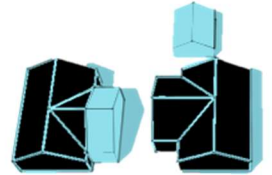


MIDDLETON

HOUSING PRODUCTION PLAN

2019-2024



prepared for:

Town of Middleton

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WHY A HOUSING PRODUCTION PLAN FOR MIDDLETON?

The Metropolitan Area Planning Council (MAPC) has assisted the Town of Middleton in developing a Housing Production Plan (HPP) that is intended to:

- Guide market-rate and affordable housing preservation and creation,
- Help the Town maintain its State-mandated affordable housing target,
 - approve 15 to 18 permits annually for Town control over Ch. 40B proposals,
- Influence the type, amount, and location of affordable housing,
 - DHCD requires location specificity to approve Town HPP,
 - not limited to vacant land; encourage voluntary redevelopment through zoning incentives,
- Increase affordable housing opportunities and options in Middleton, and
 - State minimum requirement may not fully address all cost-burdened households in Town,
- Provide **housing options** to residents, their adult children, and elderly grandparents **for all life phases and (un)anticipated circumstances**.

affordable/workforce options?

- ✓ **OPTIONS** for unforeseen life circumstances – downsizing, limited mobility, economy
- ✓ **NOT BE PRICED OUT** – your children, parents, seniors to afford to live in same community
- ✓ **QUALIFYING INCOMES**

	moderate	low
1-person home	\$56,800–\$71,000	\$35,500–\$56,799
3-person home	\$73,000–\$91,250	\$46,625–\$72,999

Affordable housing eligibility based on HUD's Area Median Family Income (AMI) of \$107,800 (FY2018).
Moderate income limits are 80-100% of AMI and low-income limits are 50-80% of AMI.



30% OR LESS
ON HOUSING COSTS

ACKNOWLEDGEMENTS

The Middleton Housing Production Plan (HPP) 2019-2024 would not be possible without the support and leadership of many people in the Town of Middleton. Thank you to all who participated throughout the process. The Metropolitan Area Council (MAPC) is grateful for the opportunity to work with the Town on promoting housing for all.

The planning process and staff analyses were conducted with funding from the MAPC District Local Technical Assistance Program (DLTA) and Planning for MetroFuture Technical Assistance (PMTA) programs. Such funding enables the Metropolitan Area Planning Council (MAPC) to achieve its mission in providing Towns and cities with assistance in achieving equitable local smart growth that also benefits the greater Boston region. MAPC is grateful to the Governor and the Legislature for their support and funding of this program.

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EXECUTIVE SUMMARY

In concert with the Middleton Master Planning process, the Town contracted with MAPC to complete a Housing Production Plan (HPP). An HPP is a community's proactive step in planning for and developing affordable housing consistent with Chapter 40B. By adopting an HPP, communities are much more likely to achieve their affordable housing and community planning goals. A HPP also gives communities more control over comprehensive permit applications for a specific period of time.

MAPC began work in February 2018, engaging with Town Planner Katrina O'Leary on the Town's Master Plan for a housing workshop. Subsequently, MAPC convened the HPP Advisory Committee for a kick-off meeting to begin discussions for eventually producing the HPP. The Middleton HPP provides the Town with an opportunity to proactively achieve its housing production goals, and determine where best to accommodate housing options for seniors, young adults, and for the overall community. Strategies referenced herein aim to preserve existing affordability and increase the housing stock accessible to low- and moderate-income households. Generally speaking, housing affordability is measured using three primary statistics: the median household income for a community; the median cost of housing; and the maximum percentage that a household should spend on housing so that other needs can be met.

As part of the HPP planning process, there were 3 committee meetings and 2 public workshops before a final plan presentation before the Planning Board and Board of Selectmen. These discussions covered the Town's unmet housing demand, current housing demand, and a comprehensive housing needs assessment¹ that offered potential strategies and potential sites appropriate for housing development. The Affordable Housing Goals that are summarized in this plan reflect the input from these reviews and discussions.

Key findings from the comprehensive housing needs and demand assessment are summarized below.

HOUSING NEEDS AND DEMAND ASSESSMENT

MAPC projects² that Middleton's **total population will increase** by 7% between 2010-2020 and an additional 7% between 2020-2030. However, the **demand for households** between 2010-2020 **showed steady growth** of 17%, and 14% between 2020-2030. As a result, MAPC projects that there will be **demand for more housing production**.

This assessment addresses the housing need and demand by age, income, household type, and household size. Overall, Middleton's population is **projected to age**, with the share of householders aged 45 years and older growing from 74% of total householders in 2010 to 80% of householders in 2030. As

¹ A Comprehensive Housing Needs Assessment is the standard name of the analysis and section of HPPs that DHCD reviews. For more information on Massachusetts DHCD Housing Production Plan Guidelines and their Commonwealth of Massachusetts 760 CMR 56.00 regulatory authority, please visit the following URL: www.mass.gov/hed/docs/dhcd/cd/pp/hpp-guidelines.pdf.

² MAPC is the state-created regional planning agency for 101 municipalities in metropolitan Boston. The population and household projections were published in January 2014, have been adopted by the Commonwealth of Massachusetts' Executive Office of Housing and Economic Development as the basis for State's multi-family housing production goal. The executive summary report, projections, and formulas for calculations are available at <https://mapc.ma/projections>, https://mapc.ma/Middleton_projections and https://mapc.ma/formulas_projections. Development of these projections was supported by an advisory team comprising academic experts, state agencies, neighboring regional planning agencies (RPAs), and member municipalities. MAPC reviewed reports from other regions nationwide to assess the current state of practice and also reviewed prior projections for our region to assess their accuracy and identify opportunities for improvement. The "Metro Boston" region refers to 164 cities and towns in Eastern Massachusetts, including the entire MAPC district as well as all or portions of five neighboring RPAs. This region coincides with the extent of the travel demand model used by the Boston Metropolitan Planning Organization.

Middleton's **share of seniors³ grows**, the Town might want to consider **options for changing housing preferences among that cohort**, as well of younger householders entering the market.

MAPC projects that Middleton might have a **net demand for 247 new multi-family units and 358 new single family units** between 2010 and 2020 for a **total net demand of 605 units serving primarily head of householders aged 35-54**.

In addition to considerations of type of units, Middleton could consider allowing additional affordable housing production in order to demonstrate steady progress to DHCD and maintain more control over proposed Ch. 40B development proposals. According to the US Census Bureau's American Community Survey 2013-2017 data, Middleton has the second highest rate of cost burden among its comparison communities, with an estimated **35% of all households spending a disproportionate share (30% or more) of their income on housing**.

According to the Massachusetts Department of Housing and Community Development (DHCD)⁴, **currently 5.01% of Middleton's housing is included in the Subsidized Housing Inventory, which is below the 10% statutory minimum**.

GOALS FOR AFFORDABLE HOUSING PRODUCTION

GOAL 1 – INFORM RESIDENTS AND THE PUBLIC ON FINDINGS FROM THE HPP AND THE TOWN'S HOUSING NEEDS

Seek opportunities to inform residents and bring awareness to the purpose of the Town's Housing Production Plan, and to the importance of proactively addressing the demand and need for providing a variety of housing options for residents in different life stages as well as for unforeseen life circumstances such as a change in one's mobility, health or income.

GOAL 2 – DIVERSIFY HOUSING OPTIONS TO ALLOW RESIDENTS TO AGE IN PLACE, INCLUDING ALLOWING ACCESSORY DWELLING UNITS (ADU'S) AND LEVERAGING THE HEART PROGRAM BY NORTH SHORE ELDER SERVICES

This includes the ability to downsize within the Town, and allow affordable housing choices for residents' adult children and elderly parents. Such housing options can also benefit employees and young families, and can be accomplished by allowing a variety of densities, housing typologies, appropriate lot size reductions, flexibility with accessory dwelling units, and a deliberate strategy to achieving housing through shorter-range, mid-scale sewage package treatment plants that can support new residential townhouses and condominium options. The Town could consider encouraging and proactively identifying sites and areas of Town that are suitable for a variety of housing types other than large lot single family homes.

GOAL 3 – ENCOURAGE AFFORDABLE HOUSING DEVELOPMENT TO ACHIEVE THE CHAPTER 40B MINIMUM 10% REQUIREMENT; INCLUDING ALLOWING A VARIETY OF HOUSING TYPES IN ALL RESIDENTIAL ZONING DISTRICTS.

The Town should proactively encourage affordable housing development in order to meet the needs of its own residents, and to have greater control regarding development sites and design. As a part of this, the Town could consider amending its residential land use zoning regulations in order to allow a variety

³ Seniors are defined by the American Census Bureau as being 65 years in age and older. Source: <https://www.census.gov/population/socdemo/statbriefs/agebrief.html>

⁴ Source: DHCD Chapter 40B Subsidized Housing Inventory as of October 16, 2017 on website https://www.mass.gov/files/documents/2017/10/10/shiinventory_0.pdf

of housing types and densities.

GOAL 4 – EXPLORE CREATION OF A HOUSING PARTNERSHIP AND AFFORDABLE HOUSING TRUST FUND MODELLED ON THAT OF THE IPSWICH HOUSING PARTNERSHIP (IHP)

Housing partnership organizations are policy making bodies with members approved by a Town's Manager/Administrator and/or Select Board. The Housing Partnerships typically initiate programs, review applications, and make recommendations to the Planning Board. They also typically manage Affordable Housing Trust Funds, and (through the fiscal authority invested in them) review applications for loans, provide subsidies for long-term housing restrictions, and can make grants to developers or homeowners.

