

TOWN OF MILTON HOUSING PRODUCTION PLAN



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TOWN OF MILTON

HOUSING PRODUCTION PLAN

I. EXECUTIVE SUMMARY

A. Introduction

Milton is among the most desirable places in the state to live, work, and raise children. Milton is in fact a town of neighborhoods, including many small sub-neighborhoods in addition to the more readily identifiable areas of Columbine Cliffs, Hillside Street, or Milton Hill. Most of these neighborhoods include housing that was built in the 1920's and 1930's where single-family homes predominate with pockets of two-family dwellings on tree-lined streets with sidewalks. Some areas, such as Hillside Street and Milton Hill, have historic homes with Victorians and New England Colonials. The Town feels established and is family-oriented.

These appealing community characteristics have resulted in high property values which have remained high despite the recent financial crisis. As a result, many residents, particularly those with lower incomes, are hard-pressed to find or remain in their homes. Children who grew up in town are now facing the possibility that they may not be able to return to raise their own families locally. Long-term residents, especially the elderly, are finding themselves less able to maintain their homes but unable to find alternative housing that responds to their current lifestyles and resources. Families are finding it more difficult to "buy up," purchasing larger homes as their families grow. Municipal employees and other local workers continue to find it challenging to find housing that is affordable within the community. More housing options are required to meet the needs of these diverse populations.

Based on the Massachusetts Department of Housing and Community Development's most recent data on affordable housing in Milton, the town has 426 units that are included on the Subsidized Housing Inventory (SHI) per Chapter 40B comprehensive permit requirements, representing 4.42% of the year-round housing stock. Another nine (9) units are now eligible for inclusion on the SHI that would bring the total number of affordable units to 435 or 4.5% of Milton's year-round housing stock. An additional 49 units at Fuller Village would bring the total to 484 units or 5.0%. However, at least 964 of the existing units need to be "affordable" to meet the 10% standard under Chapter 40B,¹ representing a current gap of 480 affordable housing units.² Because the 10% state affordability threshold is recomputed every decade as new census figures are released, it is a moving target.

¹ Chapter 774 of the Acts of 1969 established the Massachusetts Comprehensive Permit Law (Massachusetts General Laws Chapter 40B) to facilitate the development of affordable housing for low- and moderate-income households (defined as any housing subsidized by the federal or state government under any program to assist in the construction of low- or moderate-income housing for those earning less than 80% of median income) by permitting the override of local zoning and other local restrictions in communities where less than 10% of the year-round housing is low- and moderate-income housing.

² It should be noted that under Chapter 40B requirements, all units are counted in the SHI for rental projects while only the required 25% affordable units in ownership developments are eligible for inclusion in the SHI.

Reaching the 10% affordability goal will be a significant challenge in Milton. First, because the town is an older established suburb of Boston, it is largely built-up with limited land available for new development. A buildout analysis that was completed in 2000 projected that only another 800 units could be built in Milton based on existing zoning at the time. Given development since then, this figure has been reduced to about 260, about half of the current gap in reaching the 10% affordability threshold. While the buildout projections have been considered less than reliable, they do point to dwindling development opportunities and the need to integrate some affordability into future development.

Second, local zoning provides obstacles to affordable housing development, and current regulations would have to be reformed or in some cases overridden through “friendly” comprehensive permits. Third, the Town needs to build its capacity to create new units by aggressively reaching out for necessary technical and financial resources as well as political support to get the job done. Despite these obstacles, the community must continue to strategically plan for more affordable and accessible residential development in appropriate locations to meet the range of local needs in response to current and projected demographic and economic conditions and more limited development opportunities.

B. Summary of Housing Needs Assessment

The Housing Needs Assessment presents an overview of the current housing situation in the town of Milton, providing a context within which a responsive set of strategies can be developed to address identified housing needs.

Table I-1: Summary of Demographic and Economic Characteristics for Milton, Norfolk County and Massachusetts, 2010

Demographic Characteristics	Milton	Norfolk County	Massachusetts
Total population	27,003	670,850	6,547,629
Population density (per sq. mile)	2,076	1,679	835
% Minority residents	22.6%	17.7%	19.6%
% less than 18 years	24.7%	22.7%	21.7%
% 18 to 24 years	2.3%	8.1%	4.6%
% 25 to 34 years	7.2%	11.8%	18.6%
% 35 to 44 years	12.7%	13.9%	13.6%
% 45 to 54 years	15.7%	16.4%	15.5%
% 55 to 64 years	13.7%	12.6%	12.3%
% 65 years or more	15.4%	14.5%	13.8%
Median age	43.1 years	40.7 years	39.1 years
% Family households	73.7%	65.5%	63.0%
% Single-person households	23.0%	27.6%	28.7%
Average household size	2.75 persons	2.53 persons	2.48 persons
Median household income*	\$104,357	\$81,889	\$62,859
% Individuals in poverty*	5.0%	6.2%	11.6%
% Earning less than \$25,000/ \$35,000 *	14.7%/18.5%	15.6%/22.2%	21.5%/29.7%
% Earning more than \$100,000 *	53.1%	41.8%	30.2%

Sources: Data for the above table is derived, for the most part, from 2010 census figures (full counts, not estimates). Asterisks (*) note estimates from the U.S. Census Bureau’s American Community Survey (ACS), 2009-2011 for Milton and 2011 for county and state data.

Table I-1 summarizes major demographic and economic characteristics in Milton in comparison to Norfolk County and the state, showing major trends and some notable differences and similarities from other communities in the region and the state. *In essence, major findings indicate that over the past several decades Milton, with little growth, has a higher level of families, children, seniors and income levels than the county or state.* These findings are summarized below.

- Milton’s 2010 population of 27,003 was actually about the same as its population in 1970, after which it subsequently lost some population and has been *slowly growing again*.
- As Milton is an older suburb approaching buildout, it has a *considerably higher population density* than the county and state.
- The number and percentage of *minority residents have increased substantially* and is now proportionately higher than county and state levels.
- Milton on a whole has proportionately *more children, fewer young adults, and more seniors*. The aging of the population is reflected in a higher median age of 43.1 years.
- Milton has *more families* and fewer residents who live alone, although the average household size, while still higher than the county and state, has decreased somewhat over the past several decades.
- Milton is experiencing *greater income disparities* among its residents with significant increases in both the median household income level (to \$104,357) and poverty. While poverty levels are lower than the county and state, this increase is disturbing given the general affluence of the community.
- There were also significant discrepancies between the median incomes of owners and renters, at \$119,420 and \$27,853, respectively. *What is particularly notable is that the median income of renters decreased over the past decade, from \$41,071 in 1999!*
- Almost *one-fifth of all households were earning less than \$35,000* while more than half were earning more than \$100,000. This level of affluence is substantially higher than county and state levels.

Table I-2: Summary of Housing Characteristics for Milton, Norfolk County and Massachusetts, 2010

Housing Characteristics	Milton	Norfolk County	Massachusetts
Total units	9,700	270,359	2,808,254
% Occupied housing units	95.6%	95.4%	90.7%
% Owner-occupied units	82.4%	69.2%	62.3%
% Renter-occupied units	17.6%	30.8%	37.7%
% Single-family, detached structures*	73.8%	57.9%	51.9%
% Units in structures of 3 or more units*	11.8%	31.8%	32.4%
Median # of rooms/dwelling	6.9 rooms	6.0 rooms	5.5 rooms
Median single-family sales price (Banker & Tradesman) as of 3/13	\$460,000	\$350,000	\$282,500
Median gross rent*	\$1,268	\$1,244	\$1,034
Housing growth 2000 to 2010	5.6%	6.0%	7.1%
Housing density 2010 (units per square mile)	746	677	358

Sources: Data for the above table is derived, for the most part, from 2010 census figures (full counts instead of estimates). Asterisks (*) note estimates from the U.S. Census Bureau's American Community Survey (ACS), 2009-2011 for Milton and 2011 for the county and state.

Information on housing characteristics is summarized in Table I-2 with the following key findings:

- *Housing growth was higher than population growth* between 2000 and 2010 at 5.6% and 3.6%, respectively, reflective of increasing numbers of smaller households.
- Milton has a considerably *higher level of owner-occupancy* than the county and state.
- Milton has *less housing diversity* with a higher proportion of single-family detached homes.
- Milton's *housing units are larger* on the whole than the county and state.
- *Housing costs are higher* in Milton with median house prices of \$460,000 and average rents of about \$1,600 requiring incomes of \$96,250³ and \$70,000⁴, respectively.
- *Housing growth was lower* than county and state levels between 2000 and 2010.
- As an older suburb, Milton has a *higher level of housing density*.

C. Summary of Priority Housing Needs

This Housing Production Plan suggests that the Town focus on the production of affordable housing with a split favoring rentals over homeownership units. Currently almost all state and federal subsidy funding is for rental unit development and there are extensive wait times for subsidized rentals, and high cost burdens of existing renters.

D. Summary of Housing Production Goals

The state administers the Housing Production Program that enables cities and towns to adopt an affordable housing plan that demonstrates the production of .50% over one year or 1.0% over two-years of its year-round housing stock eligible for inclusion in the Subsidized Housing Inventory.⁵ Milton would have to produce at least 48 affordable units annually, a formidable challenge, and housing growth will continue to drive-up the 10% goal. If the state certifies that the locality has complied with its annual production goals, the Town may be able, through its Zoning Board of Appeals, to deny or conditionally approve comprehensive permit applications for one (with 48 units produced) or two years (with 96 units produced). See Section V for details.

The state's subsidizing agencies have also entered into an Interagency Agreement that provides more guidance to localities concerning housing opportunities for families with children and are now requiring that at least 10% of the units in affordable production developments that are funded, assisted or approved by a state housing agency have three or more bedrooms with some exceptions (e.g., age-restricted housing, assisted living, supportive housing for individuals, SRO's, etc.).

³ Figures based on 80% financing, interest of 4.5%, 30-year term, annual property tax rate of \$14.70 per thousand, and insurance costs of \$1.25 per \$1,000 of combined valuation of dwelling value (value x 0.5), personal property (\$100,000 fixed), and personal liability (\$100,000 fixed). Given 80% financing, private mortgage insurance (PMI) was not included in calculations.

⁴ Includes a utility allowance of \$150 per month and the household spending no more than 30% of their income on housing costs.

⁵ The state has issued changes to Chapter 40-B that included modifications to the Planned Production requirements. For example, the annual production goals are instead based on one-half of one percent of total housing units and plans are now referred to as Housing Production Plans (HPP).

E. Summary of Housing Strategies

The strategies listed in Table I-3 are based on previous plans, reports, studies, the Housing Needs Assessment, housing goals, and the experience of other comparable localities in the region and throughout the Commonwealth. The strategies are grouped according to the type of action proposed – Planning and Regulatory Reform, Building Local Capacity, Housing Production, and Housing Preservation – and categorized by Two-Year and Five-Year Action Plans. Two-Year actions are those that can begin within the next two years, most of which will involve some immediate actions. Those strategies included in the Five-Year Action Plan involve focused attention after the next couple of years, working towards implementation after Year 2 but before Year 5.

In addition to the specific housing goals that are included in this Housing Plan (see Section II.A), housing strategies are also based on several guiding principles in selecting project sites, determining types of development, and identifying priorities. Whenever possible, the Town of Milton will pursue development projects based on the following development objectives:

Support Smart Growth Principles

- Look to areas of town that could accommodate higher housing densities and mixed-uses such as sites that are closer to business areas, transit stations and other areas with concentrations of nonresidential uses.
- Avoid targeting development projects in areas that are ecologically sensitive and will degrade nearby conservation land; however look to opportunities to combine open space preservation and housing development through cluster development.
- Look for affordable housing opportunities that will minimize impacts such as accessory apartments, adaptive reuse or buy-down/conversion initiatives.
- Preserve existing historic resources and integrate them with affordable housing.

Promote Affordability

- Leverage public and private resources to the greatest extent possible.
- Target development projects to Town-owned properties where feasible to take advantage of parcels that will have discounted or nominal acquisition costs to make affordable housing more financially feasible.
- Look for opportunities to obtain privately owned land or other resources for free or at below market values as tax-deductible gifts.

Distribute and Diversify New Production

- Spread the impacts of new housing development geographically throughout town to avoid substantial impacts in any one residential neighborhood.
- Develop a number of project alternatives in recognition of a range of housing needs in town including rental and homeownership options as well as housing for seniors, families, and those with special needs.
- Encourage mixed-income development to minimize stigmas associated with concentrations of low-income units.

The Town has actually effectively achieved a number of these objectives through relatively recent initiatives including:

- *Milton Hill House*
The Town received a \$1 million grant from the state's MassWorks Program to connect two business districts – Milton Village and the Central Avenue Business District – and pursue transit-oriented development as both districts are adjacent to MBTA train stations. Additionally, new development is being proposed in the area including 29 units of new housing. Three (3) of these new units, or 10%, will be affordable.
- *36 Central Avenue*
The Town also approved a project at 36 Central Avenue in the business district through its Planned Unit Development (PUD) bylaw that included 18 residential units, two (2) of which are affordable, as well as three (3) commercial units. The market rate units were priced between \$399,000 and \$589,000 and the affordable units sold for \$157,000.
- *Work, Inc. Special Needs Housing*
Work, Inc. has built special needs housing for five (5) disabled young adults in a state-of-the-art special facility that the Town committed a significant amount of HOME Program funding.

In addition to the above projects, the Town has implemented a number of other strategies that were included in the 2006 Housing Plan including obtaining approval for a Municipal Affordable Housing Trust Fund and joining the South Shore HOME Consortium to secure another important resource for creating affordable housing.

Table I-3: Summary of Housing Strategies

Strategies	Timeframe for Implementation		Lead Entities
	Two-Year	Five-Year	
A. Planning and Regulatory Reform *			
1. Promote affordable housing in cluster zoning/such zoning approved by May 2014 Town Meeting with additional zoning for Town Meeting approval in fall 2014	X		Planning Board
2. Explore adoption of 40-R/40-S	X		Planning Board
3. Promote infill development on noncomplying lots		X	Planning Board
4. Reduce parking requirements under specific circumstances		X	Planning Board
5. Streamline permit approval process/Affordable Housing Guidelines		X	Planning Board
6. Amend accessory apartment Bylaw		X	Planning Board
B. Build Local Capacity *			
1. Conduct educational campaign	X		Planning Board Housing Trust
2. Capitalize the Housing Trust Fund/in process	X		Board of Selectmen Housing Trust
3. Hire an Assistant Planner/in process	X		Board of Selectmen Planning Board
4. Possible approval of CPA		X	Board of Selectmen
C. Housing Production			
1. Continue to promote mixed-use and transit-oriented development	X		Planning Board
2. Continue to support adaptive reuse	X		Planning Board
3. Support scattered-site, infill housing		X	Planning Board
4. Make Town-owned property available for affordable housing		X	Board of Selectmen Housing Trust
D. Housing Preservation *			
1. Maintain affordability of SHI	X		Housing Trust
2. Help qualifying residents access housing assistance	X		Housing Trust
TOTAL			

* Indicates actions that are unlikely to directly produce new affordable units by themselves but are key to creating the regulations and capacity that will contribute to actual unit creation.

II. INTRODUCTION

This Housing Production Plan provides an opportunity to analyze updated demographic, economic and housing information to obtain a better understanding of the current housing market dynamic and local needs. It also enables the Town to revisit what has been accomplished since its previous housing planning efforts that included a Community Development Plan prepared by the Metropolitan Area Planning Council (MAPC) in tandem with the Milton Planning Board in 2004 with funding from Executive Order 418, and an Affordable Housing Plan completed in 2006 by Milton's Fair Housing Committee and Karen Sunnarborg Consulting. Moreover, this current planning effort enables the Town to revise its housing agenda based on current conditions, resources and evolving community needs.

A. Housing Goals

The community planning process that the Town launched in 2003 and 2004 involved an opportunity for residents to come together to share their visions for the community's future. The following goal emerged from this community visioning process:

The Town of Milton will build its future as a livable community on careful stewardship of its historic past and natural features, and creative redevelopment of key parcels to provide economic and housing opportunities in keeping with the residential character of the community.

With this context in mind, the 2006 Affordable Housing Plan established the following housing goals that represented the building blocks on which specific housing strategies were recommended:

- *Meet local housing needs along the full range of incomes, promoting social and economic diversity and the stability of individuals and families living in Milton.* Diversity in a community has been found to contribute to local health and vitality. Certainly the preservation and production of affordable housing is a proven method for promoting diversity, allowing those individuals and families with more limited means to afford to live in town. Solutions need to be found to enable children who grew up in town to return to raise their own families here, to offer town employees the opportunity to live in the community in which they work, to provide housing alternatives to elderly residents who have spent much of their lives in town but now require alternatives to their large single-family homes, and to offer families the flexibility of moving to larger homes as their families grow.
- *Leverage other public and private resources to the greatest extent possible.* Because Milton is a small town that does not receive federal funding for affordable housing on an entitlement basis⁶ and because it does not have large pockets of poverty that make it a target for state or federal funding, the Town needs to be creative in how it can leverage both public and private resources to make affordable housing development possible. State agencies recognize the importance of suburban localities doing their fair share in housing lower income households and want to be

⁶ Cities with populations of more than 50,000 receive federal funds, such as the Community Development Block Grant and HOME Program funding, directly from the federal government on a formula basis and are referred to as entitlement communities.

supportive of affordable housing initiatives. Nevertheless, the Town needs to be strategic in how it invests its limited resources towards the production of new housing opportunities.

- *Ensure that new housing creation is harmonious with the existing community.* New affordable housing development should be an amenity that blends well within the architectural context of Milton. The town is comprised of many neighborhoods, many of which give an established and family-oriented feel due to the Victorian and Colonial style homes and tree lined streets. Therefore, developments should incorporate a number of characteristics – cover a wide range of income needs, include low to medium densities, eliminate huge impacts in any one part of the community, be well designed to make maximum use of any natural attributes of development sites, and comply with the architectural character of the community.
- *Strive to meet the 10% state standard for affordable housing.* There is currently a 538-unit gap between the state’s affordable housing standard (10% of the year-round housing stock that has been subsidized by the federal or state government to benefit those earning up to 80% of median income) and the affordable stock currently in place in Milton, currently 426 units.
- *To provide a wide range of housing alternatives to meet diverse housing needs.* This Housing Production Plan, through its Housing Needs Assessment, identifies a wide range of housing needs based on limited opportunities for first-time homeownership, special needs housing, rental units for families, and more options for households interested in downsizing but remaining in the community. To accommodate this range of needs, the Town should stimulate the production of a variety of housing types, focusing on those who are priced out of the private housing market.
- *Promote smart growth development.* Smart growth development is a response to the problems associated with unplanned, unlimited suburban development – or sprawl. Smart growth principles call for more efficient land use, compact development patterns, less dependence on the automobile, a range of diverse housing opportunities and choices, equitable allocation of the costs and benefits of development, and an improved jobs/housing balance. Examples of smart growth development and planning that incorporate affordable housing include:
 - Providing mixed-use development near the town and village centers;
 - Locating housing in close proximity to public transportation;
 - Allowing higher density housing or mixed-use development near transit stops, along commercial corridors or in town and village centers;
 - Redeveloping environmentally impacted or brownfield sites;
 - Restoring vacant and abandoned residential buildings to productive use;
 - Converting vacant or underutilized former manufacturing, commercial or municipal buildings to housing;
 - Encouraging the development of housing and preservation of open space so that the goals of each will be mutually satisfied using techniques such as cluster zoning, transfer of development rights, or other innovative zoning or regulatory devices;
 - Promoting the redevelopment of vacant infill parcels; and
 - Participating in regional responses to addressing affordable housing needs.

Milton is in an excellent position to promote development in keeping with smart growth principals particularly in regard to transit-oriented development in proximity to its four (4) MBTA stations as well as mixed-use redevelopment opportunities in Milton Village and Central Avenue.

- *Preserve the existing affordable housing stock including its diversity of prices, building types, and lot sizes.* Besides the 426 units that are included in Milton’s state approved Subsidized Housing Inventory, and despite high housing prices, there are still rental and homeownership units included in the town’s private housing market that would be considered affordable as the occupants have incomes of not more than 80% of area median income and they are not paying more than 30% of their incomes on housing expenses. There are also housing units where occupants have incomes of not more than 80% of the area median but they are paying too much for housing – beyond the 30% of income standard – and are facing difficulties in remaining in their homes. Many of these households are elderly on fixed incomes who have difficulty affording property taxes, insurance, medical bills, utility expenses, etc. and are likely to have deferred maintenance problems. The Town of Milton should consider how it could support these households in remaining independent in their homes and making necessary home improvements. The Town also needs to insure that the units that are counted in the Subsidized Housing Inventory remain affordable for as long a period of time as possible.

B. Definition of Affordable Housing

There are a number of definitions of affordable housing as federal and state programs offer various criteria. For example, HUD generally identifies units as affordable if gross rent (including costs of utilities borne by the tenant) is no more than 30% of a household’s net adjusted income (with a small deduction for each dependent, for child care, for extraordinary medical expenses, etc.) or if the carrying costs of purchasing a home (mortgage, homeowners association fees, property taxes and insurance) is not more than typically 30% of net adjusted income. If households are paying more than these amounts, they are described as experiencing housing affordability problems; and if they are paying 50% or more for housing, they have severe housing affordability problems and cost burdens.

Table II-1: 2014 HUD INCOME LIMITS FOR THE BOSTON AREA

# Persons in Household	30% of Area Median Income	50% of Area Median Income	80% of Area Median Income
1	\$19,800	\$32,950	\$47,450
2	22,600	37,650	54,200
3	25,450	42,350	61,000
4	28,250	47,050	67,750
5	30,550	50,850	73,200
6	32,800	54,600	78,600
7	35,050	58,350	84,050
8+	37,300	62,150	89,450

Affordable housing is also defined according to percentages of median income for the area, and most housing subsidy programs are targeted to particular income ranges depending upon programmatic goals. Extremely low-income housing is directed to those earning at or below 30% of area median income as defined by the U.S. Department of Housing and Urban Development (\$25,450 for a family of three for the Boston area) and very low-income is defined as households earning less than 50% of area

median income (\$42,350 for a family of three). Low-income generally refers to the range between 51% and 80% of area median income (\$61,000 for a family of three).⁷

In counting a community's progress toward the 10% threshold, the state counts a housing unit as affordable if it is subsidized by state or federal programs that support low- and moderate-income households at or below 80% of area median income under Chapter 774 of the Acts of 1969, which established the Massachusetts Comprehensive Permit Law (Massachusetts General Laws Chapter 40-B). Additionally, most state-supported housing assistance programs are targeted to households earning at or below 80% of area median income, as well as some at lower income thresholds.

