episodically homeless are often actively abusing alcohol and/or drugs and are typically younger in age. Although a universally accepted best practice model has yet to emerge in providing housing and services to the episodic homeless, successful approaches include “low demand” housing which offers housing in conjunction with appropriate supportive services while not requiring sobriety and appropriate treatment programs like sober housing or long-term follow up support. In the development of this plan, the Task Force has developed specific strategies and action steps to address the needs of the episodic homeless in New Bedford.

### **Emerging Subpopulations of Homeless**

Based on an analysis of HSPN’s HMIS statistical data, 2000 Census data as well as information from homeless service providers on emerging trends, the Homeless Planning Task Force has identified three homeless subpopulations that have increased in number over the past several years: homeless youth, homeless families with children and the homeless with limited English proficiency. The Task Force expects these trends to continue with these three subpopulations becoming an even greater percentage of New Bedford’s overall homeless population in the future. A brief discussion of these three groups as well as their needs follows:

- ***Homeless Youth:*** According to HMIS data, homeless youth (ages 18 years and below) represent over 30% of New Bedford’s homeless population. According to New Bedford’s youth providers, this trend is expected to continue into the future. This growth in youth homelessness is consistent with trends nationally as well as throughout the Commonwealth.
- ***Homeless Families with Children:*** The number of homeless families has grown significantly over the past four years according to New Bedford’s homeless service providers. According to the National Alliance to End Homelessness, nationally about half of all individuals who experience homelessness over a year live in a family unit.<sup>22</sup> Homeless families’ primary and immediate need is typically affordable, permanent housing. Other needs such as services and increasing their incomes can be addressed once the family is living in a permanent housing setting.
- ***Homeless Individuals and Families with limited English Proficiency:*** According to New Bedford’s *Consolidated Plan 2005-2009*, approximately eighteen percent of the City’s foreign born residents have entered the United States during the 1990s.



During the 1990s, the City also experienced a significant increase in the number of Latino residents now representing over ten percent of the City's ethnic population. Based on 2000 Census statistics, seventeen percent of the City's population does not speak English very well compared to Massachusetts where only ten percent of the population has limited English proficiency. Given these demographic trends, the Task Force feels that the number of homeless individuals and families with limited English proficiency will continue to grow over the next ten years. In addition to access affordable permanent housing as well as services, this homeless subpopulation needs services delivered in a culturally sensitive manner as well as access to multi-lingual staff.

In order to continue to be responsive to the changing homeless population and their individual needs, the Task Force recommends that policymakers should strongly consider these emerging subpopulations when considering any new permanent housing projects and service programs.



## **6. New Bedford's Current Homeless System of Care**

With the support of TAC, the Mayor's Homeless Task Force conducted an analysis of New Bedford's current homeless system of care. The analysis included: an inventory of housing resources targeted to homeless individuals and families, a discussion of system's strengths and weakness and the identification of existing housing and service gaps.

### **Inventory of New Bedford's Current Resources**

New Bedford's homeless system of care—at the outset of this ten year plan—offered a wide range of specialized housing and services for homeless individuals and families in New Bedford to include: 40 emergency shelter for individuals, 79 shelter beds for homeless families, 222 transitional housing beds for individuals, 24 transitional housing beds for families, 120 permanent housing units for homeless individuals and 147 permanent housing beds for homeless families. For more detailed information regarding New Bedford's 2005 resources please refer to Appendix B.

### **Strengths and Weaknesses of New Bedford's Homeless System of Care**

Within its strategic planning sessions, the Mayor's Homeless Planning Task Force held a discussion on the strengths and weaknesses of its current homeless system of care. The purpose of this discussion was to gain a better understanding of what the system has done well and what the areas that need improvement are. This effort of self-analysis and criticism helped provide a foundation for the Mayor's Homeless Planning Task Force in order to prepare the group to move to the task of long-term strategic development. Below is an overview of the system's strengths and weaknesses that this body developed during the session.

#### **Strengths**

- The Continuum of Care system of care has been, and continues to be, successful in New Bedford. As a result of the efforts of the City's Office of Housing and Community Development and the Homeless Service Providers Network, the New Bedford Continuum is very successful in accessing federal McKinney-Vento resources.
- The level of collaboration among City officials, homeless service providers and the greater community on behalf of homeless individuals and families has, and continues to be, very strong.
- The greater community of New Bedford [including the business community] has been supportive of affordable housing initiatives by the City as well as the issue of homelessness. The Mayor's Homeless Planning Task Force feels that it can take advantage of the New Bedford community's understanding and past support in the implementation of the 10 Year Plan.