GOAL 5 – REZONE SITES & AREAS WITHOUT CH.40R POTENTIAL THROUGH TOWN ZONING-BY-LAW AMENDMENTS TO ALLOW HOUSING OPTIONS FOR ALL

Amend existing Town zoning to allow for more compact, residential neighborhoods with smaller lots that incrementally will shorten the distances between properties and in turn make the area as a whole more walkable.

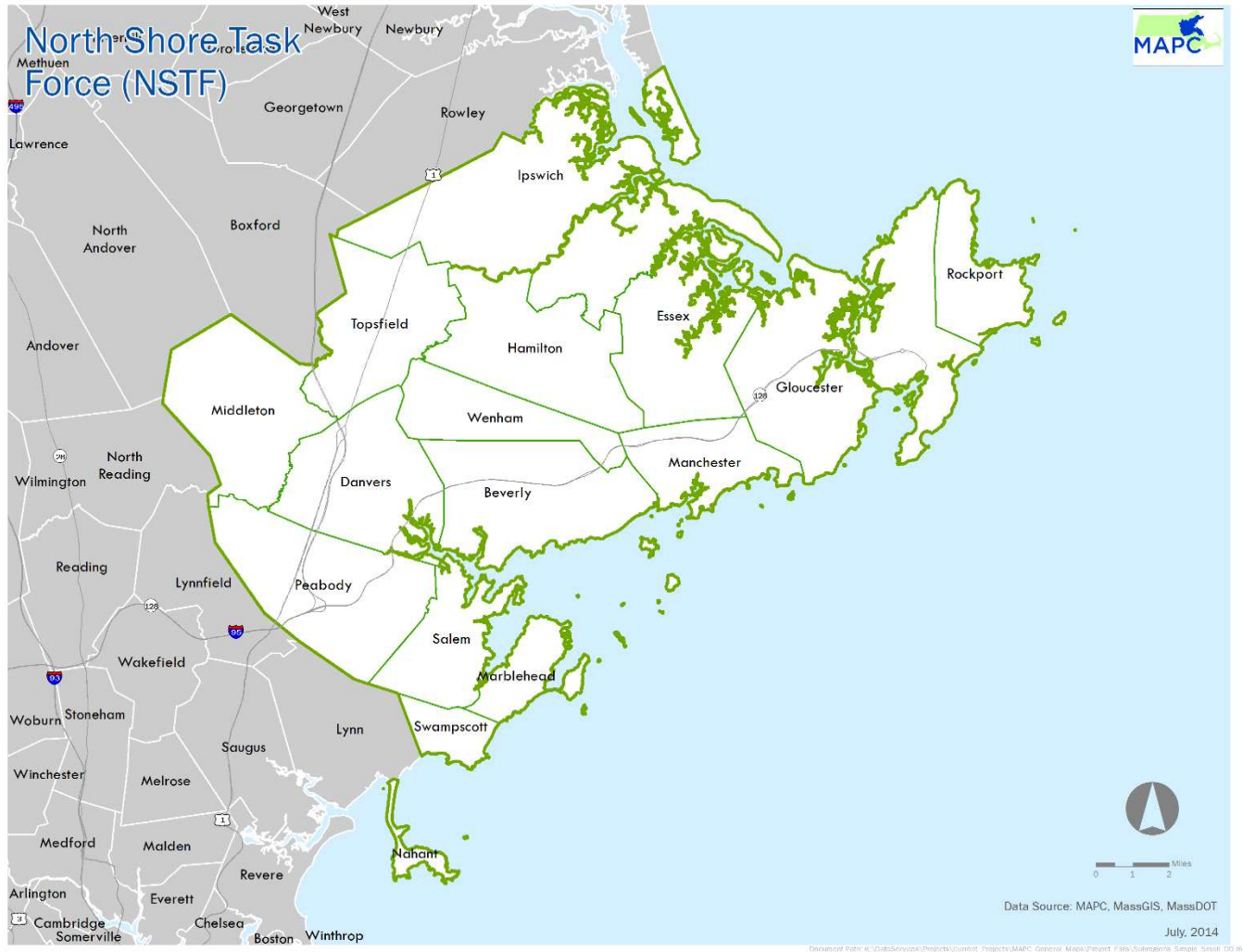
GOAL 6 – LEVERAGE COMMUNITY PRESERVATION ACT (CPA) FUNDS TO PROTECT AND PRESERVE EXISTING UNPROTECTED PROPERTIES AT RISK OF BEING LOST

The CPA is funded through a local option surcharge on property tax bills and a state match or those surcharges. It is used to acquire, create, preserve, and support community housing. It can fill the gap between the cost of development and what qualifying occupants can afford to pay.

INTRODUCTION

Located within the North Shore Task Force (NSTF) subregion,⁵ the Town of Middleton is categorized by MAPC as a Maturing New England Town. These communities are characterized by a mixed-use town center surrounded by compact neighborhoods. They have a large amount of vacant developable land, and new growth comes in the form of new subdivisions. They are among the most rapidly growing communities in the Boston region. Because a community's housing needs and demand depend on both its community type and its regional context, throughout this report MAPC compares Middleton to surrounding and nearby municipalities.

Figure 1: Context Map: Middleton within North Shore Task Force (NSTF) MAPC Subregion, and Other Neighboring Municipalities



⁵ This is one of MAPC's eight sub-regions and is composed of a group of 16 communities north of Boston working collaboratively on regional issues. The goal of NSTF is to cooperate with, and to assist, each member municipality in coordinating its planning and economic development so as to obtain maximum benefits for the North Shore district. Member communities focus on a broad range of issues that affect the North Shore, including sustainable development, equitable housing, clean energy, climate change and transportation. NSTF is guided by the principles found in the MetroFuture Plan, MAPC's regional development blueprint for the Boston Metropolitan area.

Regulatory Context

The Middleton Housing Production Plan (HPP) 2019-2024 was developed with input from Town of Middleton staff, the HPP Advisory Committee, and the general public. The planning process included three public forums, and advisory committee meetings to share findings on housing demand, agree on housing goals, discuss strategies to achieve those goals, and identify locations for potential housing development.

This plan was prepared to **comply with the Massachusetts Department of Housing and Community Development's (DHCD) regulation 760 CMR 56.03(4)**, and to position Middleton to **demonstrate steady progress toward housing production** for compliance with M.G.L. Chapter 40B. This legislation encourages municipalities to achieve at least 10% of their total year-round housing units on the Subsidized Housing Inventory (SHI) in compliance with the statutory standard. Until that threshold is met, developers of 40B housing where at least 20-25% of units have long-term affordability restrictions can receive approval of a Comprehensive Permit from the local Zoning Board of Appeals even if the project is not in compliance with the underlying zoning.

For municipalities that are under the 10% threshold, a DHCD-approved HPP gives the municipality more control over Comprehensive Permit applications for a specified period of time if they make steady progress in producing affordable housing on an annual basis in accordance with the HPP. Municipalities with approved HPPs may request DHCD certification of their compliance with the plan if either their annual affordable housing production rate is 0.5% of total official DHCD Census 2010 year-round housing units, or for two years if the rate is 1%. In a municipality with a DHCD-certified HPP, a decision of a Zoning Board of Appeals (ZBA) to “deny” or “approve pending certain conditions” a Comprehensive Permit application will be deemed “consistent with local needs” pursuant to Chapter 40B. Based on past practices, such decisions will often be upheld by the Housing Appeals Committee (HAC). This control allows municipalities to manage growth and meet their affordable housing needs in accordance with the community’s vision and HPP.

Once the HPP is certified, if the Middleton Zoning Board of Appeals finds that a denial of a permit or the imposition of certain conditions is consistent with local needs, then it must take the following steps. Within 15 days of the opening of the local hearing for the Comprehensive Permit, the Board shall provide written notice to the applicant, with a copy to DHCD, stating that it considers a denial of the permit or the imposition of conditions 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 will then review the materials provided by both parties and issue a decision within 30 days. The Board shall have 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 of DHCD to issue a timely decision shall be deemed a determination in favor of the municipality. This procedure shall toll the requirement to terminate the hearing within 180 days.

For purposes of 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).

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 DHCD to issue a timely decision, that party shall file an interlocutory appeal with the 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 DHCD. The Board's hearing of the project shall thereupon be stayed until the conclusion of the appeal, at which time the Board's hearing shall 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.

COMPREHENSIVE HOUSING NEEDS ASSESSMENT ⁶

An analysis of local demographic data and housing stock reveals key characteristics and trends in Middleton that help explain housing need and demand. In order to understand how the Town compares to its neighbors, Middleton data is compared to nine other nearby comparison communities within its region. This section provides the framework for the housing production goals and strategies to address local housing concerns included later in this document.

MAPC projects that Middleton's total **population will increase** by 7% between 2010-2020 and an additional 7% between 2020-2030. However, the **demand for households** between 2010-2020 **showed steady growth** of 17%, and 14% between 2020-2030. **will increase** by nearly 9.3% (635 additional) between 2010-2030. As a result, MAPC projects that there will be **demand for more housing production**. This assessment addresses the housing need and demand by age, income, household type, and household size. Overall, Middleton's population is **projected to age**, with the share of householders aged 45 years and older growing from 74% of total householders in 2010 to 80% of householders in 2030.

As Middleton's **share of seniors** grows, the Town could consider **options for changing housing preferences among that cohort**, as well of younger householders entering the market. MAPC projects that Middleton might have a net demand for 247 new multi-family units and 358 new single family units between 2010 and 2020 **for a total net demand of 605 units serving primarily head of householders** aged 35-54.

