



Massachusetts

Department of Housing and Community Development's

Training Manual

for Local Housing Authority Board Members

2014

This training manual was prepared by the Massachusetts Department of Housing and Community Development for board members of local housing authorities in the Commonwealth. There are numerous web links provided within this document to connect readers to references. Please note that those web addresses will likely change over time. Please be sure to check for the most current version.

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1.

Introduction

What is Public Housing?

Public housing is affordable housing that receives full or partial funding from the government. There are two primary categories of public housing – units and rent vouchers. In Massachusetts today, 83,000 state and federal public housing units are provided by 240 housing authorities. They range from single family homes to multi-story, multi-unit buildings. Rent vouchers are government subsidies provided to families and individuals to rent a unit from a landlord, either in the publicly subsidized or private market housing. In Massachusetts there are two primary rent voucher programs, the federal Section 8 program and the Massachusetts Rental Voucher Program (MRVP), a total of over 60,000 vouchers, which subsidize the difference of between 30% and 40% of a household’s income and the fair market rent.

Public housing is a modern innovation. Though the first U.S. Housing Act was passed in 1938, it was not until 1949 that the federal government declared the goal of providing a decent home for every American. It was a historic shift in policy, the first time the federal government assumed a role in alleviating conditions of vulnerable populations through the provision of housing. Programs were started to build subsidized housing, at first for GIs returning from World War II and their families, but expanded to include elderly, physically disabled, and non-veteran families.

In 1948, Massachusetts stepped up to expand the production of public housing for returning war veterans and become one of only 4 states in the nation to create and continuously fund state-aided public housing. Of the total 83,000 units in the commonwealth, 45,600 are state-aided public housing and 37,400 are federal.



Most importantly, public housing units are homes. They are places where people eat, sleep, gather with friends and family, raise children and grow old. Public housing should therefore provide all residents with safety, security, and a sense of pride.

Who lives in Public Housing?

Public housing provides a stable and affordable home to more than 167,000 households in the Commonwealth, to the most vulnerable families, senior citizens and individuals with special needs. While a resident can earn up to 80% of the Area Median Income and live in public housing, the vast majority of residents living in state-aided public housing are extremely low-income. Their incomes are below 30% of area median income, an at risk population who have few, if any, good quality, affordable housing opportunities in the private rental market. Over 70% of the 45,600 units in the state-aided public housing portfolio are occupied by seniors and individuals with disabilities. Families are another primary resident group.

Beyond tenants, a well-run public housing authority can also serve its community. Not only does it provide a safety net to those in need, but well-maintained or recently renovated developments can serve as an anchor or catalyst for economic development in the community. Additionally, as the Commonwealth has been incentivizing investments in water and energy saving systems and technologies, some developments have also become models in sustainability.

What is a Housing Authority?

LHAs are political bodies that are considered local government organizations under state law. They have five Commissioners. Four are elected at large (in towns) or appointed by the mayor (in cities). One member of each board is appointed by the Governor.

LHAs are responsible for managing the properties and systems in accordance with state and federal policy and guidelines. The executive director of each housing authority reports to its board.

Chapter 121B, the enabling statute for state public housing, requires the state to provide the difference between the cost of operating the properties and the rental income stream which is set by statute as a percentage of household income.

DHCD (for state units) and HUD (for federal units) subsidize both the operating and capital improvements cost for the properties.

Why is Public Housing Important?

Public housing is important because a stable home is critical for emotional and economic security and growth. In addition to providing a place to live, many housing authorities offer an array of services and programs. For families, the ability to establish roots is a key factor in finding and maintaining employment, obtaining a good education for children, and building stable lives. For seniors, a secure home enables them to age in place in their communities with dignity.

The availability of public housing is just as important today as it was when it was first created. Housing costs in Massachusetts are some of the highest in the country. Income inequality has grown significantly in recent decades both regionally and nationally. Unfortunately, the availability of affordable housing in Massachusetts is insufficient and many LHAs in Massachusetts have applicant wait lists that are several years long. For some, public housing is a vital safety net to keep from becoming homeless. We must act collectively to preserve and stabilize this invaluable resource so that it serves the residents of today and future generations to the fullest.

Facts about State-Aided Public Housing

- Massachusetts has 253 Local Housing Authorities (LHA). 240 of those LHAs have units. The remaining 13 housing authorities either have only vouchers or do not have either vouchers or units. For this document, we will primarily be referring to the 240 LHAs with public housing units.
- There are 45,600 state-aided public housing units, of which 32,100 are for elderly residents, 13,600 for families and 1,900 for people with special needs.
- Only four states in the nation have a state-aided public housing program: Connecticut, Hawaii, New York and Massachusetts. Of the four, the Massachusetts program is by far the largest.
- Of these four states, Massachusetts is the only state where the majority of all public housing is funded by the state, not the federal government.
- From 2008-2013, the Commonwealth has dedicated \$150M to \$160M per year in capital (\$85M-\$95M) and operating subsidies (\$55M-\$66.5M) for state-aided public housing.
- Rental housing costs in Massachusetts are typically among the five highest in the nation and far above the national average, which makes the need for state-aided public housing so urgent. According to the 2010 U.S. Census, 53% of households in Massachusetts pay \$1,000 or more for rental housing monthly, compared to less than 40% nationally.
- About 75% of the operating cost of state-aided public housing is funded by tenant-paid rents.
- More than 60% of the units need operating subsidy from the state to fill the gap between what residents can pay and the costs of operating the housing. Most of these units are in family housing.
- Waiting lists for family developments are long. Some households may wait several years before they can be housed.
- Most family units are in relatively low-density townhouses or duplex developments with private entries.



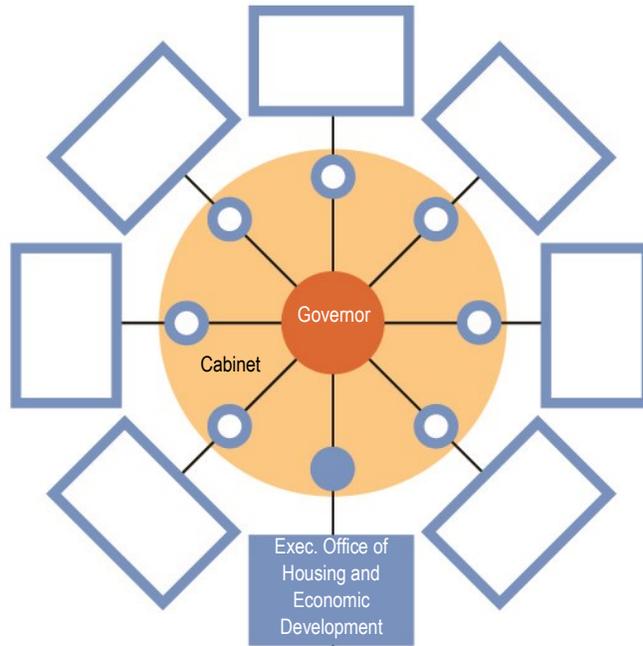
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Agency Oversight of Public Housing

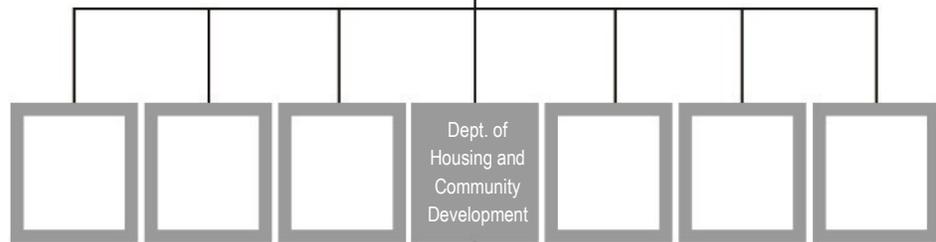
Local housing authorities (LHAs) are created by local governments, following Massachusetts General Law Chapter 121B. LHAs own and operate the public housing units and properties in their respective communities. LHAs in Massachusetts are all regulated and most are partially funded by the state, specifically, the Department of Housing and Community Development (DHCD). LHA Boards are ultimately responsible for ensuring that its executive director and staff are following the laws, regulations, and rules set forth by the Commonwealth of Massachusetts and DHCD.

This section provides some background on the structure of Massachusetts state government, the basics on relevant laws and regulations and where to get more information on them, and the role of the U.S. Department of Housing and Urban Development (HUD) in some housing authorities in Massachusetts with federal programs.

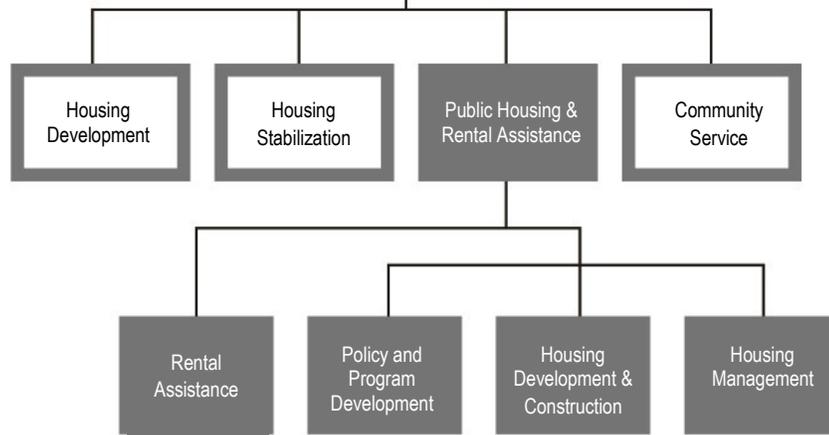
8 Executive Offices with Secretaries in the Governor's Cabinet



7 Agencies within the Executive Office of Housing and Economic Development



The Department of Housing and Community Development



Regulatory Agencies and the Executive Branch

The Governor's Cabinet

In Massachusetts, the Governor has a Cabinet of eight Secretaries to advance administration goals. Each Secretary oversees operations and directs initiatives in an executive office that leads several agencies. The Executive Office of Housing and Economic Development (EOHED), one of the eight executive offices represented in the Cabinet, is the office that advances administrative goals including public housing and LHAs.

The Governor's Cabinet is composed of Secretaries from the following executive offices:

- Administration and Finance
- Education
- Energy and Environmental Affairs
- Health and Human Services
- Housing and Economic Development
- Labor and Workforce Development
- Public Safety and Security
- Transportation

EOHED

The mission of the EOHED is to create homes and jobs in the Commonwealth. It accomplishes this by aligning the state's housing and economic development agencies to better coordinate policies and programs that ensure Massachusetts will maintain its global competitive edge. EOHED has seven agencies to further this mission, including DHCD.

The Executive Office of Housing and Economic Development is composed of 7 agencies:

- Department of Housing and Community Development
- Massachusetts Office of Business Development
- Office of Consumer Affairs and Business Regulation
- Massachusetts Permit Regulatory Office
- Office of Performance Management Oversight
- Massachusetts Office of International Trade and Investment
- Massachusetts Office of Trade and Tourism

DHCD

DHCD is the agency, within EOHED, that focuses on issues of housing, homelessness and community development. The mission of DHCD is to strengthen cities, towns and neighborhoods to enhance the quality of life of Massachusetts residents. DHCD provides leadership, professional assistance and financial resources to promote safe, decent affordable housing opportunities, economic vitality of communities and sound municipal management.

The Division of Public Housing and Rental Assistance

Within DHCD, the Division of Public Housing and Rental Assistance regulates and oversees state-aided public housing units and vouchers. Other divisions within DHCD include Housing Development; Housing Stabilization; and Community Services. These bodies regularly communicate and collaborate in order to realize the goals of the agency.

The Division of Public Housing and Rental Assistance has responsibility for the administrative oversight of all LHAs which own and operate state-aided public housing programs that address the housing needs of extremely low, low and moderate-income families, the elderly and persons with disabilities. The Division also administers state and federal rental assistance programs through local and regional housing non-profit organizations and LHAs. It is comprised of four bureaus: Rental Assistance, Housing Development and Construction, Housing Management, and Public Housing Policy and Program Development. The Bureau of Rental Assistance oversees state and federal voucher programs. The Bureaus of Housing Management and Housing Development and Construction together share administrative oversight of the administration of LHAs and oversight of their state-aided public housing units. As a result, the two bureaus collaborate in daily operations. The Bureau of Public Housing Policy and Program Development coordinates efforts between the two public housing bureaus and innovates new policies and programs.

Bureaus at DHCD’s Division of Public Housing and Rental Assistance		
Bureau	Mission:	Oversight of:
Housing Management	These two bureaus share administrative oversight of LHAs. It is their shared	<ul style="list-style-type: none"> The operation and management of LHAs and their 45,600 state-aided public housing units. Facility maintenance of state-aided public housing.
Housing Development and Construction	responsibilities to work with LHAs to preserve the state – aided public housing portfolio and ensure proper management of the LHAs and their resources and delivery of tenant services.	<ul style="list-style-type: none"> The design, development and construction of new state-aided public housing units and the modernization of existing ones by the individual owner/operator LHAs. Implementation of sustainability upgrades to reduce state-aided public housing’s sustainability footprint. Targets reduction of energy, water and greenhouse gas emissions. Technical assistance services for local housing authorities in the planning, design and construction of affordable units including the maintenance of an extensive set of design and construction guidelines and standards available on our web site.
Public Housing Policy and Program Development	This bureau creates policy and develops new programs and innovations for public housing.	<ul style="list-style-type: none"> Develops of new policies for state-aided public housing. Introduces new programs and initiatives. Coordinates efforts between the Divisions of Housing Management and Housing Development and Construction.
Rental Assistance	This bureau is responsible for oversight of state and federal rental assistance programs.	<ul style="list-style-type: none"> Section 8 Housing Choice Voucher—providing federal rental assistance through mobile and project-based vouchers to extremely and very low-income households. Over 20,000 vouchers in Massachusetts are administered by 8 Regional Administering Agencies (RAA) and one LHA. Massachusetts Rental Voucher Program (MRVP)—providing low-income families and individuals rental assistance through mobile and project-based vouchers. The 6,000 vouchers are administered through the 8 RAAs and 112 LHAs. HomeBASE is a homelessness prevention and rapid rehousing program for families who are eligible for Emergency Assistance (EA). It pays expenses to help families avoid homelessness. Residential Assistance for Families in Transition (RAFT) is a homelessness prevention program providing families with funds to pay for expenses to avoid homelessness. Currently, the program is targeting families with children under age 21 and pregnant women.