### **Areas That “Need Improvement”**

- The homeless system of care currently lacks emergency shelter beds for homeless women and has limited family shelter beds for male/female couples with children.
- There is a need for additional permanent housing targeted to homeless individuals and families focusing particular efforts of innovative permanent supportive housing models or Emerging/Best Practices in the housing field (e.g. Housing First).
- There is a need for increased access to employment and training services for homeless individuals and families. The current employment-related services are not responsive to the needs of homeless individuals and families.
- New Bedford’s HMIS system of data collection has been implemented over the past two years. There is recognition that the system needs to be continually improved and upgraded to effectively track and access the data needed for future program evaluation efforts.

### **Housing and Service Gaps within the Current System**

Despite its progress and successes in developing a broad array of housing and services for homeless individuals and families, the New Bedford Continuum of Care—through the HSPN—continues to identify gaps in housing within its current system. The Mayor’s Homeless Task Force used the most current gaps analysis information from New Bedford’s Continuum of Care in the development of the Plan’s strategies and action steps.

***Emergency Shelter and Transitional Housing*** - In its 2005 gaps analysis, the HSPN recognized a need for 50 new emergency shelter beds serving homeless families and 38 beds serving homeless individuals as well as 47 transitional housing beds serving families and 23 transitional beds serving in individuals.<sup>23</sup> Specifically, there is a need for emergency shelter and transitional housing for homeless women and homeless families. The City’s Consolidated Plan 2005-2009 also identified this targeted need of creating additional emergency and transitional housing beds for homeless women and families. In addition, the Consolidated Plan 2005-2009 focused attention on the need to improve conditions in existing emergency shelter and transitional housing facilities to ensure that these beds continue to be part of New Bedford’s residential continuum.

***Permanent Supportive Housing*** - According to the 2005 New Bedford Continuum of Care application, the HSPN identified an unmet need of 114 units of permanent supportive housing. The unmet need for permanent supportive housing is broken down between 66 beds for homeless families (22 units) and 48 beds for homeless individuals. In addition, New Bedford’s Consolidated Plan 2005-2009 reconfirmed the need for additional units of permanent supportive housing stating, “The lack of affordable housing is the major concern for homeless individuals and families.”<sup>24</sup> The Mayor’s Homeless Task Force recognizes the central importance of expanding the supply of permanent supportive housing is to adequately address homelessness in New Bedford. As a result, the Mayor’s Homeless Task Force has dedicated a significant amount of attention to developing a plan to create and sustain a permanent supportive

housing pipeline to develop new assets of permanent housing targeted for New Bedford's homeless.

***Housing and Services Targeted to Emerging Subpopulations*** - Taking into consideration demographic trends in the City of New Bedford as well as HSPN's HMIS data, it is reasonable to expect an increased need for specialized housing and services targeting New Bedford's emerging homeless subpopulations (discussed in greater detail in Section 5) over the next ten years. In planning for the address these anticipated demands, the Mayor's Homeless Task Force recognizes a need to focus resources to create new transitional and permanent supportive housing targeted for homeless youth and homeless families with children.

In order to respond effectively to the growth in these emerging subpopulations, New Bedford's systems of care and network of human services will need to reorient existing supportive services as well as target new services specifically targeting homeless youth, homeless families and the homeless with limited English proficiency.



## 7. Vision Statement

With guidance and facilitation support from TAC, the Mayor's Homeless Task Force worked to develop a vision for this Ten Year Plan. The visioning process focused on the future capacity and design that each element of New Bedford continuum (including prevention) needs to be in order to address the emerging needs of homeless individuals and families throughout New Bedford. As part of this effort, the Homeless Planning Task Force developed a vision statement for the City of New Bedford to guide its efforts in addressing homelessness. The vision statement guiding its plan is as follows:

*New Bedford's vision is that every individual and family in New Bedford facing homelessness will have access to safe, decent, and affordable housing and the resources to maintain it by 2015. To reach this vision, New Bedford's current efforts to address homelessness must continue to focus on the goal of ending homelessness through both prevention strategies designed to reduce the number of individuals and families becoming homeless as well as the production of permanent supportive housing targeted to homeless individual and families.*



## 8. Long-Term Strategies to Address Chronic and Episodic Homelessness in New Bedford

New Bedford's vision statement guided the planning efforts of the Homeless Planning Task Force and its development of the six long-range strategies to address chronic and episodic homelessness in New Bedford.