In addition to considerations of type of units, Middleton could consider allowing additional affordable housing production in order to demonstrate steady progress to DHCD and maintain more control over proposed Ch. 40B development proposals. According to the US Census Bureau's American Community Survey 2013-2017 data, Middleton has the second highest rate of cost burden among its comparison communities, with an estimated **35% of all households spending a disproportionate (30% or more) of their income on housing**.

According to the Massachusetts Department of Housing and Community Development (DHCD)⁷, **currently 5.01% of Middleton's housing is included in the Subsidized Housing Inventory, which is below the 10% statutory minimum**.

DATA SOURCES

This comprehensive housing needs and demand assessment for Middleton includes a variety of **best available and HPP industry-standard data sources**⁸ that reflect historic, current, and forecasted population trends. Data sources include the U.S. Census Bureau, the U.S. Department of Housing and

⁶ A Comprehensive Housing Needs Assessment is the standard name of the analysis and section of HPPs that DHCD reviews. For more information on Massachusetts DHCD Housing Production Plan Guidelines and their Commonwealth of Massachusetts 760 CMR 56.00 regulatory authority, please visit the following URL: www.mass.gov/hed/docs/dhcd/cd/pp/hpp-guidelines.pdf.

⁷ Source: DHCD Chapter 40B Subsidized Housing Inventory as of October 16, 2017 on website https://www.mass.gov/files/documents/2017/10/10/shiinventory_0.pdf

⁸ The HPP report uses a variety of best available and HPP industry-standard data sources. There will be differences in figures such as the number of total households depending on whether actual US Census 2010 counts are available, or more recent US Census American Community Survey estimates. Other datasets in the HPP report such as US Census Building permit survey data, regional Boston MassBuilds.com voluntarily self-reported and crowd-sourced town-level building permits, or US HUD CHAS housing data, all have their industry-acknowledged limitations but are all that are readily available for HPP analyses. The Massachusetts Department of Housing and Community Development (DHCD), which reviews and approves HPPs, is aware of the dataset limitations and anticipates seeing references to them in the reports.

Development (HUD), the Massachusetts Department of Education, the Warren Group, and the Metropolitan Area Planning Council (MAPC).

The decennial Census reflects a full count of the population on April 1 of the year in which the census is taken and reflects the most accurate population and widely available data in the United States. The Census Bureau's Population Estimates Program (PEP) utilizes current data on births, deaths, and migration to calculate population change since the most recent decennial census and produce a time series of estimates of population, demographic components of change, and housing units.⁹

The American Community Survey (ACS) is a national survey that uses continuous measurement methods. In this survey, a series of monthly samples produces annual estimates.¹⁰ ACS estimates are released as five-year averages. ACS estimates are considered appropriate when the margin of error is less than 10%. The HUD Consolidated Planning/Comprehensive Housing Affordability Strategy (CHAS) dataset is a special tabulation of ACS data, most recently based on ACS 2011-2015 estimates. This dataset is utilized primarily to cross-tabulate household cost-burden status with household type and income status.

However, the best available and HPP industry-standard CHAS 2011-2015 data for detailed cost-burdened households has very high margins of error associated with it. Any detailed information regarding the percentage of cost-burdened renter and owner households as well as types of households (family, non-family, senior, etc.) have margins of error in excess of 30%.

MAPC prepared population and housing demand projections for 164 cities and Towns within the Metropolitan Boston area. Both sets of projections include two scenarios: a Status Quo (SQ) scenario based on continuation of recent trends in migration, housing occupancy, and location preference; and a Stronger Region (SR) scenario that assumes increased attraction and retention of young workers and slightly increased preference for urban settings and multi-family housing. The Status Quo scenario found that continuation of current levels of in-migration and housing production would lead to a declining workforce and economic stagnation over the coming decades. In contrast, the increased migration rates of the Stronger Region scenario could fuel a job growth increase of 7% between 2010 and 2030. As a result, MAPC recommends use of the Stronger Region scenario as the basis for housing planning.

⁹ <https://www.census.gov/popest/about/index.html>

¹⁰ <https://www.census.gov/programs-surveys/acs/methodology.html>

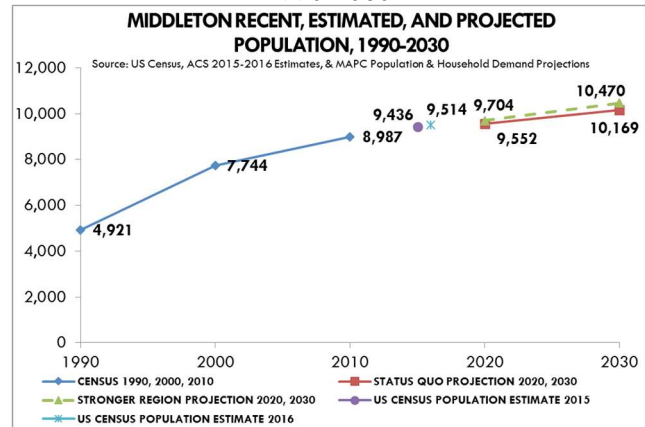
Demographics

This Housing Production Plan is grounded in a thorough examination of Middleton's demographic composition. An analysis of the current population, household composition, race and ethnicity, and educational attainment are some indicators that provide insight into existing housing need and demand. Projections of the Town's future residential composition are also used to inform housing planning efforts.

POPULATION

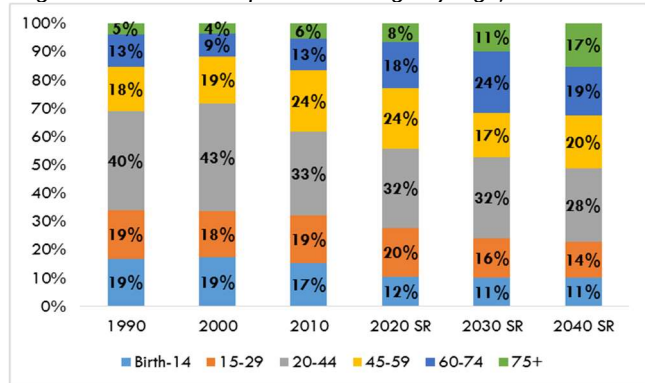
Middleton's population has grown during the last two decades with a 57% increase between 1990-2000, and a lower increase of 16% between 2000-2010; according to US Census Bureau counts. According to Census Bureau's ACS estimates for 2015 and 2016, population growth is estimated at between 5-6% growth from 2010. MAPC regional population projections (which are the State adopted projections for metropolitan Boston) estimate population growth of 7% between 2010-2020, and 7% between 2020 and 2030 (Stronger Region projections).

Figure 2 Middleton Recent, Estimated, and Projected Population, 1990-2030



While the total population increases are at a lower rate, attention must be given to the population's projected compositional changes which also have implications for future housing demand. As the figure shows, between 1990 and 2010, Middleton's population aged overall, with the population under 45 years old shrinking from 78% of the total population in 1990 to 69% in 2010. By 2040, that same cohort is expected to further decline to 53% of the total population. Meanwhile, the proportion of Middleton's population 45 years and older, increased from 36% of the total in 1990 to 43% in 2010, and is expected to grow to 56% of the total in 2040.

Figure 3 Middleton Population Change by Age, 1990-2040



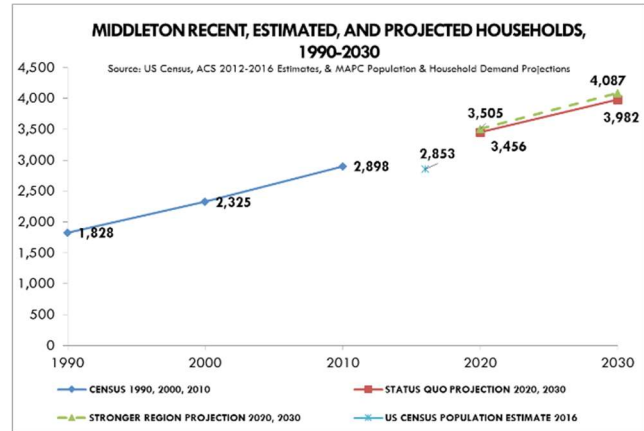
Source: US Census 1990-2010; MAPC Stronger Region Projections 2020-2040; Donahue Institute for Municipalities Outside MAPC Region

HOUSEHOLD COMPOSITION

More than population data, the number and type of households within a community correlate to unit demand; with each household residing in one dwelling unit, regardless of the number of household members. The number of households have steadily increased by 27% between 1990-2000, and by 25% between 2000-2010.

The Census Bureau ACS data for 2016 estimates a slight decline of 2%. MAPC household projections indicate continued steady growth of 17% between 2010-2020, and 14% between 2020-2030. As the next chart will show, the regional, State, and national trend of declining average household size holds true in Middleton as well. Steady population growth together with declining average household size plays a role in increasing the number of future projected households as well as future demand for additional housing units.

Figure 4 Middleton Recent and Projected Households, 1990-2030



HOUSEHOLD SIZE

When examining average household size, Middleton experienced a 22% increase between 1990-2000, and since then it has declined. Between 2000-2010, it dropped 6% from 3.3 to 3.1 persons per household. According to projections, average household sizes are to continue regional trends of declining by 11% between 2010-2020 to 2.8, and an 8% decline between 2020-2030 to 2.6.

When looking at Middleton and nine comparison communities, ACS 2012-2016 data shows that Middleton has the fourth highest average household size, fourth highest owner-occupied household size, and the highest renter-occupied household size.