It is worth noting that according to 2011 census estimates, approximately 2,835 households or about 30% of Milton's households would be income-eligible for affordable housing using the 80% of area median income criterion.⁸

⁷ The family of three (3) is illustrated here and is used in affordability calculations as the average household size was 2.75 persons per the 2010 census.

⁸ This is based on income estimates alone and do not take financial assets into consideration.

III. HOUSING NEEDS ASSESSMENT⁹

This Housing Needs Assessment presents an overview of the past and current housing dynamic in the town of Milton, providing the context within which a responsive set of strategies can be developed to address housing needs.

A. Demographic and Economic Profile

It is important to closely examine demographic and economic characteristics, particularly past and future trends, in order to understand the composition of the population and how it relates to current and future housing needs. Key questions to be addressed include the following:

- What have been the growth trends in Milton, particularly since 2000?
- What are the variations in household size and types of households that suggest unmet or greater housing needs?
- What are the ramifications of increases and decreases of various age groups in regard to housing needs?
- What changes in income levels have occurred and how does this relate to housing affordability?
- What proportion of the population is disabled or has other special needs that suggest the need for supportive services or home modifications?

1. Population Growth – Little or no net growth since 1970

Milton’s population growth occurred largely during the early decades of the 20th Century, and has been relatively modest since the mid 20th Century as shown in Table III-1 and visually presented in Figure III-1. Most of the growth occurred after World War I and II. In fact the Town actually spurred some of this growth when it sold house lots of approximately 10,000 square feet to returning veterans for \$500 in a couple of locations.

Table III-1: Population Growth: 1920 to June 2013

Year	Total Population	Change in # Residents	Percent Change in Population
1920	9,382	--	--
1930	16,434	7,052	75.6
1940	18,708	2,274	13.8
1950	22,395	3,687	19.7
1960	26,375	3,980	17.8
1970	27,190	815	3.1
1980	25,860	(1,330)	(4.9)
1990	25,725	(135)	(0.5)
2000	26,062	337	1.3
2010	27,003	941	3.6
June 2013	27,000	-3	0.01

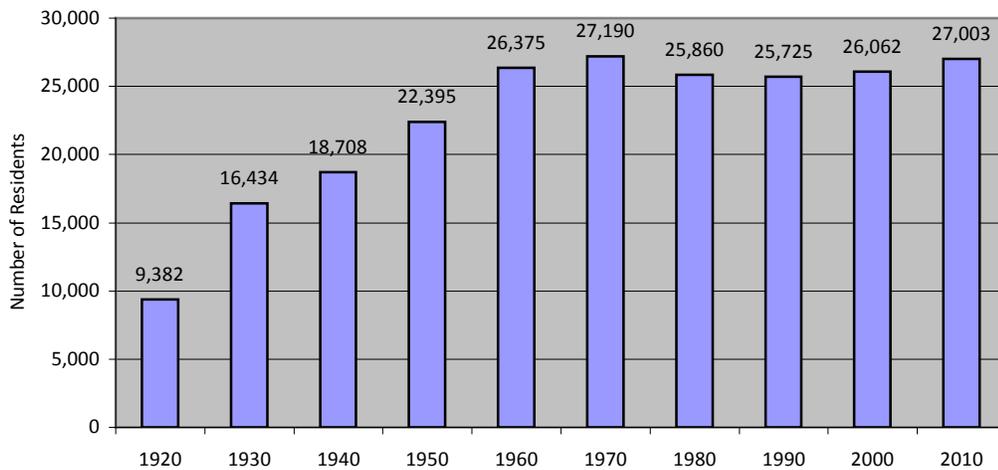
Sources: U.S. Census Bureau and Milton Town Clerk, June 10, 2013

⁹ This Housing Needs Assessment uses the most recent data sources available. It should be noted, however, because the 2010 census includes actual counts from all households, not samples, they are used whenever available. Census data from the American Community Survey (ACS) is used for other types of data, but because ACS data involves estimates from a sample of residents/households, they have a more significant margin of error.

The population actually decreased during the economic recession of the late 1980's and early 1990's. The town then gained 337 new residents between 1990 and 2000, representing only a 1.3% rate of growth, and then increased by an additional 941 residents between 2000 and 2010, reflecting a higher growth rate of 3.6%, reaching a total population of 27,003. This total population count is actually somewhat less than the population of 27,190 in 1970. Town records indicate that the population has remained relatively flat since then with a total population of 27,000 as of June 2013, only three (3) residents less than the 2010 census figure and 190 less than 1970. Population projections also suggest little or no net growth through 2035 as shown in Table III-3.

Figure III-1

Population Growth, 1920 to 2010



2. Age Distribution – Significant impacts of baby boomers

Census data on the changes in the age distribution from 1990 to 2010 is provided in Table III-2 and visually presented in Figure III-2 for 1990 through 2010. In general, there were small increases in children, large increases in middle-age residents with accompanying declines in younger adults and seniors. The median age climbed between these decades, from 39.3 years in 2000 to 43.1 years by 2010, largely reflective of the substantial increase in the 45 to 64-age range. The median age is higher than that of the county at 40.7 years in 2010. Specific changes in the town's age distribution are summarized below.

- *Increases in children*

The number of those 18 years or younger increased somewhat, from 5,749 in 1990 to 6,721 in 2000, and down somewhat to 6,683 by 2010. Nevertheless, children represent one-quarter of the Town's population, higher than 22.7% for the county and 21.7% for the state. Figure III-2 clearly shows the relatively large portion of children in the five to 19 age range, including increases over the past two decades. Some of the increase in the 15 to 19 age category is likely attributable to Milton Academy adding a boarding component that includes 320 beds as well as some of the younger residential students at Curry College who are counted in census population figures.

- Sharp decreases in young adults*

Demographic trends also suggest that escalating housing costs were likely pricing younger individuals and families out of the housing market. Those entering the labor market and forming new families were dwindling in numbers, reducing the pool of entry-level workers and service employees as well as forcing grown children who were raised in town to relocate outside of Milton. For example, those between the ages of 20 and 24 decreased by almost 7% between 1990 and 2010, from 1,910 to 1,779 residents. A good many of these residents should include residential students at Curry College. Those 25 to 34 decreased from 13.4% to 7.2% of the total population during this same period, likely related to the difficulty that younger families and workers face in finding housing they can afford in Milton.
- Big increases in baby boomers*

There were substantial increases in those age 45 to 64 between 1990 and 2010, many who were aging during this period as part of the baby boom generation. There were 5,097 residents in this age category in 1990, rising to 7,924 by 2010, representing a 55.5% rate of growth despite nearly flat total population growth. This data suggests that aging baby boomers will create a need for more housing that is smaller and easier to maintain by empty nesters and younger seniors in the years ahead.

**Table III-2: Age Distribution
1990-2010**

Age Range	1990		2000		2010	
	#	%	#	%	#	%
Under 5 Years	1,745	6.8	1,640	6.3	1,544	5.7
5 – 9 Years	1,670	6.5	1,832	7.0	1,968	7.3
10 – 14 Years	1,487	5.8	2,064	7.9	1,941	7.2
15 – 19 Years	1,718	6.7	1,959	7.5	2,313	8.6
20 – 24 Years	1,910	7.4	1,301	5.0	1,779	6.6
25 – 34 Years	3,450	13.4	2,533	9.7	1,955	7.2
35 – 44 Years	4,155	16.2	4,212	16.2	3,422	12.7
45 – 54 Years	2,573	10.0	4,155	15.9	4,238	15.7
55 – 64 Years	2,524	9.8	2,132	8.2	3,686	13.7
65 – 74 Years	2,351	9.1	1,947	7.5	1,861	6.9
75 – 84 Years	1,652	6.4	1,599	6.1	1,497	5.5
85 Years and Over	490	1.9	688	2.6	799	3.0
Total	25,725	100.0	26,062	100.0	27,003	100.0
Population Age 65+	4,493	17.5	4,234	16.2	4,157	15.4
Population Under 18	5,749	22.3	6,721	25.8	6,683	24.7

Source: 1990, 2000 and 2010 U.S. Census Bureau

- Small declines in older adults*

There was a 7.5% decrease in residents 65 years of age or older between 1990 and 2010, from 4,493 to 4,157 residents. This data suggests that some of those who were retiring opted to move out of the community in search of other housing options, perhaps looking for more affordable housing as their incomes become fixed, or even perhaps moved outside of the area.

Figure III-2

Changes in Age Distribution: 1990 to 2010

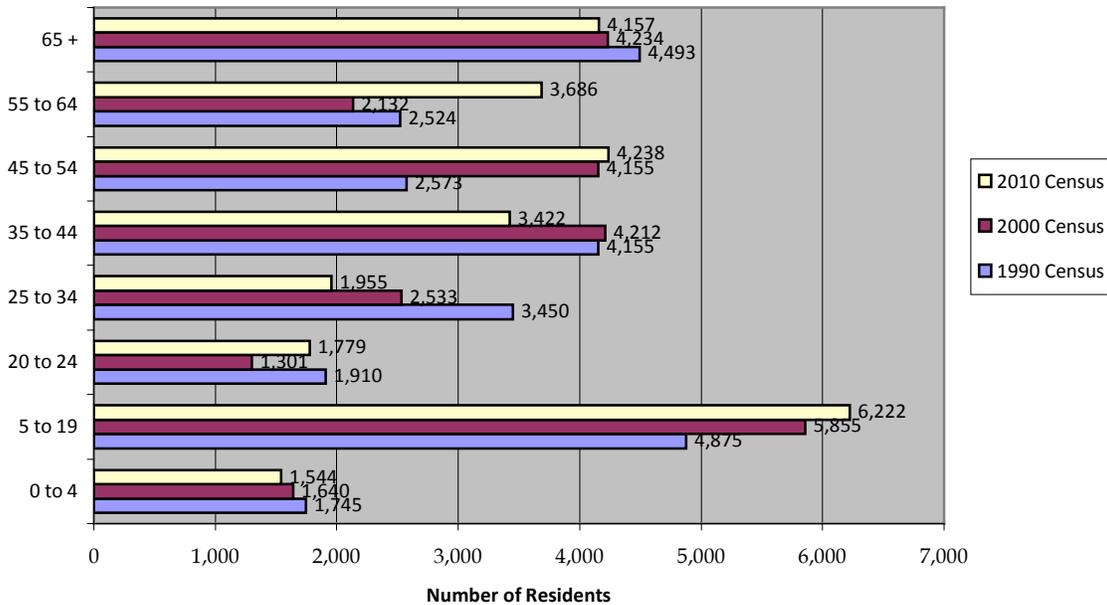


Table III-3: Population Projections, 2010, 2020 and 2035

Age Range	2010		2020		2035	
	#	%	#	%	#	%
Under 5 Years	1,544	5.7	1,194	4.6	1,178	4.4
5 – 9 Years	1,968	7.3	1,223	4.7	1,244	4.6
10 – 14 Years	1,941	7.2	1,763	6.7	1,805	6.7
15 – 19 Years	2,313	8.6	1,850	7.1	1,760	6.5
20 – 24 Years	1,779	6.6	1,420	5.4	1,285	4.8
25 – 34 Years	1,955	7.2	2,708	10.3	2,344	8.7
35 – 44 Years	3,422	12.7	2,671	10.2	3,140	11.6
45 – 54 Years	4,238	15.7	4,269	16.3	3,699	13.7
55 – 64 Years	3,686	13.7	3,596	13.7	3,004	11.1
65 – 74 Years	1,861	6.9	3,224	12.3	4,077	15.1
75 – 84 Years	1,497	5.5	1,535	5.9	2,534	9.4
85 Years and Over	799	3.0	769	2.9	921	3.4
Total	27,003	100.0	26,222	100.0	26,991	100.0
Population Age 65+	4,157	15.4	5,528	21.1	7,532	27.9
Population Under 20	7,766	28.8	6,030	23.0	5,987	22.2

Source: 2010 U.S. Census Bureau and Metropolitan Area Planning Council’s MetroFuture 2035 Update.

Population projections from the Metropolitan Area Planning Council’s MetroFuture Report suggest the following population trends through 2035:

- Relatively stable population with the 2035 population off by only a dozen residents from the 2010 census figures.

- Significant declines in the number and percentage of children with those under 20 decreasing from 28.8% of the population to 22.2% by 2035.
- Some declines in younger adults age 20 to 24 and some increases in those age 25 to 34 from 2010 to 2035, however these age groups remain a relatively small segment of Milton’s population.
- Some fall-off in middle-aged residents age 35 to 64, from 42.1% to 36.4% between 2010 and 2035, which likely explains some of the decreases in children as these age ranges typically reflect many in the family formation stage of their lives.
- *Substantial increases in the population 65 years of age and older, from 15.4% in 2010 to an estimated 27.9% by 2035. This increase includes the aging baby boomers and suggests that the Town undertake appropriate planning to accommodate an aging population that is likely to have special needs in the future.*

3. Race – Substantial increase in minority residents

As indicated in Table III-3, the population has remained predominantly White, but is becoming more diverse. The 2010 census indicates that the number and percentage of minority residents has climbed significantly from 6.2% of the population in 1990 to 22.6 by 2010, involving a total of 6,102 residents. Approximately 64% of the 2010 minority population identified themselves as Black or African-American, 22% as Asians, and 14% as Hispanic or Latino.

**Table III-4: Key Demographic Characteristics
1990-2010**

Demographic Characteristics	1990		2000		2010	
	#	%	#	%	#	%
Total Population	25,725	100	26,062	100	27,003	100.0
Minority Population*	1,605	6.2	3,810	14.6	6,102	22.6
Total # Households	8,749	100.0	8,982	100	9,274	100.0
Family Households**	6,675	76.3	6,757	75.2	6,835	73.7
Female Heads of Households with Children **	1,038	11.9	443	4.9	483	5.2
Non-family Households **	2,074	23.7	2,225	24.8	2,439	26.3
Average Household Size	2.85 persons		2.79 persons		2.75 persons	

Sources: 1990, 2000 and 2010 U.S. Census Bureau

*All non-White classifications ** Percent of all households

4. Households – Increasing number of smaller households but high level of families

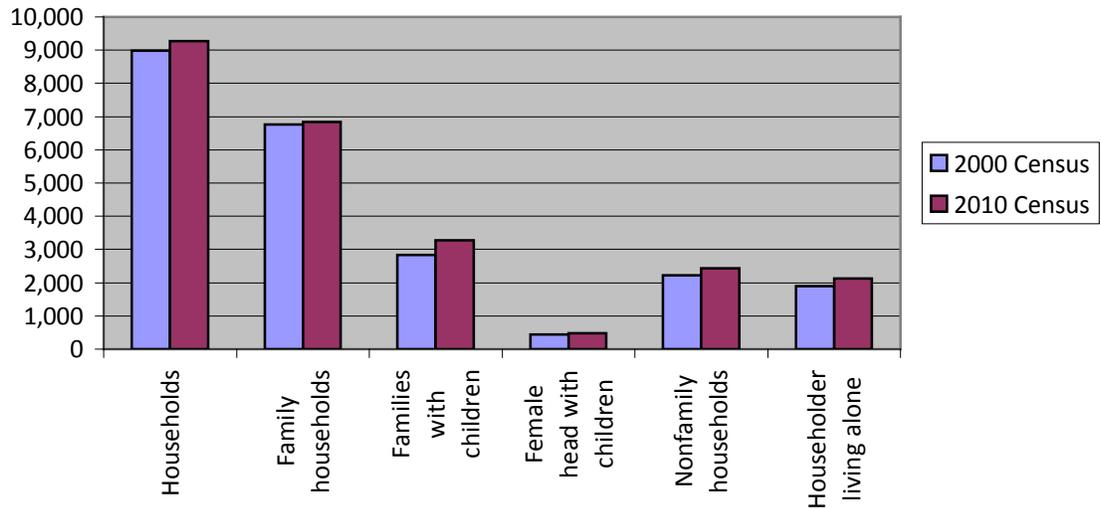
As Table III-4 and Figure III-3 indicate, while Milton’s population remained relatively flat between 1990 and 2010, growing by 5.0%, the number of households increased by 6.0%. This is reflective of some small decrease in the size of families with the average family size decreasing from 2.85 persons to 2.75 during the period. It is also due to the increasing numbers of non-family households, which grew by 17.6% compared to the 2.4% growth in family households between 1990 and 2010.

Still almost three-quarters of Milton’s households involved families, considerably higher than the 65.5% for the county and 63.0% for the state. Two-parent families with children comprised

35.3% of Milton households, up from 32% in 2000. Also, 6.2% were single-parent families, about the same as the 6.0% level in 2000. Twenty-three percent (23%) of all households lived alone and 13.8% were elders living alone, up only slightly from 13.0% in 2000.

Figure III-3

Types of Households, 2000 and 2010



5. Income Distribution – Very high incomes but growing income disparities

A comparison of income figures for the past several decades is presented in Table III-5 and Figure III-4, suggesting that Milton has in general become significantly more affluent over the past several decades. For example, there were only 383 households that earned more than \$75,000 in 1979, however, 3,073 earned more than double that amount, \$150,000, by 2011.

The dramatic upsurge in relative affluence is also demonstrated by increases in median income levels, increasing by approximately \$25,000 each decade from \$24,777 in 1979. Overall, Milton’s median household income of \$104,357 in 2011 was 27.4% higher than Norfolk County’s of \$81,889, and 66.0% higher than the State’s of \$62,859.

The percentage of households earning under \$75,000 decreased from almost all households in 1979 (95.4%) to about 36% by 2011. On the other hand, those earning more than \$100,000 more than doubled between 1989 and 1999, from 1,429 to 3,461 households, and then to 4,925 by 2011, well over what would be expected under normal inflationary trends.

However, of the 9,276 total households in 2011, 245 or 2.6% had incomes of less than \$10,000 and another 1,118 or 12.1% had incomes between \$10,000 and \$24,999, representing those defined by HUD as having extremely low-incomes at or below 30% of area median income. Approximately another 1,107 households had incomes within about 60% of area median income. The total number of households within these income categories was about 2,470 households in 2011 or more than one-quarter of all Milton households, not an insignificant number given the general prosperity of the community. An estimated additional 350

households would qualify as low-income by HUD’s definition, with incomes within 60% to 80% of area median income (AMI). Therefore, approximately 2,820 households or more than 30% of all households would meet the income requirements for certain housing subsidy programs and qualify for affordable housing for low and moderate-income residents.

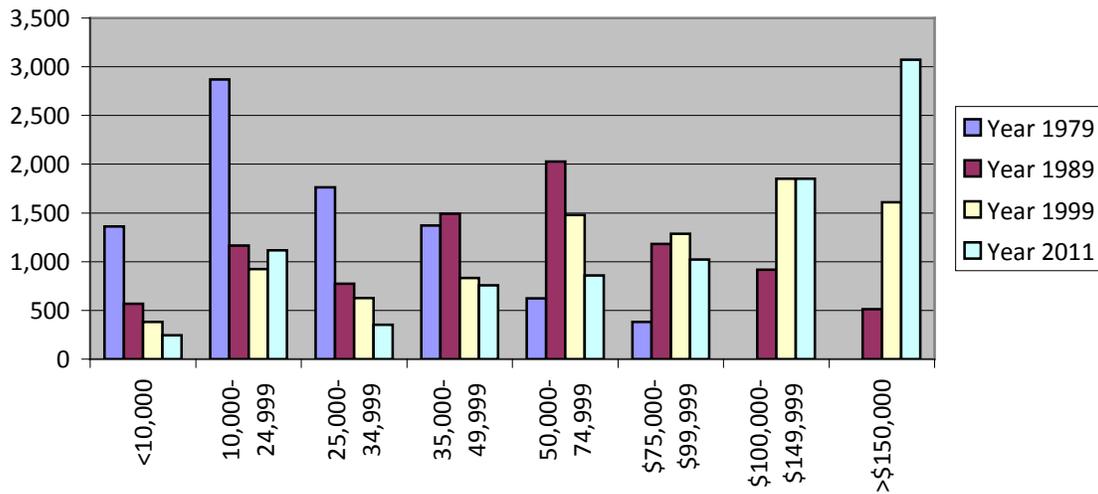
**Table III-5: Income Distribution by Household
1979-2011**

Income Range	1979		1989		1999		2011	
	#	%	#	%	#	%	#	%
Under \$10,000	1,363	16.3	569	6.6	383	4.3	245	2.6
10,000-24,999	2,870	34.3	1,166	13.5	924	10.3	1,118	12.1
25,000-34,999	1,762	21.0	775	9.0	628	7.0	351	3.8
35,000-49,999	1,371	16.4	1,491	17.3	833	9.3	756	8.2
50,000-74,999	625	7.5	2,026	23.4	1,479	16.4	858	9.2
75,000-99,999	383	4.6	1,183	13.7	1,285	14.2	1,023	11.0
100,000-149,999			916	10.6	1,852	20.6	1,852	20.0
150,000 or more			513	5.9	1,609	17.9	3,073	33.1
Total	8,374	100.0	8,639	100.0	8,993	100.0	9,276	100.0
Median income	\$24,777		\$53,130		\$78,985		\$104,357	

Source: U.S. Census Bureau, 1980, 1990 and 2000 and 2009-2011 American Community Survey

Figure III-4

Income Distribution, 1979 to 2011



As shown in Figure III-5, median income levels vary considerably by tenure and household type. For example, the median income for those households that include children – families – was \$135,750, up from \$94,359 in 1999. On the other hand, non-families had a median income of only \$31,380, a very small increase from \$28,889 in 1999. There were also significant discrepancies between the median incomes of owners and renters, at \$119,420 and \$27,853,

respectively. What is particularly notable is that the median income of renters decreased over the past decade, from \$41,071 in 1999!