The six strategies are:

1. Prevent homelessness for both individuals and families experiencing either episodic or chronic homelessness;
2. Expand the supply of permanent supportive housing targeted to homeless individuals and families;
3. Improve the existing network of emergency shelter and transitional housing as well as create additional units of emergency shelter and transitional housing;
4. Improve coordination and collaboration among homeless providers to meet the needs of emerging homeless sub-populations;
5. Expand employment opportunities and employment-related services for homeless individuals and families; and
6. Improve access to mainstream resources for homeless individuals and families.

The Homeless Planning Task Force met on several occasions to develop these long-term strategies as well as specific actions steps to further these strategies. The Task Force assigned each action step an agency or organization responsible for accomplishing the activity as well as a date when the task is targeted for completion.

- 1. Prevent homelessness for both individuals and families experiencing either episodic or chronic homelessness through improved prevention-related services to maintain housing tenancy, prevention-related services focused on personal capacity and coordinated discharge-planning efforts from public institutions.**

Homeless prevention is a cost-effective and successful approach for working to ensure that individuals and families within New Bedford never need to access any component of New Bedford's homeless services system. It is commonly accepted that a successful long-term community plan to address homelessness must address the "front door" developing specific strategies and efforts to reduce the number of individuals and families entering homelessness. New Bedford's current homeless system provides a number of housing-related services to include financial assistance with rent arrears, housing counseling, rehabilitation assistance and utility assistance to help prevent an eviction. In addition, the New Bedford's network of service

providers offer a variety of services focused on improving personal capacity that will, in turn, prevent homelessness. Prevention services include: benefits counseling in order to link to mainstream resources, counseling related to substance abuse and domestic violence. Finally, appropriate discharge planning helps to prevent people from becoming homeless upon discharge from a public institution.

To bring more attention to this issue, the HSPN established the Discharge Planning Committee to systematically engage the public systems of care in order to improve efforts and communication to prevent individuals and families from being inappropriately discharged to homeless shelters. In the New Bedford area, inappropriate discharges come primarily from the Bristol County Housing of Corrections and local, privately operated hospitals. The discharge planning actions steps focus on these two systems.

The Mayor’s Homeless Planning Task Force incorporated the planning efforts within New Bedford’s *Consolidated Plan 2005-2009* adopting a number of its prevention-related activities as action steps. To improve prevention strategies in New Bedford, the Homeless Planning Task Force recommends the following specific action steps:

Homeless Prevention Action Steps	Target Date
Provide assistance to 80 households threatened with shut-off notices through utility assistance and advocacy programs.	12/2010
Provide housing rehab loans to 39 senior citizen households to assist in bringing their property up to regulatory codes.	12/2010
Provide rental assistance to 135 households to avoid eviction and homelessness.	12/2010
Support advocacy and connection activities to mainstream resources for 1,300 individuals threatened with homelessness.	12/2010
Increase substance abuse counseling, case management and recovery programming to 2,750 individuals	12/2010
Support activities that assist 2,500 victims of domestic violence.	12/2010
Support legal assistance and advocacy to 263 households to ensure existing housing is maintained.	12/2010
Increase training and employment opportunities for 125 individuals throughout New Bedford.	12/2010
Support food assistance programming that benefits 3,000 individuals/households over a five-year period.	12/2010
Improve coordination and cooperation between the Housing Court and Homeless Service Providers in order to prevent evictions.	12/2005
Strengthen intake and resource referral system for homeless individuals and families moving to a central intake point for the system.	12/2006

Homeless Prevention Action Steps, Continued	Target Date
Proactively market and provide up-to-date information on intake and resource referral contracts and services within New Bedford's Continuum of Care for both individuals and families.	12/2006
Track and coordinate discharge-planning efforts of the MA Policy Academy.	12/2010
Improve coordination with local systems of care (i.e. jail and local hospitals) in order to reduce in discharges to homeless programs.	12/2006
Coordinate/increase cooperation with the Bristol County House of Correction jail and prison systems regarding discharge policies.	12/2005
Utilize CoC funded projects as resources for transitioning inmates out of jail/prison system.	12/2006

**2. Expand the Supply of Permanent Supportive Housing targeted to homeless individuals and families.**

Housing and homeless policymakers and practitioners are increasingly emerging in consensus that permanent supportive housing is the solution for homeless individuals and families who are homelessness. An acceptable definition of permanent supportive housing is: decent, safe, and affordable community-based housing that provides residents with the rights of tenancy under state/local landlord tenant laws and is linked to voluntary and flexible supports and services designed to meet residents' needs and preferences. The availability of permanent supportive housing that is affordable to homeless individuals and families is the most critical gap in New Bedford's current homeless system. Without an adequate supply of targeted permanent supportive housing, and the ability to access this housing, movement through the continuum is hindered.