Figure 5 Average Household Size with Projections – Middleton, 1990-2030

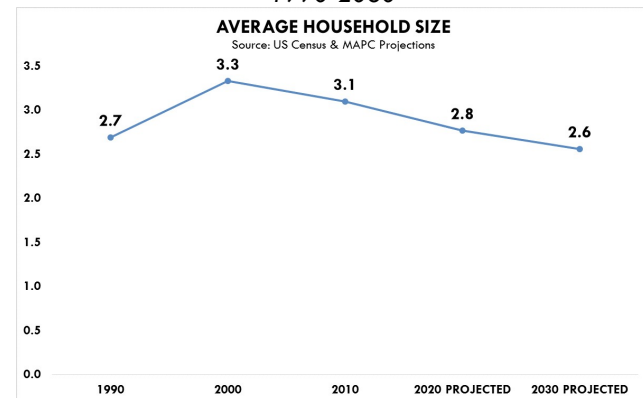


Figure 6 Average Household Size by Tenure – Middleton & Comparison Communities, 2012-2016

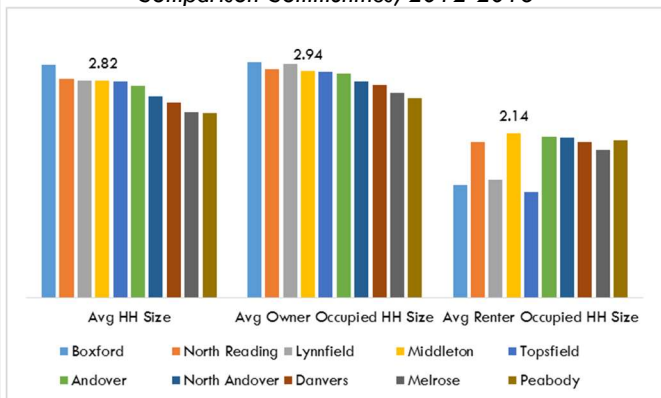


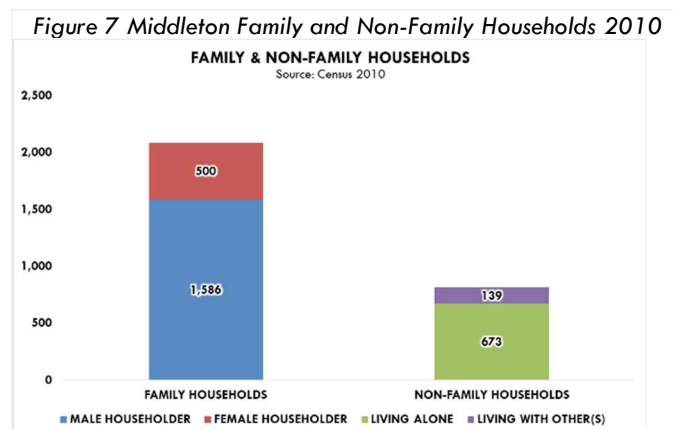
Table 1 Average Household Size by Tenure – Middleton & Comparison Communities, 2012-2016

Community	Average Household Size	Average Owner Occupied Household Size	Average Renter Occupied Household Size
Boxford	3.03	3.06	1.46
North Reading	2.84	2.97	2.02
Lynnfield	2.82	3.04	1.53
Middleton	2.82	2.94	2.14
Topsfield	2.81	2.93	1.37
Andover	2.75	2.91	2.09
North Andover	2.62	2.81	2.08
Danvers	2.54	2.76	2.02
Melrose	2.41	2.66	1.92
Peabody	2.4	2.59	2.05
Source: ACS 2012-2016			

FAMILY AND NON-FAMILY HOUSEHOLDS

Different household types typically have different housing needs or preferences. For example, a married couple with children would typically desire a larger home than a single person. Seniors may want to downsize from large single-family homes that require maintenance. Younger people may want a small unit to live in or one with several bedrooms so that they can live with roommates. A municipality's composition of household types can indicate how well suited the existing housing inventory is to residents. Middleton's 2,998 households can be divided into families and non-families. The former includes any household with two or more related (by blood or marriage) persons living together, and the latter includes single person households and pairs or groups of unrelated people living together.

According to best available Census 2010 counts on family and nonfamily households (as opposed to ACS estimates), of the total 2,998 households¹¹, 68% were family households and 32% were non-family households. According to Census 2010 data, 76% of its family households have male householders, and 83% of its non-family households are individuals living alone. Compared with neighboring communities, Middleton has the fourth highest proportion of its households as family households (68%)



¹¹ There will be differences in figures such as the number of total households depending on whether actual US Census 2010 counts are available, or more recent US Census American Community Survey estimates.

Table 2 Family and Non-Family Households, Census 2010

Community	Total HHs	Non-Family HHs	Family HHs	% Non-Family HHs	% Family HHs
Topsfield	2,237	924	1,313	41%	59%
Andover	12,369	4,955	7,414	40%	60%
North Andover	11,136	4,074	7,062	37%	63%
Boxford	2,707	973	1,734	36%	64%
Lynnfield	4,529	1,559	2,970	34%	66%
North Reading	5,422	1,833	3,589	34%	66%
Middleton	2,998	964	2,034	32%	68%
Melrose	11,481	3,579	7,902	31%	69%
Danvers	10,624	3,114	7,510	29%	71%
Peabody	21,467	5,293	16,174	25%	75%

Source: Census 2010

HEAD OF HOUSEHOLD BY AGE

In addition to household type, the age of head of households can indicate demand for particular unit types and sizes. As of the 2010 Census, 39% of the heads of households in Middleton were aged 45-59. MAPC's projections estimate that Middleton will see a decrease in that age cohort as well decreases in younger heads of households. **However, Middleton will see an increase in heads of households aged 60 and older, with this age cohort comprising 57% of heads of households by 2030** in a Stronger Region scenario, as shown in Figure 8 and Table 3 below.

Figure 8 Head of Household by Age in Middleton, MAPC Projections 2010-2030

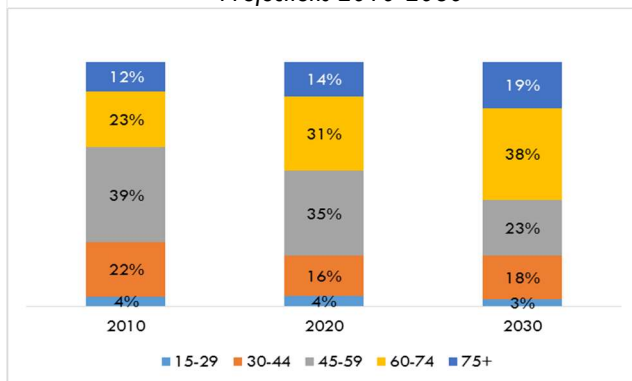


Table 3 Head of Household by Age in Middleton, MAPC Projections 2010-2030

Age Group	HH 2010 Census	HH 2020 MAPC SR	HH 2030 MAPC SR
15-29	109	146	111
30-44	648	576	732
45-59	1,126	1,219	930
60-74	659	1,072	1,537
75+	355	493	778

RACE AND ETHNICITY

According to ACS 2016 estimates, 84% of Middleton's population is white, non-Hispanic, 9.8% is Latino/ Hispanic (of any race), almost 3% is African-American, 1.6% is of another race, and 1.5% is Asian-American.

Figure 9 Race and Ethnicity, 2016



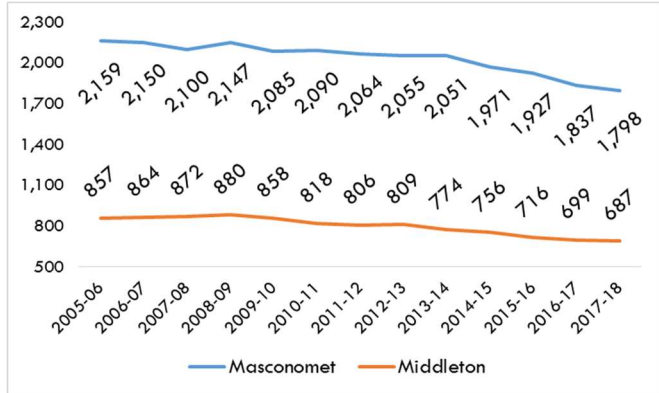
EDUCATION

ENROLLMENT

In terms of Middleton public schools, the Masconomet Regional School district serves the towns of Boxford, Middleton and Topsfield, for Middle and High Schools, known informally as the Tri-Town area. Masconomet Regional High School and Masconomet Regional Middle School are located in the same complex at 20 Endicott Road in Boxford, Massachusetts.

The town has two elementary schools, part of the Tri-Town District along with Topsfield and Boxford, with the Fuller Meadow School (PK to Grade 2) and the Howe- Manning School (Grade 3 to Grade 6).

Figure 10 School Enrollment, Middleton & Masconomet 2005-2018



Enrollment in the Masconomet Regional School District (also known as Tri-Town) has decreased by 17% between 2005-2018 from 2,159 students to 1,798 students. The Middleton School District's enrollment decrease by 20% between 2005-2018 from 857 students to 687 students.

For more information, please refer to "The Waning Influence of Housing Production on Public School Enrollment", which is an October 2017 research brief by MAPC at the following URL: <https://www.mapc.org/enrollment/>. It is an analysis of 243 public school districts from 2010 to 2016, and also included an examination of four background studies over the last 15 years. The following are noteworthy excerpts:

"The permits don't produce the pupils."

"We found no relationship between housing production rates and enrollment growth rates for the 234 districts we studied."

"Urban districts are growing while suburbs are contracting."