Figure III-5

Median Income Levels, 2000 and 2011

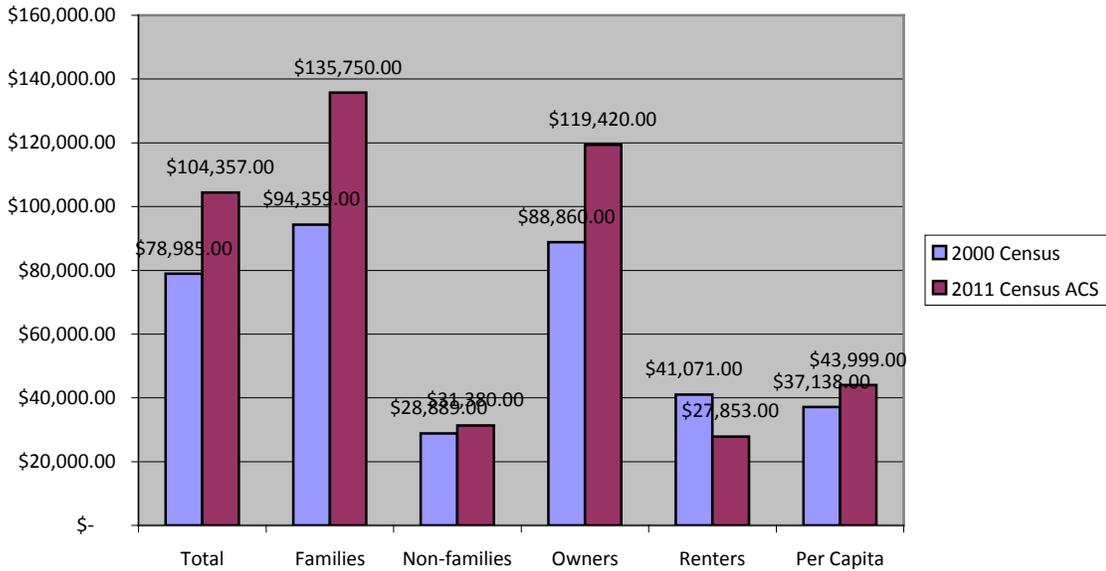


Table III-6: Income Distribution by Household: Norfolk County vs. Milton 1999 and 2011

Income Range	Norfolk County				Milton			
	1999		2011		1999		2011	
	#	%	#	%	#	%	#	%
Under \$10,000	14,002	5.6	13,387	5.2	383	4.3	245	2.6
10,000-24,999	28,589	11.5	26,699	10.4	924	10.3	1,118	12.1
25,000-34,999	21,077	8.5	16,832	6.5	628	7.0	351	3.8
35,000-49,999	31,912	12.8	25,009	9.7	833	9.3	756	8.2
50,000-74,999	50,129	20.1	36,374	14.1	1,479	16.4	858	9.2
75,000-99,999	37,684	15.1	31,427	12.2	1,285	14.2	1,023	11.0
100,000-149,999	37,315	15.0	51,192	19.9	1,852	20.6	1,852	20.0
150,000 or more	28,193	11.4	56,178	21.9	1,609	17.9	3,073	33.1
Total	248,901	100.0	257,098	100.0	8,993	100.0	9,276	100.0
Median income	\$63,342		\$81,889		\$78,985		\$104,357	

Source: U.S. Census Bureau, 2000 and 2009-2011 American Community Survey

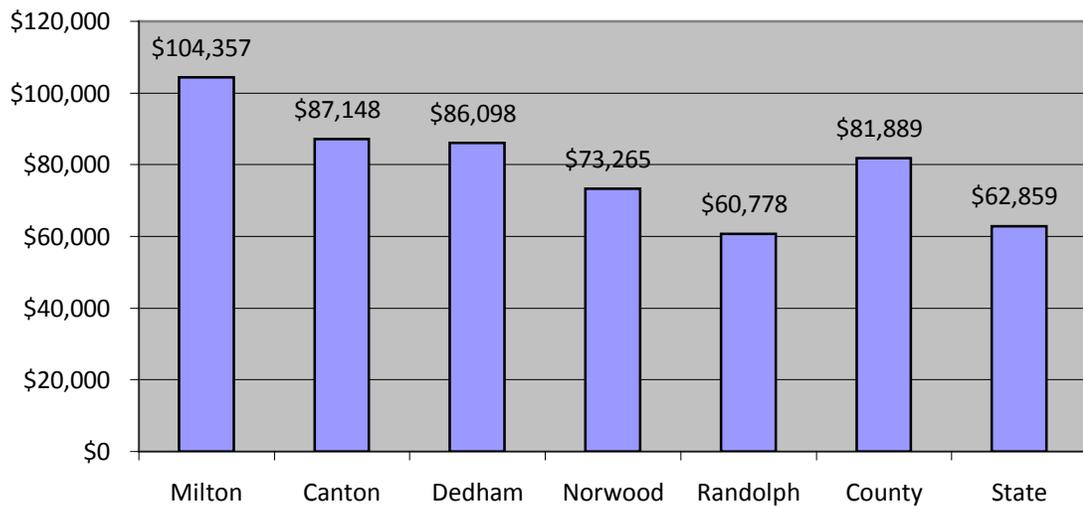
Table III-6 presents information on the distribution of incomes for Milton versus Norfolk County as another comparison. As the table demonstrates, Milton has been somewhat more affluent than the county as a whole. The percentage of those earning less than \$75,000 was 45.9% in 2011 for Norfolk County, down from 58.5% in 1999. On the other hand, those earning below this level was only 35.9% for Milton, down from 47.2% in 1999. Those earning more than \$150,000 included 21.9% of all

households in Norfolk County and 33.1% for Milton in 2011. Higher income levels in Milton were also reflected in the median income levels -- \$81,889 for the county in comparison to \$104,357 for the town of Milton.

This relative affluence of Milton is also demonstrated through a comparative look at the median household income levels of neighboring communities as shown in Figure III-6. Median household incomes ranged from a low of \$60,778 for Randolph to a high of \$104,357 for Milton.

Figure III-6

Median Household Income Levels



6. Poverty – Increasing levels of poverty

While income levels for most town residents have increased substantially, there remains a significant population within the town of Milton, 1,350 in 2011, who had very limited financial means and were living below the poverty level. The 2000 census indicated that the absolute numbers of those with incomes below the poverty level¹⁰ decreased from 1979 to 1999 as shown in Table III-7, with the exception of those 65 years or older where the numbers increased somewhat. Since 1999, poverty has risen for both individuals and families, representing 5% of all individuals and 2.7% of all families. While poverty in Milton is lower than the county and state, at 6.2% and 11.6% of all individuals, respectively, this increase is nevertheless disturbing.

This data should also be viewed in light of the town’s limited Subsidized Housing Inventory that included 426 subsidized housing units with another 140 or so rental subsidies, the total of which is insufficient to cover the housing affordability issues most likely confronting this very vulnerable population.

¹⁰ The 2012 federal poverty level from the U.S. Department of Health and Human Services was \$11,170 for an individual and \$19,090 for a three-person household.

**Table III-7: Poverty Status
1989-2011**

	1979		1989		1999		2011	
	#	%	#	%	#	%	#	%
Individuals *	957	3.7	758	2.9	697	2.7	1,350	5.0
Families **	188	2.8	125	1.9	108	1.6	184	2.7
Related Children Under 18 Years (Under 17 Years for 1990 data) ***	306	5.0	49	0.6	147	2.2	307	4.6
Individuals 65 and Over****	138	3.1	216	4.8	183	4.3	229	5.5

Source: U.S. Census Bureau 1980, 1990 and 2000 and the Census Bureau’s American Community Survey, 2009-2011

- *Percentage of total population
- **Percentage of all families
- ***Percentage of all related children under 18 years
- ****Percentage of all individuals age 65+

7. Employment – Little or no projected job growth

Of the population 16 years of age or older, 13,700 or 64.8% were in the labor force with an 8.2% unemployment rate according to 2011 census estimates. Estimates further suggest that 62% of Milton residents who were in the labor force were in management, business, science and arts occupations, 11.6% were in service occupations, 16.7% in sales and office occupations, with the remaining workers in a mix of jobs related to construction, production and transportation. Almost half of workers were involved in professional, scientific, educational, and health related services. Approximately three-quarters of workers commuted alone by car with an average commute of almost 30 minutes.

Data from Metropolitan Area Planning Commission (MAPC) indicates that there were 4,988 jobs available in Milton in 2010 that were projected to increase to 5,158 by 2020 and then dip somewhat to 4,990 by 2035, representing little or no job growth locally.

8. Education – Increasing educational attainment and small increases in school enrollments

The educational attainment of Milton residents has improved over the last couple of decades. In 2011, 96.9% of those 25 years and older had a high school diploma or higher and 61.2% had a Bachelor’s degree or higher (compared with 49.4% for the county and 39.1% for the state), up from the 2000 figures of 94.6% with at least a high school diploma and more than half, 52.2%, with a Bachelor’s degree or higher.

Those enrolled in school (nursery through graduate school) totaled 9,070 in 2011, up 13.3% from 8,002 in 2000. These figures include students at Curry College, Milton Academy and other local private schools. There were 5,890 students enrolled in nursery school through high school, representing an increase of 149 students since 2000. Enrollments in the Milton School District have increased slightly, from 3,807 students in the 2000-2001 school year to 3,934 in 2012-2013. Consequently, those enrolled in public schools included only 43.4% of all students living in Milton.

9. Group Quarters Population – Major increases since 1990

The 2011 census counted 1,516 residents living in group quarters, including 137 who were institutionalized in nursing homes or other facilities. The census indicates that 1,379 residents

lived in other group quarters. This figure is up considerably from the 2000 census count of 1,035 residents living in group quarters (265 in institutional settings and 770 living outside of institutionalized group quarters) as well as 751 residents in 1990 (139 in institutions and 612 in other group quarters). Consequently those living in group quarters almost doubled between 1990 and 2011, largely reflective of increased enrollments of residential students at Curry College and Milton Academy for example.

10. Disability Status – About one-third of seniors claimed some type of disability

A total of 2,781 residents claimed some type of disability according to census estimates, representing 10.4% of Milton’s population. Of the 2011 population under age 18, 126 or 1.9% had some disability, and of the population age 18 to 64, 1,305 or 8.07% claimed a disability. In regard to the population 65 years of age or older, 1,350 or 33.8% claimed some type of disability, down from 35.1% in this age range in 2000.

B. Housing Profile

This section of the Housing Needs Assessment summarizes housing characteristics and trends, analyzes the housing market from a number of different data sources and perspectives, compares what housing is available to what residents can afford, summarizes what units are defined as affordable by the state, and establishes the context for identifying priority housing needs.

1. Housing Growth – Higher than total population growth between 2000 and 2010

From a total of 9,700 housing units that were counted as part of the 2010 census, approximately half (4,535 units or 46.8%) predate World War II, and a total of 7,300 units or three-quarters of the units were constructed prior to 1960. This clearly identifies Milton as one of the older suburbs of Boston, with most of its development occurring during the earlier part of the 20th century. This older housing may be in need of repairs, remodeling, or lead paint removal. This early housing development is significantly higher than countywide levels where 28.9% of all units were built prior to 1939 with an additional 21.2% between 1940 and 1960.

Since the early 1960s, housing development has fallen off considerably with the total number of units built per decade ranging from 259 in the 1990s to 607 in the 1960s. Between 2000 and 2010, a total of 539 housing units were built, representing 5.6% of the housing stock, higher than the 3.6% population growth during the same period.

Table III-8: Year Structure Built, 2010

Years	#	%
2000 to 2010	539	5.6
1990 to 1999	259	2.7
1980 to 1989	421	4.3
1970 to 1979	574	5.9
1960 to 1969	607	6.3
1940 to 1959	2,765	28.5
1939 or earlier	4,535	46.8
Total	9,700	100.0

Source: U.S. Census Bureau, 2000 and 2010

Since 2010 another 24 single-family homes have been built, however 11 of these involved the demolition of a previous house and the net number of units is reduced to 13 as of June 13, 2013.

Consequently almost half of new residential development involved teardown activity, likely replacing more affordable homes with larger more expensive ones and thus eroding some of the community's more affordable private units.

The 2000 MAPC buildout analysis of Milton's undeveloped land calculated that the town could accommodate as many as 809 additional dwelling units as-of-right under existing zoning. This analysis assumed that all of these units would be single-family, based on existing zoning, and 16% would be on lots of at least 80,000 square feet; 48% on lots of at least 40,000 square feet; and 28% on lots of at least 7,500 square feet. This "buildout" would increase the housing stock by 9%, and could result in almost 2,200 additional residents and almost 250 school children. If future development were to occur according to this buildout scenario, Milton's new housing would be primarily single-family, owner-occupied, lower-density, and probably more expensive than existing housing because of the increasing cost of land.

Since this analysis was completed, a total of 552 new units have been produced that suggests that the Town could accommodate another 257 units before buildout, which is about half of the current gap between existing SHI units and the 10% affordability threshold. While the buildout projections have been considered less than reliable, they do point to dwindling development opportunities and the need to integrate some affordability into future development.

This analysis examined only undeveloped land but for some unknown reason included Cunningham Park, which the Town considers unlikely to be developed. However, the analysis understates the potential for infill and redevelopment in that it did not include the potential for subdividing many large lots, the construction of mixed-use projects in the Milton Village overlay district, possible 40-B developments that override present zoning, and other rezoning initiatives to promote higher density in appropriate locations.

2. Types of Units and Structures – Relatively homogeneous housing stock

As shown in Table III-9, Milton had 9,274 occupied units, of which 7,644 or 82.4% were owner-occupied while the remaining 1,630 or 17.6%, were rental units. This level of owner-occupancy was substantially higher than the county and state at 69.2% and 62.3%, respectively. However, about two-thirds of the growth in occupied housing units involved rentals between 2000 through 2010, despite the high level of town-wide owner-occupancy.

Table III-9: Housing Occupancy, 1990-2010

Occupancy Characteristics	1990		2000		2010	
	#	%	#	%	#	%
Total Units	9,003	100.0	9,161	100.0	9,700	100.0
Occupied Units *	8,749	97.2	8,982	98.5	9,274	95.6
Total Vacant Units *	254	2.8	179	1.5	426	4.4
Owner-Occ. Units **	7,219	82.5	7,554	84.1	7,644	82.4
Renter-Occ. Units **	1,530	17.5	1,428	15.9	1,630	17.6
Average House-Hold Size of Owner-Occupied/ Rental Unit	2.98/2.25 persons		2.92/2.09 persons		2.89/2.08 persons	

Source: U.S. Census Bureau 1990, 2000 and 2010

* Percentage of total housing units ** Percentage of occupied housing units

Table III-9 also shows an ongoing decline in the average number of persons per unit, reflective of the increasing number of smaller households in Milton. Not surprisingly, the average number of persons per owner-occupied unit was larger than for rentals, at 2.89 persons and 2.08 persons, respectively.

The 2010 census counted 4.4% or 426 units as vacant, up from 1.5% and 179 units in 2000. As indicated in Table III-10, the homeowner vacancy rate was 1.1% and the rental vacancy rate was 5.9%, up only slightly from 2000 and still well below state and national levels. The numbers involved in these vacancy statistics were relatively low as any level below 5% is considered to represent tight market conditions.

**Table III-10: Vacancy Rates
2000 and 2010**

Milton Vacancy Rates by Tenure				
	2000	2010	MA 2010	Nation 2010
Rental	2.9%	5.9%	6.5%	9.2%
Owner-Occupied	0.4%	1.1%	1.5%	2.4%

Source: U.S. Census Bureau 2000 and 2010

The 2011 census estimates indicate that almost three-quarters of the existing housing units (73.8%) were in single-family detached structures, significantly higher than the 57.9% level for the county. However, this data suggests that Milton has actually experienced a loss of these units, from 7,209 single-family detached units in 2000 to 6,905 by 2011. Another 241 units were located in single-family attached dwellings, up from 179 in 2000. There has been some resurgence of condo conversions such that investors purchase a single-family home for about \$500,000 and then proceed to do necessary improvements to sell two (2) condos for \$350,000 each, a lucrative practice.

**Table III-11: Units in Structure
1990 – 2011**

Type of Structure	1990		2000		2011	
	#	%	#	%	#	%
1-Unit Detached	6,982	77.5	7,209	78.7	6,905	73.8
1-Unit Attached	178	2.0	179	2.0	241	2.6
2 to 4 Units	1,412	15.7	1,334	14.6	1,079	11.5
5 to 9 Units	63	0.7	80	0.9	89	1.0
10 or More Units	304	3.4	351	3.8	1,044	11.2
Other	64	0.7	8	0.1	0	0.0
Total	9,003	100.0	9,161	100.0	9,358¹¹	100.0

Source: U.S. Census Bureau 1990 and 2000 and American Community Survey 2009-2011

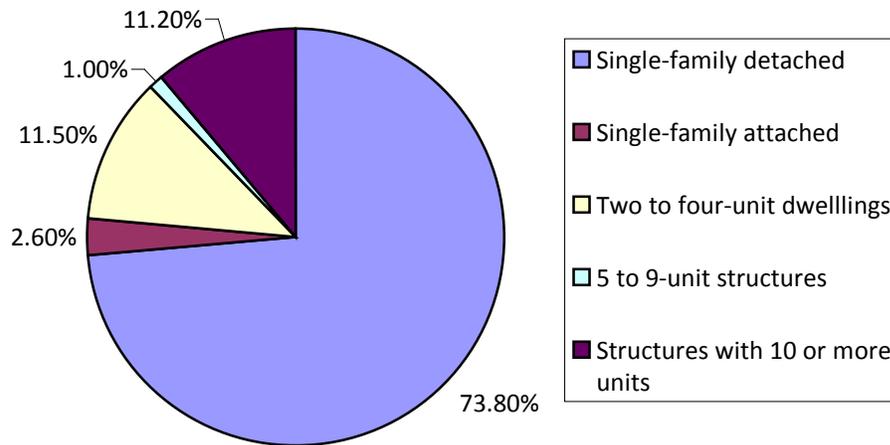
¹¹ The American Community Survey involves sampling data and is somewhat off from the actual 2010 census counts, in this case counting 9,358 units as opposed to 9,700.

There has also been a loss of 333 units in two to four-unit structures, from 1,412 in 1990 to 1,079 by 2011. The decline in these units represents some significant erosion of the community's more affordable housing as small multi-family dwellings tend to provide relatively less costly rental and ownership opportunities.

There was a small gain in the number of units in five to nine-unit structures and a substantial increase in units in larger multi-family structures with an increase from 304 to 1,044 units between 1990 and 2011 in structures with ten or more units, involving 11.2% of the town's total housing units. The census counted eight (8) mobile homes in 2000 but none by 2011.

Figure III-7

Units in Structure, 2011



The median number of rooms per housing unit was 6.9 indicating that the average home had three (3) to four (4) bedrooms, and dwelling size ranged from 1,364 units or 14.6% of units with four (4) rooms or less to 2,226 units or 23.8% of the housing stock that are very large with nine (9) rooms or more.

3. Housing Values – High housing costs

The following analysis of the housing market examines past, present and future values of homeownership and rental housing from a number of data sources including:

- The 1990, 2000 and 2010 Decennial U.S. Census figures
- The U.S. Census Bureau's 2009-2011 American Community Survey
- The Warren Group's median sales price statistics and sales volume by year, from 1990 through March 2013
- Multiple Listing Service data
- Craigslist, other Internet rental listings and property agents (rental housing)

Ownership Costs

Census data on housing values for owner-occupied units is provided in Table III-12. The census indicates that the 2011 median house price was \$481,800, up 68.6% from the 2000 median house value of \$285,800, and more than double the 1990 median of \$219,600. The census counts 104 units that were valued at less than \$100,000, and there were no units that were valued between \$100,000 and \$200,000. Almost 500 units were valued between \$200,000 and \$300,000, still relatively affordable. This small number of affordable homes is in sharp contrast to the 569 homes valued at more than \$1 million. Almost half of the units were assessed between \$300,000 and \$500,000.

**Table III-12: Housing Values
1990 – 2011**

Value	1990		2000		2011	
	#	%	#	%	#	%
Less than \$100,000	136	2.2	55	0.8	104	1.4
\$100,000 to \$149,999	429	6.9	254	3.8	0	0.0
\$150,000 to \$199,999	1,949	31.2	871	13.1	0	0.0
\$200,000 to \$299,999	2,454	39.3	2,505	37.8	491	6.5
\$300,000 to \$499,999	1,282	20.5	2,132	32.1	3,551	47.1
\$500,000 to \$999,999			693	10.4	2,819	37.4
\$1,000,000 or more			122	1.8	569	7.6
Total	6,250	100.0	6,632	100.0	7,534	100.0
Median (dollars)	\$219,600		\$285,800		\$481,800	

Source: U.S. Census Bureau 1990 and 2000 and American Community Survey 2009-2011

While census data is derived primarily from Assessors information that typically underestimates existing value somewhat, *The Warren Group* tracks more updated market data from Multiple Listing Service data derived through actual sales available through March 2013. This historic market information since 1990 is summarized in Table III-13.

After a decline in market prices in the early 1990's, due largely to an economic slump, the market began to revive and rose significantly after 1997 to the height of the market in 2005 with a median single-family house price of \$475,000. After that housing values were relatively stable for single-family homes despite the bursting of the housing bubble with a median of \$450,000 as of the end of 2012. Since then prices have risen significantly to \$520,099 as of June 2014.

Median prices of condos have been largely lower and more volatile as shown in Figure III-8, dipping to a low of \$330,000 in 2007 but increasing to \$372,500 in 2012, up further in 2013, and then down to \$331,000 by June 2014. The median price of condos was highest in 2004 at \$515,000.

The numbers of sales in any year has ranged considerably for both single-family homes and condos. For example, sales of single-family homes ranged from a low of 199 in 1991 to highs of 387 and 365 in 1998 and 2005, respectively. Since then market activity fell off to 233 sales in 2010, reviving somewhat to 297 in 2012 and 306 in 2013. Condo sales reached a high of 49 in 2005 but have been down considerably since then to only nine (9) in 2009 and then to 22 in 2011, 2012 and 2013.