The development of permanent supportive housing is a long-term process that tends to be a complex undertaking in a number of ways (i.e. financing, identifying an operating subsidy, tenant selection, service provision). Aside from the difficulty of finding suitable and available land, and overcoming neighborhood barriers that often arise in the siting of these developments, a major obstacle continues to be the lack of interest among experienced housing developers in undertaking and developing permanent supportive housing. Without incentives (such as project based rental subsidies) from development funding sources and available service funding to attach to the units, these housing developers have typically not focused on the development of affordable housing for homeless individuals and families and are reticent to undertake such projects.

There is interest among several of New Bedford's Homeless Service Providers in creating permanent supportive housing, but, although they have passion and dedication, many of these organizations lack the experience and skills necessary to develop housing for homeless individuals and families. In order to sustain the



development of a permanent supportive housing pipeline in New Bedford, the City, working through its Office of Housing and Community Development, must continue to strengthen and build the capacity of non-profit organizations in developing this specialized housing product. Building capacity means providing training or technical assistance in matters related to housing finance, land use law, architecture, construction, and public policy. Building development capacity may also mean cultivating the skills to work collaboratively with individuals, neighborhood groups, and institutions in the effective siting of permanent supportive housing.

Finally, the Homeless Planning Task Force believes that any production pipeline of permanent supportive housing should create a mix of housing options for both homeless individuals and families. In terms of establishing the appropriate mix of housing to be developed, future production efforts should reflect the HSPN's HMIS data of who is homeless in New Bedford.

In order to develop an adequate supply of permanent supportive housing in New Bedford, the Mayor's Homeless Planning Task Force recommends a production goal of **100 units of permanent supportive housing over the next 10 years** or an average of 10 new units per year.

To implement a long-term permanent supportive housing pipeline, the Task Force has developed the following action steps consistent with the Consolidated Plan 2005-2009:

Permanent Supportive Housing Action Steps	Date
Explore the feasibility of establishing a homeless set-aside requirement for all affordable rental housing projects supported by the City of New Bedford. If determined to be feasible, implement the set-aside policy.	12/2006
Take full advantage of MA Dept. of Housing and Community Development's homeless set-aside requiring that at least 10% of units in Low Income Housing Tax Credit-funded projects be targeted to homeless individuals or families at 30% AMI or below. Ensure that these units are affirmatively marketed to homeless individuals and families.	12/2006
Apply for and implement a Shelter Plus Care Program available to homeless individuals and families operated by either the New Bedford Housing Authority or the City of New Bedford in 2005/06.	1/2006
Implement a Section 8 Project-Based Assistance Program to support the development of permanent supportive housing for homeless individuals and families.	12/2006
Take advantage of the HUD McKinney-Vento's Permanent Housing Bonus each year it is available by ranking a permanent supportive housing project first in the City's Continuum of Care application to HUD.	12/2015
Develop collaborations between private developers and homeless service providers in order to develop mixed-income housing projects with a supportive housing component. OHCD help facilitate this process by bringing parties together.	12/2010

Permanent Supportive Housing Action Steps, Continued	Date
Continue to develop the capacity of local non-profits to create permanent supportive housing for homeless individuals and families.	12/2010
Create collaborative relationships with landlords in renting to individuals and families who are homeless or are threatened by homelessness.	12/2010
Fully utilize HUD's Section 811 and 202 programs to develop housing for disabled homeless individuals, families and elders. Recognizing that these programs are very competitive, work to identify a project to apply for these resources in order to receive an award once every three years.	12/2008

**3. Improve the existing network of emergency shelter and transitional housing as well as create additional units of emergency shelter and transitional housing in order to fill the gap within the City of New Bedford's Continuum of Care.**

The ability for individuals and families in the midst of homelessness to achieve permanence and independent living is compromised without an adequate supply of emergency and/or transitional housing within a community. Over the past several years within the City's Continuum of Care planning process, the City of New Bedford and the HSPN have identified the need for additional units of emergency shelter and transitional housing as a high priority. In addition, the City and the HSPN has long recognized the need for improved support to the existing network of emergency shelter and transitional housing. Without ongoing support, the existing network of shelter and training housing would be lost through attrition and the gap would increase rather than stabilize and diminish over time. The City's Consolidated Planning process also identified the need to sustain and expand the network of emergency shelter and transitional housing.

In order to sustain and expand the network of emergency shelter and transitional housing, the Task Force proposes the following action steps which are also consistent with the activities recommended by the City's Consolidated Plan 2005-2009.