The composition of Middleton's public schools has also changed during the last 12 years, as shown in Table 4. The proportion of low-income students has increased from 3% in 2005-2006 to 6% in the last few years where there was available data in 2009-2014. The Massachusetts Department of Elementary and Secondary Education removed the low-income designation in 2014 and introduced a new metric, Economically Disadvantaged, which cannot be directly compared to the previous low-income data. Low-income was defined by eligibility for free or reduced-price meals under the U.S. Department of Agriculture's (USDA) school nutrition program. The economically disadvantaged metric is based on a student's participation in one or more of the following State-administered programs: the Supplemental Nutrition Assistance Program (SNAP); the Transitional Assistance for Families with Dependent Children (TAFDC); the Department of Children and Families' (DCF) foster care program; and MassHealth (Medicaid).¹²

Middleton's proportion of students of color has increased steadily each year from 5.5% in 2005-06 to 12% in 2017-18. A much smaller percentage of students are English language learners as well as limited English proficiency. English language learners have stayed the same from 1% in 2005-06 to 1% in 2017-18, and those with limited English proficiency have increased from 3% to 3.6% in the same period of time.

¹² Massachusetts Department of Elementary and Secondary Education. "Redefining Low-income - A New Metric for K-12 Education Data." <http://www.doe.mass.edu/infoservices/data/ed.html>

Table 4 Middleton & Masconomet K-12 Students of Color & Economically Disadvantaged, 2005-2018

School Year	Middleton				Masconomet			
	% Limited English Proficiency	% English Language Learner	% Low Income	% Minority	% Limited English Proficiency	% English Language Learner	% Low Income	% Minority
2005-06	2.9	0.7	3	5.5	0.2	0.1	1.7	5.3
2006-07	3.6	0.9	3.8	6.2	0.5	0.3	0.9	5.4
2007-08	3.9	0.8	3.7	5.8	0.4	0.2	1.7	5.7
2008-09	4.1	0.8	4	7.3	0.5	0.1	2.5	5.7
2009-10	4.4	1.5	3.3	7.6	0.3	0.1	1.3	5.9
2010-11	4.9	2.6	4.8	7.8	0.4	0.2	2.1	5.6
2011-12	4.3	1.9	5.7	8.4	0.4	0.2	3.2	4.7
2012-13	4.3	0.9	6.6	8.5	0.6	0.3	3.6	5.1
2013-14	3.7	0.9	5.8	9.7	0.6	0.3	3.1	5.6
2014-15	3.8	1.5	blank	11.2	0.7	0.3	blank	5.7
2015-16	3.6	1.4	blank	13.4	1.3	0.5	blank	7.1
2016-17	4.6	1.1	blank	13.6	1.4	0.3	blank	7.8
2017-18	3.6	0.9	blank	11.8	1.2	0.4	blank	8.6

EDUCATIONAL ATTAINMENT

Approximately 40% of the population over 25 years old has a bachelor's or advanced degree. Of those, 11% have a master's degree, 4% have a professional degree and 1% have a doctorate. When compared to Essex County, Middleton is comparable with regards to educational attainment.

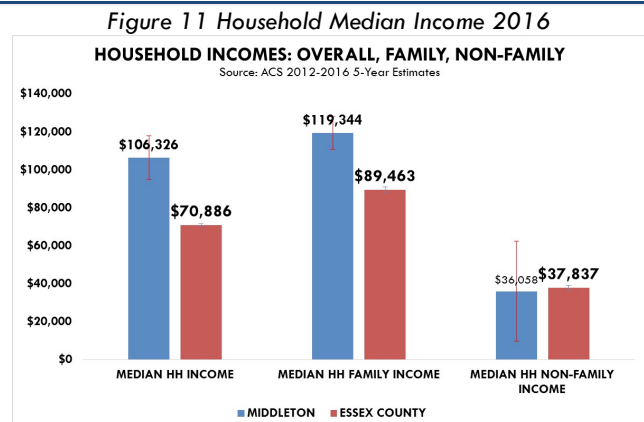
Table 5 Educational Attainment, ACS 2013-2017

Community	% Associate's	% Bachelor's	% Master's	% Professional	% Doctorate
Middleton	9	24	11	4	1
Essex County	8	23	12	2	2

HOUSEHOLD INCOME

Household income is an important determinant of how much a household can afford to pay for their dwelling unit, either to rent or own, and whether that household is eligible for housing assistance.

According to ACS 2016 estimates, Middleton's overall median household income is \$106,326, which is higher than that of surrounding Essex County's \$70,886. The Town's median family household income of \$119,344 is higher than its overall median and of surrounding Essex County. The median non-family household incomes for the Town and Essex County are noticeably lower but due to a very large margin of error for that particular data point, one cannot reliably determine exactly by how much.



According to the ACS 5-Year Estimates 2013-2017, the median household income in Middleton is \$107,727. The median family income is higher at \$125,769 and the median non-family income is significantly lower at \$54,605. However, the margin of error for the median non-family income is high and must be used with caution. As shown in figure 7, 83% of Middleton's non-family households are individuals living alone. Among its comparison communities, Middleton is in the middle and comparable to them.

Figure 12: Median Household Income, Middleton & Comparison Communities, ACS 2013-2017

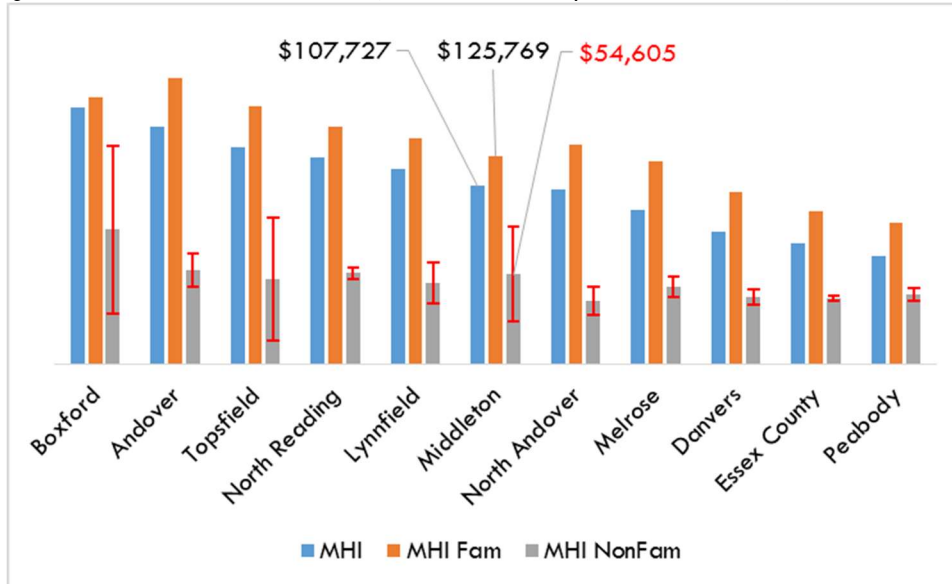
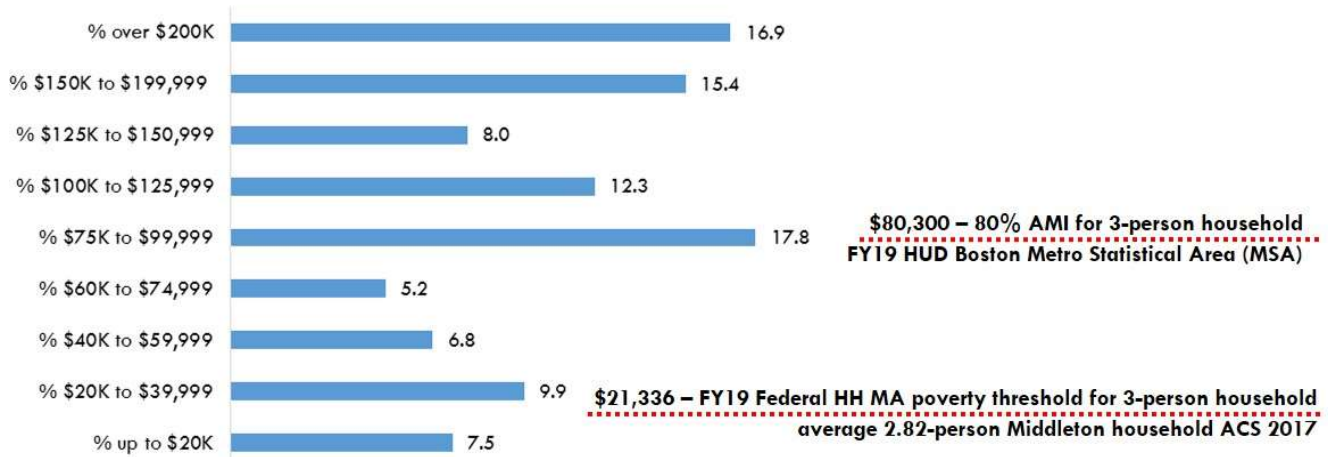


Table 6 Margins of Error for Median Household Income, ACS 2013-2017

Community	MHI	MHI ME	MHI Fam	MHI Fam ME	MHI NonFam	MHI NonFam ME
Boxford	\$155,034	\$30,630	\$160,982	\$26,553	\$81,429	\$50,377
Andover	\$143,292	\$7,925	\$172,684	\$7,797	\$57,071	\$9,916
Topsfield	\$131,387	\$14,580	\$155,820	\$30,981	\$51,452	\$36,773
North Reading	\$124,750	\$7,866	\$143,039	\$11,783	\$55,094	\$3,388
Lynnfield	\$117,706	\$6,124	\$136,221	\$19,623	\$49,482	\$12,247
Middleton	\$107,727	\$12,804	\$125,769	\$13,354	\$54,605	\$28,851
North Andover	\$105,661	\$5,352	\$132,674	\$9,389	\$38,476	\$8,692
Melrose	\$93,434	\$6,277	\$122,783	\$8,522	\$47,137	\$6,149
Danvers	\$79,795	\$6,515	\$104,293	\$5,428	\$40,466	\$4,678
Essex County	\$73,533	\$773	\$92,091	\$1,392	\$39,969	\$1,513
Peabody	\$65,085	\$2,600	\$85,700	\$6,800	\$42,286	\$3,506

As Figure 13 shows, approximately 17.4% of Middleton's households earn less than \$40,000 in income, with 7.5% earning less than \$20,000. Middleton households earning between \$40,000 and \$74,999 account for 12% of households while, 70.1% of households earn \$75,000 or more. For comparison purposes, the Federal poverty threshold for an average 2.82-person Middleton household is a household earning \$21,336.