Table III-13: Median Sales Prices: 1990 through June 2014

Year	Months	Single-family	# Single-family Sales	Condos	# Condo Sales
2014	Jan – Jun	\$520,099	137	\$331,000	9
2013	Jan – Dec	492,500	306	394,375	22
2012	Jan – Dec	450,000	297	\$372,500	22
2011	Jan – Dec	445,000	247	385,000	22
2010	Jan – Dec	469,000	233	385,000	20
2009	Jan – Dec	440,500	246	350,000	9
2008	Jan – Dec	456,000	256	385,000	15
2007	Jan – Dec	441,000	265	330,000	24
2006	Jan – Dec	466,000	232	400,500	24
2005	Jan – Dec	475,000	365	489,000	42
2004	Jan – Dec	469,000	349	515,000	49
2003	Jan – Dec	441,500	300	385,500	10
2002	Jan – Dec	378,500	295	364,000	13
2001	Jan – Dec	338,700	314	350,500	10
2000	Jan – Dec	330,000	317	289,750	14
1999	Jan – Dec	275,000	309	267,000	15
1998	Jan – Dec	239,900	387	214,125	12
1997	Jan – Dec	195,000	357	169,800	13
1996	Jan – Dec	188,000	326	189,500	10
1995	Jan – Dec	180,500	330	196,000	9
1994	Jan – Dec	185,138	310	190,000	14
1993	Jan – Dec	177,500	277	190,000	13
1992	Jan – Dec	174,500	256	169,000	6
1991	Jan – Dec	190,000	199	227,500	20
1990	Jan – Dec	194,000	203	224,000	4

Source: The Warren Group, August 8, 2014

Figure III-8

Median Housing Prices, 2000 to 2012

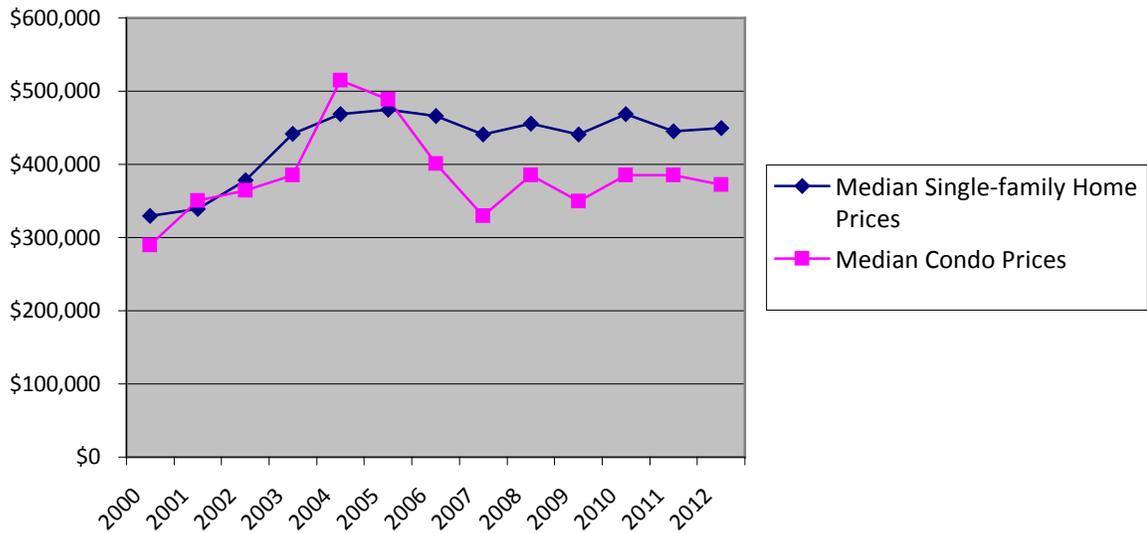


Figure III-9 compares Milton’s median sales data to those of neighboring communities for both 2005, near the top of the housing market, and March of 2013. Only Needham’s median sales prices have exceeded Milton’s. While Needham is not a bordering community, it is, like Milton, an older established suburb of Boston with some comparability of the housing stock and demographics. It is also interesting to note that the recent sales data has been lower than 2005 levels for all communities with the exception of Needham.

Figure III-9

Median Single-Family House Values, 2005 and March 2013

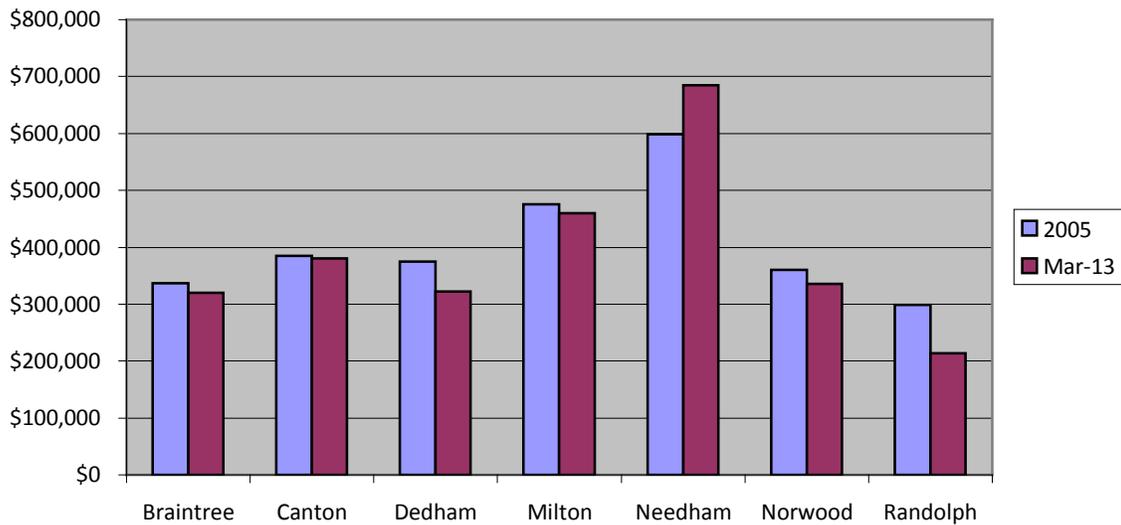


Table III-14 and Figure III-10 summarize *sales activity for single-family homes and condos between April 2012 and 2013*. There were a number of sales for less than \$200,000, however given the low sales prices of most of these units, it is likely that these did not reflect market values but were some type of special transaction. Most of the single-family home sales were priced between \$300,000 and \$600,000, however condo sales were concentrated in the \$200,000 to \$500,000 range. Median sales prices were \$455,000 and \$370,000 for single-family homes and condos, respectively. Milton has a significant luxury market with 16.2% of all sales priced beyond \$700,000 as indicated in the tail to the curve in Figure III-10.

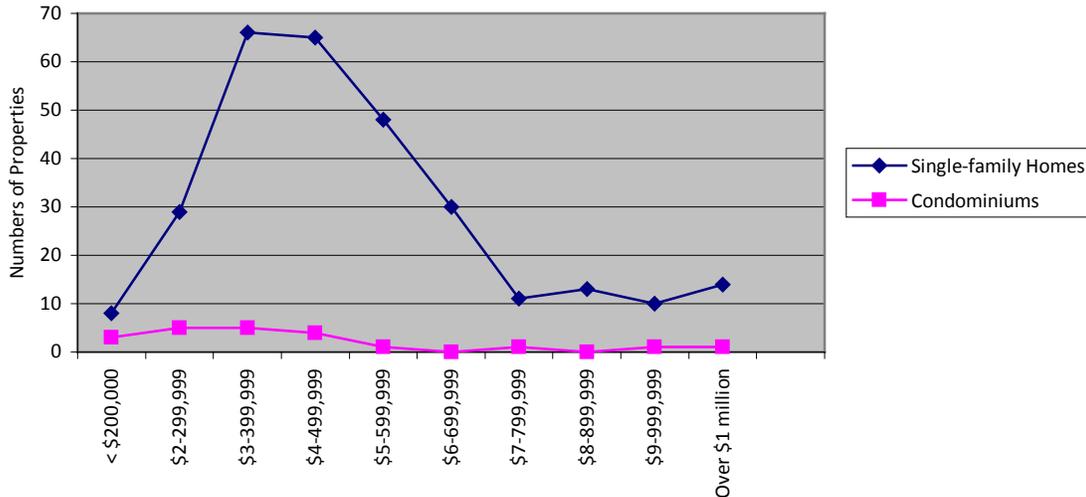
**Table III-14: Single-family House and Condo Sales
April 2012 through April 2013**

Price Range	Single-family Homes		Condominiums		Total	
	#	%	#	%	#	%
Less than \$200,000	8	2.7	3	14.3	11	3.5
\$200,000-299,999	29	9.9	5	23.8	34	10.8
\$300,000-399,999	66	22.4	5	23.8	71	22.5
\$400,000-499,999	65	22.1	4	19.0	69	21.9
\$500,000-599,999	48	16.3	1	4.8	49	15.6
\$600,000-699,999	30	10.2	0	0.0	30	9.5
\$700,000-799,999	11	3.7	1	4.8	12	3.8
\$800,000-899,999	13	4.4	0	0.0	13	4.1
\$900,000-999,999	10	3.4	1	4.8	11	3.5
Over \$1 million	14	4.8	1	4.8	15	4.8
Total	294	100.0	21	100.0	315	100.0
Median Price	\$455,000		\$370,000		--	

Source: Banker & Tradesman, May 22, 2013

Figure III-10

Numbers of Properties by Type and Sales Price, April 2012 Through April 2013



Rental Costs

Census data on the costs of rental units from 1980 through 2011 is included in Table III-15. These census estimates indicate that there were 1,618 occupied rental units in Milton in 2011, and that the median gross rental was \$1,268, 52.8% higher than the median of \$830 in 2000, almost double the median rent in 1990, and four times the median rent in 1980. Only about 10% of the rental units were renting for less than \$500 by 2011 compared to 82.0% in 1980 and 32.5% in 1990. County figures reflect only somewhat lower rental prices with a 2011 median gross rental of \$1,244 and 13.4% of units renting for less than \$500.

**Table III-15: Rental Costs
1980-2011**

Gross Rent	1980		1990		2000		2011	
	#	%	#	%	#	%	#	%
Under \$200	202	15.0	160	10.7	58	4.1	33	2.0
200-299	332	24.7	94	6.3	33	2.3	102	6.3
300-499	569	42.3	233	15.5	152	10.8	38	2.3
500-749	101	7.5	417	27.8	310	21.9	172	10.6
750-999			321	21.4	270	19.1	269	16.6
1,000-1,499			109	7.3	382	27.0	393	24.3
1,500 or more					66	4.7	557	34.4
No cash rent	142	10.5	165	11.0	143	10.1	54	3.3
Total	1,346	100.0	1,499	100.0	1,414	100.0	1,618	100.0
Median rent	\$321		\$646		\$830		\$1,268	

Source: U.S. Census Bureau 1980, 1990 and 2000 and American Community Survey 2007-2011

Recent listings of rental units are presented in Table III-16, indicating the high cost of rental housing in Milton. The lowest rents were in apartments in older homes, ranging from \$1,475 to \$1,650. Houses were listed from \$1,795 to \$3,200 and condos were in the \$2,700 to \$2,950 range.

**Table III-16: Rental Listings
May 2013**

Unit Type	# Bedrooms	Square Footage	Rent
Apartment in house	1	825	\$1,475
Apartment in house	2	NA	\$1,600
Apartment in house	2	1,100	\$1,600
Apartment in house	2	1,128	\$1,650
Apartment	2	1,447	\$1,650
House	3	1,200	\$1,795
Loft apartment	1	800	\$1,800
Older house	4	1,800	\$2,200
Older house	4	1,800	\$2,500
House	4	2,281	\$2,500
Condo	1	NA	\$2,700
Condo	2	1,164	\$2,700
Condo	2	1,593	\$2,950
House	4	2,500	\$3,000
House	4	NA	\$3,200

Sources: Internet listings in craigslist and Zillow, May 22, 2013

4. Affordability Analysis

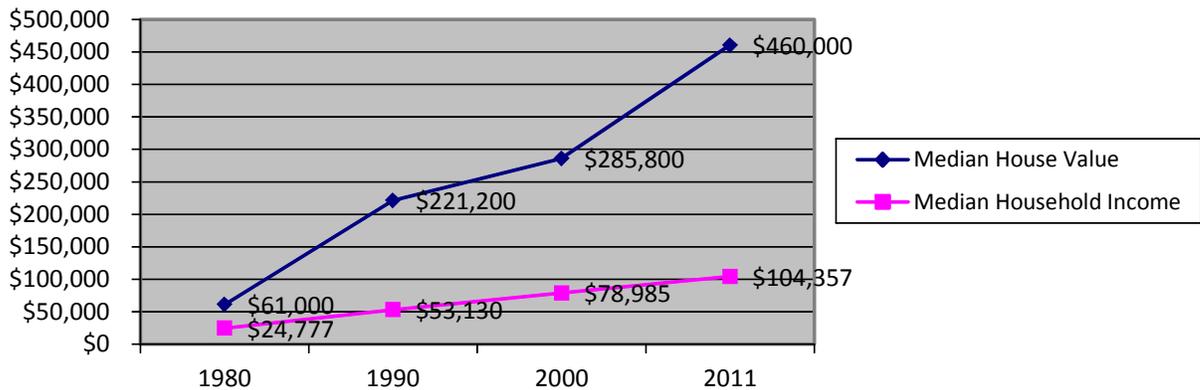
Current housing market data tells us that approximately 45% of Milton’s households do not have sufficient income to afford the median sales price of \$460,000 as of March 2013, and about 34% of households cannot afford the lowest rent advertised for a two-bedroom unit of \$1,600. These high housing costs obviously have the most severe impact on those on the lowest rungs of the income ladder, but the effects of such high housing prices have spread well into the middle class. Clearly if you do not already own a home or are not earning a substantial salary, you will be hard pressed to purchase a home in Milton.

A traditional rough rule of thumb is that housing is affordable if it costs no more than 2.5 times the buyer’s household income. By this measure, the median income household could afford a house of approximately \$260,900, well below the median house price of \$460,000. This implies that the household in the middle of the town’s income range faced an “affordability gap” of almost \$200,000.

Clearly, housing prices have risen faster than incomes, making housing much less affordable as demonstrated in Figure III-11. As time went by, the gap between median household income and the median single-family house price widened considerably from median income being 40.6% of the median house price in 1980 to 22.7% most recently. Another way of analyzing this figure is that *the gap between income and house value was only \$36,223 in 1980 but has increased to \$355,643 by almost ten-fold.*

Figure III-11¹²

Median Household Income and Home Value, 1980 through 2011



A second calculation of ownership affordability is to estimate the “affordability gap”. As housing prices escalate more than income levels, the affordability gap widens, defined as the gap between the cost of housing and the proportion of income that is reasonable to pay for housing, typically defined as 30% of gross income. To afford the median sales price of a *single-family home* in Milton of \$460,000 as of March 2013, a household would have to earn approximately \$96,250.¹³ This assumes that the purchaser has cash on hand of almost \$100,000 to afford the upfront costs of the down payment and closing costs based on current mortgage lending practices of 80% financing.

The borrowing power of the median income earning household, with an income of \$104,357 based on the latest census estimates, is about \$475,000, somewhat higher than the median house value of \$460,000, but also premised upon upfront cash requirements of about \$100,000. This estimate also assumes a very low interest rate and stringent credit requirements. In March 2013 there technically was

¹² The figure uses the most current data available, 2011 estimates for median household income and the median single-family home price as of March 2013.

¹³ Figures based on 80% financing, interest of 4.5%, 30-year term, annual property tax rate of \$14.70 per thousand, and insurance costs of \$1.25 per \$1,000 of combined valuation of dwelling value (value x 0.5), personal property (\$100,000 fixed), and personal liability (\$100,000 fixed). Given 80% financing, private mortgage insurance (PMI) was not included in calculations.

no affordability gap for single-family homes as the price of the median priced home (\$460,000) was less than and what a median income household can afford (\$475,000), but the cash requirements likely establish a gap for most first-time potential purchasers without equity from a previous home, substantial savings, or a major gift. As of June 2014 the affordability gap is \$45,099 given the median sale price of \$520,099 plus up-front costs of about \$110,000.

A gap of \$225,000 emerges when the affordability analysis focuses on those low- and moderate-income households earning at or below 80% of area median income, or \$60,650 for a family of three as of March 2013. The gap widens to \$285,099 as of June 2014. These households are unable to afford a house costing more than \$235,000 assuming they can qualify for subsidized mortgages like the ONE Mortgage Program or a MassHousing mortgage without private mortgage insurance and 95% financing.

Over the years *condos* have represented a relatively small segment of Milton's housing market with 244 total units, representing 2.5% of the existing housing. To afford the median priced condo of about \$372,500 (as of the end of 2012 according to *Banker & Tradesman's* compilation of Multiple Listing Service data), a purchaser would have to earn approximately \$93,600, which is still lower than Milton's median income level.¹⁴ Consequently, there is technically no affordability gap as the median priced condo is affordable to someone earning at the median income level, but once again this assumes that the purchaser has substantial upfront cash available to obtain mortgage financing and meets strict credit requirements.

An affordability gap of \$211,750 emerges if the analysis focuses on those earning at 80% AMI or \$60,650 for a family of three who can afford a condo priced at only \$160,750.¹⁵

In regard to *rentals*, the median gross median rent of \$1,268, according to the 2011 census estimates, requires an income of about \$56,750,¹⁶ which is within HUD's current income limit for three-person households earning at 80% of area median income. More than 29% of Milton households would still be unable to afford to rent at this level. Local listings indicate that market rents are actually considerably higher, ranging from \$1,600 for a basic two-bedroom apartment to \$3,000 for a high-end rental or a single-family house. These prices limit affordability to those earning approximately \$70,000 for the basic apartment and \$132,000 for those interested in renting a high-end apartment or a house.

It should also be noted that rentals also involve considerable up-front cash requirements including first and last month's rent and a security deposit. On the \$1,600 apartment this would amount to \$4,800, a considerable amount for those with limited income and savings. Moreover, landlords are increasingly obtaining credit records and references for tenants, which also can pose barriers to securing housing.

A third way to analyze affordability is to see how many households are paying too much for their housing, which is typically defined as paying more than 30% of a household's income on housing expenses whether towards homeownership or rental. The 2011 census estimates indicated that

¹⁴ Figures based on 80% financing, interest of 4.5%, 30-year term, annual property tax rate of \$14.70 per thousand, insurance costs of \$1.25 per \$1,000 of combined valuation of dwelling value (value x 0.5), personal property (\$100,000 fixed), and personal liability (\$100,000 fixed), and estimated monthly condo fees of \$400. Given 80% financing, private mortgage insurance (PMI) was not included in calculations.

¹⁵ Assumes the purchaser could qualify for a subsidized mortgage program such as ONE Mortgage Program or a MassHousing mortgage that would not involve payment of private mortgage insurance (PMI). Also assumes monthly condo charges of \$400.

¹⁶ Assumes monthly utility charges of \$150.00.

381 households or 7.3% of Milton homeowners were paying between 30% and 35% of their income for housing (mortgage, utilities, taxes, homeowners association fees, and insurance) and another 1,278 homeowners or about one-quarter of all homeowners were paying 35% and higher. In regard to renters, 110 renters or 7.0% were spending between 30% and 34% of their income on housing and another 697 or 44.6% of renting households were allocating 35% or more of their income for housing. *This data suggests that 2,466 households, or 26.6% of all Milton households, were living in housing that is by common definition beyond their means and unaffordable.*

HUD provides additional data on housing affordability problems through its CHAS Report. This report, based on 2009 census estimates, is summarized in Table III-17.

**Table III-17: Type of Households by Income Category and Cost Burdens*
2009**

Type of Household	Households Earning < 30% MFI/# with cost burdens (# spending 50% or more)	Households Earning > 30% to < 50% MFI/ # with cost burdens *	Households Earning > 50% to < 80% MFI/# with cost burdens *	Households Earning > 80% MFI/# with cost burdens *	Total/# with cost burdens *
Elderly Renters	260/4 (180)	140/95 (10)	95/19 (0)	70/0 (0)	565/118 (190)
Small Family Renters	20/0 (20)	45/5 (40)	130/35 (0)	305/25 (0)	500/65 (60)
Large Family Renters	0/0 (0)	35/25 (4)	0/0 (0)	60/0 (0)	95/25 (4)
Other Renters	80/0 (80)	95/60 (30)	25/0 (0)	150/4 (20)	350/64 (130)
Total Renters	360/4 (280)	315/185 (84)	250/54 (0)	585/29 (20)	1,510/272 (384)
Elderly Owners	380/65 (270)	275/75 (100)	330/70 (10)	1,015/115 (20)	2,000/325 (400)
Small Family Owners	80/0 (80)	40/0 (30)	110/25 (55)	3,570/685 (175)	3,800/710 (340)
Large Family Owners	35/0 (35)	0/0 (0)	45/20 (25)	1,015/175 (10)	1,095/200 (65)
Other Owners	30/0 (30)	75/30 (45)	40/25 (15)	535/70 (50)	680/125 (140)
Total Owners	525/65 (415)	390/105 (175)	525/145 (100)	6,135/1,045 (255)	7,575/1,360 (945)
Total	885/69 (695)	705/290 (259)	775/199 (100)	6,720/1,074 (275)	9,085/1,632 (1,329)

Source: U. S. Department of Housing and Urban Development (HUD), SOCDs CHAS Data, 2009.

MFI indicates median family income.

*Cost burdens indicate that households are spending more than 30% of their income on housing. The CHAS data also provides data on those spending more than 50% of earnings on housing as indicated by parentheses ().

Large-family households are defined as having five (5) or more members, small families with two (2) to four (4) members.

This data suggests that those earning at or below 50% of median income were experiencing substantial cost burdens, meaning that they were spending more than they should for their housing defined as more than 30% of gross income. Specific findings include the following:

- There were as estimated 2,365 households earning at or below 80% of median income or 26% of all households who might be eligible for housing assistance based on income alone.¹⁷ Of these, 1,054 or about 12% of all households were spending more than half of their income on housing.
- An estimated 954 households or 60% of those households earning at or below 50% of median income were spending more than half of their income on housing expenses, 73% who were renters.
- Almost 55% of elderly, 25% of small families (2 to 4 member households) and 30% of large families (5 or more related family members) who were renters were spending too much on housing.
- For owners, about 36% of elders were overspending on their housing and in fact 20% were spending more than 50% of their income on housing-related expenses, up from 8% in 2000.
- About 70% of elderly owners and renters who earned within 30% of area median income were spending more than 50% of their income on housing.
- Seventy percent (70%) of seniors who earned between 31% and 50% of area median income and rented were spending too much on their housing as were 64% of senior homeowners.
- Approximately three-quarters of small families earning between 31% and 50% of area median income who were homeowners were spending more than half of their income on housing.
- Seventy-five percent (75%) of seniors who rented were spending more than half of their income on housing.

C. Subsidized Housing Inventory (SHI)

The Subsidized Housing Inventory (SHI) is the official list of units, by municipality, that the state counts towards a community’s 10% housing affordability goal as prescribed by Chapter 40-B comprehensive permit law. To be counted as affordable under Chapter 40-B, housing must be dedicated to long-term occupancy of income-eligible households through resale or rental restrictions. Table III-18 presents the income limits for the affordable units based on the 2014 HUD guidelines for the Boston area, including the town of Milton, directed to those earning at or below 80% of area median income adjusted by household size.

**Table III-18: 2014 Income Limits for Boston PMSA
Based on 80% of Area Median Income**

Number of Persons in Household	Income Limit
1	\$47,450
2	54,200
3	61,000
4	67,750
5	73,200
6	78,600
7	84,050
8	89,450

Source: U.S. Department of Housing and Urban Development

¹⁷ This does not take into account financial assets that might disqualify them from housing subsidy programs.

1. Current Inventory

Milton has 426 units or 4.42% of its 9,641 year-round housing units included in its Subsidized Housing Inventory (SHI), up from 380 units in 2004. These units are listed in Table III-19. Of the 426 SHI units, 52 are public housing units, 347 are privately owned, and 27 involve units in group homes supported by the state Department of Developmental Disabilities or Department Mental Health. All units involve rentals, and all of the privately owned subsidized housing is for the elderly. In total, 89% of the Town's subsidized housing is for the elderly, 3% is for families, and about 8% is for people with special needs.