Emergency Shelter and Transitional Housing Action Steps	Date
Provide 25 new emergency shelter beds for chronically and episodically homeless individuals over the next five years.	12/2010
Create 15 units of emergency shelter targeted for homeless women and/or homeless women with children over the next five years.	12/2010
Provide 25 new transitional housing beds for chronically and episodically homeless individuals.	12/2010
Increase the number of transitional housing beds by 30 for individuals and 50 for families.	12/2010
Improve the physical conditions improving 25 beds of emergency shelter for individuals over the next five years.	12/2010
Improve the physical conditions improving 25 beds of transitional housing for individuals over the next five years.	12/2010

**4. Improve Coordination and Collaboration Among Homeless Providers to Meet the Needs of Emerging Homeless Sub-Populations.**

As a result of analyzing available homeless data from HSPN's 2005 HMIS Summary Statistical Data Report as well as anecdotal information from service providers, the Mayor's Homeless Planning Task Force identified four emerging homeless populations for special attention. Based on current trends as well as their experience at their individual programs, the Mayor's Homeless Task Force expects that the number of homeless youth, homeless families, and homeless individuals and families with limited English proficiency will increase over the next 10 years. In addition, the Task Force also felt that the sub-population of single disabled homeless individuals who are not eligible for MA Department of Mental Health (DMH) services have not been adequately served by the existing homeless system and are worthy of focus in the future planning and coordination of homeless services.

In order to better meet the needs of these four emerging homeless sub-populations, the Task Force has developed the following action steps (broken down by specific sub-population):

Emerging Populations Action Steps	Date
<p><i><b>Youth</b></i></p> <p>Strengthen linkages between homeless providers, juvenile justice systems and child protection agencies to identify the needs of homeless youth.</p>	12/2006
<p><i><b>Families</b></i></p> <p>Increase the number of transitional housing projects/units available for homeless families in New Bedford.</p> <p>Focus increased attention and resources towards reunification services for homeless families.</p> <p>Identify and focus additional residential and services for homeless families with HIV/AIDS.</p>	12/2010 12/2005 12/2006
<p><i><b>Single Disabled Homeless Individuals (not eligible for DMH services)</b></i></p> <p>Focus attention and resources on disabled homeless individuals who are not eligible for services offered by the Dept. of Mental Health.</p>	12/2006
<p><i><b>Homeless with Limited English Proficiency</b></i></p> <p>Increase multi-lingual staffing within homeless programs and services in order to make them more accessible and culturally sensitive.</p> <p>Increase assimilation opportunities (employment, social) for homeless individuals who do not speak English.</p> <p>Address the issue of homeless individuals who are "undocumented", particularly through legal and shelter system connections.</p>	12/2010 12/2006 12/2006

Emerging Populations Action Steps, Continued	Date
Provide staff training for those addressing the needs of domestic violence victims who are also "undocumented".	12/2006
Provide additional permanent housing opportunities for immigrant population who are homeless.	12/2010

**5. Expand Employment Opportunities and Employment-Related Services for Homeless Individuals and Families.**

Throughout its long-term planning efforts and discussions, the Homeless Planning Task Force continually recognized the importance of increasing the income of homeless individuals and families in order to access safe, sanitary housing and improve their overall quality of life. For individuals and families in New Bedford who are working at low paying jobs, who are unemployed or living on public benefits, it is very difficult to find and retain safe, decent housing that is affordable. Homeless individuals and families and those at risk of homelessness typically have extremely low-incomes that are inadequate for meeting the basic necessities of life. Over the past two decades, the income of poor people has generally not kept pace with the cost of living. As a result, individuals and families who are poor have increasingly found it more difficult to find and keep housing.

The Homeless Planning Task Force recognized that any community effort to address homelessness should focus attention on developing strategies to assist those who are homeless or at risk of homelessness to access jobs with wages that pay enough to cover real living costs. In order to compete effectively in today's dynamic job market, many homeless individuals and families need job training or re-training, followed by job placement assistance to access jobs with a "living wage". In addition, skills training and job placement assistance for homeless must also be linked with specialized supportive services such as appropriate clothing and literacy training, as well as more intensive services such as child care, ongoing job mentorship, counseling, and substance abuse treatment. These employment and life-skills-related services play a critical role in establishing greater self-sufficiency and the capacity to sustain permanent housing.