Each LHA has a team at DHCD

DHCD assigns a team from the Bureau of Housing Management and the Bureau of Housing Development and Construction to each LHA to provide oversight and technical assistance to LHAs. The Bureau of Housing Management assigns a Housing Management Specialist (HMS) and Facilities Management Specialist (FMS) to each authority. The Bureau of Housing Development and Construction assigns a Project Manager (PM) to each LHA for oversight of capital projects. The PM is supported by a team of architects, engineers, and construction advisors (CA). Each bureau also has its own finance team that oversees the operating and capital expenditures in the LHAs. DHCD’s team, led primarily by the HMS and PM, works closely with the executive director and the staff of each LHA.

Each LHA’s Team at DHCD			
For Operations — From the Bureau of Housing Management		For Capital Projects — From the Bureau of Housing Development and Construction	
Housing Management Specialist (HMS)	LHA’s primary contact for operations and management.	Project Manager (PM)	LHA’s primary contact for capital projects.
Facilities Management Specialist (FMS)	LHA’s contact for maintenance.	Architects	Provides support for capital projects.
Finance Team	Provides support for operations, management and maintenance.	Engineers	
		Construction Advisors	
		Finance Team	

Laws and Regulations

Introduction

In the Massachusetts Legislature, the Joint Committee on Housing is charged with promoting and supporting issues related to all matters concerning housing – market rate, affordable and public. It is the primary body for advancing issues of housing in the legislative branch of government. The Joint Committee is comprised of members of both the State Senate and the House of Representatives.

DHCD and LHAs are established and regulated under separate chapters of the Massachusetts General Laws (M.G.L.), Chapters 23B and 121B, respectively. These laws allow for the establishment of these organizations, set forth their powers and limitations, and continue to guide these bodies today. Further acts of legislation allow for these laws to be modified in order to adapt to changing needs.

M.G.L. Chapter 23B—DHCD

The Department of Housing and Community Development was established by M.G.L. Chapter 23B. Section 3 charges the Department with the powers to:

“mobilize the human, physical and financial resources available to combat poverty and provide economic training and open housing opportunity, including, but not limited to, opportunities for residents of depressed and slum areas; review and coordinate the activities of agencies of the commonwealth as those activities relate to emergency and transitional housing; provide opportunities for volunteer services in meeting human critical needs; training and educational aid for citizens of the commonwealth to choose and prepare themselves for careers of public service; the department shall cooperate with and render advice and counsel to local, commonwealth and federal agencies engaged in activities designed to further said objectives; shall encourage and assist communities in the development, renewal and rehabilitation of their physical environment;

Link to Chapter 23B:

<https://malegislature.gov/Laws/GeneralLaws/PartI/TitleII/Chapter23B>

shall fund and advance the programs of open and adequate housing for all citizens of the commonwealth, including those displaced by public action within the commonwealth; and shall assist in the full utilization of open space and conservation resources of the commonwealth.”

M.G.L. Chapter 121B—LHAs

Link to Chapter 121B:

<https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter121B>

M.G.L. c.121B addresses issues of housing and urban renewal. It provides the legal authority enabling each city or town in the Commonwealth to create an LHA for the purpose of “the clearance of substandard, decadent or blighted open areas or the provision of housing for families or elderly persons of low income or engaging in a land assembly and redevelopment project, including the preservation, restoration, or relocation of historical buildings.”

M.G.L. c.121B also empowers DHCD to regulate LHAs. It authorizes DHCD to develop programs, make rules and regulations to implement and oversee those programs, and to safeguard public interests and funds.

It also establishes the structure of LHAs and their boards and spells out their powers, funding mechanisms and provides provisions for program requirements to which all LHAs are subject.

M.G.L. c.121B is an important document and all individuals who work for or with an LHA should have a working knowledge of this statute.

760 C.M.R.—DHCD Regulations

Each state agency in Massachusetts is responsible for creating and approving a Code of Massachusetts Regulations (CMR) following procedure established by the Legislature. These regulations have the force of law. DHCD’s regulations are labeled with the three digit number 760 preceding CMR in the regulation code. Updates to all CMRs are published in the Massachusetts Register.

DHCD has many regulations to cover the range of housing and community development issues under its authority, some of which do not pertain to LHAs. Those regulations most pertinent to LHAs, particularly the board members, are listed in the sections below.

Link to DHCD regulations:

<http://www.mass.gov/hed/economic/eohed/dhcd/legal/regs/>

Guidelines and Public Housing Notices (PHNs)

In addition to state statues and agency regulations, LHAs must also comply with DHCD guidelines. Guidelines support agency policy. They are less formal and more flexible than laws and regulations, but require DHCD approval in order to modify.

Guidelines are primarily distributed to LHAs through public housing administration notices (PHNs). PHNs are regularly published on DHCD’s website and distributed to all EDs. PHNs are used to announce programmatic changes, requirements, initiatives, reports, etc. They also include applications for initiatives. PHNs are a very useful tool for LHAs to stay abreast of changes in policy, to apply for additional funding, and stay compliant with regulations. As PHNs contain important information, and often have deadlines, they should all be reviewed by the LHAs in a timely manner.

Link to PHNs:

<http://www.mass.gov/hed/housing/ph-manage/public-housing-administration-notices.html>

Guide of State Laws, Regulations, Policy and Programs that LHAs adhere to

Name	Created by:	What it is:
M.G.L. 23B	Legislation originally enacted by the Commonwealth and periodically amended by legislation passed by the State House and Senate and signed by the Governor.	State Law—Establishes and gives powers to DHCD.
M.G.L. 121B	Legislation originally enacted by the Commonwealth and periodically amended by legislation passed by the State House and Senate and signed by the Governor.	State Law—establishes right of communities to create LHAs and describes their powers.
760 CMR	DHCD promulgates regulations in accordance with public notice, comment, and other requirements set forth in state law. These are collected in the section 760 of the Code of Massachusetts Regulations (CMR). Updates are published in the Massachusetts Register.	DHCD Regulations—further detail requirements of state statutes and have the force of law.
Public Housing Notice	DHCD's Division of Public Housing and Rental Assistance releases regularly via emails to EDs which are posted on DHCD's website.	Announces DHCD policy changes and programs including grants.

Compliance with Laws, Regulations and Guidelines

LHAs with state-aided programs must adhere to M.G.L. c.121B and follow DHCD regulations and program guidelines. As needed, LHAs may request waivers of DHCD regulations and guidelines that are not required by statute. Statutory requirements, such as those found in M.G.L. c.121B can only be altered by new laws passed by the Legislature and signed by the Governor.

If an LHA needs clarification or assistance in adhering to laws and regulations, DHCD is always available to provide those services to them. If LHAs do not comply with regulations and guidelines, DHCD does have a few enforcement tools available to it. The first is to provide a more mandatory level of technical assistance that begins with inspections and management reviews. Next, DHCD can take corrective actions. If the LHA is still not in compliance, DHCD has the right to withhold subsidy or take the LHA into receivership.

It is important that all board members are familiar with the following laws and regulations as they are key to the roles and responsibilities of board members at the LHA:

The LHA	
M.G.L. 121B Section 3	The creation and dissolution of housing authorities.
M.G.L. 121B Section 11	Powers of LHA as an operating agency.
M.G.L. 121B Section 17	Commonwealth is not liable for the indebtedness of an LHA.
M.G.L. 121B Section 25	Specific powers of an LHA—the development and redevelopment of affordable housing.
M.G.L. 121B Section 29	DHCD power to oversee and regulate the operations of LHAs.
M.G.L. 121B Section 31	DHCD’s oversight and required approval of LHA development plans.

Board of Commissions

M.G.L. 121B Section 5	Membership; appointment; election; term of office of board members.
M.G.L. 121B Section 6	The process for the removal or suspension of board members.
M.G.L. 121B Section 26	Powers of Housing Authority
M.G.L. 268A	Conflict of Interest Law
760 CMR 4.03	General Requirements
760 CMR 4.04	Code of Conduct
760 CMR 4.08	Fair Marketing

Policy

760 CMR 4.03	General Requirements (Management Plan)
760 CMR 4.07	Affirmative Action Plan
760 CMR 4.08	Affirmative Fair Marketing Plan
760 CMR 6	Occupancy Standards and Tenant Participation for State-Aided Housing

Operations: Executive Director/Staffing

M.G.L. 121B Section 32	Maintenance and operation of project; rentals; tenant selection; eligibility for continued occupancy; hearings; waiver
M.G.L. 121B Section 7	Selection of the LHA executive director, and compensation of board members
760 CMR 4.03	General Requirements (Management Plan with policies)
760 CMR 4.04	Code of Conduct
760 CMR 4.05	Funding of LHA Employee Positions
760 CMR 4.06	Equal Opportunity Officer
760 CMR 4.07	LHA Affirmative Action Plan

Finance /Purchasing/Budget	
M.G.L. 121B Section 29	Accounts and reports of housing authorities; investigations by department rules and regulations of department
M.G.L. 121B Section 31	Submission of plans for low-rent housing project to department; application; hearing disposition.
M.G.L. 121B Section 34	State and federal financial assistance; general provisions
M.G.L. 268A	Conflict of Interest Law
760 CMR 4.05	Funding of LHA Employee Positions
760 CMR 4.07	LHA Affirmative Action Plan
760 CMR 4.09	Ineligibility for Financial Assistance on Account of Civil Rights Non Compliance
760 CMR 4.10	Contract for Goods, Services, Construction, Modernization and maintenance
760 CMR 4.11	Collective Bargaining by an LHA Development
760 CMR 4.07	LHA Affirmative Action Plan
760 CMR 4.10	Contract for Goods, Services, Construction, Modernization and Maintenance
760 CMR 4.12	Development of Additional Units on Land Subject to a Contract for Financial Assistance by LHAs or Controlled Affiliates.
760 CMR 4.13	Transfer of Surplus Land Subject to a Contract for Financial Assistance for Development of Affordable Housing
760 CMR 4.14	Acquisition and/or Development of Land Never Subject to a Contract for Financial Assistance
760 CMR 4.15	Transfer of Surplus Land Never Subject to a Contract for Financial Assistance
760 CMR 4.16	Transfer of Existing Public Housing Developments to Controlled Affiliates for Substantial Rehabilitation.
760 CMR 49	Massachusetts Rental Voucher Program
760 CMR 53	Alternative Housing Voucher Program

U.S. Department of Housing and Urban Development

HUD

In Massachusetts, there are two different government agencies that administer and fund public housing – DHCD at the state level and the U.S. Department of Housing and Urban Development (HUD) at the federal level. Of the 240 LHAs in Massachusetts with units, 239 have state-aided public housing programs. 127 LHAs have both state and federal programs. Only one LHA has only federal programs. It is important for board members to understand whether their units are state or federally funded in order to ensure that the LHA is following the proper regulations, as they differ.

HUD has ten regional offices in the United States to oversee federally subsidized properties. LHAs work with the regional office, or their corresponding field office, with questions regarding federal programs or federally aided units. A regional office in Boston serves Massachusetts LHAs.

Federalization

A provision in Congress’s 2009 American Reinvestment and Recovery Act (ARRA) gave LHAs operating a federal public housing program a brief, time-limited opportunity to convert to state developments that met certain requirements to the federal public housing program. 21 LHAs used this opportunity to convert – or federalize – 3,856 units. The benefits of federalization include an increase in the operating and capital budgets of those units (due to higher federal public housing funding levels), while still preserving these units as deeply affordable in perpetuity. These efforts also benefitted all state units, by freeing up more state capital and operating subsidies for the remaining units in the state portfolio.

# LHAs with State and/or Federal public housing programs					
	State Only	State and Federal	Federal Only	None	Total LHAs
# LHAs with Units	112	127	1	0	240
# LHAs with Vouchers	87	84	35	34	240

Creation, Governance & Oversight of LHAs

Mass. Governor and Legislature

Passes laws establishing DHCD (M.G.L. c. 23B) and authorizing communities to create LHAs and the laws to govern them (M.G.L. c. 121B).



DHCD

Is responsible for oversight of LHAs and enforcement of M.G.L. c. 121B and C.M.R. 760. DHCD appoints one member to each LHA board.



Cities and Towns

Vote to create an LHA and select 4 out of 5 board members through appointment (cities) or elections (towns).



LHA Board

Sets policies, goals, and by-laws for LHA, executes contracts with DHCD, HUD, and/or other funders, hires and oversees Executive Director.



Executive Director

Hires staff and executes LHA goals, policies and programs.

Creation and Oversight of Housing Programs at LHAs

Mass. Governor and Legislature

Passes laws establishing programs (state public housing units and vouchers) and authorizing funding.



DHCD

Develops regulations and policies, designs and implements state-aided programs, provides LHA funding and oversight as required by law and funding contracts.

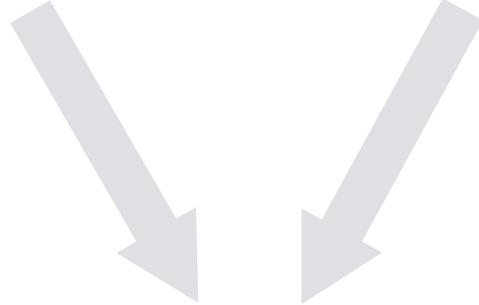
U.S. President and Congress

Passes laws establishing programs (federal public housing units and vouchers) and authorizing funding.



HUD

Develops regulations and policies, designs and implements federally funded programs, provides LHA funding and oversight as required by law and funding contracts.



LHA Board

Provides oversight on the administration of programs, executes funding contracts and approves program budgets.



Executive Director

Directs staff to implement federal and state-aided public housing programs in accordance with federal, state, and LHA goals and requirements.



3.

The Portfolio and Programs

State-aided public housing programs in the Commonwealth are administered by LHAs. There are 253 LHAs in the state. Four of them are regional, while the rest represent one city or town. 240 of these authorities have portfolios that include programs with public housing units, while thirteen LHAs do not have any units. Of these 240 authorities, 112 are entirely funded by the state government, but 138 LHAs have portfolios that do include federal public housing units and/or vouchers.

As of late 2013, Massachusetts has 45,600 state-aided public housing units and 7,600 state-subsidized vouchers. Additionally, there are 37,400 federally-subsidized public housing units and 75,000 federal vouchers. In total, the state and federal government subsidize 83,000 units of public housing and 81,000 housing vouchers in Massachusetts.

Each LHA has a unique combination of these state and federal programs in their portfolio. It is important for board members to understand the components of the portfolio of their LHA. This section describes state voucher and unit programs supported by DHCD.

Low-Income Housing Programs

DHCD's Division of Public Housing and Rental Assistance has the responsibility for regulatory and administrative oversight of all state-aided public housing programs which address the needs of low-income families, elderly, and persons with disabilities.