The Milton Housing Authority (MHA) administers 52 units of public housing, 40 for the elderly and disabled and twelve (12) for families. Demand for the town's subsidized housing is very strong, particularly for the family units. According to the Milton Housing Authority, there were about 600 households on the waiting list for elderly and disabled units, including 39 Milton residents. The length of the wait on this list ranges from two to three years, with the disabled experiencing longer waits. The wait for family units is at least five years and currently the wait list includes about 50 families, including a few Milton residents. The Housing Authority has two handicapped accessible units and waits are at least five years.

The Housing Authority has also been administering 144 Section 8 Housing Choice Vouchers although federal cutbacks have decreased these vouchers to 133. These rental vouchers enable income-eligible households to find housing in the private market with the voucher subsidizing the difference between a Fair Market Rent (FMR) and a percentage of the household's income. Until recently, voucher holders were able to find units in Milton without too much difficulty. However, spikes in rental costs have resulted in fewer participants being able to find qualifying units with only about one-third of vouchers holders leasing units in Milton.

Much of the privately owned housing is run by the Milton Residences for the Elderly (MRE). One of its developments, Unquity House, includes 139 units of elderly housing consisting of 99 one-bedroom apartments with about 37 applicants on the wait list and another 40 studio apartments with a handful of applicants. The average wait time for units is about a year.

MRE also owns and manages Winter Valley Housing, which has 161 affordable elderly units counted by DHCD, of which there is a mix of assisted living, one-bedroom, two-bedroom, and efficiency units. Most of the units are subsidized but some are market rate but still with quite affordable rents at \$879 for one-bedrooms and \$962 for two-bedrooms. There were 155 applicants on their wait list, 50 of whom were Milton residents. Some of the applicants were also grown children who live in Milton and are trying to relocate their parents in the community. Wait times ranged from about a year and a half for the subsidized units to up to four (4) years for the market units because there are fewer of them available.

The Fuller Village development has 321 units and is managed by a Board of Directors and an Executive Director. While 25% of the units are affordable to households earning at or below 80% of area median income, the state has not yet allowed more than 33 of these units to be counted as part of the Subsidized Housing Inventory, largely due to the added complexity of the life lease arrangement under which these units are financed. The Town and Fuller management are continuing to work to try to establish the status of permanent affordability under Chapter 40-B for these affordable units, and anticipate inclusion of an additional 49 units on the SHI.

The market rate prices for Fuller Village were priced significantly lower than market comparables, the most expensive two-bedroom unit selling for \$355,000 with a monthly maintenance fee of \$1,490 versus the affordable units selling typically for around \$288,000 with a monthly fee of \$1,180. There are 63 applicants on the wait list for the affordable units and 97 waiting for market rate units. Since there are far fewer affordable units, the wait times for these units are longer. The development has 13 handicapped accessible residences, one for the hearing impaired, and an additional 27 units that are partially accessible with walk-in showers.

**Table III-19: Milton’s Subsidized Housing Inventory (SHI)
May 2013**

Project Name	# SHI Units	Project Type/ Subsidizing Agency	Use of a Comp Permit	Affordability Expiration Date
65 Miller Avenue*	40	Rental – elderly disabled/DHCD	No	Perpetuity
121 Central Avenue**	8	Rental – special needs/DHCD	No	Perpetuity
753 Blue Hill Avenue**	2	Rental – special needs/DHCD	No	Perpetuity
Eliot Street*	2	Rental – families/DHCD	No	Perpetuity
Central Avenue*	2	Rental – families/DHCD	No	Perpetuity
Lothrop Avenue*	2	Rental – families/DHCD	No	Perpetuity
Brook Road*	2	Rental – families/DHCD	No	Perpetuity
Tucker Street*	2	Rental – families/DHCD	No	Perpetuity
Unquity House	139	Rental – elderly/MassHousing	No	2014
Winter Valley Housing	129	Rental – elderly/HUD	No	2020
Winter Valley Phase II	32	Rental – elderly/HUD	No	2031
Fuller Village Phase II	33	Rental -- elderly/DHCD	No	Perpetuity
DDS Group Homes	20	Special Needs Rental/DDS	No	NA
DMH Group Homes	7	Special Needs Rental/DMH	No	NA
TOTAL	426	399 rentals, 27 special needs rentals, and no ownership	No 40-B units	

Source: Massachusetts Department of Housing and Community Development, May 22, 2013

* Milton Housing Authority units. ** Group homes that are owned and managed by MHA but services are provided to residents by outside vendors.

There are also several additional developments, representing 58 total units, which should be included on the SHI including the following:

- *102 Blue Hill Avenue*
There are two (2) family units at 102 Blue Hill Avenue that are owned and managed by the MHA and mistakenly not included on the SHI.
- *Work, Inc. Special Needs Housing*
Work, Inc. has built special needs housing for five (5) disabled residents in a state-of-the-art special facility located at 47 Wolcott Road that leveraged significant amounts of federal and state funding.

- *36 Central Avenue*
This mixed residential and commercial development includes 18 residential units of which two (2) are affordable and occupied. These units were permitted through the Town’s Planned Unit Development (PUD bylaw and should have been added to the SHI as Local Action Units (LAU).
- *Fuller Village*
Another 49 affordable units are slated to be added to the SHI as part of the Fuller Village development.

The 426 subsidized units that are currently listed on the SHI, in addition to the 49 added units at Fuller Village and the 9 units referenced above that are eligible for inclusion, total 484 units or 5.0% of Milton’s year-round housing, falling 480 units short of the 10% goal established under M.G.L. Chapter 40-B. In addition, the base number increases every ten (10) years on the basis of the federal census and hence in 2020 a new base of year-round housing units will be established. In any event, the 10% goal is an arbitrary number used statewide, and is not founded on identified need at the local level. As long as Milton remains below the 10% goal and is not making substantial progress in reaching it, the town remains vulnerable to development proposals that may conflict with existing zoning and the town’s vision for its future. Several developers are currently in the process of submitting or exploring comprehensive permit applications, however, none of the current SHI units involved comprehensive permits.

Figure III-12

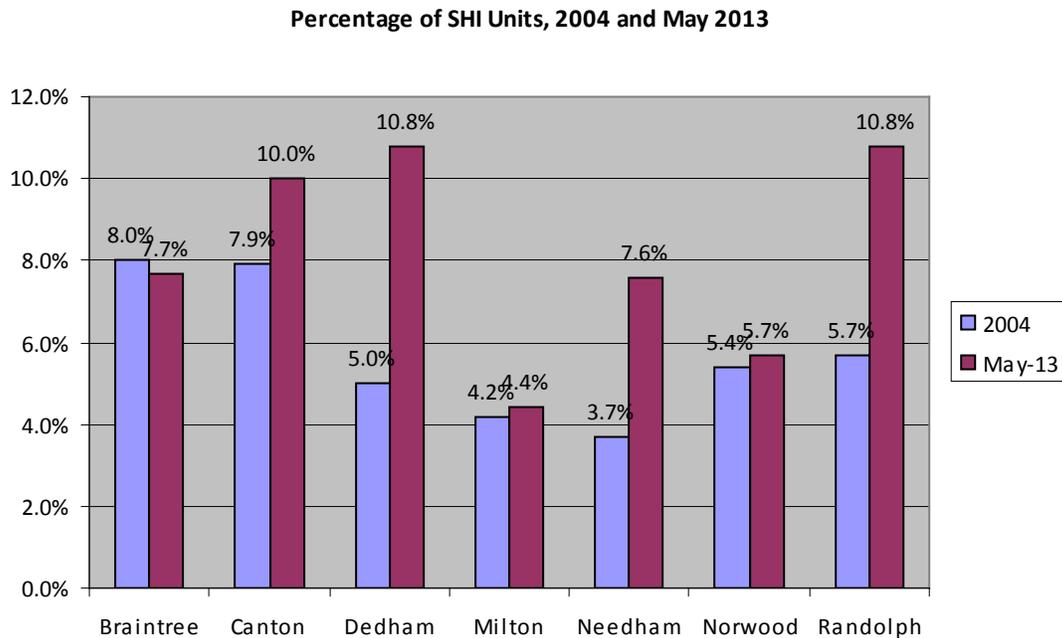


Figure III-12 compares Milton’s progress in reaching the 10% affordability goal under Chapter 40-B to its neighbors. While none of the communities had reached 10% in 2004, Canton, Dedham and Randolph had all surpassed the 10% threshold by May 2013. It should be noted that when the 2010 census results were released, the year-round housing totals increased for all communities, reducing the level of SHI

units somewhat. For example, the year-round housing unit total increased from 9,142 units to 9,641 in the case of Milton.

It should also be noted that there are a number of developments where affordability restrictions are due to expire that would remove them from the SHI. While the Section 8 subsidies at Unquity House are due to expire in 2014, efforts are underway to obtain approval for the extension of these valuable subsidies to enable current tenants to afford to remain in their homes and to maintain the project's 139 units on the SHI. The affordability of Winter Valley Housing and Winter Valley Phase II with 129 and 32 units, respectively, also involve expiring affordability restrictions but with longer-term expiration dates.

2. Proposed Projects

There are a number of housing projects that have been proposed that are in various stages of development including the following:

- *Milton Mews*
Mill Creek Development has proposed 276 rental units off of Brush Hill Road through a comprehensive permit and received its site eligibility letter from MassHousing that enables it to apply to the ZBA for a comprehensive permit. If built, all 276 rental units would be eligible for inclusion in the SHI, which would bring Milton's percentage of affordable housing up to 7.9% and give the Town two (2) years of certification under Housing Production. However, particular concern are environmental issues, as the property is located within an area of critical environmental concern, and the traffic impacts with an estimated 2,000 additional car trips per day on Brush Hill Road to Route 138, an area already plagued by serious congestion during rush hours. It is the Town's understanding that some or all of the purchase and sale agreements that Mill Creek Development entered into with three (3) property owners have expired. Thus the project is inactive at this time.
- *131 Eliot Street*
Connelly Construction Company is pursuing a comprehensive permit at the old Hendries Building at 131 Eliot Street to include a five-story building on Central Avenue and a lower adjoining building on Eliot Street next to an MBTA train stop. A total of 57 rental units is currently proposed, with 71 parking spaces. The developer received its site eligibility letter from the Massachusetts Housing Partnership (MHP), the subsidizing agency, and filed its comprehensive permit application with the Milton Board of Appeals on July 24, 2014. The town has raised concerns about density, parking, access and design.
- *711 Randolph Avenue*
Holland Construction is proposing a rental project with 72 units on seven (7) acres on Randolph Avenue, also through a comprehensive permit with MassHousing as the subsidizing agency. The developer received its site eligibility letter from MassHousing that enables it to file a comprehensive permit application with the Milton Board of Appeals. The town has raised concerns about environment, density, access, design and title.
- *Ford Ranch Road*
A possibility for a comprehensive permit project involves a proposal for the construction of 77 homeownership townhouse units on 13 acres off of Ford Ranch Road that would include 19 affordable units. The developer had been working with neighbors on several lower density alternatives under zoning but has indicated that he may seek to develop the property through

the comprehensive permit process. The developer had previously been denied a special permit for a 3 lot development.

- *Randolph Avenue Assisted Living*

A 92-unit assisted living facility is proposed for the former site of Horseplay Stables that will also include nine (9) affordable units or 10% of the total number of units. The Town approved Assisted Living Residence Development (ALRD) zoning for the development at its May 2013 Town Meeting. If the proposed development does not occur, the site might be used for a suitable housing development. This project has been inactive in recent months.

- *East Milton Theatre*

There is a proposal for a restaurant in the East Milton Theatre. If it does not occur, the building might be converted into housing. However, it is currently zoned for business.

D. Priority Housing Needs

Based on the Housing Needs Assessment a number of indicators suggest significant local needs for affordable housing are in fact well beyond what could be accomplished by meeting the 10% state goal. This Housing Production Plan suggests that the Town continue to focus on the production of housing with a split favoring rental housing. This recommendation is reflective of the fact that almost all state and federal funding is for rental unit development, increasing levels of poverty, extensive wait times for subsidized rentals, and the high cost burdens of existing renters.

Produce Subsidized Rental Housing for Households with Limited Incomes

There is a sizable population of those who are seniors, have special needs and/or have very low incomes who have significantly reduced capacity to secure decent, safe and affordable housing in Milton. Increasing poverty and disparities between the incomes of owners and renters suggest the need for more subsidized rentals.

Indicators of Need:

- Of the 9,276 total households in 2011, 245 or 2.6% had incomes of less than \$10,000 and another 1,118 or 12.1% had incomes between \$10,000 and \$24,999, representing those defined by HUD as having extremely low-incomes at or below 30% of area median income. Approximately another 1,107 households had incomes within about 60% of area median income. *The total number of households within these income categories was about 2,470 households in 2011 or more than one-quarter of all Milton households, not an insignificant number given the general prosperity of the community.*
- An estimated 1,350 individuals have incomes below the poverty level in 2011, up from 1999; 426 units are currently included in the SHI with another 140 or so rental subsidies.
- There was a significant difference between the median incomes of owners and renters, at \$119,420 and \$27,853, respectively. *The median income of renters has decreased over the past decade, from \$41,071 in 1999.*
- An estimated 954 households or 60% of those households with incomes at or below 50% of median income were spending more than half of their income on housing expenses; 73% of these households were renters.
- Almost 55% of elderly, 25% of small families (2 to 4 member households) and 30% of large families (5 or more related family members) who were renters were spending more than 30% of their income on housing.

- The length of the wait on the Housing Authority's wait list is at least five years for one of its 12 family units with about 50 applicants, including some Milton residents on the waiting list.
- There were almost 600 applicants on the Housing Authority's waiting list for their housing for the elderly and disabled (39 were Milton residents), involving waits of between two and three years for elderly persons with the disabled experiencing longer waits.
- There are 63 applicants on the wait list for the affordable units and 97 waiting for market rate units at Fuller Village.

Goal: Most new units produced shall be rental housing. Housing production should be addressed to needs existing at the time the housing is produced and the need for both family and senior housing is expected to increase in coming years.

Create Opportunities for Young Families to Purchase Housing and Invest in the Community

Efforts to enable children who grew up in town to raise their own families locally should be pursued, providing some opportunities for starter housing which the private housing market is no longer producing without subsidies.

Indicators of Need:

- Current housing market data tells us that approximately 45% of Milton's households do not have sufficient income to afford the median sales price of \$460,000 as of March 2013, and about 34% of households cannot afford the lowest rent advertised for a two-bedroom unit of \$1,600. These high housing costs obviously have the most severe impact on those on the lowest rungs of the income ladder, but the effects of such high housing prices have spread well into the middle class. Clearly if you do not already own a home or are not earning a substantial salary, you will be hard pressed to purchase a home in Milton.
- An estimated 350 households would qualify as low-income by HUD's definition, with incomes within 60% to 80% of area median income (AMI) and potentially qualifying for affordable homeownership.
- Milton has few if any homes priced at \$200,000 or less and accessible to those earning at or below 80% of area median income.
- Demographic trends suggest that those in the child formation period of their lives are decreasing, likely related to the difficulty that younger families and workers face in finding housing they can afford in Milton. For example, those age 25 to 34 decreased from 13.4% to 7.2% of the total population between 1990 and 2011.

Goals: At least 20% of units produced should be for affordable homeownership, representing about 10 units per year or 50 units over five (5) years.

Provide Greater Handicapped Accessibility, Supportive Services and/or Smaller Units for Disabled and Increasing Elderly Population

Population projections suggest that aging baby boomers will create a need for more housing that is smaller and easier to maintain by empty nesters and younger seniors in the years ahead in addition to significant numbers of residents with disabilities.

Indicators of Need:

- A total of 2,781 residents claimed some type of disability according to census estimates, representing 10.4% of Milton's population.
- In regard to the population 65 years of age or older, 1,350 or 33.8% claimed some type of disability according to census estimates.
- There were substantial increases in those age 45 to 64 between 1990 and 2010, many who were aging during this period as part of the baby boom generation. There were

- 5,097 residents in this age category in 1990, rising to 7,924 by 2010, representing a 55.5% rate of growth despite nearly flat total population growth.
- Substantial projected increases in the population 65 years of age and older, from 15.4% in 2010 to an estimated 27.9% by 2035 that will require more units with handicapped accessibility and supportive services.
- Goals: At least 10% of all units produced should include handicapped accessibility, supportive services or smaller units for increasing older and smaller households. An estimated five (5) units per year or 25 over five (5) years.*

IV. CHALLENGES TO PRODUCING AFFORDABLE HOUSING

It will be a great challenge for the town of Milton to create enough affordable housing units to meet the state's 10% affordable housing standard and local needs. Current constraints to such development including the following:

A. Buildout

Challenges: As an older established community, Milton has less land available for development than many other communities in the region, and remaining property has become increasingly valuable and difficult to develop. Estimates prepared in 2000 indicated that the town had only about 878 vacant acres, mostly in the one and two-acre zoning districts including undevelopable wetland and riverfront areas. That land supply has the building potential under current zoning for only about 800 dwellings at build-out, suggesting that based on development since 2000, the Town is approaching buildout based on existing zoning.¹⁸

Subsequent to Milton's building boom years prior to 1960, homebuilding in Milton has averaged fewer than 50 dwelling units per year, with the housing stock growing at about ½% per year. During recent years the number of building permits has dropped significantly with only 13 net new units produced between March 2010 and June 2013 (the total number of new units permitted was 24 but 11 of these involved teardown and replacement activity). Because of the dwindling supply of developable land, the town can expect that a substantial share of new building will occur through redevelopment of previously developed sites, "recycling" land rather than consuming vacant land. That building is likely to include single-lot "tear-downs" of relatively small dwellings being replaced with substantially larger ones, leaving the number of dwelling units unchanged, but increasing their value and diminishing their potential affordability. As redevelopment efforts broaden to include former commercial and light industrial properties, environmental issues may be confronted and some remediation on selected parcels may become necessary that will increase project budgets and the time required to produce new units.

Mitigation Measures: It will be important to guide future development to appropriate locations, particularly the village centers, maximizing density in some areas and minimizing the effects on the natural environment and preserving open space corridors and recreational opportunities. Therefore, changes to the Town's Zoning Bylaw will be necessary which will consequently alter buildout calculations.

B. Zoning

Challenges: As is the case in most American communities, a zoning bylaw or ordinance is enacted to control the use of land including the patterns of housing development. Like most localities in the Commonwealth, Milton's Zoning Bylaw, provides for relatively low housing densities and constrains the construction of affordable housing. The Bylaw contains four principal residential districts and four special purpose districts, each with its own requirements as summarized in Table IV-1.

¹⁸ Data from build-out studies prepared for the Town of Milton by the MAPC under the MA EOE EO-418 Build-out program, 2000.

Table IV-1: Milton Zoning Districts

District	Minimum Lot Size	Frontage Requirement
Residence A District	40,000 square feet	150 feet
Residence AA District	80,000 square feet	150 feet
Residence B District	20,000 square feet	100 feet
Residence C District	7,500 square feet	75 feet
Residence D District	100,000 square feet for elderly housing	50 feet/no more than 25% lot coverage
Residence D-1 District	20 acres for elderly/disabled housing not to exceed 160 units	150 feet
Residence D-2 District	25 acres for elderly/disabled housing not to exceed 332 units	300 feet
Residence E District	25 acres/at least 70% of land preserved as open space	

Other provisions include:

- *Cluster Development*

Cluster development is intended to “encourage development on large tracts of land in a manner which preserves open space and topography, wooded areas, and natural features of substantial portions of those tracts, and to provide a process requiring careful site planning and high quality design resulting in developments in harmony with the surrounding open spaces which enhance the neighborhoods in which they occur and the Town as a whole.”¹⁹. This provision requires single-family house development.

In the May 2014 Town Meeting, changes to the original bylaw were approved that provided for increased density and made provision for affordable housing.

The new bylaw also required that there be some inclusion of affordable housing with the following language:

“In a Cluster Development containing less than 10 building lots, an application may provide for an additional building lot to be used for a single-family dwelling, suitably restricted so as to count on the state’s Subsidized Housing Inventory (SHI) or its future equivalent, or in lieu thereof the application may provide for a monetary contribution to the Town’s Affordable Housing Trust Fund in an amount which is reasonable as determined by the Planning Board under the relevant circumstances. In a Cluster Development containing 10 or more lots, 10% of the lots (rounded to the nearest whole number) shall be suitably restricted so that the single-family dwellings built thereon shall count on the SHI or its future equivalent.”²⁰

- *Attached Cluster Development*

This provision is only applicable in the Residence E District which comprises the Quisset Brook development that is built out under the bylaw. The bylaw allows for a greater mix of housing types and somewhat greater densities than allowed in the other residential zones without a

¹⁹ Town of Milton Zoning Bylaw, Article VI.J.

²⁰ Town of Milton Zoning Bylaw, Article VI.J.6.

significant increase in population density or public service requirements. The bylaw defines the Attached Cluster Development as “a complex of attached single-family units, each unit separated by party walls from the other, located on the parcel of land having an area of not less than 25 acres and the development shall be so laid out that there should be groups of dwellings within the complex with suitable common and open space adjacent to and surrounding it.”²¹ Other requirements include at least 70% of the parcel must be maintained as open space, height restrictions of 2½ stories, and densities not to exceed one unit per each 25,000 square feet with the average number of 2.5 bedrooms per unit. These requirements result in densities that are well below what is typically required to make affordable housing feasible and have very limited applicability. Approval is obtained through a Special Permit.

- *Planned Unit Development*

The Zoning Bylaw allows mixed-use development on lots of at least 80,000 square feet in the Milton Village/Central Avenue Business District under a special permit. The number of housing units cannot exceed one unit per 2,000 square feet, but at the discretion of the Planning Board could potentially be one unit per 1,000 square feet. Additionally, the total gross floor area of all buildings, excluding below grade basements and parking areas, cannot exceed 0.8 times the area of the lot but under certain conditions can be 1.6 times the area of the lot. At least 30% of the lot area must be set-aside as open space, which must be accessible to the public to the greatest extent possible. While this provision moves in the right direction towards promoting smart growth, the restrictions do not provide any incentives to encourage affordable housing. (Section III.I of the Zoning Bylaw)

- *Planned Unit Development*

The Zoning Bylaws also allow mixed use development in the Central Avenue Business District under a special permit. The number of units is one per 1000 square feet of qualifying lot area, plus a possible bonus of up to 30% for streetscape improvements. FAR (floor area ratio) cannot exceed 1.5 times the area of the lot plus a possible bonus of 15% for preservation of natural features and provision of significant amenities. 10 % of the total housing units are required to be affordable housing qualifying for the SHI.