In the Task Force's strategic discussions, access to employment and training services for homeless individuals and families was viewed as issue that "needs improvement" within New Bedford's homeless system of care. The Homeless Planning Task Force incorporated the planning efforts of New Bedford's *Consolidated Plan 2005-2009* adopting two of its employment-related activities within its action steps. In order to address this issue, the Homeless Planning Task Force has developed the following action steps:

Employment and Income-Related Action Steps	Date
Provide life-skill training [budgeting, nutrition skills, etc.] for 225 individuals experiencing homelessness over the next five years.	12/2010

<b>Employment and Income-Related Action Steps, Continued</b>	<b>Date</b>
Increase job-training and vocational training opportunities to stabilize the economic dimension of 125 individuals experiencing homelessness over the next five years.	12/2010
Develop and provide job training services that are relevant to available job opportunities. Improve linkages of these job training services to "emerging homeless populations" groups.	12/2006
Develop and provide job training services that prepare homeless individuals for sustainable jobs [i.e. livable wages].	12/2006
Provide job preparedness training [focusing on client's ability to retain job] including life skills training to homeless individuals in order to improve long-term job retention.	12/2006
Maintain the expectation in "all homeless programs and services" that those homeless individuals that can work should work. Provide these individuals with targeted job placement assistance to obtain sustainable employment.	12/2006
Increase and improve linkages between homeless service providers and the DET/One-Stop Career Center.	12/2005
Increase understanding and use of educational opportunities in the area by homeless individuals ["Jobs for Youth Program" offered as model from UMASS].	12/2005

## **6. Improve Access to Mainstream Resources for Homeless Individuals and Families.**

Over the past several years, HUD has encouraged communities to engage the mainstream service resources in order to improve access to these programs for homeless individuals and families. There are 11 federal mainstream service programs – Medicaid, Children's Health Insurance Program (CHIP), Temporary Assistance for Needy Families Program (TANF), Food Stamps, Supplemental Security Income (SSI), Mental Health Block Grant, Substance Abuse Block Grant, Social Services Block Grant, Veterans Health Care, Workforce Investment Act (WIA), and Welfare-to-Work. In their strategy discussions, the Mayor's Homeless Planning Task Force also recognized the importance of improving access to these federal mainstream programs for homeless individuals and families. The Mayor's Task Force focused its attention on improving access to program administered by the MA Department of Transitional Assistance (Medicaid, Food Stamps, TANF), MA Department of Mental Health (mental health treatment funded partially by the Mental Health Block Grant) and the Social Security Administration (SSI). To improve access to these mainstream resources and benefits programs for homeless individuals and families, the Mayor's Homeless Planning Task Force recommends the following action steps:

<b>Access to Mainstream Resources Action Steps</b>	<b>Date</b>
Improve access for to DTA programs (Medicaid, Food Stamps, TANF) homeless individuals and families by improving communication between DTA staff and homeless clients.	12/2006
Research and communicate to the broader HSPN about DMH entry points into the system of care and how these entry points may differ particularly with borderline cases.	12/2005

Access to Mainstream Resources Action Steps	Date
Explore the feasibility of creating a program to connect legal services/law students to homeless providers in order to assist in advocacy during the appeal process for SSI/SSDI benefits. If seen as feasible, implement a pilot program.	12/2006



## Ten Year Plan to Address and Eliminate Homelessness in the City of New Bedford 2005-2015

### 9. Implementation and Evaluation

The Mayor's Homeless Planning Task Force has developed viable long-term strategies and action steps to address chronic and episodic homelessness in New Bedford. However, these strategies and the overall plan should only be seen as the beginning of the City's effort to systematically address homelessness. The Mayor's Homeless Planning Task Force recognizes that this plan can only be successfully implemented through a community-wide effort comprised of Federal, State and City Public Agencies, the Homeless Service Providers Network, non-profit organizations, faith-based organizations, private businesses, homeless men and women, and individual citizens. As a City and community, the Mayor's Homeless Task Force challenges the people of New Bedford to support these recommendations, to work together to carry out the specific action steps, and to ensure that needs of homeless individuals and families are truly addressed.

The Mayor's Homeless Task Force released the Ten Year Plan in December 2005. This Plan was made available at a variety of locations around City to facilitate public review and comment. The Final Plan is also available on the City's website at [www.ci.new-bedford.ma.us/ohcd.htm](http://www.ci.new-bedford.ma.us/ohcd.htm).

Within the implementation of the 10 Year Plan, the Mayor's Homeless Planning Task Force will continue to meet so as to monitor the City of New Bedford's progress in furthering these five long-term strategies as well as accomplishing specific action steps. The 10 Year Plan is considered to be a "living" document that should be updated throughout the implementation period in order to remain relevant and effectively address the changing needs of homeless individuals and families within New Bedford. In addition, the Homeless Planning Task Force will advise the Mayor on accomplishments and progress in implementing the 10 Year Plan.