DHCD's low-income housing programs can be primarily organized into two categories – public housing units and vouchers.

Units are physical residences in mid and high-rise apartment buildings, two and three-story walk-ups, townhouses, multi-unit buildings, and single family homes that are owned and operated by LHAs.

State-aided Public Housing offers three programs:

1. Public Housing for the Elderly and Persons with Disabilities – Chapter 667;
2. Public Housing for Families – Chapters 200 and 705; and
3. Public Housing for Special Needs – Chapters 167 and 689.

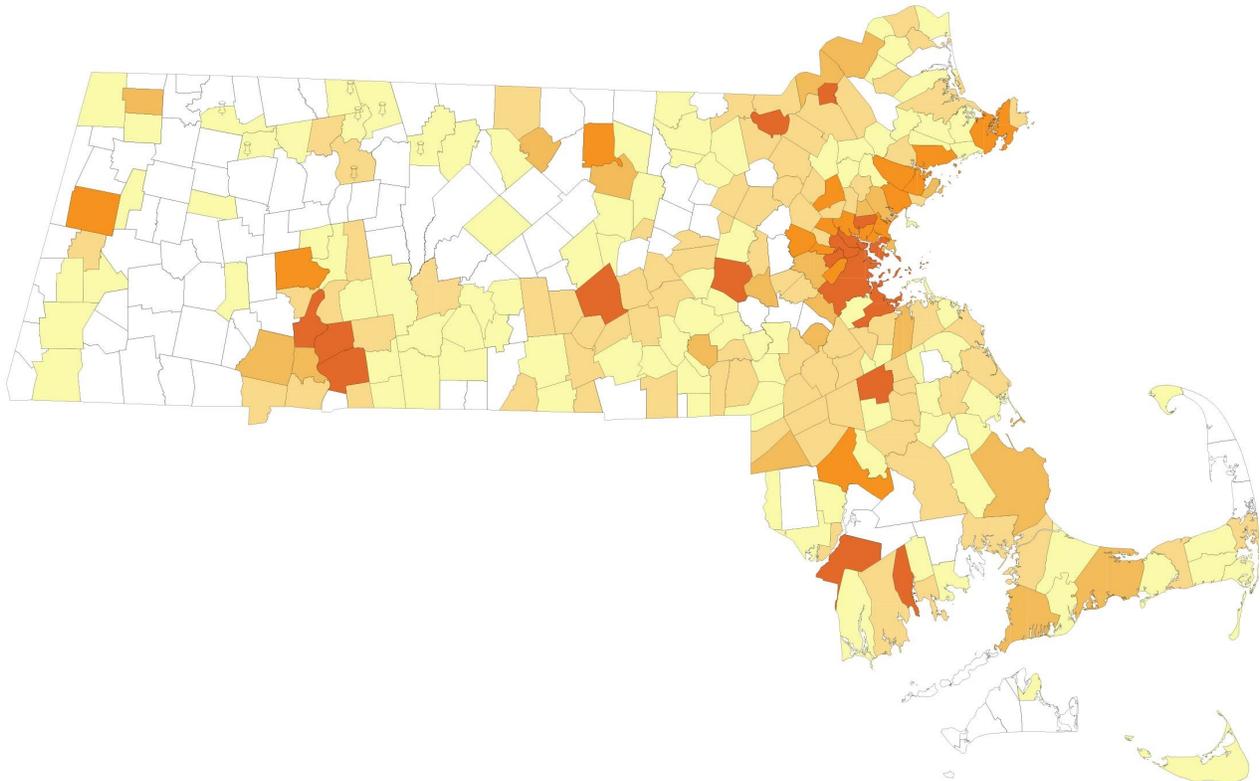
DHCD has four resident service programs to support tenants within some of these units:

1. Supportive Senior Housing;
2. LHA Transition Housing Program;
3. LHA Supported Housing Program; and
4. MassLEAP.

Additionally, DHCD offers three voucher programs to provide an alternative form of state assistance. Those programs are:

1. Massachusetts Rental Voucher Program;
2. Alternative Housing Voucher Program; and
3. Department of Mental Health Rental Subsidy Program.

Cities and Towns in Massachusetts with Public Housing Units



Size of Housing Authorities

Number of Units at LHAs (State and Federal)	Number of LHAs with quantity of units
1,000+	15
500-999	18
300-499	21
100-299	85
Fewer than 100	101
TOTAL	240

Public Housing for the Elderly and Persons with Disabilities

Chapter 667, the elderly and handicapped housing program, provides housing for qualified low-income elderly and handicapped persons. The Chapter 667 program began in 1956 to house elderly residents. It was expanded to include persons with disabilities at the end of the 1960s. With over 30,000 units in this program, it represents roughly two-thirds of the state-aided public housing portfolio. The Chapter 667 portfolio is primarily made up of 2 and 3-story walk up apartment buildings and mid-rise buildings with elevators.

In 1995, the state Legislature amended c. 121B, §39 to require DHCD to implement a placement ratio in state-aided elderly/handicapped housing. The placement ratios were established to meet the public policy objective of achieving a population of 13.5% of non-elderly persons with disabilities households in the c. 667 program.



Chapter 667 Housing at the Maynard Housing Authority



Chapter 667 Housing at the Haverhill Housing Authority

Family Public Housing

The family state-aided public housing program provides housing for low-income families in neighborhoods throughout the state. There are two programs for family housing:

1. Chapter 200 (veteran and/or family housing); and
2. Chapter 705 (family housing).

The Chapter 200 program was first established in 1948 to provide housing for returning World War II veterans. Today it is primarily a program for any eligible family, though veterans are still eligible and retain preference for those units. There are a variety of building types in the Chapter 200 program including 3-4 story walk-ups, townhouses, apartment buildings and single family homes. The units typically range in size from 1 to 4 bedrooms. There are over 10,500 units in this program, representing about a quarter of state-aided public housing.

The Chapter 705 program is smaller with just under 3,000 units. While the 200 and 667 developments typically have ten to dozens to hundreds of adjoining units on one development, the 705 program is structured differently. These units are primarily one to three unit family homes and duplexes distributed throughout the community, rendering the term “scattered sites.”



Chapter 200 Housing at the Lawrence Housing Authority



Chapter 705 Housing at the Tewksbury Housing Authority



Chapter 200 Housing at the Newburyport Housing Authority

State Program	Units (Rounded)	Housing Type	Description
Chapter 200 — Family			
	10,500	3-4 story walk-up flats	Typically high-density developments, in urban location of concrete and brick construction, usually flat floors, 6-12 families share an entryway.
		Single-family, townhouses and apartments	Low-to moderate-density developments in less dense neighborhoods, wood frame construction, brick, clapboard, or shingle exterior with pitched roofs. Townhouses with separate entrances; some are 2-story apartments with 4 units on an entry.
Chapter 705 — Family			
	2,950	Varied	Small buildings or individual units on scattered sites; varied building types including single-family homes, condos, and apartments. Some were new and some renovated at the time of purchase.
Chapter 667 — Elderly/Persons with Disabilities			
	30,250	One-story attached	Small wood frame buildings, some with brick exterior, with separate entrances in small complexes often in a park-like setting.
		2 and 3-story apartments	Wood frame buildings, some with brick exterior, common entryways, no elevators.
		High-rise and mid-rise	Larger developments with elevators, central lobby, meeting rooms, laundry and parking.
Chapters 167 & 689 — Special Needs			
	1,900	Converted single-family homes or one-story buildings	Usually these are small stand alone buildings with two 4-bedroom apartments in the structure. Typically residents have their own room, but share communal bathrooms, kitchens and common spaces. Staffed 24-hours a day.

Information from: *Protecting the Commonwealth's Investment*

Special Needs Public Housing

The Special Needs Housing programs (Chapters 689 & 167) provide housing with specialized services for persons with mental illness, or developmental or physical disabilities. The purpose of these programs is to provide on-site services so tenants can maintain a maximum level of independence. There are less than 2,000 units in these programs.

Most of the programs are managed living arrangements for people eligible for services offered through the Department of Mental Health (DMH) or Department of Developmental Services (DDS). The LHA owns the building and leases it to a residential services provider, which provides necessary service staff to assist residents. Providers are under contract with the state human services agency whose clients are served at the site, or in some cases are direct employees of DDS or DMH.

Eligible residents are referred to the group living environment (GLE) by the state human services agency – DMH, DDS, or another – based on the match between the applicant's need and the services offered at the site. LHAs do not select residents for these programs, with the exception of Ch. 689 family housing where households need wheelchair accessibility.

Supportive Senior Housing

The Supportive Senior Housing program seeks to bring some of the benefits of assisted living developments to the residents of the state-aided housing for elderly and handicapped persons (c. 667 housing). Jointly developed by DHCD and the Executive Office of Elder Affairs (EOEA), the program seeks to help seniors maintain their independence and "age in place" by providing better access to supportive services such as case management, 24-hour on-site personal care staff, housekeeping, a daily meals program, medication reminders, transportation, shopping and laundry service to elders within their senior housing complexes.



Chapter 689 Housing at the Somerville Housing Authority



Chapter 689 Housing at the Harwich Housing Authority

LHA Transitional Housing Program

The LHA Transitional Housing Program (LHATHP) uses traditional state-aided public housing units as transitional housing sites for homeless households. Homeless families occupy these sites for a 12-18 month period in order to receive services to develop their self-sufficiency skills. This program model is unique in that once families graduate from the LHATHP, they are offered the opportunity to go under lease with the sponsoring LHA. This provides the long term housing stability these families need to avoid re-entry into the shelter system.

LHA Supported Housing Program

The LHA Supported Housing Program (SHP) is targeted to serve homeless families who need on-going supports to stay successfully housed. Families are selected to be part of the program are placed under lease upon entry to state or federally aided housing units. SHP participants are provided with case management services and are connected with critical community resources. Families are expected to enter into a service plan and adhere to it as well as comply with all lease conditions. Typically, families remain in SHP for one year, but can remain longer if additional support is needed to continue to stabilize the tenancy.

Mass LEAP

In 2014, DHCD launched Mass LEAP (Learning, Employment and Assets Program), a self-sufficiency program which will serve eligible residents of state-aided public housing and MRVP participants with a set of supportive services needed to achieve meaningful and sustainable earned income growth. The five-year comprehensive program is designed to create meaningful and lasting economic improvements in participating households by providing services in three key areas: employment and career development; financial literacy and asset development; and post-secondary education.

Rental Assistance Programs

Massachusetts Rental Voucher Program

Vouchers, or rental subsidies, are designed to encourage and promote housing choice and mobility for all program participants.

The Massachusetts Rental Voucher Program (MRVP), formerly known as the Chapter 707 Program, offers both tenant- and project-based rental subsidies. In both cases, a regional non-profit housing agency or an LHA administers the program locally. As of January 2014, there were eight regional non-profit housing agencies and 112 local housing authorities that administer MRVP throughout the Commonwealth to over 6,000 households.

The tenant-based voucher, which is known as a “mobile voucher,” is assigned to the participant and is valid for any housing unit that meets the standards of the state sanitary code. Mobile voucher holders carry that voucher with them in the event of a move.

“Project-based vouchers” are assigned to a specific housing unit or development. The owner rents these units to a program eligible tenant and when they move out, a new eligible tenant moves in.

Administration of Federal Vouchers

In addition to the state-aided vouchers, LHAs also administer 55,000 Section 8 Housing Choice Voucher Program (HCVP) vouchers that are funded by the federal government.

DHCD also administers 20,100 federal HCVP vouchers through a regional delivery system which include eight Regional Administering Agencies (RAAs) and one LHA.



Ocean Shores is a project-based voucher development in Marshfield.



Cumberland Homes is a project-based voucher building in Springfield.

Alternative Housing Voucher Program

Established in 1995, the Alternative Housing Voucher Program (AHVP) provides vouchers for rental assistance to non-elderly handicapped persons of low-income who have been determined eligible and qualified for c. 667 elderly/handicapped housing. AHVP is administered locally by participating local housing agencies, either a local housing authority or a regional administering agency. DHCD's Division of Public Housing and Rental Assistance has responsibility for regulatory and administrative oversight of this program. As of November 2013, there were 23 LHAs that administered the AHVP program and approximately 400-500 vouchers.

RAFT

RAFT (Residential Assistance for Families in Transition) is a homelessness prevention program targeted to low-income families who are experiencing a housing crisis that would lead to the family becoming homeless. RAFT provides flexible financial assistance up to a set amount, designed to meet each family's particular needs. All interventions are focused on helping families retain their current housing or obtain new housing in order to avoid homelessness.

Department of Mental Health Rental Subsidy Program

Established in 1986, the Department of Mental Health Rental Subsidy Program (DMHRSP) is a joint effort between DHCD and DMH. It provides rental assistance to DMH clients who are receiving services through contracted service providers. Most DMH clients, by virtue of being recipients of supplemental security income (SSI) and/or social security disability income (SSDI) are extremely low-income. The DMHRSP subsidy allows clients to secure quality, affordable housing in the community, which is a critical component in promoting recovery and resiliency. Clients lease units of their choice within rent limits determined by DHCD, and do not pay more than 35% of their adjusted income for rent.

The DMHRSP is intended to assist DMH clients in gaining greater independence through providing support in combination with subsidized housing in the community. Services available to clients participating in the program include, but are not limited to: interventions and supports that manage symptoms; restore or maintain independent living; restore or maintain daily living skills; promote wellness and the management of medical conditions; and assist clients to restore or maintain and utilize skills necessary to undertake employment.

The longstanding collaboration between DHCD and DMH in the management of the DMHRSP has resulted in a strong working relationship between the agencies that effectively serves the housing needs of many people with severe and persistent mental illness, all while safeguarding and making efficient use of valuable public funds.



4.

LHAs: Structure and Function

Local housing authorities (LHAs) play a critical role in providing affordable housing to low-income individuals and families in the Commonwealth. The primary role of most LHAs is the ownership and operations of the buildings and units in their portfolio and to provide their tenants with safe, sanitary, and affordable housing. However, many LHAs are also able to secure additional tenant services as well as participate in the development of other affordable housing in their respective communities.

This section will explain the structure of LHAs, and the roles and responsibilities of the board, the executive director (ED) and LHA staff.

Introduction to LHAs

Organization of a Housing Authority

In each LHA, the working organizational structure is based upon three primary components: the board, which establishes LHA policies; the Executive Director (ED) who is in charge of implementing these policies and overseeing the staff; and the staff, which supports the ED in all aspects of running the housing authority. Each role carries with it a host of responsibilities, but also restrictions. In order to have a well-run authority, it is important for each person to uphold the responsibilities of their role.