- *Accessory Apartments*

The Zoning Bylaw refers to accessory apartments as temporary apartments within detached one-family dwellings. The bylaw only permits these units under a time-limited special permit in owner-occupied homes where at least one of the tenants is a family member; the units cannot be more than 800 square feet in size or greater than one-third the floor area of the existing house. The temporary apartment must be entirely contained within the existing house or on the second floor of a garage without any exterior indication of its existence with the exception of safety requirements. Any additional parking that is required must be screened from view of neighbors. The term of the special permit is four (4) years. (Section III.A of the Zoning Bylaw)

- *Planned Unit Townhouse Development (PUTD)*

The Planning Board is proposing a new bylaw that would promote cluster development of townhouse condominium units at a density of 4.5 units per acre. This bylaw will be presented for approval at the October 2014 Town Meeting and states that it is intended to fulfill a number of purposes including “to permit well-designed townhouse development on large tracts of land

²¹ Town of Milton Zoning Bylaw, Article VI.K.

adjoining property where multi-unit, high density development currently exists. The proposed bylaw provision includes a requirement that 10% of the housing units must be affordable and count on the SHI provided that in developments of less than 10 units there may be a payment to the Town's Affordable Housing Trust in an amount determined by the Planning Board in lieu of provision of an affordable unit.

Mitigation Measures: This Housing Plan recommends a number of zoning and regulatory changes to promote smart growth and incentive affordable housing (see Section VI.A for particular strategies).

C. School Enrollment

Challenges: One of the major issues communities must consider when planning for housing development is the effect on existing Town services. This includes the capacity of local schools to absorb new students. Enrollments in the Milton School District have increased from 3,807 students in the 2000-2001 school year to 3,934 in 2012-2013. Stress on the existing school system exists despite recent upgrading all schools. The schools are currently at their intended capacity.

Mitigation Measures: This Housing Plan is proposing that 80% of the housing units produced be rentals that have fewer children than ownership housing with household sizes of 2.08 and 2.89 persons, respectively. The Town might pursue Smart Growth Overlay Districts under Chapter 40-R and 40-S to spur mixed-use and mixed-income development in village areas. Chapter 40-S under the Massachusetts General Law provides additional benefits through insurance to towns that build affordable housing under 40-R (see Section VI.A.1 for information on 40-R) that they would not be saddled with the extra school costs caused by school-aged children who might move into this new housing. 40-S is intended to hold those communities participating in 40-R harmless from costs added to school budgets as a result of the 40-R related development.

D. Environmental Concerns

Challenges: Milton is the guardian of regionally significant natural resources such as the state-owned Blue Hills and Neponset River Reservations as well as numerous municipal parks and conservation areas. Most residents take pride in the community's natural treasures and are rightly concerned about conserving them. The Town has an active Conservation Commission to protect environmentally sensitive areas. The impacts of any new development must be identified as to how they affect the environment and what actions might be required to mitigate problems. While regulations to protect the environment (e.g., wetlands, aquifers, floodplains, septic systems) are important and essential, they present challenges to development by reducing the amount of buildable land and increasing the time and costs of developing new housing.

Mitigation Measures: The Town will carefully assess the impacts of any new development and take steps to eliminate unacceptable environmental impacts.

E. Availability of Subsidy Funds

Challenges: Financial resources to subsidize affordable housing preservation and production as well as rental assistance have suffered budget cuts at the state and federal level in recent years, making funding more limited and extremely competitive. Communities are finding it increasingly difficult to secure necessary funding and must be creative in determining how to finance projects and tenacious in securing these resources.

Mitigation Measures: This Housing Plan provides guidance on the use of HOME funding and the Affordable Housing Trust Fund for affordable housing initiatives that will enable the Town to support the production of new affordable units and leverage other public and private funding sources.

F. Community Perceptions

Challenges: Affordable housing, subsidized housing, low-income housing, projects, Section 8, etc. – these terms can carry the stigma attached to past failed public housing attempts, conjuring thoughts of potential neglect that undermines property values, increased crime, and even tensions concerning class and race. If someone has not witnessed the benefits of affordable housing directly, images of a distressed and dangerous inner city may emerge. On the other hand, with such high real estate prices, community perceptions are beginning to tilt towards the realization that affordable housing is needed in the community. More people are recognizing that the new kindergarten teacher, the waitress at their favorite restaurant, their grown children, or the elderly neighbor may not be able to afford to live or remain in the community. It is this growing awareness and the interest in maintaining a vital and diverse community that is spurring localities such as Milton to take a more proactive stance in support of affordable housing initiatives.

Mitigation Measures: This Plan suggests that the Town undertake ongoing community outreach to make sure that residents obtain important information on specific housing-related initiatives and have ample opportunity for input.

This plan suggests the Board of Selectmen and Planning Board could hold an educational session with the Housing Authority and the Trustees of the Housing Trust in Year 1 or Year 2.

V. HOUSING PRODUCTION GOALS

The Planned Production Program was introduced in December 2002 with the intention of providing municipalities with greater local control over housing development. Under the Program, cities and towns were required to prepare and adopt a Housing Plan that demonstrated the production of an increase of .75% over one year or 1.5% over two-years of its year-round housing stock eligible for inclusion in the Subsidized Housing Inventory.²² Changes to Chapter 40B established some new rules.²³ For example, Planned Production Plans are now referred to as Housing Production Plans. Moreover, annual goals changed from 0.75% of the community's year-round housing stock to 0.50%, meaning that Milton will have to now produce at least 48 affordable units annually to meet annual production goals through 2020, still a challenge for a small community.

If DHCD certified that the locality had complied with its annual goals or met two-year goals, the Town's Zoning Board of Appeals, could potentially deny comprehensive permit applications. For example, if a Board considers that a denial of the comprehensive permit or the imposition of conditions or requirements would be consistent with local needs on the grounds that the *Statutory Minima* defined at 760 CMR 56.03(3)(b or c) have been satisfied or that one or more of the grounds set forth in 760 CMR 56.03(1) have been met, it must do so according to the following procedures:

- Within 15 days of the opening of the local hearing for the comprehensive permit, the Board must provide written notice to the applicant, with a copy to the Department of Housing and Community Development (DHCD), that it considers that a denial of the permit or the imposition of conditions or requirements would be consistent with local needs, the grounds that it believes have been met, and the factual basis for that position, including any necessary supportive documentation.
- If the applicant wishes to challenge the Board's assertion, it must do so by providing written notice to DHCD, with a copy to the Board, within 15 days of its receipt of the Board's notice, including any documentation to support its position. DHCD then reviews the materials provided by both parties and issues a decision within 30 days of its receipt of all materials. The Board has the burden of proving satisfaction of the grounds for asserting that a denial or approval with conditions would be consistent with local needs, provided, however, that any failure on the part of DHCD to issue a timely decision will be deemed a determination in favor of the municipality. This procedure shall toll the requirement to terminate the hearing within 180 days.²⁴
- If either the Board or the applicant wishes to appeal a decision issued by DHCD pursuant to 760 CMR 56.03(8)(a), including one resulting from failure of the Department to issue a timely decision, that party shall file an interlocutory appeal with the Housing Appeals

²² Massachusetts General Laws Chapter 40-B, 760 CMR 31.07 (1)(i).

²³ Massachusetts General Laws Chapter 40-B, 760 CMR 56.00.

²⁴ For purposes of this subsection 760 CMR 56.03(8), the total number of SHI Eligible Housing units in a municipality as of the date of a Project's application shall be deemed to include those in any prior Project for which a Comprehensive Permit had been issued by the Board or by the Committee, and which was at the time of the application for the second Project subject to legal appeal by a party other than the Board, subject however to the time limit for counting such units set forth at 760 CMR 56.03(2)(c).

Committee on an expedited basis, pursuant to 760 CMR 56.05(9)(c) and 56.06(7)(e)(11), within 20 days of its receipt of the decision, with a copy to the other party and to the Department. The Board's hearing of the project will then be stayed until the conclusion of the appeal, at which time the Board's hearing will proceed in accordance with 760 CMR 56.05. Any appeal to the courts of the Committee's ruling shall not be taken until after the Board has completed its hearing and the Committee has rendered a decision on any subsequent appeal

To meet production goals, the Town of Milton will have to work cooperatively with developers to create affordable units through normal regulatory channels and the Chapter 40B comprehensive permit process. Comprehensive permit development offers a flexible planning tool which is available for use in municipalities which seek to increase their stock of affordable housing available to households with incomes at or below 80% of area median income. As with all development, the town has an interest in ensuring quality construction which is well designed and likely to have no avoidable adverse impacts on nearby areas. Comprehensive permit development produces best results when the town and the developer work cooperatively in developing a workable, financially feasible plan to produce affordable housing which will fit well into the area where it is built and have positive impacts.

The reason why comprehensive permit development is usually necessary is attributable to the restrictions imposed by local zoning bylaws which limit the density and type of housing permitted on the development site under zoning. Although a comprehensive permit theoretically could be used for a development compliant with the zoning, in practice there are usually some zoning provisions limiting density, housing type, and other matters which need to be modified to make a project financially feasible. However, not all local restrictions will need modification, and the town and developer should work together in identifying those restrictions which would necessarily need to be modified in order to enable development of well designed, affordable housing which is reasonably compatible with its neighbors without creating avoidable undesirable impacts.

Excessive size is often an impact in question. While the number of units proposed for a given site can widely vary and still permit financially feasible development in consideration of all relevant circumstances, including existing densities, limits of existing infrastructure, design standards of general application, and the specific design standards needed for a workable quality plan with a housing type appropriate for the site.

Another issue often confronted is the presence of wetlands. Milton's wetland bylaws require a 25 foot buffer zone between protected wetlands and development in contiguous areas. The buffer zone serves to mitigate the effects of housing activities and parking on the wetlands. The requirement of a 25 foot buffer zone, although important, is subject to modification where the circumstances are such that the width of the buffer zone needs to be reduced in order to accommodate a reasonable sized, financially feasible development.

There is no general rule regarding density of a comprehensive permit development. The density will likely be more than the density permitted by the zoning in the particular residence district in which the development site lies. Specific site conditions, design requirements or financial feasibility may provide a good cause for greater density.

Although comprehensive permit development may provide for homeownership projects as well as rental projects, as previously discussed preference should be given to rental projects unless there is good cause supporting the homeownership option. The town will work with developers to promote a diversity of housing types for families, seniors and other individuals with special needs. Comprehensive permit development should address critical needs.

Owners or potential developers have expressed varying degrees of interest in possible development of housing under a comprehensive permit at sites including the site of an abandoned ice cream factory, the site of an abandoned paper mill, the site of an abandoned fraternal organization’s hall, and sites on Eliot Street, Brush Hill Road, Pleasant Street, Randolph Avenue, Canton Avenue, Hillside Street and Harland Street. In addition there are three parcels off Granite Avenue (the state DPW yard, the Park and Ride parking lot and the adjacent site containing a veterans’ fraternal hall) which have been mentioned as possible sites for comprehensive permit development. An unused theatre in East Milton has been mentioned as a possibility for comprehensive permit development, as have the abandoned buildings which were once the town’s poor farm. A site off Randolph Avenue potentially available for development of an assisted living facility under zoning might be available for comprehensive permit development. All sites have development constraints and are not necessarily available. Development of an acceptable plan for a particular site will be best accomplished by a cooperative effort among the developer, the developer’s design team, the town’s planning staff and local residents. Without a cooperative effort resulting in a reasonable consensus, comprehensive permit developments can get bogged down in controversy and litigation. The town will work with developers to avoid such an unsatisfactory result.

The following table has been developed on the assumption of such cooperative efforts, and the availability of sites and suitable infrastructure.

TABLE V-1 PROJECTED MILTON HOUSING PRODUCTION

<u>PRODUCTION BY YEAR</u>	<u>TOTAL ELIGIBLE UNITS</u>
YEAR 1 - 2014	
1) Fuller Village Life-lease units 49 new affordable units	49
2) Milton Hill House 29 Rental units (26 market, 3 affordable)	3
	TOTAL:
	<hr style="width: 100px; margin-left: auto; margin-right: 0;"/> 52
YEAR 2 - 2015	
1) 131 Eliot Street Apartments Rental Development	

44 Rental units (33 market, 11 affordable)	44
2) Town Farm Rental development in existing buildings (6 units, all affordable)	6
TOTAL:	50

YEAR 3 - 2016

Tileston & Hollingsworth/ 1) Bay State Paper Paper mill site off Truman Parkway Rental Development 28 Rental units (21 market, 7 affordable)	28
2) Land off Randolph Avenue next to town DPW yard Homeownership townhouse development 20 units (15 market, 5 affordable)	5
3) Land off Pleasant Street near Quarry Lane Homeownership townhouse development 12 units (9 market, 3 affordable)	3
4) Land off Hillside Street & Ford Ranch Road Homeownership townhouse development 16 units (12 market, 4 affordable)	4
5) Land off Brush Hill Road near Fowl Meadow Homeownership development 16 units (12 market, 4 affordable)	4
6) Town tax title properties at various locations 4 affordable homeownership units	4
TOTAL:	48

YEAR 4 - 2017

1) Park and Ride Lot off Granite Avenue Commercial and rental development 35 rental units (26 market, 9 affordable)	35
2) Land off Canton Avenue near Hemlock Drive Homeownership townhouse development	

16 units (12 market, 4 affordable)	4
3) Habitat for Humanity land 2 affordable homeownership units	2
4) Land off Randolph Avenue 100 assisted living units (10 affordable)	10
5) Milton Housing Authority land Special Needs Group Home 6 affordable rental units	6
TOTAL:	57

YEAR 5 - 2018

1) Town property off landfill access road 28 rental units (14 market, 14 affordable)	28
2) Other town land at various locations 4 affordable rental and 2 affordable homeownership units	6
3) Fraternal Hall Redevelopment Commercial & residential development on Granite Avenue 12 homeownership units (9 market, 3 affordable) 12 rental units (9 market, 3 affordable)	3 12
TOTAL:	49

5 YEAR TOTALS:

Rental Units

85 Affordable

107 Market

Homeownership Units:

31 Affordable

69 Market

Life Lease Units:

49 Affordable

Assisted Living Units:

10 Affordable

90 Market

TOTAL AFFORDABLE UNITS: 175

TOTAL MARKET UNITS: 266

TOTAL UNITS: 441

VI. HOUSING STRATEGIES

The strategies outlined below are based on previous plans, including the 2004 Community Development Plan, as well as reports, studies, the Housing Needs Assessment (Section III of this Plan), and the experience of other comparable localities in the area and throughout the Commonwealth. The strategies are grouped according to the type of action proposed – Planning and Regulatory Reform, Building Local Capacity, Housing Production, and Housing Preservation – and categorized by Two-Year and Five-Year Action Plans. Two-Year actions are those that can begin within the next two years, most of which will involve some immediate actions. Those strategies included in the Five-Year Action Plan involve focused attention after the next couple of years, working towards implementation after Year 2 but before Year 5. A summary of these housing strategies is included as Table I-1.

The strategies also reflect state requirements that ask communities to address all of the following major categories of strategies to the greatest extent applicable:²⁵

- Identification of zoning districts or geographic areas in which the municipality proposes to modify current regulations for the purposes of creating affordable housing developments to meet its housing production goal;
- Identification of specific sites for which the municipality will encourage the filing of comprehensive permit projects;
- Characteristics of proposed residential or mixed-use developments that would be preferred by the municipality;
- Municipally owned parcels for which the municipality commits to issue requests for proposals to develop affordable housing.
- Participation in regional collaborations addressing housing development

It should be noted that a major goal of this Plan is not only to strive to meet the state’s 10% goal under Chapter 40-B, but to also to serve local needs. Consequently, there are instances where housing initiatives might be promoted to meet these needs that will not necessarily result in the inclusion of units in the Subsidized Housing Inventory (examples potentially include the promotion of accessory apartments or mixed-income housing that includes “community housing” or “workforce housing” units)²⁶.

Within the context of these compliance issues, local needs, existing resources, affordability requirements and the goals listed in Section I.C of this Plan, the following housing strategies are proposed. ***It is important to note that these strategies are presented as a package for the Town to consider, prioritize, and process, each through the appropriate regulatory channels.***

A. Planning and Regulatory Reforms

Housing production is contingent not only on actual development projects but also on the planning and regulatory tools that enable localities to make affordable housing economically feasible and effectively guide housing creation. To most effectively and efficiently execute the

²⁵ Massachusetts General Law Chapter 40–B, 760 CMR 56.03.4.

²⁶ “Community housing” generally refers to units directed to those earning between 80% and 100% AMI, whereas “workforce housing” refers to units directed to those earning between 80% and 120% AMI, but still typically priced out of the private housing market.

strategies included in this Plan, greater flexibility should be provided in the Town's Zoning Bylaw and new tools will be required to create more affordable units and efficiently move development forward.

The Town of Milton should consider the following strategies to promote the creation of additional affordable units.

1. Promote Affordable Housing in Cluster Zoning

Current Status: Developing housing in clusters as opposed to the typical subdivision promotes a better balance of housing and open space, allowing a more efficient use of the site and greater protection of critical natural resources. Milton permits cluster development throughout town (see Zoning Bylaw Article VI.J) The Town recently approved important changes to the Cluster Development Bylaw at the May 2014 Town Meeting which now provides for density bonuses and includes affordability requirements (see Section IV.B of this Housing Plan for details).

The Planning Board has prepared a Planned Unit Townhouse Development (PUTD) bylaw that it will present at the fall 2014 Town Meeting for approval. This bylaw promotes cluster development of townhouse units and the conversion of historic property into multi-unit condominiums. The PUTD has a 10% affordability requirement.

Next Steps: Milton's Town Planner and Planning Board should promote the use of these clustered zoning bylaws and ensure that all affordable units meet state requirements for inclusion in the Subsidized Housing Inventory (SHI)

Timeframe: Two-Year Plan

Resources Required: Time of the Town Planner and the Planning Board to present the PUTD bylaw to Town Meeting, to promote the cluster bylaws, and to ensure that all state affordable housing requirements are met. If payments in lieu of actual affordable units are involved, the Town Planner will need to work with the Affordable Housing Trust to ensure the proper transfer of funds.

2. Explore Creation of One or More 40-R/40-S Districts

Current Status: In 2004, the state legislature approved a new zoning tool for communities in recognition that escalating housing prices that are beyond the reach of increasing numbers of state residents, forcing a drain on the state's human capital as graduates from area institutions of higher learning decide to relocate to other areas of the country due in some part to the greater affordability of housing in such areas. Chapter 40-R provides financial incentives to local communities that pass Smart Growth Overlay Zoning Districts that allow the building of housing at higher densities and a range of income levels, including affordable housing for families of low and moderate income.²⁷ The statute defines smart growth as "a principle of land development that emphasizes mixing land uses, increases the availability of affordable housing by creating a range of housing opportunities in neighborhoods, takes advantage of compact design, fosters distinctive and attractive communities, preserves opens space, farmland, natural beauty and

²⁷ Edward Carman, Barry Bluestone, and Eleanor White for the Commonwealth Housing Task Force, "A Housing Strategy for Smart Growth and Economic Development: Executive Summary", October 30, 2003, p. 3.

critical environmental areas, strengthens existing communities, provides a variety of transportation choices, makes development decisions predictable, fair and cost effective and encourages community and stakeholder collaboration in development decisions.”²⁸ The key components of 40-R include:

- Allows a municipality to adopt a smart growth zoning district near transit, areas of concentrated development, commercial districts, rural village districts, and other suitable locations;
- Allows “as-of-right” residential development meeting specified densities with a range of housing types;
- Provides that 20% of the units shall be affordable;
- Mixed-use and infill development is permissible;
- Provides two types of payments to municipalities;
- Permits preservation of specific amounts of open space and the protection of historic districts.

The incentives include an incentive payment payable upon the passage of the Overlay District based on the number of additional projected housing units as follows:

Incentive Units	Payments
Up to 20	\$10,000
21-100	\$75,000
101-200	\$200,000
201-500	\$350,000
501 or more	\$600,000

There are also density bonus payments of \$3,000 for each residential unit issued a building permit. To be eligible for these incentives the Overlay Districts needs to allow mixed-use development and densities of 20 units per acre for apartment buildings, 12 units per acre for two and three-family homes, and at least eight (8) units per acre for single-family homes. The Zoning Districts also encourage housing development on vacant infill lots and in underutilized nonresidential buildings. Planning Boards, which might administer the bylaw could through site plan approval be “able to ensure that what is built in the District is compatible with and reflects the character of the immediate neighborhood.”²⁹

The principal benefits of 40-R include:

- Expands a community’s planning efforts;
- Allows communities to address housing needs;
- Allows communities to direct growth in appropriate areas;
- Can help communities meet the 10% goal under Chapter 40-B;
- Can help identify preferred locations for 40-B developments; and
- Provide funding.

²⁸ Massachusetts General Law, Chapter 40-R, Section 11.

²⁹ “A Housing Strategy for Smart Growth and Economic Development: Executive Summary,” p. 4.

The state also enacted Chapter 40-S under the Massachusetts General Law that provides additional benefits through insurance to towns that build affordable housing under 40-R that they would not be saddled with the extra school costs caused by school-aged children who might move into this new housing. In effect, 40-S will hold those communities participating in 40-R harmless from costs added to school budgets as a result of the 40-R-related development.

Next Steps: In an effort to promote smart growth and promote mixed-income development, the Town should explore the adoption of 40-R/40-S, as well as other state resources available to support mixed-use development with affordable housing.

The formal steps involved in creating Overlay Districts are as follows:

- The Town holds a public hearing as to whether to adopt an Overlay District per the requirements of 40-R;
- The Town applies to DHCD in a comprehensive application, including a detailed plan describing the district and the proposed new zoning;
- DHCD reviews the application and issues a Letter of Eligibility if the new zoning satisfies the requirements of 40-R and the plan is complete;
- The Town adopts the new zoning through a two-thirds vote of Town Meeting subject to any modifications required by DHCD;
- The Town submits evidence of approval to DHCD upon the adoption of the new zoning; and
- DHCD issues a letter of approval, which indicates the number of incentive units and the amount of initial incentive payment.

It would be useful to also consider DIF and/or UCH-TIF programs as part of Milton's efforts to promote mixed-use development, and a meeting with appropriate state representatives with the Office of Business Development and DHCD should be arranged to explore the regulatory requirements and potential benefits for implementing in Milton.

The state has also established rules and procedures for other types of financing that support mixed-use development. For example, the Urban Center Housing Tax Increment Financing Program (UCH-TIF)³⁰ is offered to promote mixed-use development in commercial centers through tax increment financing which provides a real estate tax exemption on all or part of the increased value of the improved real estate. The designation of such a district needs to be approved by the state's Department of Housing and Community Development, and communities must set-aside at least 25% of the housing units as affordable to households earning at or below 80% of area median income.