## 10. Appendices

### Appendix A Mayor's Homeless Planning Task Force Membership

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**Co-Chair**

**Patrick J. Sullivan, Director**  
Office of Housing & Community Development

**Co-Chair**

**Dan Perry, Executive Director**  
SE MA Veteran's Transition House

**Carl Alves, Executive Director**  
Positive Action Against Chemical Addiction

**Draé Perkins, Executive Director**  
Treatment on Demand

**Charles Sisson, Executive Director**  
Coastline Elderly Services

**Arlene McNamee, Executive Director**  
Catholic Social Services

**Sister RoseEllen Gallogly, Executive Director**  
Market Ministries

**Representative**

SouthCoast Hospitals Group

**The Rev. Edward Dufresne, Ex. Minister**  
Inter-Church Council of Greater New  
Bedford

**Joseph Finnerty, Executive Director**  
New Bedford Housing Authority

**Bruce Morrel, Executive Director**  
PACE

**Daniel Maumbauer, Executive Director**  
HighPoint

**Kathleen Schedler-Clark, Executive  
Director**  
Steppingstone



**Appendix B**  
**Inventory of New Bedford's Current Resources for Homeless Individuals and Families**

**I. Emergency Shelter, Transitional Housing and targeted Permanent Supportive Housing**

<b>EMERGENCY HOUSING</b>									
Provider Name	Facility Name	Target Pop		Year Round Units/Beds				Other Beds	
		A	B	Family Units	Family Beds	Indiv Beds	Total Year Round	Seasonal	Overflow/Voucher
City of New Bedford	City Hall	M	0	0	0	0	0	15	0
Diocese of Fall River	Missionary Sisters of Charity	FC	0	0	14	0	14	0	0
GNB Women's Center	Domestic Violence Program	FC	DV	5	15	4	19	0	0
HighPoint	Harbour House	FC	0	14	50	0	50	0	0
Market Ministries	Market Ministries	SM	0	0	0	32	32	6	4
Mariner's Association	Mariner's Home & Assistance	SM	0	0	0	4	4	0	0
SE MA Veteran's Transition House	Vets Emergency Program	SM	0	0	0	0	0	0	2
<b>SHELTER TOTALS</b>				<b>19</b>	<b>79</b>	<b>40</b>	<b>119</b>	<b>21</b>	<b>6</b>

<b>TRANSITIONAL HOUSING</b>									
Provider Name	Facility Name	Target Pop		Year Round Units/Beds				Other Beds	
		A	B	Family Units	Family Beds	Indiv Beds	Total Year Round	Seasonal	Overflow/Voucher
Catholic Social Services	Donovan House	FC		6	16	2	18	0	0
HighPoint	Trans. Support Program	SMF		0	0	32	32	0	0
Market Ministries	Transitional House	SM		0	0	8	8	0	0
NB Council on Substance Abuse	Harmony House	SM		0	0	26	26	0	0
NB Council on Substance Abuse	Wrap House	SF		0	0	14	14	0	0
Reflections	Reflections Housing	SMF		0	0	33	33	0	0

<b>TRANSITIONAL HOUSING</b>									
SE MA Veteran's Transition House	Veteran's Transitional Housing	SM	VET	0	0	50	50	0	0
SE MA Veteran's Transition House	Network House	SM		0	0	10	10	0	0
SE MA Veteran's Transition House	Graduate [Transitional] Housing	SM	VET	0	0	17	17	0	0
Steppingstone	New Bedford Women's Program	SF		4	8	21	29	0	0
<b>TOTALS</b>				<b>10</b>	<b>24</b>	<b>222</b>	<b>246</b>	<b>0</b>	<b>0</b>

<b>PERMANENT HOUSING</b>									
Provider Name	Facility Name	Target Pop		Year Round Units/Beds				Other Beds	
		A	B	Family Units	Family Beds	Indiv Beds	Total Year Round	Seasonal	Overflow/Voucher
Better Community Living	Perm Housing	SMF		0	0	48	48		
Catholic Social Services	Coming Home	FC		14	70	0	70		
Catholic Social Services	Talbot	SMF		0	0	26	26		
Catholic Social Services	Journey to Ind.	FC		13	30	0	30		
CHHS	Luis Martinez Hs	SMF		0	0	10	10		
NB Council on Sub Abuse	Graduate House	SM		0	0	17	17		
PAACA	PAACA Housing	FC		7	12	1	13		
PAACA	Step-Up	FC		5	10	18	28		
Reflections	Family Preservation Program	SF		9	25	0	25	0	0
<b>TOTALS</b>				<b>48</b>	<b>147</b>	<b>120</b>	<b>267</b>		

Target Population Codes: SM = Single Males (18 years or older); SF = Single Females (18 years or older); SMF = Single Males and Females (18 years or older without children); FC = Families with Children; M = mixed population; DV = only Domestic Violence victims; VET = veterans.