LHAs do not operate in a vacuum but rather are constantly interacting with others. They serve and partner with many local, state, private, and public organizations and individuals, including: mayors, selectmen, city councils, local boards, local schools, community development corporations (CDCs), vendors, neighbors and other taxpayers, and the media. These partnerships are extremely valuable to LHAs and often result in a donation or subsidized provision of services.



The Board – Composition and Responsibilities

Composition of the Board

M.G.L. c. 121B requires that LHA boards consist of five members. One board member is appointed by DHCD, with the approval of the Governor’s office, and is known as the state appointee. In a town, the other four members are locally elected. In a city, the other four members are appointed by the mayor, subject to confirmation by the city council. The mayor is required to appoint one city resident who is a representative of organized labor, selected from a list proposed by unions specified in M.G.L. c.121B Section 5. The mayor is also required to appoint an LHA tenant, nominated by the respective LHA tenant association. Board members are required to reside in the town of the LHA and are removed from the board if they move to another community, as are tenant appointees who move out of LHA housing.

The term for each board member seat is five years. The terms of each of the five seats are staggered so that only one seat opens each year. The cycle of the five year term belongs to the seat, not the person filling it. Board members may continue to serve after the term of their seat officially ends unless they are removed, reappointed, or another person is appointed or elected to their seat. If they choose to remain on the board after their term has expired and before the seat has been filled, they continue to hold all of the same rights and responsibilities as a board member with a term on a seat that has not expired. As a result, seats, particularly those that have appointments, often do not have a full five-year term at the start of the term. In these cases, the seat will be filled for the balance of the unexpired term. As an example, if an appointment is made one year into the term for that seat, the appointed board member’s term will be for the remaining four years.

Responsibilities of an LHA Board

LHA boards have oversight at the LHA and are responsible for ensuring that all financial and legal obligations of the LHA are met. In order to provide the necessary level of oversight, the board is accountable for a broad range of responsibilities, including, but not limited to:

- Setting and revising policy for the LHA;
- Establishing annual operating and capital budgets for the LHA;
- Ensuring the integrity and professionalism of the LHA;
- Ensuring the LHA is operating in compliance with federal, state and local laws, regulations, rules and guidelines;
- Ensuring that fiscally sound practices are implemented in accordance with state guidelines, the DHCD accounting manual, and other applicable laws and regulations;
- Overseeing all aspects of employment for the executive director;
- Adopting and revising by-laws;
- Electing officers annually;
- Certifying as truthful, accurate, and complete the annual budget, the top five salaries at the housing authority, the total salary of the executive director, adherence to lead paint laws and regulations, and year-end financial statements;
- Holding and attending regular monthly and special meetings in conformance with:
 - Open Meeting Law, M.G.L. c. 30A, §§ 18-25
 - Public Records Law M.G.L. c.4 §7(26);
- Upon entry to the board, and every two years in service, complete the State Ethics Commission's Conflict of Interest Law Online Training Program for Special Municipal Employees and send receipt to DHCD.
- Maintaining good community relations;
- Encouraging and supporting tenant participation in the administration of public housing;
- Advocating for low-income housing and the interests of the tenants; and
- Following HUD requirements if LHA has federal programs.

Link to Open Meeting Law, M.G.L. c. 30A, §§ 18-25: <http://www.mass.gov/ago/government-resources/open-meeting-law/open-meeting-law-mgl-c-30a-18->

Link to Public Records Law M.G.L. c.4 §7(26): <http://www.malegislature.gov/Laws/GeneralLaws/PartI/TitleI/Chapter4/Section7>

LHAs own its state-aided public housing sites – both the land and the structures on them – and therefore the board members exercise legal control over these properties. However, it is important to note that an LHA’s state-aided public housing properties are subject to state laws and regulations, as well as contracts and guidelines with DHCD, that limit the LHA’s ability to sell, develop, and/or take other actions regarding the property. Similarly, there are federal laws and HUD restrictions that limit the LHA’s powers over its federal public housing properties. LHAs interested in such actions should contact DHCD, HUD, or their attorney.

What Board Members Need to Know

In order to be able to uphold their responsibilities, it is important that all board members have some working knowledge of the following aspects of the housing authority:

- Board meeting schedule;
- LHA by-laws and policies;
- Ethics and codes of conduct;
- Open Meeting Law; M.G.L. c. 30A, §§ 18-25
- LHA’s DHCD team, point of contact;
- LHA’s attorney, fee accountant, auditor;
- LHA’s fiscal year- Approved operating budget, Expenditures, routine and non-routine, Tenant account receivables, and Vacated account receivables
- Capital and operating funding sources – DHCD and HUD;
 - Applicable reporting requirements;
- Formula Funding awards;
- Capital Improvement Plan (CIP);
- Recent audit findings;
- Pending litigation;
- ED compensation, employment terms;
- Vacancy turnaround time;
- Tenant participation;
- Maintenance work order response time; and
- Occupancy levels.



Link to Conflict of Interest Training:
<http://www.stateprog.eth.state.ma.us/>

Limitations for Board Members

The success of the LHA is dependent upon all parties not only meeting responsibilities, but also refraining from activities and tasks that are beyond the scope of their responsibilities. Board members must abstain from:

- Carrying on the day-to-day operation of the LHA;
- Assigning tasks directly to staff. Assignments to staff are made by the executive director. Assignments to the executive director are made by the board at its meetings.
- Violating the privacy of applicants or tenants by:
 - holding a master key;
 - having access to applicant or tenant files;
 - having access to names of applicants; and
 - entering tenant apartments as a board member;
- Participating in tenant selection process;
- Seeking personal gain by action(s) as a board member;
- Acting, speaking, or conducting business on behalf of the authority without the express, formal consent of the LHA board; and
- Entering into conflict of interest situations prohibited by M.G.L. c. 268A and DHCD's regulations on code of conduct set out in 760 CMR 4.04.

Ethics for Board Members

All LHA Board members, including the state appointees, are Special Municipal Employees for the purposes of the state conflicts of interest law. Therefore, all board members must complete State Ethics Commission's Conflict of Interest Law Online Training Program for Special Municipal Employees within 30 days of joining the board and then once every two years afterwards. The Certificate of Completion should then be sent to the Division of Public Housing and Rental Assistance at DHCD.

The Staff – Responsibilities

Responsibilities of LHA staff

The LHA executive director, supported by his or her staff, is responsible for, but not limited to:

- Attending all board meetings;
- Implementing LHA policy;
- Implementing DHCD and HUD regulations and guidelines, as applicable;
- Preparing reports at the request of the board, DHCD, and HUD, as applicable;
- Preparing operating and capital annual budgets and plans for approval by the board.
- Implementing the management plan approved by the board and DHCD;
- Preparing grant applications at the direction of the board;
- All aspects of employment for staff following procedures set forth in the personnel policy;
- Carrying on the day-to-day activities of the LHA to support and service the needs of the tenants; and
- Ensuring the maintenance and modernization as needed of the public housing units and developments in order to provide safe and decent housing to tenants and preserve the investments of the Commonwealth.

If the LHA is experiencing dysfunction, it is the responsibility of the board to develop a plan for corrective action and ensure implementation of this plan by the executive director and the staff. DHCD can provide LHA Boards the necessary support in developing and implementing plans for corrective actions.

Hiring the ED, Staff, and Consultants

Executive Director – The LHA board is responsible for all aspects of employment of the ED. ED contracts are subject to approval by DHCD.

Staff – The ED is responsible for all aspects of employment of the staff. The level of board engagement in approving these decisions varies and is determined by the LHA’s Personnel Policy, which must be approved by DHCD.

Consultants – The ED oversees the selection of all consultants (legal, accountant, design); however, the board must vote to approve contracts. The level of board engagement in approving these decisions varies and is determined by the LHA’s Procurement Policy, following Massachusetts Procurement Laws.



Chapter 200 housing at the Stoneham Housing Authority.

Local Tenant Organization

The management of state-aided public housing is built on the idea that the participation by tenants and household members through an effective tenant organization benefits the housing authority and its residents. Good communication and a strong working relationship with the tenant organization is the goal. But providing opportunities for tenant participation is not simply recommended, it is a mandate, supported by state statute and regulations and requires the active support of the LHA management and the board.

Board members need to understand when the regulations require consultation with the Local Tenant Organization (LTO) before an action is taken or a rule is made.

An LTO is an organization of tenants that has been officially recognized by the housing authority, after meeting certain requirements, to represent some or all of the tenants. This process is found in 760 CMR 6.09 (2). If an LTO has not been recognized, the LHA must “encourage and assist...” tenants to form an LTO, (760 CMR 6.09 (2)(a)). The LTO must be consulted and given an opportunity to appear before the board whenever an LHA is thinking about adopting, amending, or seeking a waiver of a rule or policy that affects residents, (6.09 (3)(g)). Under the regulations, the LTO has a right to:

- Funding by the LHA, (6.09 (3)(c)).
- Notification of LHA jobs and participation in the hiring process, (6.09 (3)(j, k)). Tenants receive preference in LHA hiring, (6.09 (3)(j)).
- Notice of board meetings, (6.09 (3)(l)).
- Notice and participation in capital planning, modernization, and construction, (760 CMR 11.00).
- Negotiate a Memorandum of Understanding with the LHA to describe the formal relationship between the two entities.

This is a partial list of regulations that relate to tenant participation. Board members should become familiar with the complete text of the sections noted. While they describe the formal relationship between the LTO and the housing authority, the goal is open, clear communication and the development of a good working relationship.

Policy

Policy

One of the primary responsibilities of the LHA board is to set and revise policies to guide the business of the housing authority and to ensure its goals are met. It is important that these policies are compliant with those set forth by the Commonwealth of Massachusetts, DHCD, and HUD in cases where the LHA has federally subsidized programs and/or assets. Policies that the board oversees include, but are not limited to:

- Affirmative Action Policy
- Capitalization Policy
- Criminal Offender Records Information (CORI) Policy
- Disposition Policy
- Investment Policy
- Maintenance Policy
- Personnel Policy
- Procurement Policy
- Reasonable Accommodations Policy
- Rent Collection Policy
- Sexual Harassment Policy
- Travel Policy
- Others as appropriate

It is the responsibility of the board, with support from the ED, to develop a review process which will ensure that all policies are being implemented as intended and that the policies are benefitting the authority and, most importantly, the tenants. A good reporting system involves the executive director gathering feedback and information from both staff and residents and reporting it back in a summarized fashion to the board.

Reports

The board is responsible for setting the standards for routine reporting and receiving information from the ED to evaluate the success of the LHA in fulfilling its mission, adhering to policies, and ensuring that it is operating in compliance with funding requirements.

In order to make informed decisions, board members are recommended to receive the following written reports from the ED:

- Minutes of Regular and Special Board Meetings – EDs should make meeting minutes of all regular and special board meetings and distribute them to board members for records.
- Quarterly Financial Statements – The LHA executive staff provides the board with quarterly financial reports for their review. Quarterly financial reports include operating statements showing revenue, operating and capital expenses to date, balance sheets, accounts receivable and vacancy reports. These reports are certified by the fee accountant and the executive director before being submitted to DHCD electronically through the Housing Authority Financial Information System (HAFIS). Quarterly reports (Forms 090 and 080) for capital projects are submitted to DHCD.
- Year End Financials – At fiscal year-end, in addition to the certification by the fee accountant and ED on the quarterly operating statements, the board also certifies the fiscal year end operating statement is true, accurate and complete before being submitted to DHCD. In order to do so, the board will review the quarterly financial reports, including additional information about the year-end reserve balance, non-routine expenditures, and DHCD subsidy received/owed.
- Reports on Financial Audits of the LHA – The ED provides the board with audit reports. Audit reports may be produced by the state Auditor’s Office or through a hired certified public accounting (CPA) firm, and review how the operations of the LHA complied with standard accounting and program

requirements, including the procurement of all contracts for all goods and services, in accordance with state and/or federal law. The board works with the ED to develop responses to audit findings and implement audit recommendations.

- Monthly Energy Reports – Housing authorities are required to do monthly energy & water reporting into the Housing Authority Financial Information System (HAFIS). They report the cost and quantity of energy consumed in units (KWH, therms gas, gallons oil, etc.).
- Quarterly Vacancy Reports – The vacancy reports should include waivers made in accordance with the vacancy report requirements.
- Annual Certifications – LHAs are required to submit an annual certification of the five highest paid salaries at the LHA, the total salary of the executive director, and certification of compliance with lead paint laws, at year-end.
- Monthly ED Reports – Monthly executive director reports may include, but are not limited to, information on:
 - vacant units and turnover efforts;
 - the status of all LHA programs;
 - rent receivables;
 - maintenance; and
 - other concerns or initiatives.

DHCD does not have standardized versions of these reports. Each LHA may tailor reporting to meet the needs of the authority.

Optional Reports – Optional reports that can be helpful in assisting the board in carrying out its functions are:

- Monthly budget to actuals statements;
- Reports from tenant organizations; and
- Reports from sub-committees of the board.

Contracts

Contracts

The LHA is responsible for complying with the terms and conditions of all of its contracts. It is important for LHA board members to know the content of all contracts between the authority and vendors/contractors at the time of contract award. Members new to the board should also familiarize themselves with all existing contracts at the LHA. All contracts must be procured in accordance with state law and are subject to DHCD/HUD approval, as applicable.



Chapter 689 housing at the Milton Housing Authority.



5.

State Funding and Finances at LHAs

At a local housing authority (LHA), the board is held legally accountable for ensuring that the authority is upholding all fiduciary responsibilities in accordance with applicable laws and regulations. This section outlines the two major categories of spending at an LHA – operating and capital – specific programs within each, and the tools that LHAs utilize to plan for spending and financial reporting requirements.

In addition to this document, the Department of Housing and Community Development's (DHCD) Accounting Manual for State-Aided Housing Programs serves as a guide for all housing authority accounting transactions. Each LHA should have a hard copy of this document. Furthermore, DHCD publishes Annual Budget Guidelines in a Public Housing Administration Notice (PHN) which provides guidance to LHAs regarding their annual budget submission. The guidelines also highlight the changes that are being implemented.

Furthermore, if the LHA has federal programs, the board should also be familiar with funding and financial requirements from HUD.

Operating Spending

Operating expenses are dedicated to paying for the day-to-day business of the housing authority, including but not limited to: employee salaries and benefits, maintenance and repairs, office expenses and supplies, insurance, utilities, vehicle expenses, accounting, legal services, and overhead.