Another example is District Improvement Financing³¹ available from the state's Office of Business Development that enables municipalities to finance public works and infrastructure by pledging future incremental taxes resulting from growth within a designated area to service financing obligations.

³⁰ Section 60 of Chapter 40 of the Massachusetts General Laws.

³¹ Chapter 40Q of the Massachusetts General Laws.

Timeframe: Two-Year Plan

Resources Required: The Town could apply to the state's Department of Housing and Community Development (DHCD) for funding through its Priority Development Fund to secure the necessary technical assistance to implement the adoption of one or more smart growth overlay district. The application process will require a significant amount of staff time or a consultant.

3. Allow Development of Certain Noncomplying Lots for Affordable Housing

Current Status: There are parcels of vacant land that at this time are not buildable because they do not meet the minimum requirements of the Zoning Bylaw for frontage and area. Some of these parcels could in fact be suitably developed as housing. Construction of smaller homes under appropriate guidelines might be required on such lots to provide some housing options that are not currently being created by the private market. Starter housing or homes for empty nesters interested in reducing their living space and home maintenance could be produced. Such development should meet smart growth principles by encouraging development in areas of town with existing infrastructure.

Next Steps: The Milton Affordable Housing Trust, once operational, should explore what other communities are doing with respect to these undersized lots and work with the Planning Board to prepare a zoning amendment to enable their development based on specific criteria. One potential model is to allow such lots to be developed by Special Permit. Affordable units should qualify for the state's Local Initiative Program³², so as to guarantee inclusion in the Subsidized Housing Inventory. The Town of Dennis has a program to develop such noncomplying or nonconforming lots through its Affordable Housing bylaw, and the Town of Bourne also has a bylaw and accompanying subsidy program that could be adapted to Milton.

The Affordable Housing Trust should work with the Planning Board and other local officials to determine the feasibility of implementing this strategy in Milton, drafting necessary zoning and presenting the proposal for adoption by Town Meeting. There will be a need for future monitoring and enforcement of affordability requirements.

Timeframe: Five-Year Plan

Resources Required: Donated time from the Housing Trust and the Planning Board as well as staff time from the Town Planner or proposed Assistant Planner (see strategy B.3).

4. Reduce Parking Requirements under Specific Circumstances

Current Status: Parking requirements can act as impediments to development of multi-unit buildings and increase housing costs. In some cases parking requirements require more spaces than what is reasonably necessary given the location of the housing and target market. For

³² The Local Initiative Program (LIP) is a state program under which communities may combine local resources with DHCD technical assistance to develop affordable housing qualifying for the state's Subsidized Housing Inventory. LIP is not a financing program, but the DHCD technical assistance qualifies as a subsidy and enables locally supported developments that do not require other state or federal financial subsidies to use the comprehensive permit process. At least 25% of the units must be set-aside as affordable to households earning at or below 80% of area median income.

example, some users are likely to have reduced parking needs including seniors, special needs populations, and people living near transit. Additionally, mixed-use developments pose opportunities for shared parking – residents using spaces in the evening and the public during the workday.

Next Steps: Milton’s Planning Board should review existing parking requirements for multi-unit buildings and determine what, if any, reductions might be reasonable to make development more economically feasible and to promote transit-oriented new development. This review could be important in promoting mixed-use development in commercial areas.

Timeframe: Five-Year Plan

Resources Required: Time of the Town Planner and the Planning Board to review existing requirements, recommend reductions and secure adoption of necessary zoning.

5. Explore Opportunities for Streamlining the Permit Approval Process for Affordable Housing Including Affordable Housing Guidelines

Current Status: It is essential that every municipality have a local regulatory process that protects the city or town from development that is not in the best interest of its citizenry. However, the time and costs associated with this regulatory process have been considered by some to be unduly burdensome, and therefore some municipalities have attempted to make the regulatory permit process easier to navigate, providing greater guidance to applicants on requirements and more predictability in the process. While the processing of building permits for single-family homes results in a relatively quick turn-around, regulatory approvals involving larger projects are likely to deserve greater scrutiny but frequently encounter overly burdensome red tape and delays.

Next Steps: The Planning Board should determine whether there is a need to expedite the review and approval of housing developments that involve affordable housing. Town officials and appropriate staff should work closely with the Town Planner to review the current process, explore what other towns are requiring as part of the permitting process, and make recommendations on possible reforms to the system if and where appropriate. Updated informational materials and development criteria that clearly articulate the requirements involved in obtaining permit approvals should be written and available to potential developers.

Guidelines that articulate “Milton-specific” housing goals should be provided to those who may consider building affordable housing in Milton to articulate Milton’s development priorities and preferences. Other communities have prepared such Housing Guidelines. For example, the Town of Needham prepared Local 40B Housing Guidelines in 2012 that could be potentially adapted to Milton. These Guidelines may include references to the goals and objectives listed in Sections II.A and I.E of this Housing Production Plan, respectively, as well as potentially the following considerations:

- *Design* is a very important element for new housing because anything built in Milton will likely be located in or close to existing neighborhoods. Unlike other Massachusetts suburbs, with large tracts of farmland that could be developed with some affordable housing in distances away from existing neighborhoods, any site in Milton is already part of a residential neighborhood and new housing becomes neighborhood housing.

Although the regulations and guidelines for 40B development require that some attention be paid to design and massing of housing so it will be consistent with the surrounding area, Milton needs to provide more detailed guidelines or incentives to promote neighborhood-oriented, site-specific design. Housing should reflect the traditional Colonial New England character of Milton. For example, in Milton Hill and other areas there are numbers of large Victorians which could serve as models for new multi-family housing, whether it be rental or ownership.

- *Parking* for cars is a critical concern in Milton because the existing housing was designed at a time when families had fewer cars and older, narrow streets predominated. Introducing increased density requires more than the usual attention be paid to where parking can be provided, and whether transit is close enough that fewer cars may be required.
- *Elderly Housing* should be addressed in Guidelines given the projected increases in this population over the next couple of decades and that older adults are already a substantial percentage of Milton's population. Guidelines should also encourage elderly housing that is within walking distance to transit and stores and is part of an existing neighborhood.
- *Mixed-use development*, potentially through 40R/40S, in close proximity to transportation should be encouraged. 40S provides some mitigation for school impacts, which is an important consideration.

Timeframe: Five-Year Plan

Resources Required: Time of Planning Board, Housing Trust, Town Planner and proposed Assistant Planner.

6. Amend the Accessory Apartment Bylaw

Current Status: The current Zoning Bylaw allows accessory apartments through a special permit and refers to them as temporary apartments within detached one-family dwellings. The bylaw only permits these units in owner-occupied homes where at least one of the tenants is a family member. The units cannot be more than 800 square feet in size or greater than one-third the floor area of the existing house. The temporary apartment must be entirely contained within the existing house or on the second floor of a garage without any exterior indication of its existence with the exception of safety requirements. Any additional parking that is required must be screened from the view of neighbors. The term of the special permit is four (4) years. (Section III.A. of the Zoning Bylaw)

There are currently only about 16 accessory apartments permitted under the Bylaw in Milton, however it is generally recognized that there may be a significant number of unauthorized apartments in town. Such apartments may pose health and safety hazards.

Accessory units are helpful in meeting a number of public policy objectives. First, they enable homeowners to make additional income, which is particularly important for elderly homeowners, single parents, and others for whom such income may be critical to remaining in their homes. Also, without the flow of income from the rent of an accessory apartment, some young families or moderate-income households might not be able to afford homeownership.

Second, they provide appropriately sized units for growing numbers of smaller households. Third, accessory units are a fairly inexpensive means of increasing the rental housing stock at lower cost than new construction and without significant impact on the surrounding neighborhood. The creation of accessory units does not require additional Town services such as new streets or utilities and does not involve the loss of open space. Fourth, tenants in accessory apartments can in some circumstances provide companionship, security and services for the homeowner. Fifth, often referred to as “in-law” apartments, they have offered good opportunities for keeping extended families in closer contact as recognized by the current bylaw. Sixth, new accessory units typically generate tax revenue in a locality because accessory units add value to existing homes.

Changes to state requirements for counting accessory apartments as part of the Subsidized Housing Inventory (SHI) have dampened the enthusiasm of many localities for adding an affordable accessory apartment component to their local bylaws. The major change affected the tenant selection process, requiring owners of such units to fill their units from a pre-qualified list established by the municipality in conformance with state requirements including Fair Housing laws. Additionally, deed restrictions are required but now can be revoked upon the discretion of the owner, in which case the unit is removed from the Subsidized Housing Inventory.

Some communities, such as the Town of Carlisle, are pursuing an affordable accessory apartment program in conformance with these requirements. Other communities have determined to put their efforts on hold, while others have decided to promote affordability outside of state requirements acknowledging that their accessory apartments, while affordable, will not be eligible for counting in the SHI. For example, Wellfleet has an affordable accessory apartment bylaw that promotes the development of accessory units where tenants must meet income requirements but owners are not required to enter into deed restrictions nor pick tenants from a Ready Renters List (produced through affirmative marketing and a lottery). The Town has also initiated the Affordable Accessory Dwelling Unit (AADU) Loan Program to provide qualifying local property owners with assistance in creating affordable accessory rental units. Wellfleet has also passed special legislation to offer tax exemptions on the portion of the property rented affordably.

Next Steps: Because accessory apartments provide small rental units that diversify the housing stock within the confines of existing dwellings or lots, the Town should consider amending the bylaw to better promote such units even if they are not eligible for inclusion in the Subsidized Housing Inventory. Promoting accessory apartments, whether eligible for counting in the SHI or not, provides another housing choice for Milton’s elder residents and young people who cannot yet afford to buy a home or who could benefit greatly from some rental income. In order to promote new accessory units, the Town will consider amending its Zoning Bylaw as follows:

- Eliminate the requirement that the occupant be a family member,
- Extend use to detached accessory structures, and
- Explore an amnesty program to allow illegal apartments to receive the appropriate permitting.

There are many variations of accessory apartment bylaws that have been adopted in other communities. Milton’s Planning Board, working in conjunction with the Housing Trust, will review other bylaws and suggest amendments that will better meet the needs of the community. For example, the bylaw might promote housing affordability based on Wellfleet’s

Program that does not require deed restrictions, thus the units would still be affordable although ineligible for inclusion in the Subsidized Housing Inventory.

Timeframe: Five-Year Plan

Resources Required: Staff time from the Town Planner and Building Commissioner as well as donated time of local officials including members of the Planning Board and Housing Trust. If the Wellfleet model were to be adopted, the Town would need to designate an existing staff person to coordinate the program such as the proposed Assistant Planner (see strategy VI.B.3).

B. Build Local Capacity

In order to be able to carry out the strategies included in this Housing Plan, it will be important for the town of Milton to build its capacity to promote affordable housing activities. This capacity includes gaining access to greater resources – financial and technical – as well as building local political support, developing partnerships with public and private developers and lenders, and creating and augmenting local organizations and systems that will support new housing production. Fundamental to building local capacity is the need for local leaders to establish a strong voice for housing, advocating forcefully and articulately for the siting and funding of affordable housing in Milton.

1. Conduct Educational Campaign

Current Status: Because most of the housing strategies in this Housing Plan rely on local approvals, including those of Town Meeting, community support for new initiatives has and will continue to be essential. Strategic efforts to better inform residents and local leaders on the issue of affordable housing and specific new initiatives can build local support by generating a greater understanding of the benefits of affordable housing, reducing misinformation and dispelling negative stereotypes. These outreach efforts are mutually beneficial as they provide useful information to community residents and important feedback to local leaders on community concerns and suggestions.

Next Steps: The Town will obtain input on how best the Town should move forward in regard to promoting affordable housing. The presentation of this Housing Production Plan will continue to offer an opportunity to bring attention to the issue of affordable housing, offering information on housing needs and proposed strategies that can help attract community support for affordable housing initiatives. Other education-related opportunities will be pursued such as:

- *Forums on specific new initiatives*
As the Town develops new housing initiatives (e.g., special programs, new zoning, development projects, etc.), the sponsoring entity will hold community meetings to ensure the inclusive and transparent presentation of these efforts to other local leaders and residents, providing important information on what is being proposed and opportunities for feedback before local approvals are requested.
- *Annual housing summits*
Most communities lack an effective mechanism for promoting regular communication among relevant Town boards and committees on issues related to affordable housing. Having a forum to share information on current housing issues would help foster greater communication and coordination among these entities. Additionally, inviting residents can help build community interest, improve communication and garner support. Many communities are sponsoring such

events, at least on an annual basis. For example, Truro organized a panel discussion on housing issues, inviting representatives of other towns on the Cape and organizations involved in affordable housing. Yarmouth held a spaghetti dinner and offered an update on their affordable housing initiatives with opportunities for feedback from local leaders and the public.

- *Public information on existing programs and services*

High housing costs are still creating problems for lower income residents. For example, renters continue to confront difficulties finding safe and decent rental units. Owners, including seniors living on fixed incomes, are finding it increasingly difficult to afford the costs associated with taxes, energy costs, insurance and home improvements, and some are even faced with foreclosure. Additionally, some seniors and those with special needs require handicapped adaptations, home repairs and special services to help them remain in their homes.

The Town will get the word out about existing programs and services that support homeownership, property improvements or help reduce the risk of foreclosure including first-time homebuyer and foreclosure prevention counseling from regional housing organizations.

- *Educational opportunities for board and committee members*

Local boards such as the Board of Selectmen, Board of Appeals, Planning Board, the Housing Trust (once operational), and other interested local leaders should be able to receive ongoing training on affordable housing issues. Well advised and prepared board and committee members are likely to conduct Town business in a more effective and efficient manner. New members without significant housing experience would benefit substantially from some training and orientation. Moreover, requirements keep changing and local leaders must keep up-to-date. Funding for the professional development of staff, including the Town Planner, Town Administrator, and Assistant Town Planner would also help keep key staff up-to-date on important new developments, best practices and regulations.

The University of Massachusetts Extension's Citizen Planner Training Collaborative (CPTC) offers classes periodically throughout the year and will even provide customized training sessions to individual communities. The Massachusetts Housing Partnership conducts its Massachusetts Housing Institute at least annually, which is "an educational program to support municipalities and local participants to better understand the affordable housing development process and have an effective role in initiating and implementing local solutions to increasing housing choices". Local leaders have found these workshops helpful and several representatives from Norwell attended the recent Housing Institute.

Other organizations and agencies, such as DHCD, MHP, CHAPA, and the Community Preservation Coalition, also provide conferences and training sessions on a wide variety of housing issues that would be useful for local officials and staff persons to attend. In addition, there are numerous written resources for localities. For example, DHCD has prepared a procedural "how to" booklet for local communities on the development process, MHP has many technical guides for localities, and CHAPA has a wide variety of reports on many issues related to affordable housing as well.

- *An Enhanced Website*

The Town of Milton has a website that offers an excellent opportunity to provide additional information and links on affordable housing issues, programs and services. For example, the

Town of Lexington's website includes a special section on its Affordable Housing Partnership that includes information on the organization, local housing needs, Partnership activities, special events, available housing, etc., which could serve as a model for the Milton website.

- **Cable Programming**
The Town has local cable access, and the Housing Trust (once operational) and Planning Board could sponsor regular programming to showcase the issue of affordable housing, highlighting new initiatives as well as ongoing programs and services. For example, the Town of Harwich's Housing Partnership sponsors a monthly program to showcase the issue of affordable housing in the community.
- **Outreach on State Affordability Requirements**
It will be helpful to ensure that developers of affordable housing fully understand all necessary local and state affordability requirements to ensure that all designated affordable units will be eligible for inclusion in the SHI.

Timeframe: Two-Year Plan

Resources Required: Public outreach will require significant time and involvement of the Town Planner and any Assistant Planner and significant time from various Town boards and committees including the Fair Housing Committee and Housing Trust.

2. Capitalize the Affordable Housing Trust Fund

Current Status: The Town of Milton approved the establishment of an Affordable Housing Trust Fund at its 2010 Annual Town Meeting. This action was pursuant to state legislation that passed in 2005, called the Municipal Affordable Housing Trust Fund Act, which simplified the process of establishing such dedicated funds for affordable housing. Previously cities could create trust funds through their own resolution, but towns had to get approval from the legislature through a home rule petition.

The new law provides guidelines on what trusts can do and allows communities to collect funds for affordable housing, segregate them out of the general budget into an affordable housing trust fund, and use these funds without going back to Town Meeting for approval. It also enables these trust funds to own and manage real estate, not just receive and disburse funds. The law further requires that local housing trusts be governed by a five-member board of trustees, appointed by the Board of Selectmen in the case of towns. While the trusts must comply with Chapter 30B, the law which governs public procurement as well as public bidding and construction laws, most trust funds do not develop properties themselves but convey to a developer by a sale or long-term lease so as to clearly differentiate the resulting affordable housing development project from a public construction project.

In addition to having a fund available to support affordable housing development, the new Milton Housing Trust will be able to provide the organizational framework for insuring that new affordable housing is sensitive to local needs and gains the necessary political support. It could serve the community in a number of important capacities. First, the Housing Trust could become an effective broker for housing resources, including donated land and money, to be dedicated to affordable housing initiatives and managed by the Trust. Second, it could serve as an articulate advocate for affordable housing in the community, sponsoring events and special forums to bring attention to the issue and

promote local support. This local outreach helps dispel negative stereotypes about affordable housing and establishes a more productive dialogue within the community. Third, the Trust could work cooperatively with developers, for profit and non-profit, on actual development projects, to insure better compatibility with local concerns, needs and priorities. Fourth, at some time in the future the Housing Trust could seek funding to manage special programs (e.g., employer-assisted housing, committed loan pools with area banks, outreach to seniors regarding reverse equity mortgages, research projects, regional partnership efforts). Fifth, these entities can be a vehicle for the community to expedite new production efforts such as acquiring property through the housing support fund and overseeing the implementation of local housing strategies.

Next Steps: In November 2013, the Board of Selectmen appointed members to the Affordable Housing Trust and the first meeting of the Trust is scheduled for October. The Housing Trust should have an organizational document that sets forth the Trust's purpose, procedures and other criteria that might be used in making funding decisions.

It will also be important to explore a wide range of possible fundraising options to capitalize the Trust Fund. The recently-amended Cluster Development bylaw, the proposed Planned Unit Townhouse Development bylaw and permits previously issued for a development at 2-10 Adams Street both require affordable units or payments in lieu of affordable units. If payments are made, they would be deposited into the Affordable Housing Trust Fund to be used in support other affordable housing initiatives. Additional capital may involve possible CPA funding at some point in the future as well as other public sector resources and negotiated fees from developers. The Board of Selectmen is committed to submitting, in January 2015, a warrant article for the May 2015 Annual Town Meeting that will seek an appropriation to the Affordable Housing Trust. The source of such funding request would be "one time" money such as free cash.

The Town should also consider private sector donations. This process of securing private support not only provides financial benefits to support local housing efforts, but it is also a vehicle for raising awareness of the affordable housing issue and generating interest and political support for affordable housing initiatives.

Some communities are reaching out to well-to-do residents for private donations of land or funds to promote housing affordability. For example, a resident of Winchester purchased a house that the local non-profit rehabilitated, subsidized and sold to a first-time homebuyer. The resident received reimbursement of their up-front contribution upon resale. This non-profit also coordinates an annual fund raising effort to solicit contributions to subsidize its purchase/rehab efforts from area residents. A Weston family donated a portion of their property for an affordable housing development. Residents in other communities are donating land to Habitat for Humanity and qualify for a tax deduction. Other towns are structuring tax-exempt entities to qualify for substantial federal and state tax deductions for the donors. Bedford received an individual's donation of two valuable prints that were sold at auction, with the proceeds ear-marked to support affordable housing initiatives in town. There are a number of communities – such as Lexington and Westwood – that have accumulated considerable cash resources through this strategy. Other towns, including Mansfield and Bedford for example, are receiving affordable housing funds from developers through negotiations on local developments. Developers of comprehensive permit projects pay into these funds if the purchase prices for the market units are higher than the prices that were projected in their

comprehensive permit applications and profits are greater than the 20% allowed under Chapter 40-B.

Timeframe: Two-Year Plan

Resources Required: Some oversight from the Town Planner with ongoing staff support from the soon to be hired Assistant Planner.

3. Hire an Assistant Planner

Current Status: The Town of Milton understands that if it wants to assume a more proactive role in promoting affordable housing and effectively implement actions included in this Housing Plan, it will have to augment its capacity to coordinate these activities. The strategies included in this Plan will require some commitment of staff time and may also involve some specialized expertise in housing programs, policy and development. Moreover, it will be important to insure that affordable units produced through this Plan get counted, to the greatest extent possible, as part of the Subsidized Housing Inventory (SHI), applied through the Local Initiative Program (LIP) administered by the state's Department of Housing and Community Development (DHCD) if another state or federal housing subsidy is not used.

Next Steps: The Board of Selectmen, in consultation with the Planning Board, has advertised for an Assistant Town Planner and is in the process of filling this position. This staff person will report to the Town Planner, assisting him in his ongoing work, including responsibilities related to affordable housing.

Timeframe: Two-Year Plan

Resources Required: Approximately \$50,000 annually.

4. Obtain Local Approval for the Community Preservation Act (CPA)

Current Status: The Community Preservation Act establishes the authority for municipalities in the Commonwealth to create a Community Preservation Fund derived from a surcharge of 1% to 3% of the property tax, to be matched by the state. Once adopted the Act requires at least 10% of the monies raised to be distributed to each of three categories – open space, historic preservation and affordable housing – allowing flexibility in distributing the majority of the money to any of the three uses as determined by the community. CPA has been a vital resource for many communities in the Commonwealth with the following accomplishments:

- 155 communities have adopted CPA, representing 44% of the Commonwealth's cities and towns
- Close to \$1.2 billion has been raised to date for community preservation funding statewide
- Over 5,500 projects have been approved
- 6,721 affordable housing units have been created or supported
- Nearly 18,000 acres of open space have been preserved
- Over 2,800 appropriations have been made for historic preservation projects
- Over 800 outdoor recreation projects have been initiated

CPA funding would be a valuable resource for the Milton community given existing housing needs in Milton, the historic character of the community, and the limited amount of undeveloped property available. Moreover, Milton is missing an opportunity to leverage considerable state resources.

An effort to pass CPA failed in November 2012. The referendum to accept CPA included a 1.5% surcharge and exemptions for low-income homeowners and the first \$100,000 of residential property value.

Next Steps: At some point in the future, interested community stakeholders should embark on another attempt to pass CPA. The Community Preservation Coalition is available to support community efforts related to the CPA and have an excellent web site at www.communitypreservation.org.