Figure 13: Middleton Household Income Distribution

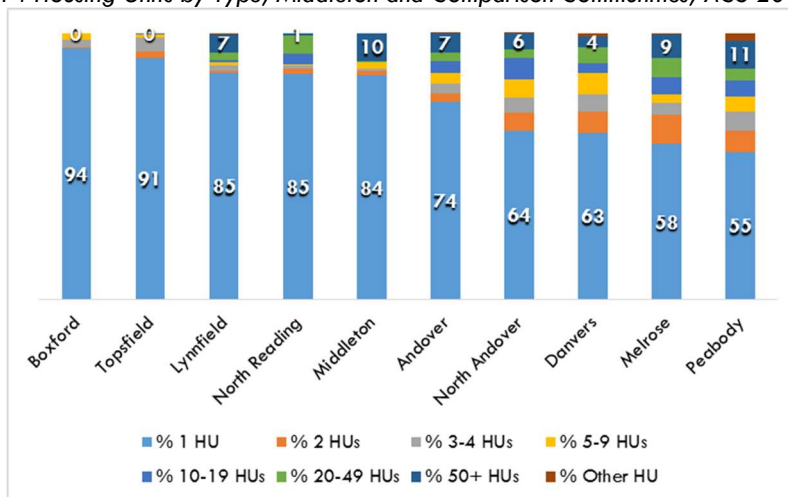


Housing Stock

TYPE AND AGE

The majority of Middleton housing units are single-family homes, with multi-family and other housing¹³ comprising only 16% of the housing.

Figure 14 Housing Units by Type, Middleton and Comparison Communities, ACS 2013-2017

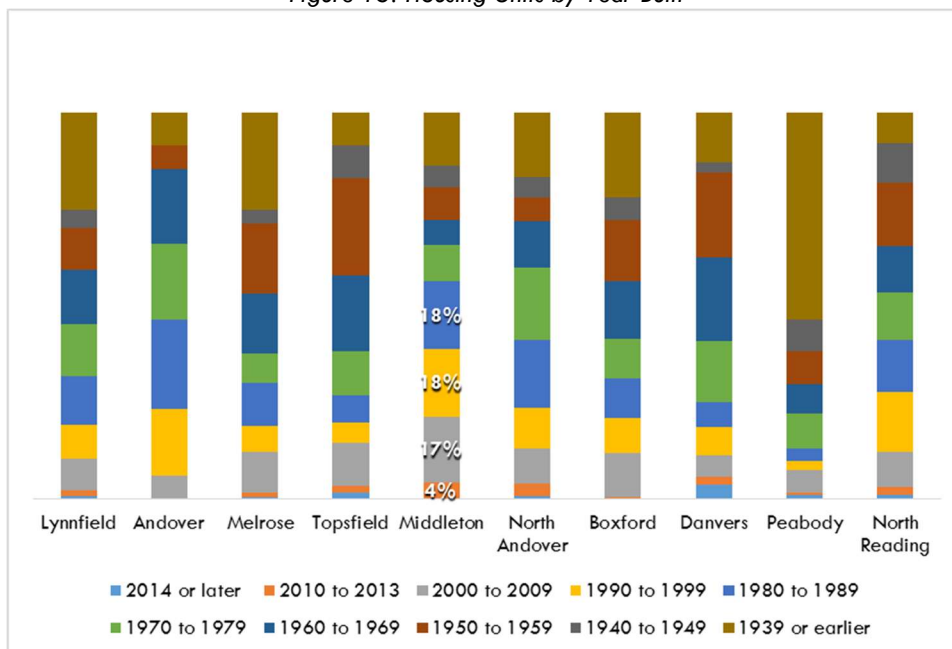


Although single-family housing comprises the majority of housing in the comparison communities, the proportion of single-family homes is higher in Middleton than in five of its comparison communities. Among these municipalities, single-family homes make up from 55% to 94% of the housing units in each municipality. Compared to Andover, North Andover, Danvers, Melrose and Peabody, Middleton's housing stock offer fewer options for its residents.

Middleton has witnessed a decrease in housing development according to US Census Building Permit Data, with only 4% of the housing stock built between 2010-2013, and 17% built between 2000-2009. The preceding two decades witnessed 36% of its housing stock being constructed.

¹³ Town staff and/or HPP Committee feedback on this housing type chart suggests that the 10% of units reported in this ACS 2013-2017 best available and HPP industry-standard dataset potentially might be the correctional facility. Due to the limitations of the dataset, it is not possible to corroborate this.

Figure 15: Housing Units by Year Built



TENURE

In terms of housing tenure, of the Town's estimated 2,853 households (occupied housing units) as of 2016, 85% are owner-occupied households and 15% are renter-occupied households. Most of the households are single-family structures (84%). Approximately 75% of the Town's total households are owner occupied single-family homes, 9% are renter-occupied single family homes, 10% are owner-occupied condominium units, and 6% are renter-occupied apartments or condo units.

Figure 16 Middleton Housing Tenure by Type

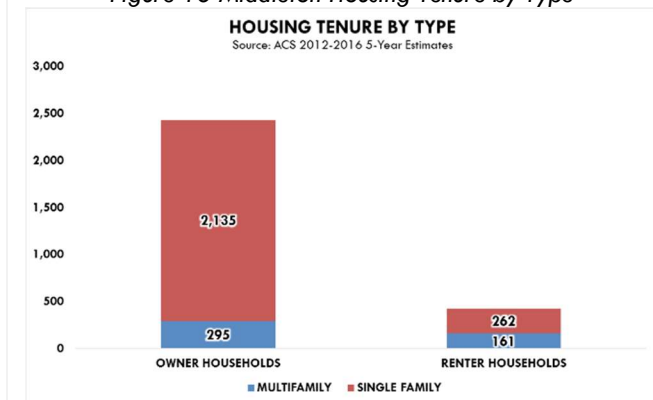
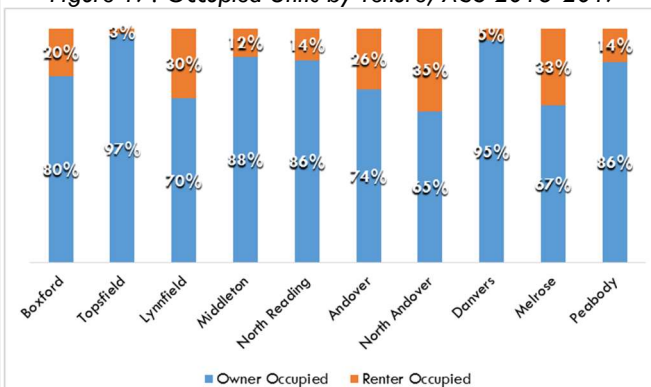


Figure 17: Occupied Units by Tenure, ACS 2013-2017



In Middleton, the likelihood of homeownership generally decreases with age, particularly after the age of 65 years old. As Middleton's population ages, as indicated in the projections there might be demand in the Town for appropriate rental stock available to meet that projected demand.

Figure 18: Housing Tenure by Age of Householder, Middleton

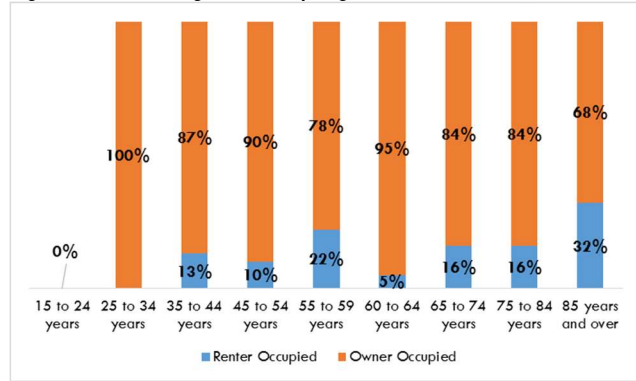
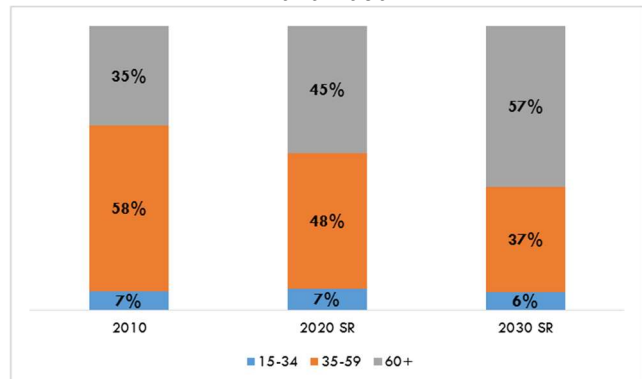


Figure 19: Proportion of Householders by Age in Middleton 2010-2030



According to the ACS 5-Year Estimates for 2013-2017, 86% of Middleton's population lived in the same house one year ago, or approximately 1 out of 10 residents moved in the previous year.¹⁴ This is the highest percent compared to comparison communities. This may be indicative of limited opportunities in the housing market. Across the Commonwealth 86.8% of residents lived in the same house one year ago, showing a comparable statistic.