All LHAs are responsible for submitting one or more operating budgets each year to DHCD for review and approval. A single budget consolidates the income and expenses from the three main state-aided public housing programs – c. 667 elderly and c. 200 and c. 705 family. In addition, if the LHA runs other state programs that aren't eligible for state-aided public housing operating subsidy, like c.689, c. 167 or MRVP, they prepare separate budgets for each of those programs. Each annual budget is composed of two primary components: income and expenses.

Income

At almost every LHA, the greatest source of income is tenant-paid rents, which pay for about 75% of the total state-wide operating costs of state-aided public housing. In some cases, LHAs have additional revenues from roof antennas, coin-operated laundry, or other sources that are also included in the operating budget. The second largest program funding source is the operating subsidy from DHCD, which comes from a program-specific line item in the annual state operating budget. (Discussed in more detail below).

Expenses

Expenses fall into two main categories – utility costs (gas, electric, water, oil) – and non-utility costs (just about everything else). While utility costs vary with the changes in tenant usage and market prices, DHCD sets limits on the non-utility side of the budget through a tool called the ANUEL, or Allowable Non-Utility Expense Level. Each year, DHCD determines an allowable level of non-utility costs for each of the three primary program types – c.667, c.200, and c. 705 – that the LHA can use in creating its

budget, on a per-unit, per-month basis. DHCD then calculates the fixed allowable operating expense for each LHA based on the number of units they have in each program type.

The ANUEL may be adjusted annually, at the beginning of the new state fiscal year, dependent upon available funds. The amount of operating funds available can be affected in two ways: a change in the total state subsidy line item appropriation to DHCD and/or projected changes to rental income and utility costs at LHAs.

Some LHAs generate enough rental income to operate within ANUEL. In those cases, the LHA does not receive operating subsidy from DHCD, and is often referred to as a “surplus LHA.” Other LHAs do not generate enough rental income to operate within their ANUEL, and these LHAs receive an operating subsidy from DHCD to make up the difference. These LHAs are categorized as “deficit LHAs.”

Subsidy Agreement

DHCD executes a contract called the operating subsidy agreement with each LHA in order for them to receive operating subsidy. The subsidy agreement is an annual contract that governs the receipt and use of operating funds by LHAs. This agreement requires a vote by the board, the signature of the executive director, and certification by the board.

Operating Reserves

The operating reserve is created and replenished over time primarily by using fiscal discipline to spend less than the full ANUEL amount in the DHCD-approved operating budget. Those funds are moved into the operating reserve at year end and are generally used for extraordinary maintenance items, deferred maintenance and the support of capital work. The maximum operating reserve is 50% of a full year’s ANUEL. DHCD expects LHAs to have a minimum operating reserve equal to 20% of that amount. Surplus LHAs sometimes have operating reserve levels exceeding this amount.

Capital Spending

Capital expenditures are designated for both the development of new state-aided public housing units (rarely done now due to limited funding and significant existing preservation needs) and capital modernization projects to preserve existing assets. Capital spending is primarily funded by state bond funds, historically passed approximately every five years. Bond bills, which must be passed by the Legislature and signed by the Governor, authorize the state to issue bonds and use the proceeds to fund capital improvements throughout the Commonwealth, including state-aided public housing. DHCD uses this funding authorization to award grants to LHAs. Meanwhile, the state's Executive Office of Administration and Finance (A&F) gives DHCD an annual capital budget, called its "bond cap," which spells out how much of its bond funds can be spent for a particular fiscal year. DHCD closely tracks the progress of all the LHAs capital projects to ensure they stay on track and that the entire bond cap is spent on the most urgent projects. The 2008 bond bill authorized \$500M in spending for state-aided public housing. From these funds, DHCD annually received a bond cap of about \$85M to \$95M which was then awarded across the 240 LHAs. In 2013, another \$500M was authorized. DHCD is planning for an annual bond cap of \$90M.

Contracts for Financial Assistance

DHCD executes contracts, called Contracts for Financial Assistance (CFA), for each development that receives capital funds. The CFA states the rules and limitations of the capital funding, and was originally executed when the development was built or bought by the LHA. The agreement is amended at the award of additional capital funds for the purpose of modernizing the development. The board must approve all CFAs and all CFA amendments. Currently, all LHAs receive capital funds through DHCD's Formula Funding program.

Formula Funding

For FY2011, DHCD fundamentally changed the method of disbursement of most capital funds from a competitive approach to

a systematic approach. Now, through Formula Funding (FF), capital funding is distributed in an equitable, transparent and predictable manner so that every LHA gets a fair share of available funds and annual bond cap share proportional to its condition-based need. LHAs can now depend on receiving this multi-year award in order to plan for and implement capital projects that combine local resources and expertise with DHCD's technical and project management assistance to meet their most urgent building preservation needs.

While each LHA can count on eventually expending the full amount of its FF award, how much FF an LHA can spend in any given year is controlled by DHCD's bond cap. Each LHA is allocated a portion of DHCD's bond cap. The LHA's cap share is estimated based on the amount of spending cap that the Executive Office of Administration and Finance (A&F) estimates will be available for state-aided public housing in any given fiscal year. In its capital improvement plan (see Section 6) the LHA makes its request to use its award in specific fiscal years.

It is important to note that Formula Funding is used as a source of capital funding similar to what is known as a "replacement reserve" escrow account in private and affordable housing to address capital needs. However, as mentioned earlier, the property needs in state-aided public housing far exceed the available funding. Formula Funding accounts for approximately half of the state-aided public housing bond cap annually, based on a \$90M bond cap.

For more information on how Formula Funding is determined and used in capital management, please see Section 6.

Additional Bond Funds for Capital Projects

In addition to FF, DHCD utilizes the remainder of state-aided public housing's bond cap to fund special capital programs, which are aimed at projects LHAs may not otherwise be able to address with their limited FF. Funding is either annually made available through a competitive application process, publicized through

PHNs (which are always posted on DHCD's website) or direct outreach efforts. Recent special programs included awards for: vacant unit turnover, health and safety improvements, elevators, generators, and accessibility. Two long-term special programs that are on-going are:

- **Sustainability & Energy Program** – This program, initiated in 2008, focuses on best practices in energy & water conservation and advancing innovation in green building. It has: infused “green” approaches into capital planning and construction standards; helped housing authorities address energy planning and procurement; and leveraged substantial outside resources from utility energy efficiency programs, government agencies and/ or innovative financing programs. DHCD annually allocates bond funds for sustainability programs. DHCD will publish PHNs of funding availability when resources are available for new or continuing sustainability initiatives.
- **High Leverage Asset Preservation Program (HILAPP)** – In addition to FF, DHCD makes a portion of state-aided public housing capital funds available on a competitive basis to LHAs for mixed-finance and high leverage projects. The goal of this program is to address larger scale needs that FF is not adequate to address. The availability of such funds and the corresponding program guidelines will be announced through public housing notices as well as posted on DHCD's website.

DHCD also annually sets aside funds for emergencies and compliance needs which could not otherwise be addressed by LHAs with their FF. LHAs should work with their Project Manager (PM) to access these funds. DHCD strongly encourages LHAs to seek additional sources of funding to supplement DHCD's resources. Other state, local, utility, or philanthropic organizations may provide grants, loans or rebates, often with some use restrictions (as to timing, locations, use only for labor or equipment, etc.).

Fiscal Planning

LHAs have two primary tools for fiscal planning - the annual operating budget and the capital improvement plan (CIP).

Annual Operating Budget

Each LHA creates an annual operating budget to plan how it will spend its operating funds in the coming year. The ED submits the budget first to the board. The budget is subject to review and approval by the board which it must then certify its accuracy. The tenants' organization(s) also have the right to comment on the budget. Finally, the budget is submitted to DHCD for review and final approval. Actual operating expenditures are monitored against the proposed budget throughout the fiscal year.

Capital Improvement Plan

The Capital Improvement Plan (CIP) is the tool DHCD developed to help LHAs plan ahead for spending on capital projects. The tool can be used to develop a five year plan which identifies capital projects, provides a planning scope, schedule and budget for each capital project and identifies the funding sources for implementing the plan. The contents of a CIP are limited to available resources. In addition to planning for specific projects, the CIP also sets aside funds for unplanned events that require an urgent response. DHCD's Modernization and Development of State-Aided Public Housing regulation (760 CMR 11.00) requires tenant participation in the modernization planning process. Among other requirements, in planning for the CIP, the LHA must meet with tenants to discuss capital needs, incorporate tenant priorities consistent with sound management and funding availability, provide a draft of the CIP to tenants and seek a letter from a Local Tenant Organization (LTO), if existing, documenting the LTO's view of the CIP. The CIP must have a vote of approval by the board and be submitted to DHCD. A DHCD-approved CIP is required in order to receive FF.



6.

Modernization and Maintenance

Modernizing and maintaining state-aided public housing developments and units in the Commonwealth is an important responsibility for all local housing authorities (LHA). State-aided public housing was first introduced in Massachusetts in 1948. State bond funding provided the financing for the construction of the majority of state-aided units in the 1950s and 1960s. The developments were built on local land. A combination of the natural aging of structures, historical insufficient funding and, in certain instances, neglect, has taken its toll. This section explains funding mechanisms and management systems that are currently available for managing capital expenditures and modernization projects. It also briefly explains long-range capital planning for LHAs and the importance of keeping up with regular maintenance in order to avoid or delay necessary large-scale modernization projects.

Capital Management System

Capital projects to modernize developments are funded from the proceeds of bonds issued by the Commonwealth. Bond authorization bills, often referred to as housing bond bills, are generally passed every five years by the Legislature and signed by the Governor. DHCD is allocated an annual spending cap or “bond cap” from Administration and Finance (A&F), which specifies how much of the authorized funds it can spend each year. It is this authorization that DHCD uses to fund capital projects, including modernization, at LHAs.

In FY 2011, DHCD dramatically reformed the way it distributed capital funds to LHAs. Previously, these funds were distributed via a competitive project-based award system which did not award funds to all LHAs. The distribution system was changed to be more equitable, transparent, and predictable – driven by the quantity, type, and condition of the units at each LHA. Today, each LHA uses a capital management system composed of three central pillars to govern capital expenditures – Capital Planning System, Formula Funding, and Capital Improvement Plan.

For more information on Capital Funding, see Section 5.

Capital Planning System

The Capital Planning System (CPS) is DHCD’s web-based inventory that catalogues the condition of a comprehensive list of the components comprising every building and site in the state-aided public housing portfolio. It provides LHAs and DHCD with detailed technical information to make strategic long-term capital investments.

By tracking the number, age, and condition of the major building and site components, CPS allows the LHA to have a good idea of when these components will fail and the cost to remedy that failure. DHCD uses CPS to determine capital needs on a state-wide basis, to ensure the fair distribution of capital funds. But any system is only as good as the information it contains, which is why it is critical for an LHA to update its CPS component information on a regular basis.

Formula Funding

DHCD's Formula Funding (FF) program provides capital bond funds to all LHAs based, as the name states, on a formula. The funding that each LHA receives is determined by the authority's proportional share of the state's total capital funding need based on the type, condition, and number of building and site components compared to the state as a whole.

About every five years, DHCD updates all the component condition data in CPS and then establishes the percentage or amount of the state-wide FF bond cap that each LHA will receive. LHAs generally receive FF awards covering the next three years, and are given estimated award amounts for years four and five, which are subject to change. This method of funding allows LHAs to develop thoughtful five-year capital plans. As long as funds are authorized and bond cap is available, each year the LHA will receive a new year of funding. With each award, the LHA's Contract for Financial Assistance (CFA) will be updated to include an additional year of formula funding.

For more information on Formula Funding, see Section 5.

Capital Improvement Plan

A capital improvement plan (CIP) is a five-year plan prepared by each LHA that describes its capital investment program to preserve and modernize its state-aided public housing units. It identifies capital projects, provides a planning scope, schedule and budget for each capital project and identifies the funding sources for implementing the plan. The contents of a CIP are limited to available resources. In addition to planning for specific projects, the CIP also sets aside a small portion of Formula Funding for capital needs that require an urgent response.

The CIP must have a vote of approval by the board prior to submission to DHCD. Additionally, DHCD's Modernization and Development of State-Aided Public Housing regulation (760 CMR 11.00) requires tenant participation in the planning process to

develop the CIP. Among other requirements, the LHA must meet with tenants to discuss capital needs, incorporate tenant priorities consistent with sound management and funding availability, provide a draft of the CIP to tenants and seek a letter from a Local tenant Organization (LTO), if existing, documenting the LTO's view of the CIP.

Prior to spending its FF, each LHA must have a DHCD-approved CIP. An LHA must submit an updated CIP annually 15 days after its fiscal year-end. This approach permits LHAs to document how they are taking a coordinated approach to deploying capital, operating and maintenance resources to manage their entire state-aided public housing portfolio. That said, there are legal restrictions on the use of bond funds, which can only be applied toward capital expenses that::

- Materially add value to the asset;
- Prolong the useful life by at least five years;
- Cost more than \$1,000; and
- Cover components that are being tracked in the Capital Planning System (CPS).

Capital Management Priorities

Together, these three tools, CPS, FF, and CIP support the following asset management priorities:

- Long-term, comprehensive capital planning by providing LHAs predictable capital funds;
- Thoughtful, measured allocation of funds to the most pressing capital needs;
- The investment in projects that leverage additional public and private resources;
- The occupation of as many units as possible by addressing core capital components and important health and safety needs;
- Optimized life cycle investments following DHCD design guidelines and construction standards and using maintenance strategies to extend the useful life of building components; and
- The reduction of energy and water usage and pursuit of other capital and operating efficiencies.

Other Sources of Funding for Capital Projects

DHCD strongly encourages LHAs to seek additional sources of funding for capital projects. Proposed projects to be funded from these sources are to be included in the Capital Improvement Plan (CIP). Other sources of funding and services in kind which LHAs have successfully secured for capital projects include: Community Preservation Act (CPA) funding, Community Development Block Grant (CDBG) funding, local HOME funding, Massachusetts Department of Revenue (DOR) funding for removal of abandoned underground storage tanks (UST), energy efficiency incentives, rebates and contracted work, and time from sheriff's department work crews.

LHA Operating Reserves

The LHA may choose to fund a capital project, in whole or part, with available operating reserves in excess of 20% of its full reserve level. The LHA is expected to contribute reserves in excess of 70% towards capital projects if awarded funds from DHCD's Compliance or Emergency Reserve (see below). Similarly, an LHA may use c. 689 and c. 167 operating reserves in excess of 20% of full reserve for capital projects that are: 1) specific to the building for which the reserves are dedicated; and 2) in accordance with priorities established together with the vendor at the annual meeting. Proposed projects using operating reserves are to be included in the LHA's CIP.