Timeframe: Five-Year Plan

Resources Required: Donated time of volunteers to seek support and approval of CPA in Milton. Significant organizational and operational time and effort will be required.

C. Housing Production

To effectively implement the actions included in this Housing Plan, it will be essential for the Town of Milton to reach out to the development community and sources of public and private financing to secure the necessary technical and financial resources. In fact, most of the production will require joint ventures with developers – for profit and non-profit – to create affordable units. For example, competitive Requests for Proposals (RFP's) are necessary for the selection of developers of Town-owned property. For profit developers continue to express interest in developing housing in Milton and there are a number of pending development proposals. There are also non-profit organizations that have the capacity to undertake the development of affordable housing as they have successfully completed affordable housing projects in and near Milton and throughout the Boston area. Milton in fact has a home-based, non-profit developer with a proven track record in MRE, which has expressed continued interest in producing affordable housing in the community.

Milton also has several additional housing resources since the 2006 Housing Plan was produced. First, Milton has joined the South Shore HOME Consortium that is administered by Quincy and also includes the communities of Holbrook, Weymouth, and Braintree. HOME funding has ranged from about \$50,000 to \$80,000 annually. The Town was able to bank the funding for several years and allocated a substantial amount to support the Work Inc. special needs facility for five (5) disabled young adults.

The Town has also established a Municipal Affordable Housing Trust Fund that will provide a dedicated funding source for affordable housing once the entity becomes operational and capitalized. Moreover, while the effort to adopt the Community Preservation Act (CPA) in 2012 failed, this Housing Plan suggests a renewed effort in several years to obtain approval.

It will be important for Milton to leverage these limited local resources from state and federal agencies as mentioned earlier. The production of new affordable units could involve subsidies from a variety of sources, public and private. In addition to the state's Department of Housing

and Community Development (DHCD), other state and quasi-public agencies that have resources to support affordable and special needs housing include MassHousing, MassDevelopment, Department of Developmental Services, Department of Mental Health, Community Economic Development Assistance Corp. (CEDAC), Massachusetts Housing Partnership, and Massachusetts Housing Investment Corporation (MHIC). Because affordable housing is rarely developed without private financing, project developers will need to reach out to private lenders as well.

The affordable housing production strategies can be divided into three (3) general categories of development:

1. *Larger-scale Private Development Including Mixed-Use and Transit-Oriented Development*

In its efforts to promote affordable housing, the Town will need to work cooperatively with private developers, for profit and non-profit, negotiating with these developers to insure that new development satisfies local needs and priorities. Communities can help shape development proposals, including Chapter 40-B comprehensive permit applications. Milton might further revise its zoning bylaws to promote mixed-use development in suitable areas of town, as discussed in Section VI.A, exploring Chapter 40-R/40-S in particular.

2. *Scattered-site Private Development*

This Plan also contemplates development of undersized lots under specified conditions that will have relatively fewer impacts on any single neighborhood as affordable housing creation will be spread geographically throughout town. Additionally, the promotion of adaptive reuse or underutilized buildings and creation of accessory apartments will also be scattered throughout Milton without significant changes to the built or natural environment.

3. *Development of Public Property*

While the Town has very limited municipally owned property, the development of Town-owned property should be pursued.

The following strategies provide the basic components for the Town to produce new affordable housing:

1. ***Continue to Pursue Opportunities for Mixed-Use and Transit-Oriented Development***

Current Status: In the context of good town planning and smart growth, the likely location for denser development, certainly for providing housing for smaller households and seniors, is in commercial areas and near transportation. The current Zoning Bylaw restricts mixed-use development to the Milton Village/Central Avenue Business District under particular constraints requiring a special permit. Amended zoning including the possible adoption of one or more 40-R districts (see Section VI.A.1) could provide additional incentives and resources, particularly in regard to allowable density, to make mixed-use development, including affordable housing, more feasible for developers. District Improvement Financing, Urban Center Housing Zones and Tax Increment Financing are additional financial tools that might also be considered as tools to promote mixed-use development in Milton. Additionally, “friendly” comprehensive permit projects should be promoted in these areas.

Milton is in fact making progress in developing mixed-use and mixed-income projects in these village areas. Both 36 Central Avenue and the potential for developing the Hendries building at 131 Eliot Street represent important developments that adhere to smart growth principles and provide much needed affordable rental units.

In addition to Milton Village and the Central Avenue Business District, other areas that might be considered for some amount of mixed-use development include East Milton Square, the former Pepsi plant on Route 28 and Curry College's South Campus. Mixed-use development might be possible in these locations and should have a mandatory affordable housing component.

Next Steps: The Town should thoroughly assess the benefits of extending mixed-use development and allowing higher density affordable housing in designated districts with specific criteria and amend the Zoning Bylaw accordingly. The zoning changes, including the adoption of 40-R/40-S and willingness to explore other financial tools, should attract interest from developers and continue to make new mixed residential and commercial development economically feasible. As such development opportunities arise, it will be important for the Town to work constructively with developers to make sure that projects reflect community needs and priorities.

Timeframe: Two-Year Plan

Resources Required: Donated time from the Board of Selectmen, Planning Board and Housing Trust (once operational) and staff time from the Town Planner to work in support of development proposals including permitting and potentially some funding (HOME or Housing Trust Funds).

2. Continue to Promote Adaptive Reuse

Current Status: As an older suburb of Boston, Milton has less undeveloped property available and needs to look for opportunities to redevelop existing properties. Adaptive reuse, involving the conversion of nonresidential properties to housing, is an example of such redevelopment.

There is some precedent for this type of development in Milton. For example, the redevelopment of 36 Central Avenue into 18 residential units, including two (2) affordable units, and three (3) commercial spaces has recently been completed.

Next Steps: The Town should identify any underutilized nonresidential properties for possible conversion to affordable housing. Any properties to be so redeveloped could incorporate various residential uses including but not limited to congregate and/or special needs housing, rental housing and first-time homeownership. Adaptive reuse can be amenable to mixed-use and mixed-income development.

Timeframe: Two-Year Plan

Resources Required: The Town Planner should continue to identify possible properties and ultimately work with the proposed Assistant Planner (see Section VI.B.3) and Housing Trust (see Section VI.B.2) to find partners to develop them. Predevelopment funding from the Housing Trust Fund, DHCD's Priority Development Fund, CEDAC, MHIC or other agency should be explored to support project planning.

3. Support Scattered-Site Infill Housing

Current Status: Some communities are looking for opportunities to create affordable housing through efforts that will spread the impacts of new affordable housing production throughout the community so as not to overburden any particular neighborhood. There are a number of unbuildable lots that are geographically spread throughout Milton that might accommodate a housing unit to serve local affordable housing needs, particularly small starter housing.

Examples of potential development opportunities include but are not limited to the following:

- Habitat for Humanity has expressed great interest in developing new affordable homes in Milton and continues to look for donated public and private land on which to build.
- Organizations that support special needs housing are active in Milton and throughout the Boston area, and are likely to have a continuing interest in developing group homes in Milton if opportunities arise. The recent Work Inc. house for five (5) disabled young adults is an excellent example of this type of infill development.
- There are also models of small comprehensive permit projects in other communities that incorporate several income tiers to meet the housing needs of those within a wide range of incomes. For example, Junction Place is a condominium project in Needham comprised of five (5) attached townhouse units. The project was developed on a site with less than 12,000 square feet by a private developer. All of the townhouses were sold at below market prices to eligible families through a lottery. Two (2) of the homes were sold for \$165,000 to families earning up to 80% of the area median income with the remaining three sold for \$310,000 to families earning up to 150% of the area median income. Each of the units contains approximately 1,512 square feet including 3 bedrooms, 2½ bathrooms, laundry room with a washer and dryer, a one-car garage and an outside parking space.

Next Steps: As opportunities arise work with local developers in support of small-scale infill development and allocate HOME or Housing Trust funding to support project feasibility.

Timeframe: Five-Year Plan

Resources Required: Some staff time and funding (HOME or Affordable Housing Trust Fund) to support these projects.

4. Make Town-Owned Property Available for Affordable Housing

Current Status: The contribution or “bargain sale” of land owned by the Town but not essential for municipal purposes could enable Milton to proactively launch its housing efforts. In addition to currently owned Town parcels, the Town of Milton may decide that it will acquire privately owned sites in the future for the purposes of protecting open space and developing some amount of affordable housing through cluster development on a portion of the sites.

Next Steps: The Housing Trust, once it becomes operational, should conduct a preliminary feasibility analysis on existing Town-owned parcels that might potentially include some amount of affordable housing. If this analysis indicates that housing might be suitably accommodated,

the Housing Trust should request approval from the Board of Selectmen and Town Meeting to designate these identified parcels for affordable housing development.

Following the necessary approvals, a Request for Proposals (RFP) should be issued to solicit interest from developers based on the Town's specific project requirements. A developer will be selected based on identified criteria included in the RFP. It is likely that the projects will require densities or other regulatory relief beyond what is allowed under the existing Zoning Bylaw, and this relief may be available from the ZBA if community support is assured, or use of a "friendly" comprehensive permit process may be undertaken through DHCD's Local Initiative Program (LIP). Additionally, the Housing Trust will need to work with the selected developer to attract the necessary financial, technical and political support. Evidence of municipal support is often critical when seeking financial or technical assistance from state or federal agencies.

Monitoring and enforcing affordability requirements during the term of affordability are critical to the effective provision of affordable housing. The Town will also have to insure that affordable units are counted in the Subsidized Housing Inventory and provide the state with all of the appropriate documentation.

Timeframe: Five-Year Plan

Resources Required: In addition to the costs of coordinating development, resources will be required to help subsidize the development and perhaps to conduct some initial feasibility analyses on site conditions, which ultimately can be included in the project's budget. This strategy will involve staff time of the proposed Assistant Planner or a consultant to work with the Housing Trust and Town's Chief Procurement Officer to coordinate necessary testing, prepare a Request for Proposals, coordinate the developer selection process and oversee development and construction, marketing and tenant/owner selection and occupancy. Until the Assistant Planner and Housing Trust are in place, the Town Planner might be able to fulfill these responsibilities perhaps with the added support of a consultant. Comprehensive permits sometimes do not involve external public subsidies but use internal subsidies by which the market units in fact subsidize the affordable ones. Many communities have used the "friendly" comprehensive permit process to take advantage of these internal subsidies, to create the necessary densities to make development feasible, and to make it easier to navigate the existing regulatory system. Other communities are finding that they require public subsidies to cover the costs of producing affordable housing and mixed-income residential development and need to access a range of programs through the state and federal government and other financial institutions to accomplish these objectives. Because the costs of development are typically significantly higher than the rents or purchase prices that low- and moderate-income tenants can afford, multiple layers of subsidies are often required to fill the gaps. Chapter 40-B developments often require external subsidies to increase the numbers of affordable units, to target units to lower income or special needs populations, or to fill gaps that market rates cannot fully cover.

A number of financial and technical resources may be required to produce affordable units in Milton. The following resources may help make affordable housing development feasible in addition to the Town-owned property conveyed or leased at a nominal price:

- Predevelopment funding from the state’s Priority Development Fund, Smart Growth TA Fund, CEDAC, MHIC, Life Initiative, etc.
- Federal HOME Program financing of up to \$65,000 per unit administered through DHCD for a range of housing activities. These are competitive funding sources, and DHCD typically accepts proposals through two funding rounds per year.
- Possible federal financing through Low Income Housing Tax Credits to developers of affordable housing that provide significant equity into a development. The allocating agency is DHCD and there are typically two funding rounds per year. These funds are directed to rental properties solely and are extremely competitive.
- Affordable Housing Trust Fund program that offers gap financing for new unit production.
- Section 202 federal financing to non-profit organizations for the development of rental housing targeted to very low-income seniors or those with disabilities.
- Affordable Housing Program grant funding from the Federal Home Loan Bank Board, applied through participating banks.
- Rental subsidies through the Project Based Section 8 Program or individual Section 8 vouchers administered through the state, Housing Authorities and regional non-profit organizations.
- Section 8 to Homeownership Program, enabling Section 8 subsidy recipients to access homeownership.
- Additional resources that are directed solely to first-time homebuyer projects to make homeownership more affordable including the ONE Mortgage Program, Purchaser-Based HOME Program and MassHousing First-Time Homebuyer financing.
- Financing from CEDAC to support innovative forms of affordable housing including SRO’s, transitional housing, limited equity cooperatives, etc. and to preserve existing affordable housing developments.
- OneSource Loan Program is a streamlined financing program offered jointly by MHIC and Massachusetts Housing Partnership Fund offering construction and permanent financing in a single package.
- LISC, a national intermediary organization, is providing capacity building grant support to community based organizations operating in the suburban ring of Boston to support new housing development.
- District Improvement Financing, Urban Center Housing Zones and Tax Increment Financing that offer cities and towns the ability to promote residential and commercial development in commercial areas through a real estate exemption on all or part of the increased value (the “increment”) of the improved real estate.
- Section 40-R of the Massachusetts General Law that provides subsidies to promote higher housing densities and affordable housing in smart growth areas.
- Other state funding programs.

D. Housing Preservation

Housing production is critical, but the Town also needs to be concerned that it does not lose units already counted as part of its Subsidized Housing Inventory; provides resources to support the deferred home maintenance needs of lower income residents, including seniors; and explores other strategies to help seniors afford to remain independent in their homes.

1. *Maintain Affordability of Subsidized Housing Inventory (SHI)*

Current Status: Based on how housing was financed, how long the affordability requirements last, and other stipulations in affordability agreements, the affordable status of housing units may be in jeopardy in many communities in the future. The state maintains a database on the inventory of projects with subsidized mortgages or HUD project-based rental assistance including information on when affordability restrictions are due to expire. *

This inventory includes Unquity House. Efforts are underway to obtain approval for the extension of these valuable subsidies to enable current tenants to afford to remain in their homes and to maintain the project's 139 units on the SHI. The affordability of Winter Valley Housing and Winter Valley Phase II with 129 and 32 units, respectively, also involve expiring affordability restrictions but with longer-term expiration dates.

Next Steps: It is important to insure that all affordable housing units that are produced remain included in the Subsidized Housing Inventory, in perpetuity if possible. The Town should closely monitor developments with affordable units and intervene if necessary to maintain the units as affordable. New affordable units that come into the Inventory should be designated as affordable for as long a period of time as possible and, in the case of homeownership, with resale restrictions calculated to preserve affordability.

Timeframe: Two-Year Plan

Resources Required: Staff time from the Town Planner or Assistant Town Planner (strategy VI.B.3) will be required.

2. Help Qualifying Homeowners Access Housing Assistance

Current Status: There are state resources available that provide financial and technical support for qualifying owners of homes that need repair, upgrading and de-leading. Many seniors living on fixed incomes are finding it increasingly difficult to afford the costs associated with taxes and home improvements and as a result have deferred maintenance needs. Additionally, some seniors and those with special needs require special handicapped adaptations and repairs to help them remain in their homes. Some Milton residents might also benefit from technical and financial support in the case of septic failures and Title V compliance issues as well as information on assistance in financing homeownership.

Next Steps: Through the community educational campaign recommended in Section VI.B.1, important information on housing improvement resources and other forms of housing assistance could be disseminated, both to real estate professionals, local organizations and community residents. The Council on Aging is also an important resource for providing seniors with information on available resources. Existing efforts to support workshops on housing finance and available assistance to first-time homebuyers should be continued.

Timeframe: Two-Year Plan

Resources Required: The Town, through its Council on Aging, Milton Housing Authority, and the Housing Trust (once operational), should provide the necessary education and referrals to programs sponsored by Quincy Community Action Program, MassHousing and other agencies which provide low-cost financing for repair needs including de-leading, septic system repairs, and other home improvements. A staff person, possibly the proposed Assistant Planner, would

be available to answer inquiries, make appropriate referrals and provide community outreach on available resources.

ATTACHMENT 1

Local and Regional Organizations

The town of Milton has a number of local and regional agencies and organizations available to help support the production of affordable housing or provide housing-related services.

1. Milton Fair Housing Committee

In 1978, the Town of Milton's Board of Selectmen established the Milton Fair Housing Committee to promote equal and fair access to housing for all.

2. Milton Housing Authority

The Milton Housing Authority was incorporated in 1975 and owns and manages 66 units of low-income housing in Milton. The Authority's first project was a 40-unit development on Miller Avenue for the elderly and disabled completed in 1985. In the late 1980's the Housing Authority purchased and rehabilitated six, two-family houses that are scattered throughout town for families that include 10 three-bedroom units, 1 four-bedroom unit and 1 two-bedroom unit. Another two projects were developed as special needs housing to support clients of the Department of Mental Retardation. These group homes are located on Blue Hill Avenue and Central Avenue, totaling two and eight units respectively.

The Housing Authority has also been administering 144 Section 8 housing vouchers although federal cutbacks have decreased these vouchers to 133. These rental vouchers subsidize the rents of low-income households living in private rental units. Until recently, voucher holders were able to find units in Milton without too much difficulty. However, spikes in rental costs have resulted in fewer participants being able to find qualifying units with only about one-third of voucher holders leasing units in Milton.

Demand for the town's subsidized housing is very strong, particularly for the family units. According to the Milton Housing Authority, there were about 600 households on the waiting list for elderly and disabled housing, including 39 Milton residents. The length of the wait on this list ranges from two to three years, with the disabled experiencing longer waits. The wait for family units is at least five years and currently the wait list includes about 50 families, including a few Milton residents. The Housing Authority has two handicapped accessible units and waits are at least five years.

3. Milton Council on Aging

The Milton Council on Aging is a Town department that supports the quality of life of Milton elders through a wide variety of services including the operation of a Senior Center that offers social programs for seniors, an information and referral service on a wide range of issues, community-based services to promote independence, and in-home support services. The Council relies heavily on local volunteers to support its services.

Each year the Council receives a great number of inquiries related to housing and during 2004 alone there were an estimated 475 housing-related calls. The Council suggests that such inquiries might have increased by another 25% since then. Most calls relate to searches for housing alternatives, and the Council refers a great deal of these inquiries to MRE (see below).

During the last couple of years, an increasing number of calls related to concerns from seniors about how they can remain financially independent in their own homes and how they might access financing to make necessary home improvements. The Council also receives numerous calls from the grown children of residents who are searching for housing options for their parents in the community. The Council indicates that there are few available housing alternatives in Milton as most of the elderly developments are either relatively expensive or have substantial waits.

An assisted living facility is being developed on Randolph Avenue with an estimated 92 units including an estimated five (5) affordable ones. This development will be on the site of the former Horseplay Stables.

This past year the Council on Aging has worked with the Town on a program to abate some taxes for low-income seniors in exchange for minor services of approximately 110 hours to the Town, for example, volunteering at Town Hall, a school or the library. Funding is in place to support 25 volunteers, however, this past year another 20 new seniors applied for participation.

4. *Milton Residences for the Elderly (MRE)*

Milton Residences for the Elderly (MRE) is a private, nonprofit organization established to produce housing for seniors in Milton. The organization owns and manages 139 units of rental housing at Unquity House on Curtis Road that includes 99 one-bedroom units with about 37 applicants on the wait list and another 40 studio apartments with a handful of applicants. The average wait time for units is about a year.

MRE also owns and manages Winter Valley Housing on Canton Avenue – the first phase with 129 units and the second with 32 units with a mix of assisted living, one-bedroom, two-bedroom, and efficiency units. Most of the units are subsidized but some are market rate but still relatively quite affordable with rents at \$879 for one-bedrooms and \$962 for two-bedrooms. There were 155 applicants on their wait list, 50 who were Milton residents. Some of the applicants were also grown children who live in Milton and are trying to relocate their parents in the community. Wait times ranged from about a year and a half for the subsidized units to up to four (4) years for the market units because there are so much fewer of them available and many do not qualify for the affordable units because of income.

The organization completed another 321 units at Fuller Village. While 25% of these units will be affordable to those earning at or below 80% of area median income, only 33 units have been included in the Subsidized Housing Inventory. The Town is working with Fuller Village management and DHCD to try to count the remaining 49 affordable units in the SHI.

4. *Housing Opportunities for Milton's Elders, Inc. (HOME, Inc.)*

Housing Opportunities for Milton's Elders, Inc. (HOME, Inc.) was established in the late 1970's as a private, nonprofit, tax-exempt entity to create affordable housing opportunities for Milton's residents over the age of 62 as well as those who are physically disabled and of moderate means who were ineligible for government subsidized housing. The organization built 98 two-bedroom units ranging in size from 1,000 to 1,200 square feet and developed them without public funding as an affordable housing option to subsidized housing. The units are configured as part of a 27-

building townhouse development, with three to four units per building. The development is surrounded by 20 acres of conservation land.

There are no income qualifications, but at least one member of the household must be 62 years or older and all applicants for the housing must be Milton residents. Because incomes are not used to establish eligibility and affirmative marketing is not part of the selection process, the units do not meet the requirements of Chapter 40-B and cannot be counted in the Subsidized Housing Inventory. Nevertheless, the units are priced well below market. Applicants pay 20% below the going market value, pay a monthly fee that is again well below HUD Fair Market Rents, and recoup the amount of money they pay up-front when they leave the development without any accrual of equity.

6. Quincy Community Action Program (QCAP)

Quincy Community Action Program (QCAP) is a private, non-profit organization that serves as the area's community action agency providing a wide range of programs and services to achieve its mission to improve the quality of life for low-income people by working with the community to affect social, individual and family change and achieve self-sufficiency. Programs include adult learning and workforce development initiatives, day care and preschool education, food and nutrition services, and energy assistance (i.e., fuel assistance, utility discounts, heating system repair and replacement, and energy conservation support). Housing programs include a range of homeowner services such as first-time homebuyer education, down payment assistance, lead abatement assistance, mortgage default counseling, budget and credit counseling, and home equity mortgage conversion. QCAP also offers assistance to tenants and landlords through fair housing counseling, housing searches, and rental assistance. The organization is also involved in affordable housing development and property management.

7. South Shore Habitat for Humanity (SSH)

Habitat for Humanity is an ecumenical, non-profit Christian ministry dedicated to building simple, decent homes in partnership with families in need. The organization has grown over the past two decades into one of the largest private homebuilders in the world with almost 1,600 U.S. affiliates and over 2,000 affiliates worldwide, including one on the South Shore that has been able to build new homes for first-time homebuyers through donated land, materials, labor and funding as well as other special financing strategies. South Shore Habitat for Humanity has produced 37 affordable homes on the South Shore with several more underway.

8. South Shore HOME Consortium

Milton has joined the South Shore HOME Consortium that is administered by Quincy and also includes the communities of Holbrook, Weymouth, and Braintree. HOME funding has ranged from about \$50,000 to \$80,000 annually. The Town was able to bank the funding for several years and allocated a substantial amount to support the Work Inc. special needs facility for five (5) disabled young adults.