Figure 20: Share of Population Living in Same House 1 Year Ago, Middleton & Surrounding Communities

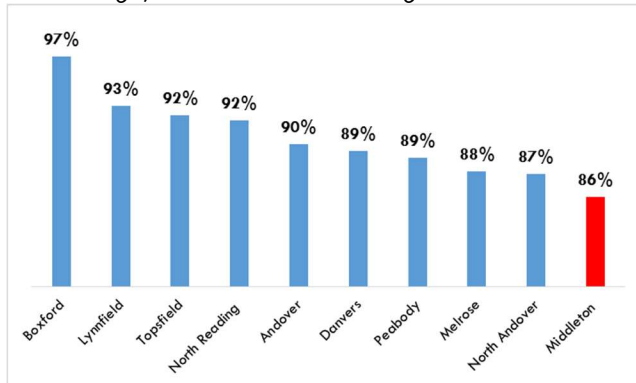
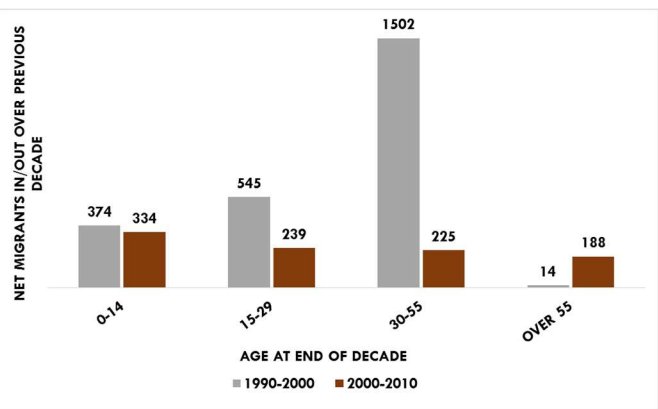


Figure 21: Middleton Net Migration Trend 1990-2010



As shown in Figure 21, between 1990 and 2010, Middleton lost population for the age cohorts 15 to 29 (high schoolers, college-aged and young adults) as well as those over 55 (late middle-aged and seniors). This population loss is projected to continue between 2010 and 2020, and into 2030. The rate of out migration is particularly high for those in the 30-55 age cohort. During those same decades, Middleton has increased its population.

VACANCY

According to the 2013-2017 American Community Survey 5-Year estimates, 96.6% of housing units in Middleton are occupied. Middleton's vacancy rate is 3.4%. This is lower than the estimated 9.7% vacancy rate for the Commonwealth.

¹⁴ Estimate is calculated from population aged 1 year and older.

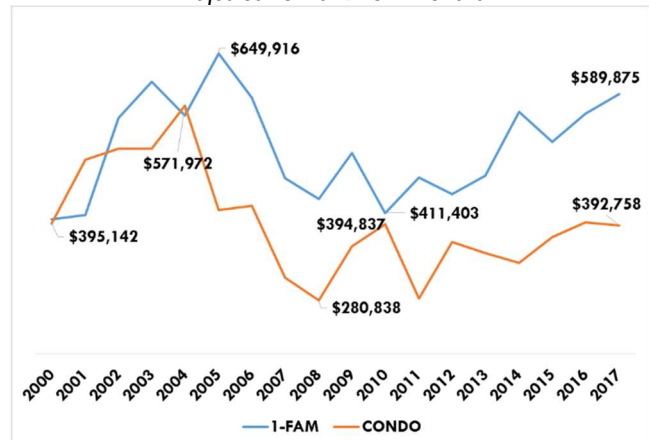
HOUSING MARKET

Housing costs within a community reflect numerous factors, including supply and demand. If the latter exceeds the former, then prices and rents tend to rise. Depending on the income levels of the population, these factors can significantly reduce affordability for both existing residents and those seeking to move in.

SALES PRICES AND VOLUMES

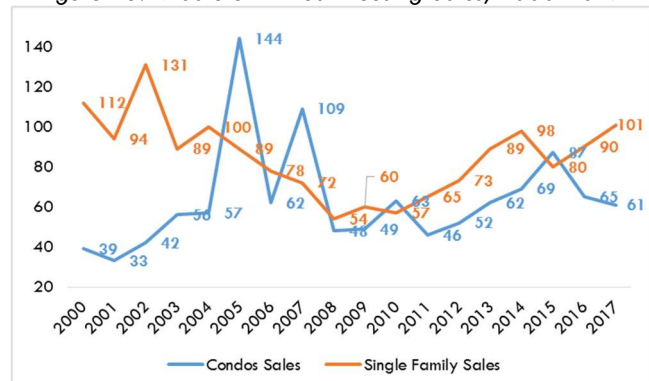
Middleton's median housing sale prices were on the rise in the early 2000s, with single-family median home prices peaking at \$650,000 in 2005 before the Great Recession (December 2007-June 2009), as shown in Figure 22. After which, median sales prices started to steadily increase overall but as of 2017, they still have not exceeded their pre-recession 2005 high with a median sales price of \$590,000 for single families. For median condo sales, the post-recession recovery has not been as steady. As of 2017, median condo sales prices were at \$393,000 have not returned to their pre-recession levels of \$572,000.

Figure 22: Middleton Median Housing Price, 2000-2017 - Adjusted to 2017 CPI Dollars



There were 101 single-family home sales and 61 condo sales in Middleton in 2017. As Figure 23 shows, sales have increased since the low volumes 2008 to 2011, but have not quite reached the levels of the peak years prior to the recession.

Figure 23: Middleton Annual Housing Sales, 2000-2017

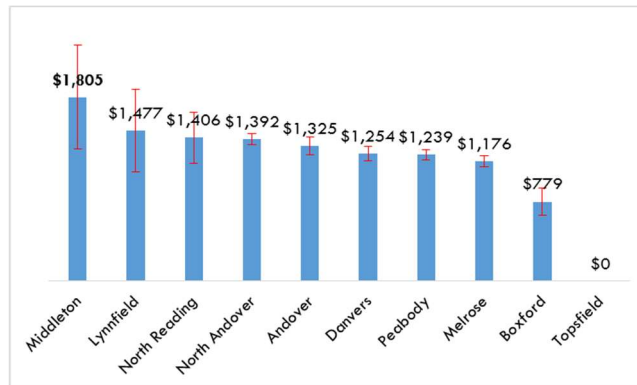


RENT

According to the American Community Survey 5-Year Estimates 2013-2017, median gross rent in Middleton is \$1,805 ± \$512. It has the highest median gross rent for its comparison communities. However, as indicated below, there are high margins of error for Middleton and Lynnfield, so these figures should be regarded with caution. The gross rent estimate for Middleton and its comparison communities shown in Figure 24, represent the monthly cost of contract rent and utilities and fuels if paid by the renter. ACS estimates are the result of monthly sampling and represent the median of rent costs across the spectrum of housing types – and are not necessarily reflective of current market rents.

The median gross rent for Middleton has a margin of error of 28%. As a rule of thumb, margins of error under 15% are considered reliable, between 15% and 30% should be used with caution, and those over 30% are unreliable.

Figure 24: Median Gross Rent, Middleton and Comparison Communities



HOUSING UNITS PERMITTED

According to the Census Building Permit Survey¹⁵, approximately 287 single-family building permits and 0 multi-family building permits were issued in Middleton from 2010 to 2017. Compared to nearby communities, Middleton's total 312 permits was the fourth highest of production overall. It is worth noting that of the comparison communities, Melrose, Andover and Lynnfield produced a high volume of 5-Fam permits which offers their residents more housing options other than single family homes.

Table 7 Housing Units Permitted, Middleton & Comparison Communities, 2010-2017, US Census Building Permit Survey

Housing Units Permitted, Middleton & Comparison Communities, 2010-2017, US Census Building Permit					
	Total Housing Permits	1-Fam Permits	2-Fam Permits	3/4-Fam Permits	5-Fam Permits
Andover	773	37%	5%	6%	52%
North Andover	582	55%	1%	1%	43%
Lynnfield	396	40%	3%	3%	55%
Middleton	312	92%	8%	0%	0%
Melrose	311	19%	1%	1%	78%
Peabody	186	93%	0%	4%	3%
Danvers	176	72%	7%	3%	18%
North Reading	170	100%	0%	0%	0%
Topsfield	127	100%	0%	0%	0%
Boxford	47	96%	4%	0%	0%

¹⁵ The US Census Bureau Building Permits Survey is based on voluntary responses, and if a survey report is not received, missing data on permits for new construction are imputed. Because of this, there oftentimes are discrepancies between the Census permitting information, that of local municipalities' permitting databases and other State or regional permitting information. More information about the survey can be found at this URL: https://www.census.gov/construction/bps/about_the_surveys/

RECENT AND FUTURE DEVELOPMENT

DEVELOPMENT PIPELINE ¹⁶

The following table is a summary of recent and planned developments (2014-2020) from the Town of Middleton's own self-reported data in the MassBuilds.com online database. As of April 2019, the following units have either been built or are planned for. According to this dataset, the Town has built 65 total units, with 102 under construction and 30 planned units within its future development pipeline. These figures include multifamily units (44 completed, 12 under construction and 25 planned) and affordable units (42 completed, 9 under construction, and 0 planned).