Annually, DHCD may allocate a portion of its bond cap to launch special initiatives to address specific capital challenges that are beyond the reach of FF. DHCD will announce these initiatives to LHAs through Public Housing Notices (PHN) (which are always posted on DHCD's website) or direct outreach efforts. LHAs must apply and meet requirements in order to receive an award. Recent special programs included awards for: high leverage asset preservation program, sustainability programs, vacant unit turnover, health and safety improvements, elevators, generators, and accessibility.

Guide for Allocating Resources for Capital and Operating Projects

Expense Type	CAPITAL		OPERATING	
	Use Capital Bond Account (Allowed to use Bond Funds)		Use Operating Budget Funds (Prohibited from Using Bond Funds)	
	Situation	Example	Situation	Example
General Capital Expenses	Materially adds value to the asset.	Repaint entire development envelope. (Note: This is an exception to the otherwise-enforced CPS rule).	Maintains value of the asset.	Spot painting; interior decorating
	Prolongs useful life by at least 5 years.		Repairs/ replacements to meet or extend useful life.	
	Project cost is greater than \$1,000 AND component replaced is tracked in CPS.		Project cost is less than \$1,000, OR component is not tracked in CPS.	
Building Systems	Replacement of building systems based upon lifecycle.	Replace entire HVAC system.	Repair to building systems.	Replace a section of pipe.
		Roof replacement.		Roof patching.
		Envelope: replacing more than 20% of siding.		Envelope: spot replacement of damaged siding.
		Envelope: repointing a building.		Envelope: spot repointing.
Building Components or Equipment	Replacement of equipment based upon lifecycle, generally as part of a long term, predictable schedule, OR as part of an overall plan to upgrade equipment (e.g., for energy or water conservation purposes).	Replace all kitchen appliances in a building at the end of their useful life, per industry norm.	Replacing a broken piece of equipment.	Replacing one kitchen appliance in a unit because it is broken.
		Replace all refrigerators to Energy Star models as part of energy conservation plan.		Install one Energy Star refrigerator in a unit as replacement for a broken refrigerator.

Expense Type	CAPITAL		OPERATING	
	ALLOWED TO USE BOND FUNDS (USE CAPITAL BOND ACCT)		PROHIBITED FROM BOND FUNDS (USE OPERATING BUDGET FUNDS)	
	Situation	Example	Situation	Example
Unit Turnover	Primarily consists of replacement of components tracked in CPS, plus associated finish work and other incidental repairs which together are worth less than 15% of the project TDC.	Complete modernization of room (s) in a unit which has not turned over for many years or has been subject to unusually hard use so that capital components have reached ends of useful lives.	Replace, repair, or refurbish components not listed in CPS; work typically done on unit turnover.	Painting; carpet cleaning; replacement of failed or failing individual appliances; cabinet refinishing and repair (as opposed to replacement).
Site Work	Heavy site work requiring special equipment and special expertise.	Removal of trees or large tree limbs.	Routine site maintenance.	Snow plowing; lawn mowing; regular landscape maintenance.
Staff: Planning & Administration for Capital Projects	<p>With project manager approval, LHA may use up to 10% of its Formula Funding for capital administrative purposes, including paying for staff time. AIMM authorities may use up to 13% of Formula Funding.</p> <p>See p.14 of 2011 Massachusetts State-Aided Public Housing Preservation and Modernization Program Guidelines: http://www.mass.gov/hed/docs/dhcd/ph/formula/mass-stateaidpublichousing.pdf</p>		<p>Capital funds applied toward administration must be recorded in operating budget. Funds are still subject to bond rules for contracts and expenditures.</p>	
Staff: Labor for Capital Projects	<p>Needs to be a formal, approved budget for the whole project. Wages paid on reimbursable basis at the hourly rate specific to each permanent employee. Capital bond funds cannot be used to pay staff retirement benefit costs. Requires careful record keeping.</p>		<p>Upon approval, wages paid on a reimbursable basis, for overtime or for temporary or seasonal employees filling in for more skilled permanent employees. Requires careful record keeping.</p>	

DHCD Contingency Reserves

Entirely separate from each LHA's FF set asides, DHCD will maintain two statewide reserve accounts: Emergency Reserve and a Compliance Reserve. The amount of funding in each reserve account is limited and available on an as needed basis to an LHA with insufficient FF and operating reserves to address a project that meets the eligibility criteria outlined below. If the funding is fully expended in either of these DHCD reserves, an LHA with an eligible project will have to wait for new bond funds to become available to replenish the funds or seek outside funding sources to address the eligible project.

DHCD Emergency Reserve

DHCD has a limited emergency reserve to assist LHAs in covering the costs of extreme emergencies that exceed their available FF and operating reserves. DHCD's emergency reserve will be administered as funds of last resort by the Bureau of Housing Development and Construction. When monies from the emergency fund have been exhausted, the fund will be closed until additional resources can be identified to replenish it.

Recognizing that the demand for DHCD's emergency fund could likely exceed funds available, DHCD has established a per unit cost ceiling for DHCD emergency fund distributions to insure that funds remain available to support occupancy where the incremental cost is reasonable.

DHCD Compliance Reserve

Funding from DHCD's compliance reserve is available for projects required to comply with laws, codes or regulations covering de-leading, abatement of friable asbestos, removal of abandoned underground oil tanks and reasonable modifications to units, common areas and sites in response to a specific request by, or on behalf of, a resident or anticipated resident with a disability. As stated above, an LHA is expected to contribute reserves in excess of 70% towards capital projects if awarded funds from DHCD's Compliance Reserve.

Bidding and Procurement

If an LHA undertakes a capital management project of any scale, it is important that the LHA follows all state laws regarding bidding and procurement of goods and services. The following statutes govern the most relevant types of procurement at LHAs:

- M.G.L. c. 30B – procurement of supplies and services;
- M.G.L. c. 149, §44A-J – procurement of building related construction contracts (vertical construction);
- M.G.L. c. 7, §38D – procurement of public building design contracts; and
- M.G.L. c. 30, §39M – procurement of public works construction contracts.

The LHA board annually reviews existing procurement policy to ensure that it complies with all relevant state procurement laws and current DHCD regulations and policies. If one does not exist, it is the responsibility of the board to adopt a procurement policy. The level of board engagement in issuing, reviewing and approving Invitations to Bid, Request for Proposals (RFP), Bid Specifications, etc., is determined by the LHA's procurement policy.

Each LHA board must designate a Chief Procurement Officer (CPO). Usually, the CPO is the ED or another senior staff member with knowledge of procurement matters. All procurements must be made in accordance with the applicable procurement statute and DHCD policies. The CPO makes recommendations, but the board must then vote to award and approve contracts. All contracts are subject to DHCD approval, unless otherwise instructed by DHCD Project Management or Housing Management.

Long Range Planning

The housing authority board must consider the long-term housing needs of the city or town it serves in planning for the development, change of use, or disposition of public housing assets. Every five years, or as needed, the LHA should complete a demographic study of the city or town, or at minimum refer to census data, to understand changes in population and demographics and trends for future shifts. As needed and using this data, the board should use the following information to influence capital planning:

- Local housing needs with respect to demand for quantity and type and develop plans to meet those needs;
- If there is a demand for a change of use of a property; and if so, determine what that change should be and the properties that should be modified (e.g. family, elderly, veteran, special needs, etc.); and
- If there is a demand for additional units, determine the location, quantity, and type of units and explore the feasibility of development.

Additionally, the board should take the following steps each year:

- Review and approve the development management plan;
- Set goals, participate in the revision of, and vote to approve the Capital Improvement Program (CIP) for existing assets; and
- Assess and respond to the changing needs of the tenants. Some LHAs have tenant service plans which will need to be reviewed and approved.

As needed, the board should oversee the authority's application for grants for public housing or tenant services.

Maintenance

Maintenance planning is important for the stability and longevity of the buildings as well as the budget of the housing authority. The most effective way to address maintenance problems is to know that they exist and develop a system for addressing issues as they arise. As a result, developing a well-run inspection process – and detecting problems early – is the most effective tool to ensuring that the Local Housing Authority (LHA) is preventing major repair expenses.

Maintenance is funded through two different sources. The day-to-day maintenance expenses such as turnovers, work orders, and routine/preventive maintenance are funded through the operating budget. As a general rule, an LHA should be allocating and utilizing 50-60% of their operating budget for maintenance, including both labor and materials. Capital maintenance needs are budgeted and expensed through the Capital Improvement Plan (CIP) annual approval process. As a result, effective maintenance planning and regular maintenance will drastically reduce dependence on the limited funds available from the Capital Bond funds.

The Board is responsible for setting policy and standards for maintaining and monitoring the condition of properties, consistent with regulatory requirements such as the State Building and Sanitary Codes. The board monitors maintenance through monthly updates in the Executive Director Report. The maintenance policy should address the following:

- Work Order System – Implement an effective work order system. Ideally, inspections and preventive maintenance, rather than tenant requests, are the driver of this system. The system should maintain up to date records of all work orders including:
 - Emergency Work Orders (Emergency Maintenance Repairs After-Hours)
 - Tenant Request Work Orders
 - Work Orders Generated by Inspections



Broken or crumbling stairs need to be repaired to preserve the health and safety of residents and visitors. Photo credit: oldhouseweb.com



*Preventative maintenance includes cleaning gutters each fall.
Photo credit: hgtv.com*



Preventative maintenance prevents small problems from growing larger and more expensive.

- Work Orders Generated by Preventive Maintenance Program
- Outstanding Work Orders
- Completed Work Orders (Detailing completion time of each job, supplies used, staff time and staff person who completed the work order)
- Inspections – Conduct annual inspections of all units, buildings and properties. The inspection process is the foundation to effective property management. Early detection of maintenance issues will result in large cost savings and allow the LHA to create a work plan to address deficiencies. The LHA should implement an inspection process that conducts a proportionate number of unit inspections on a monthly basis in order to ensure that all units are seen at least annually and public and exterior components of the buildings are inspected several times each year. At the close of inspections, the LHA maintenance staff that conducted the inspections should generate both maintenance and lease enforcement work orders. The work orders should be completed within 14 days, consistent with the standards set in DHCD’s Property Maintenance Guide. Items that are identified during routine inspections that are eligible as capital expenses should be incorporated in the LHA’s capital plan. See the “Capital Improvement Plan” section above for guidance on capital expenses.
- Life & Safety Deficiency Identification – During inspections, LHAs should complete a self-assessment of risks for potential liability issues. The assessment should identify deficiencies and ensure they are corrected promptly to ensure safe, decent and sanitary housing.
- Preventive Maintenance – Adopt a thorough preventive maintenance program/ plan. This work should be incorporated into the routine work order system. DHCD provides monthly recommendations regarding work to be done based on seasonal needs.

- Extraordinary Maintenance – As part of the inspection process, create and maintain current lists and work plans of all extraordinary maintenance. This work should be prioritized based on financial and staffing limits.
- Turnover of Vacant Units – Monitor units to ensure vacant units are re-occupied within the 21 days allotted. The maintenance time for completing the turnover is 14 days. In order to accomplish this, the maintenance and management staffs need to have good communication to begin leasing vacant units as turnover repairs near completion.
- Capital needs/planning – The LHA should continue to identify capital needs and prioritize them within the capital budget and Capital Improvement Plan (CIP). Plans are received and approved by DHCD on an annual basis.

DHCD has a Property Maintenance Guide that all LHAs have and should utilize as a resource to guide maintenance policy and efforts. DHCD also has a facilities maintenance team dedicated to helping LHAs evaluate their maintenance needs and providing assistance with prioritization, as needed. The Facilities Maintenance Specialists (FMS) also conduct maintenance trainings for LHA maintenance and administrative staff. If your LHA is in need of these services, please contact the FMS or HMS assigned to your LHA.



Quick turnover of vacant units is an important responsibility of maintenance crews at LHAs.



Trip and fall hazards, including cracks and holes in sidewalks and parking lots, should be repaired quickly to prevent injuries.



7.

History of Public Housing

Public housing is such an important part of the social, economic and physical fabric of our communities today that it is easy to forget that it has not always been so. In fact, it is a relatively modern innovation, less than a century in existence. This section provides a history of public housing: how the federal government, followed by the Commonwealth of Massachusetts, took a role in providing housing and how their missions and corresponding programs have evolved over the course of a century.

The Need for Public Housing

Industrialization & Tenement Housing



As the 19th century came to a close and the economy shifted from an agricultural to an industrial base, there was an enormous migration from the countryside to cities for the economic opportunities they presented. Simultaneously, millions of immigrants moved to the U.S., further adding to previously unseen levels of population growth in the cities.

The housing stock in the cities could not keep up with the pace of growth. Insufficient housing led to shared and crowded apartments which in turn led to serious public health concerns. Many buildings lacked sufficient external openings for light and air circulation. Residents were dependent upon communal plumbing and restrooms. The systems were often not designed to handle the pressures placed on them and failed. The lack of light, fresh air and exposure to sewage presented a great risk of disease not just to the residents but to the cities as a whole.



*In 1890, Jacob Riis, published *How the Other Half Lives*. Photographs and essays brought the conditions of tenements, and their working-class residents, to the public eye. Photo credits: npr.org (top), history369.files.wordpress.com*

During the Progressive Era (1900-1918), a powerful movement developed, dedicated to the advancement of the rights of the working class. The movement focused on improving conditions both at work and at home. Legislative bodies of cities were the first to respond to these conditions and created policies to protect their populations. However, these early efforts focused not on government-supported housing, but rather on the regulation of the housing that the private market delivered. For example, New York City, the first city to respond, mandated that every room have at least one window and that each family have their own bathroom. There were also limits placed on the percentage of property that could be developed in an effort to prevent over-crowding and preserve space for air and light.

It was not until the Great Depression placed a quarter of working Americans in unemployment that the federal government took a role in providing public housing.

Federal Efforts

The Great Depression

During the Great Depression, unemployment, poverty and homelessness across the country reached an unprecedented scale that demanded intervention by the federal government. Federal legislators cautiously approached involvement in these issues, primarily citing economic stimulus, not social welfare, as the cause for involvement.