## 2. Supportive Services available to Homeless Individuals and Families

Below is a list of the specialized supportive services available to homeless individuals and families in New Bedford.

**Meal Sites:** Meals are offered to homeless individuals and families at the following programs: Grace Episcopal Church, Market Ministries at Pilgrim United Church, Market Ministries Shelter, and the Salvation Army.

**Food Pantries:** Food pantries are available to homeless individuals or families at the following programs: American Red Cross, Catholic Social Services, Grace Episcopal Church, Immigration Assistance Center, Market Ministries, MO Food = Life Pantry, Braz Bean Community Center, PACE, and the Salvation Army.

**Health Care Services:** Health care services are offered through the following programs: Center for Women's Health, Greater New Bedford Community Health Center, and St. Luke's Hospital.

**Supportive Services:** Supportive services to include case management, mental health counseling and substance abuse counseling are offered at the following programs: Catholic Social Services, CHHS/Home of Hope, City of New Bedford Department of Human Services, Coastline Elderly Services, Greater New Bedford Women's Center, Highpoint Outpatient, New Bedford Council on Substance Abuse, PAACA, PACE, Treatment on Demand, Reflections and Steppingstone.

**Veterans Services:** Veterans services to include access to VA healthcare, benefits counseling as well as employment and training services are offered at the Network House and the Veteran's Transition House.

**Legal Assistance:** Legal assistance with issues such as SSI/SSDI disability claims and evictions is offered at the New Center for Legal Advocacy and the Southeastern Massachusetts Legal Assistance Corporation.

**Substance Abuse Crisis Assistance:** Substance abuse crisis assistance is available to homeless individuals and families at the New Bedford Police Department, Market Ministries, New Bedford Council on Substance Abuse, PAACA, and Treatment on Demand.

## Appendix C Endnotes

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- <sup>1</sup> City of New Bedford. *New Bedford's 2005 Continuum of Care Application*, p. 34-36.
- <sup>2</sup> National Low Income Housing Coalition, *Out of Reach 2004*, 2004.
- <sup>3</sup> City of New Bedford. *Consolidated Plan 2005-2009*, p. 4.11.
- <sup>4</sup> Technical Assistance Collaborative, *Priced Out in 2004*, 2005.
- <sup>5</sup> City of New Bedford. *Consolidated Plan 2005-2009*, p. 4.2.
- <sup>6</sup> US Census Bureau, *Census 2000 Demographic Profile Highlights for the City of New Bedford*.
- <sup>7</sup> City of New Bedford. *Consolidated Plan 2005-2009*, p. 3.7.
- <sup>8</sup> National Low Income Housing Coalition. *Out of Reach 2004*, 2004.
- <sup>9</sup> City of New Bedford. *Consolidated Plan 2005-2009*, p. 5.2-5.3.
- <sup>10</sup> University of Massachusetts, the Donahue Institute. *Winners and Losers in the Massachusetts Housing Market*, 2004, p.11.
- <sup>11</sup> *Winners and Losers in the Massachusetts Housing Market*, p. 36.
- <sup>12</sup> *Winners and Losers in the Massachusetts Housing Market*, p. 2.
- <sup>13</sup> City of New Bedford. *Consolidated Plan 2005-2009*, p. 4.33-4.35.
- <sup>14</sup> City of New Bedford. *New Bedford's 2005 Continuum of Care Application*, p. 50.
- <sup>15</sup> City of New Bedford. *Homeless Service Provider Network Summary Statistical Data (FY 2004)*.
- <sup>16</sup> City of New Bedford. *New Bedford's 2005 Continuum of Care Application*, p. 37.
- <sup>17</sup> Horizons for Homeless Children. *Massachusetts Demographics and Trends website page*.
- <sup>18</sup> City of New Bedford. *Consolidated Plan 2005-2009*, p. 5.19.
- <sup>19</sup> City of New Bedford. *Homeless Service Provider Network Summary Statistical Data (FY 2004)*.
- <sup>20</sup> Culhane, D.P., Metraux, S. and Wachter, S.M., *Homelessness and the Provision of Public Shelter in New York City*.
- <sup>21</sup> City of New Bedford. *New Bedford's 2005 Continuum of Care Application*. p. 15.
- <sup>22</sup> National Alliance to End Homelessness. *A Plan: Not A Dream, How to End Homelessness in Ten Years*. p.3.
- <sup>23</sup> City of New Bedford. *New Bedford's 2005 Continuum of Care Application*. p. 34-6.
- <sup>24</sup> City of New Bedford. *Consolidated Plan 2005-2009*, p. 5.23.