In August 1930, President Hoover called for a President's Conference on Home Building and Home Ownership to examine several issues. Of primary importance were the intertwined mortgage foreclosure crises, the questions of how to reignite the home building industry and what to do about the growing slums. The conference concluded with two important findings, both supporting federal involvement and stimulus in the housing industry. The conference found that:

1. The private home building industry had not addressed the needs of lower-income households and might not be able to; and
2. Some public subsidy might be necessary to solve the inter-related problems of poverty and slum clearance.¹

The Housing Act of 1937

It was not until years later, however, that Congress passed the Housing Act of 1937, the first permanent effort the federal government took to subsidize public housing. The legislation established the U.S. Housing Authority and authorized it to make loans to local housing authorities for up to 90% of the development costs of public housing developments. Local authorities were responsible for overseeing construction and management of the facilities. The act also incentivized slum clearance and included a provision that communities were not allowed to create more public housing units than the number demolished in slum clearance so as to not compete with the private market.

*...a decent home
and a
suitable living
environment
for every
American
family...*

-The Housing Act of 1949

1940s

The **Housing Act of 1949** dramatically increased the federal government's role in the construction of public housing and mortgage insurance. The Preamble of the Act stated:

"The Congress hereby declares that the general welfare and the security of the Nation and the health and living standards of its people require housing production and related community development sufficient to remedy the serious housing shortage, through clearance of slums and blighted areas, and the realization as soon as feasible of the goal of a decent home and a suitable living environment for every American family.²

The goals for the legislation were to:

- Provide federal financing for urban renewal including the clearance of slums deemed blighted;
- Federally finance the creation of 800,000 additional units of housing;
- Increase authorization to the Federal Housing Administration for mortgage insurance; and
- Permit FHA financing in rural areas.

Outcomes from the legislation were mixed. The production of affordable housing dramatically increased, but there was disappointment that it fell short of the goal of 800,000 units. Architects designing this new housing experimented with a range of styles with various degrees of success. Additionally, the bill limited federal involvement to program support for just the very poor which had the unfortunate and unintended consequence of limiting public support for subsequent programs. Finally, slum clearance was controversial and left physical and emotional scars on the neighborhoods of many cities for decades to come.

Despite setbacks and negative side-effects, this bill established a strong foundation of federal support for public housing. The language in the preamble stating the goal of "a decent home ...for every American family" remains a core value for the federal government today and has been adopted by many states.

1950s

The Housing Act of 1956 broadened the government's commitment to housing the poor, focusing for the first time on the elderly. It made elderly households eligible for public subsidies for housing for the first time and was met with great enthusiasm, by both prospective tenants and the communities they served. There was a great need for affordable elderly housing. Freshly constructed units were promptly filled, and a lengthy wait list to occupy them followed. Additionally, authorities often found communities were more eager to provide housing for the elderly than for families.



In 1958, the clearance of Boston's West End neighborhood is one of the most notorious urban renewal projects. Photo credit: The West End Museum.



Pruitt-Igoe as it was famously demolished in 1972. Photo credit: Wikipedia.org

1960s

By the 1960s, it became clear that there were significant unintended consequences in the federal government's involvement with housing and community development. To start, it became apparent that urban renewal was being utilized primarily as a tool to clear slums and had not been used as rigorously to build public housing. Major American cities raised blocks of urban fabric in an effort to eliminate social ills and then left the blocks vacant, without financing or a plan to rebuild. When public housing was built, slum clearance allowed for large mega-block projects to be developed with matching high-rise towers. This style, popular with modernist architects of the period, was ultimately found to be a poor model for most public housing developments.

One of the most notorious failures of high-rise public housing was Pruitt-Igoe in St. Louis, Missouri. Proclaimed a disaster shortly after it opened in 1955, it was demolished less than 20 years later in 1972. Its failure is complex with a combination of factors including: architectural design, poor management, and the social change during the Civil Rights Era and the desegregation of public housing that ensued. Pruitt-Igoe became emblematic of the problems and failures of public housing across the country.

The Housing Acts of 1965 and 1968 and other measures in the decade responded to these problems by placing restrictions on high-rise family developments and encouraging housing development by the private market to supplement government action.

The **Housing Act of 1965** created the U.S. Department of Housing and Urban Development (HUD), the first Cabinet-level agency dedicated to urban issues. The bill also empowered the FHA to insure low-interest loans to non-profits developing low-income housing, thereby diversifying the funding sources to public housing.

The **Housing Act of 1968** took measures to contend with the series of issues that arose from the high-rise developments and to address the Civil Rights Act. The act prohibited construction of high-rise developments for families with children, providing limitations on

the number of units that can share an entryway in a family housing development. The bill expanded the FHA by creating Ginnie Mae, an organization designed to sell off risky housing developments. In response to the Civil Rights Act, racial segregation was outlawed in public housing. The Act of 1968 also had a goal of producing an additional 26 million units of housing, 6 million of which would be affordable, in ten years. Ultimately, only 375,000 additional affordable housing units were added with funds from this bill.

During the 1960s, the federal government also introduced programs to incentivize alternative forms of affordable housing. The first voucher programs were introduced to subsidize the cost of privately owned housing. It was the first iteration of the Section 8 program. Additionally, a mortgage insurance program was amended to provide low interest loans to private developers in order to create low-rent units.

1970s

The Housing and Community Development Act of 1974 created two programs that were used for decades: the Section 8 voucher program and Community Development Block Grants (CDBG).

The Section 8 program is still in use today, though now it is known as the Housing Choice Voucher Program. Subsidies were given to developers for new construction, rehabilitation, and rent supplements in order to incentivize the private market to provide housing for the poor. One of the benefits of this program was an increase in scattered-site developments which were better integrated into a more diverse range of neighborhoods than large scale developments, thereby reducing clusters of poverty

CDBG grants are issued by HUD directly to states and cities (called entitlement communities) that meet certain population and other requirements, for development programs. Mayors determine how the money is spent in cities, while states create programs to distribute their share of the funds to smaller, non-entitlement communities.

1980s and 1990s



The HOPE VI project Orchard Hills in Holyoke, MA. Photo credit: tcbinc.com



The HOPE VI project Maverick Landing in East Boston, MA. Photo credit: housingpolicy.com

In the 1980s, there was a dramatic reduction in federal funding to HUD and its public housing programs. Cuts to HUD continued into the 1990s. In 1995 and 1996, the budget was reduced by twenty percent by Congress. Despite these setbacks, HUD did manage to create some new programs, among them HOPE VI, one of its most well-known initiatives.

The HOPE VI program was launched by HUD in 1992. The objective of the program was to not only create better housing for public housing residents, but also to improve the social and economic conditions in the surrounding community. Phased out recently, it was a highly competitive program that annually awarded a handful of LHAs multi-million dollar grants to redevelop public housing developments in sub-standard conditions.

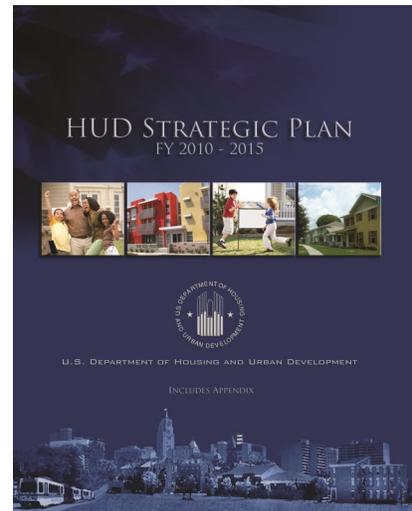
The developments were often mixed-income and low-density, more integrated and similar in scale to the surrounding neighborhood. Funding to this program was considerably reduced in 2004, and no new awards have been made since 2010.

Following the 1996 legislation for welfare reform, the Quality Housing and Work Responsibility Act of 1998 developed programs to encourage self-sufficiency and reduce concentrations of poverty. The program sought to: support families transitioning out of subsidized housing; protect access to public housing for those most in need; improve performance standards of PHAs; and merge and reform Section 8 and public voucher programs.

2000-present

The financial crisis that began in 2007 and escalated in 2008 had an enormous impact on all housing markets. HUD played a significant role in the economic stabilization of the housing market. It assisted in the stabilization of the lending markets, helping a million families avoid foreclosure. HUD was also enlisted to partner with the Departments of Energy, Labor and Transportation to implement the American Reinvestment and Recovery Act (ARRA) of 2009. Together, the agencies directed \$4 billion to communities across the country to invest in many different kinds of efforts, including rebuilding sub-standard public housing and integrating green and sustainable technologies in existing developments to reduce water and energy consumption.

In 2015, HUD will celebrate its 50th anniversary. In commemoration and to set the stage for the next 50 years, HUD released the HUD Strategic Plan 2010-2015. Moving forward, the organization is placing a priority on reducing economic inequality. Its goals include supporting the construction of new affordable housing units, particularly near public transit, providing economic opportunities and engaging with partners to support opportunities that will create positive lasting change in the communities served.



Link to HUD's strategic plan:

http://portal.hud.gov/hudportal/HUD?src=/program_offices/cfo/stratplan



Old Colony, at the Boston Housing Authority, received funding for redevelopment from federal stimulus funding and a 2010 HOPE VI Grant . Photo credit: Beacon Communities LLC.

State-Aided Public Housing in the Commonwealth

The Commonwealth of Massachusetts is rare among states in that it has programs for state-aided public housing. There are only four states in the nation that provide state-subsidized public housing programs: Connecticut, Hawaii, New York, and Massachusetts. The Massachusetts program is by far the largest.

As HUD funds and regulates housing programs for the federal government, the Department of Housing and Community Development (DHCD) funds and regulates housing programs in Massachusetts.

1935-1946

In 1935, Massachusetts General Laws (M.G.L.) Chapter 121, Section 26L, was enacted to establish the legislative framework for housing and urban renewal, including the creation of LHAs and establishing and defining their powers and duties. Since that time, M.G.L. c.121, the law establishing the framework for housing and urban renewal, has been amended to address the most pressing issues of the period. Amendments usually represent a shift in the policy, funding, or priorities of LHAs and DHCD. In 1938, c.121 was amended to target unsanitary conditions of overcrowding of the slums. It deemed the conditions a 'public emergency' and allocated funding for slum clearance. In 1946, c.121 was amended again to focus on the shortage of housing, faced in particular by veterans returning from World War II. In 1969 the statutes governing LHAs were removed from Chapter 121 and reorganized into the new M.G.L. Chapter 121B, the citation that is used today.

1949-1953—Veterans

After World War II, there was a shortage of appropriate housing for veterans across the country. Massachusetts was no exception. In 1948, two commission reports from the state Legislature deemed the availability of affordable housing to be the greatest problem in the Commonwealth at that time. The reports were quickly followed by legislative action.

In April 1948, Massachusetts Legislators enacted the Act of 1948, which established the first state-aided public housing program in Massachusetts. This program, which became known as the Chapter 200 program, focused on housing veterans and their families. The law authorized bond funding to build units. It was not seen as a program to house the very-low income, but working families. Tenants were expected to pay rents to cover operating expenses.

The response was immediate and strong. Within four months, applications had been received for families to fill 22,000 units. Less than three months later, the first project, Woodrow Wilson Court, broke ground in Cambridge. Chelsea had the first occupied units within a year in the Fitzpatrick development. Construction kept up a healthy pace. Between 1949 and 1953, 15,460 units were built in 88 communities.

Within several years, many of the first tenants, the veteran families, were in a position to move to housing alternatives in the private sector. Consequentially, the housing authorities began to allow non-veteran families to become tenants in these units.

The state-funded units constructed during this period followed federal regulations of construction so that, if need be, they would be eligible for federal refinancing. However, the state program was different from the federal program in that the construction of state-aided units did not have to be tied to slum clearance.



*Woodrow Wilson Court broke ground three months after legislation passed in 1948.
Photo credit: Cambridge Housing Authority*



*Fitzpatrick Apartments were the first state-aided units occupied in the Commonwealth.
Photo credit: Chelsea Housing Authority*



Elderly housing in Rockport.

1953-1956—Elderly

Following the success of the veteran program and mimicking a similar federal program, Massachusetts introduced new programs to house elderly residents. In 1953, the state authorized loans and subsidies to assist elderly residents to attain housing in the private market. In 1956, the state began a new state-aided public housing program, Chapter 667, to develop public housing designated for the elderly.



Elderly housing in Whitman.

1960s

In 1965, Governor Endicott Peabody authorized a commission on low-income housing. Its report, *Decent Housing for All*, argued that initial goals to provide “a decent and suitable living environment for every American family” were falling short. The Commission made three key recommendations to expand the capacity of the state to provide affordable housing. The three recommendations were:

1. To create Massachusetts Housing Finance Agency (MHFA).

In 1966, the Legislature created this independent public authority charged with financing housing – both rental and for homeownership. The goal was to increase the production and availability of affordable housing in Massachusetts. In 2001, the organization changed its name to MassHousing. The organization has provided over \$13 billion for the construction and preservation of privately owned affordable housing since the first loan was made in 1970.

2. To establish a program for state-aided rental assistance.

Based on federal voucher programs, Chapter 707, a state-aided voucher program was enacted in 1966 by the state Legislature. It was meant to supplement state-aided public housing and create an alternative to the public housing developments. At its height in 1990, the program assisted nearly 20,000 households. In 1992, the program was redesigned and renamed the

Massachusetts Rental Voucher Program (MRVP). The level of funding for the program has changed throughout the years.

3. To restart efforts to construct new public housing for the elderly and families.

This goal led to a new state-aided public housing program – Chapter 705 – which was designed to be a “scattered site” approach, in contrast to the larger Chapter 200 developments. Housing authorities could now partner with non-profits, build small developments, purchase single family homes, or refurbish sub-standard housing. Legislation to fund an increase in the c. 667 program also took effect at this time.

Housing authorities across the Commonwealth were also faced with shifting demographics, the Civil Rights Movement – a huge social change – and a change in mission from housing the working poor to very low-income residents. In cities with urban renewal programs, housing authorities placed priority on the families displaced by slum clearance programs, and following the Civil Rights Act, desegregating developments, which was met with protest at times. Additionally, public housing was no longer reserved for two-parent families or veterans. It opened to single-parent households and lower-income applicants. Additionally, at the end of the decade, persons with disabilities under aged 65 were included into the elderly program. Due to the generally lower incomes of these new tenant groups, rental income declined and fewer funds were available for operation and upgrades.



Chapter 705 – family housing - in Milton.



Chapter 705 – family housing - in Barnstable.

1970s and 1980s

During the 1970s and 1980s, nearly 20,000 units of state-aided public housing were constructed, primarily elderly housing, but also several thousand units of Chapter 705 housing, and housing serving the needs of nearly 2,000 clients of the Department of Mental Health (DMH) and the Department of Mental Retardation (now referred to as the Department of Developmental Disabilities, or DDS). The DDS and DMH units were funded by the Chapter 689 program (enacted in 1974) and the Chapter 167 program (enacted in 1987). In pre-existing residential homes and adapt them for program use, with 8 to 10 clients typically sharing a home assisted by on-site 24-hour staff. As the program evolved, it became clear that clients achieved better outcomes in smaller settings, and in the 1980s many LHAs used the c. 689 and c. 167 programs to construct accessible single-story buildings with two separate 4-5 bedroom apartments.

It was also during this time that the capital and operating funding shortfalls first seen in the 1960s became a chronic problem. The budget shortfalls arose for a number of reasons. The first developments were now several decades old and in need of modernization efforts. LHAs were serving almost entirely low-income tenants so rental income dropped significantly. In order to make rents affordable, the “Baby Brooke” Amendment, named after the federal bill it followed, capped tenant rents to 25% of their household income. Both the rent cap and the targeted demographics reduced rent collections and operating budgets. The Commonwealth responded by authorizing an operating subsidy to LHAs. However, additional funding was needed to finance major modernization projects.

There were two responses to the declining conditions of the aging developments. The state issued bond funds specifically for modernization projects, and it also allowed for the demolition of developments that were determined to be economically infeasible to redevelop.

In the early 1970s, a new program was introduced – congregate housing. The congregate program was initiated to house frailer seniors in an alternative style of housing with private bedrooms but

shared facilities and living spaces, and a service coordinator to help residents access the services needed to remain independent. The congregate housing was well received at the time but certain apartment types – particularly those in which the residents were required to share bathrooms – have become difficult to market over the years. Today, seniors tend to prefer private one-bedroom units and a number of the congregate been adapted for different uses. Some LHAs have partnered with DMH or DDS for shared facilities with on-site care. Other developments have been converted to private units. About 500 units remain in operation.



Chapter 689 – congregate housing - in Danvers.

1990s and 2000s

Funding for operating expenses remained relatively level from 1982 (\$30 million) until 2006 (\$34 million). If inflation were taken into account, this would account for a decrease in funding. Funding increased in 2007 to \$55.8 million, in 2008 to \$60 million, and in 2009 reached a high point of \$66.5 million. From FY2010-2014, the operating subsidy was \$64.5 million annually. Additionally, the Allowable Non-Utility Expense Level (ANUEL) for LHAs was increased by 6% in 2007 and 12% in 2008. However, despite the benefits of this near doubling of the budget, the decades of disinvestment had left most LHAs in a defensive position economically.

Link to The Real Cost of Operating Massachusetts Public Housing:

<http://www.mass.gov/hed/docs/dhcd/ph/ph-reform/reportontherealcost.pdf>

In 2008, DHCD released *The Real Cost of Operating Massachusetts Public Housing*. The report compared the operational costs of affordable housing programs across the state. The report concluded that state-aided public housing had an operating budget 30% lower than other housing programs in the state, despite recent increases. There was a commitment in the leadership to increasing funding.

Unfortunately, the Great Recession effected funding in the following years, lowering the operating budget modestly and the 2010 ANUEL by nearly 5%. Since fiscal year 2012, gains have been made, but not yet at the level achieved in 2008 and 2009. Meeting the 'real cost' of housing remains a goal for DHCD.

2010 to the Present

Link to Commission Report:

<http://www.mass.gov/hed/docs/dhcd/ph/ph-reform/publichousingcommissionreport0612.pdf>

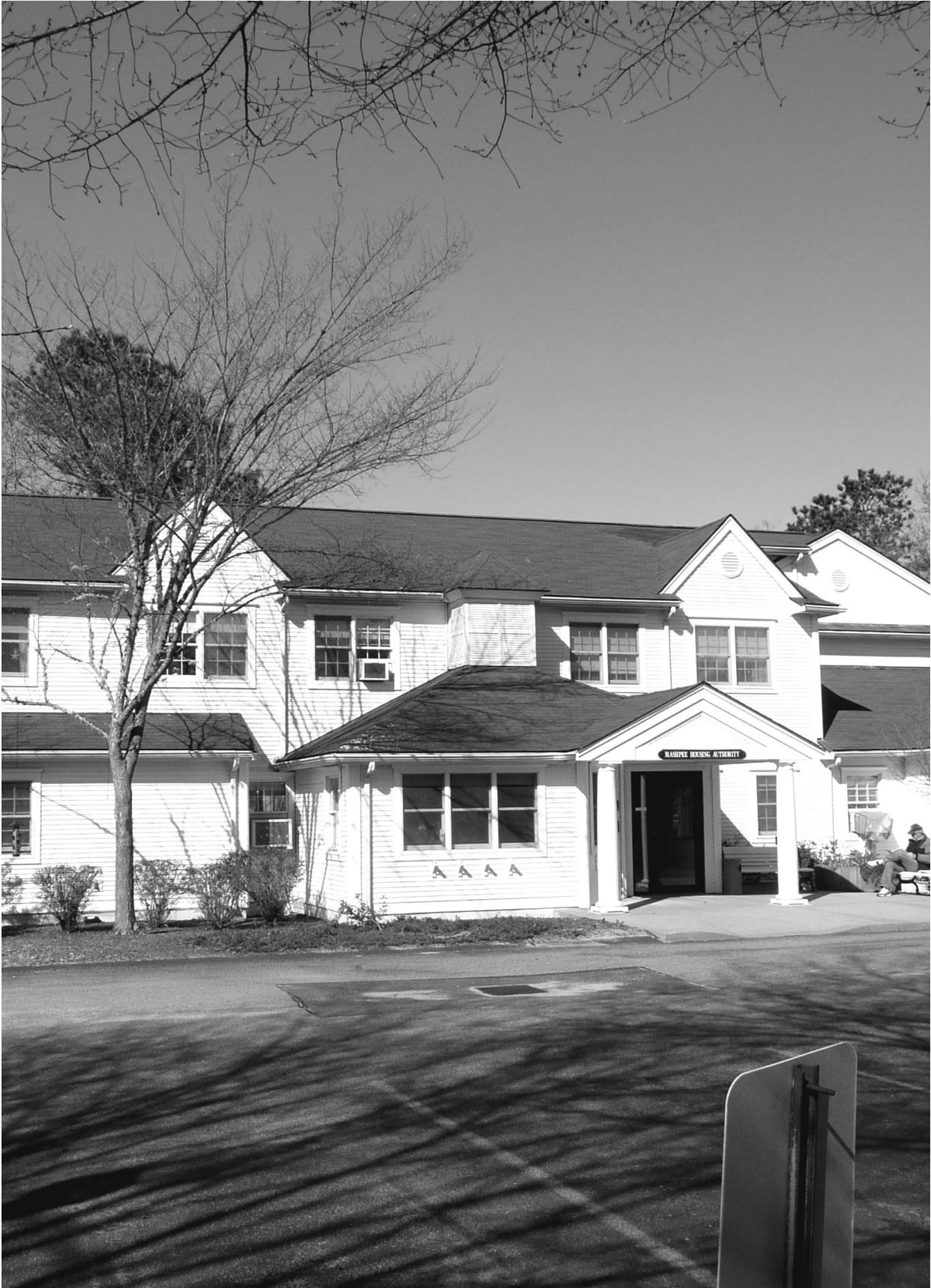
In 2012, Governor Deval Patrick formed the Commission for Public Housing Sustainability and Reform to create a modern, sustainable public housing infrastructure poised to invest resources efficiently, provide enhanced services to residents and increase the transparency and accountability of housing authorities. The recommendations from the Commission included: creating a single, unified housing authority property management system; expanding innovative resident service and training programs and

supporting resident organizations; increasing operating resources to levels identified in the 2008 study, *The Real Cost of Operating Massachusetts Public Housing*; changes to M.G.L. 121B; and mandatory training for all housing authority board members. In addition to these recommendations by the Commission, several administrative reforms were made to address financial transparency including: requiring LHAs with state-aided public housing to provide DHCD with the salaries of the five highest-paid management staff; setting a maximum salary for LHA executive directors; requiring LHA board members to certify executive director salaries and contracts; and requiring LHA board members to certify year-end operating statements. DHCD continues to work with LHAs to implement these recommendations.

In 2013, the Governor filed legislation to regionalize public housing in the Commonwealth, creating six housing authorities from the 240 that exist today in order to build capacity and create an efficient scale in operations. The legislation was still under consideration at the time this document was written.

Endnotes

1. Nathaniel, Keith, *Politics and the Housing Crisis*, New York: Universe Books, 1973, p.17.
2. The Preamble of the Housing Act of 1949, 42 U.S.C §1441 (1964)



8.

Resources

Upon election or appointment, board members should familiarize themselves with the following resources. Executive directors should have current copies of these materials. Where possible, links have been provided below. When using these links, please make sure that you have the current and official version of the document or website as they are subject to change.

Commonwealth of Massachusetts

- Massachusetts General Law c.121B – Housing and Urban Renewal – <http://www.malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter121B>
- Open Meeting Law Guide – <http://www.mass.gov/ago/government-resources/open-meeting-law/attorney-generals-open-meeting-law-guide.html>
- State Code of Conduct of Public Officials and Employees – <http://www.mass.gov/ig/publications/manuals/30bmanl.pdf>
- State Ethics Training – <http://www.stateprog.eth.state.ma.us>
- State Code of Conduct of Public Officials and Employees – <https://malegislature.gov/Laws/GeneralLaws/PartIV/TitleI/Chapter268A>
- Chapter 30B Manual, Goods and Services Procurement – <http://www.mass.gov/ig/publications/manuals/30bmanl.pdf>
- Central Register Forms – To advertise construction and design projects – <http://www.sec.state.ma.us/spr/sprcentral/infosubmit.htm>
- Prevailing Wage Program – <http://www.mass.gov/lwd/labor-standards/prevailing-wage-program/>
- Designing and Constructing Public Facilities Manual, a how-to for public bidding of construction projects – <http://www.mass.gov/ig/publications/manuals/dcmanual.pdf>
- Public Records Law – <http://www.sec.state.ma.us/pre/prepdf/guide.pdf>
- State Sanitary Code – <http://www.mass.gov/ago/consumer-resources/consumer-information/home-and-housing/landlord-and-tenant-law/state-sanitary-code.html>

DHCD

- The Department of Housing and Community Development (DHCD) has a team of staff dedicated to each LHA. DHCD staff includes a housing management specialist, facilities maintenance specialist, and project manager. The executive director is the primary point of contact for DHCD.
- DHCD's website – <http://www.mass.gov/hed/economic/eohed/dhcd/>
- DHCD Regulations: Code of Massachusetts Regulations 760 CMR – <http://www.mass.gov/hed/economic/eohed/dhcd/legal/regs/>
- DHCD Public Housing Management – <http://www.mass.gov/hed/housing/ph-manage/>
- DHCD regularly releases Public Housing Administration Notices (PHNs). <http://www.mass.gov/hed/housing/ph-manage/public-housing-administration-notices.html>
- Resources for Local Housing Authorities – <http://www.mass.gov/hed/housing/ph-manage/resources-for-local-housing-authorities.html>

LHA

- The Management Plan of your housing authority includes all policies and a description of each development the Local Housing Authority (LHA) oversees
- LHA by-laws
- LHA ordinances
- LHA operating statements for past fiscal year
- All Contracts for Financial Assistance (CFA) the LHA currently has
- LHA current operating budgets

Federal

- United States Department of Housing and Urban Development (HUD) regulations, if the LHA supports federally assisted programs. www.hud.gov

Outside DHCD

In addition to DHCD and HUD, there are several organizations focused on public and affordable housing across the Commonwealth that can serve as useful resources:

- Citizens' Housing and Planning Association (CHAPA) - <http://www.chapa.org/>
- Massachusetts Housing Partnership (MHP) - <http://www.mhp.net/>
- The Massachusetts Chapter of the National Association of Housing and Redevelopment Officials (MassNAHRO) - <http://www.massnahro.org/>
- MassHousing - <https://www.masshousing.com>
- MassUnion - <http://massunion.org/>

Documents of Interest

- Training Manual for Local Housing Authority Board Members - <http://www.mass.gov/hed/housing/ph-manage/resources-for-local-housing-authorities.html>
- The Commissioner's Handbook from Mass NAHRO - available from MassNAHRO.
- Protecting the Commonwealth's Investment, CHAPA- http://www.chapa.org/sites/default/files/PublicHousingStudy_0.pdf
- The Real Cost of Housing in Massachusetts, DHCD - <http://www.mass.gov/hed/docs/dhcd/ph/ph-reform/reportontherealcost.pdf>
- Report of the Commission for Public Housing Sustainability and Reform, DHCD - <http://www.mass.gov/hed/docs/dhcd/ph/ph-reform/publichousingcommissionreport0612.pdf>

Dictionary of Acronyms

23B	Massachusetts General Law Chapter 23B Department of Housing and Community Development
121B	Massachusetts General Law Chapter 121B Housing and Urban Renewal
129	Massachusetts General Law Chapter 149 Section 44 – governs public building construction
A&F	Executive Office of Administration and Finance
CDBG	Community Development Block Grant
CDC	Community Development Corporation
CFA	Contract for Financial Assistance
Ch. 167	Chapter 167 program - housing for persons with special needs
Ch. 200	Chapter 200 program – housing for families, multi-unit developments
Ch. 667	Chapter 667 program - housing for elderly and persons with disabilities
Ch. 689	Chapter 689 program - housing for persons with special needs
Ch. 705	Chapter 705 program – housing for families, scattered sites
CIMS	Capital Improvements Management System
CORI	Criminal Offender Records Information
CPA	Community Preservation Act
CPA	Certified Public Accountant
CPO	Chief Procurement Officer
CPS	Capital Planning System
DDS	Department of Developmental Services
DHCD	Massachusetts Department of Housing and Community Development
DMH	Department of Mental Health

DOR	Massachusetts Department of Revenue
DSC	Designer Selection Committee
DTA	Department of Transitional Assistance
EA	Emergency Assistances
ED	Executive Director
EOEA	Executive Office of Elderly Affairs
FCI	Facility Condition Index
HAFIS	Housing Authority Financial Information System
HUD	U.S. Department of Housing and Community Development
IG	Massachusetts Inspector General
EOHED	Executive Office of Housing and Economic Development
HMS	Housing Management Specialist
LHA	Local Housing Authority
LHATHP	Local Housing Authority Transitional Housing Program
MassNAHRO	The Massachusetts branch of the National Association of Housing and Redevelopment Officials
MCPPO	Massachusetts Certified Public Purchasing Official
M.G.L.	Massachusetts General Law
MRVP	Massachusetts Rental Voucher Program
PHN	Public Housing Notice
PM	Project Manager
RAA	Regional Administering Agencies
UST	Underground Storage Tanks