Table 8 Summary of Recent & Planned Developments (2014-2020) from Town of Middleton Self-Reported Data in MassBuilds Database

Summary of Recent & Planned Developments (2014-2020) from Town of Middleton Self-Reported Data in MassBuilds Database			
1-Fam Units	Multi-Fam Units	Total Units	Affordable Units
20 completed	44 completed	65 completed	42 completed
90 construction	12 construction	102 construction	9 construction
5 planned	25 planned	30 planned	0 planned

¹⁶ The Town has requested that (due to the limitations of the voluntary and crowd-sourced nature of the HPP industry-standard MassBuilds.com data) its removal, and that it be replaced with more accurate Town Building Department data. This table will remain as a placeholder for the forthcoming Town of Middleton recent and future development pipeline housing units.

Table 9 Town of Middleton Self-Reported Data in MassBuilds Database for Recent & Planned Developments (2014-2020)
to Identify Potential Affordable Residential Units and Market Rate Residential Units to Help the Town Maintain its Chapter 40B Compliance ¹⁷

Residential Development Name	1-Fam Units	Multi-Fam Units	Total Units	Affordable Units	Year Completion	Status	Description	Address
15 Zaloga Way	1	0	1	0	2015	completed	New Res Dwelling-Detached	15 Zaloga Way
12 Old Forest Street	1	0	1	0	2015	completed	Res Dwelling-Detached	12 Old Forest Street
55 School Street	1	0	1	0	2014	completed	New Res Dwelling-Detached	55 School Street
19 Peaslee Circle	0	1	1	0	2014	completed	New residential Res Dwelling-Attached	19 Peaslee Circle
51 School Street	1	0	1	0	2014	completed	New Res Dwelling-Detached	51 School Street
3 Woodbury Lane	1	0	1	0	2014	completed	Res dwelling-detached	3 Woodbury Lane
15 Lake Street	1	0	1	0	2014	completed	New Residential Res Dwelling-Detached	15 Lake Street
57 School Street	1	0	1	0	2014	completed	New Res Dwelling-Detached	57 School Street
47 School Street	1	0	1	0	2014	completed	Res Dwelling-Detached	47 School Street
106 Forest Street	1	0	1	0	2014	completed	New Res Dwelling-Detached	106 Forest Street
49 North Liberty Street	1	0	1	0	2014	completed	Res Dwelling-Detached	49 North Liberty Street
18 Upton Hills Lane	1	0	1	0	2014	completed	Res Dwelling-Detached	18 Upton Hills Lane
2 Martin Road	1	0	1	0	2014	completed	Res Dwelling-Detached	2 Martin Road
17 Peaslee Circle	0	1	1	0	2014	completed	Res Dwelling-Attached	17 Peaslee Circle
108 Forest Street	1	0	1	0	2014	completed	Res Dwelling-Detached	108 Forest Street
16 Upton Hills Lane	1	0	1	0	2014	completed	Res Dwelling-Detached	16 Upton Hills Lane
5 Kassiotis Lane	1	0	1	0	2014	completed	Res Dwelling-Detached	5 Kassiotis Lane
Ohlson Way Subdivision	5	0	5	0	2018	completed	5 lot subdivision	6 Ohlson Way
North Meadows Village	0	42	42	42	2018	completed	42 condominium units, 3-bedrooms, age restricted to over 55, 4 affordable LIP units	11 Cranberry Lane
18 Village Road	0	8	0	0	2018	in construction	4 duplex structures	3 Augusta Way
Essex Woods Estates	9	0	9	9	2018	in construction	9 lot subdivision	6 Leitner Way
Lewis Drive Subdivision	5	4	9	0	2019	in construction	7 lot Subdivision including 5 single family homes and 2 duplexes	4 Lewis Drive
East Meadow Farm	21	0	21	0	2018	in construction	21-lot subdivision for single-family homes	East Meadow Lane
Ridgewood Estates	55	0	55	0	2020	in construction	55-lot single-family subdivision	3 Leblanc Lane
Beech Brook Farms Subdivision	5	0	5	0	2020	planning	5 lot subdivision	161 Essex Street
Old Essex Estates	0	6	6	0	2020	planning	Three duplex residential structures	17 Old Essex Street
97 North Main Street	0	19	19	0	2020	planning	19-unit multi-family townhouse development spread across four buildings	97 North Main Street
Totals	20	44	65	42				
	completed	completed	completed	completed				
	90	12	102	9				
	construction	construction	construction	construction				
	5	25	30	0				
	planned	planned	planned	planned				

Source: MAPC MassBuilds Database as of 04-30-2019; Town-reported, crowd-sourced database

¹⁷ The Town has requested that (due to the limitations of the voluntary and crowd-sourced nature of the HPP industry-standard MassBuilds.com data) its removal, and that it be replaced with more accurate Town Building Department data. This table will remain as a placeholder for the forthcoming Town of Middleton recent and future development pipeline housing units.

PROJECTED HOUSING DEMAND

As part of the assessment of existing and future conditions of housing in Middleton, projected housing demand data was examined. The table and chart show how many new housing units might be needed and how many units will be vacated in Middleton between 2010 and 2020, broken down by age cohort. Increases in demand are the result of new households forming due to declining household sizes, people moving into the community, or increasing preference for certain types of housing. Decreases in demand are the result of people moving out the community, mortality, or decreased preference for a given housing unit type.

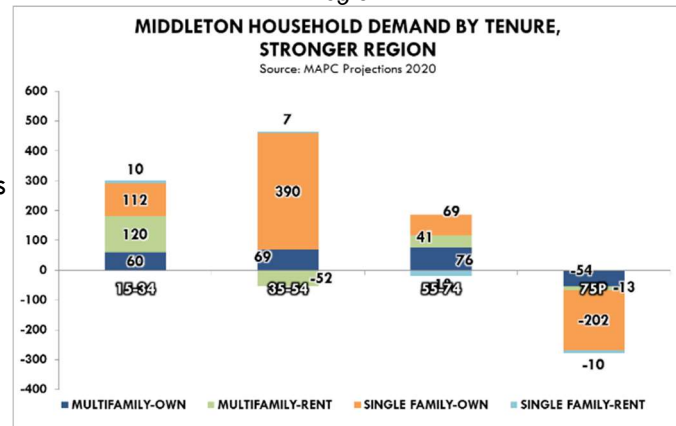
The table and chart show four unit types: multi-family ownership, multi-family rental, single-family ownership, and single-family rental. The projected change in demand by unit type and age cohort is shown. Those aged 15-34 in 2020 will demand housing mainly for single-family ownership and multi-family rental units. Those aged 35-54 in 2020 will overwhelmingly demand single-family ownership units and they will be releasing some multifamily rental units back into the housing supply. Those aged 55-74 in 2020 will be primarily demanding multifamily and single family ownership units. Those aged 75 and over in 2020 will be releasing units of all types back into the market, due to mortality, moving out, or change in status from householder to dependent.

In sum, in 2020 there will be demand for an estimated:

- **151 more multi-family homeownership units and 96 more multi-family rental units, for a net demand of 247 multi-family homes.**
- **369 more single-family homeownership units and 11 more single family rentals, for a net demand of 358 single-family homes.**

The total number of new units demanded will be about 605 units. As the Town encourages housing production, it could consider encouraging an appropriate mix of both single-family and multi-family units – **particularly units that will serve households headed by those who will be 35-54 in 2020.**

Figure 25 Middleton Household Demand by Tenure, Stronger Region



The chart above indicates the net changes in housing demand and households, which is critical to understanding housing production demand. Also important is understanding the big picture; the total number housing of units by type as projected for 2020. Maintenance of the existing housing stock is important in addition to new housing production.

Table 10 Net Projected Housing Unit Demand in 2020

NET PROJECTED HOUSING UNIT DEMAND IN 2020		
TYPE	TOTAL PROJECTED HOUSING UNITS, 2020 (MIDDLETON, MA)	NET PROJECTED HOUSING UNIT DEMAND, 2020 (MIDDLETON, MA)
Multi-Family-Homeownership	780	151
Multi-Family Rental	510	96
Single-Family Homeownership	2,443	369
Single-Family Rental	52	-11
Total	3,785	605

Source: MAPC Population and Housing Demand Stronger Region Projections, 2020

Housing Affordability

HOUSEHOLDS ELIGIBLE FOR HOUSING ASSISTANCE

One measure of affordable housing need is the number of households eligible for housing assistance in a community. Federal and State programs use the Area Median Income (AMI)¹⁸, along with household size, to identify these households. Table 18 below shows U.S. Department of Housing and Urban Development (HUD) income limits for extremely-low (below 30% of AMI), very-low (30-50% of AMI), and low-income (50-80% of AMI) households by household size for the Boston-Cambridge-Quincy Metropolitan Statistical Area (MSA), which includes Middleton. Typically, households at 80% of AMI and below qualify for housing assistance, though there are some exceptions based on household size and program funding.

Because HUD's regulations are in part based on household size, it is important to understand how Middleton's income distribution as a percent of AMI corresponds with this variable. Even though the metropolitan AMI for a family of four people is \$113,300 in FY19, the low-income limit is set below 80% of AMI (\$89,200) because of high housing costs.

Table 11 FY2019 Affordable Housing Income Limits (USD \$), Boston-Cambridge-Quincy Metropolitan Statistical Area (MSA)

FY2019 Income Limit Category	Extremely Low (30%) Income	Very Low (50%) Income	Low (80%) Income
1 Person	24,900	41,500	62,450
2 Person	28,450	47,400	71,400
3 Person	32,000	53,350	80,300
4 Person	35,550	59,250	89,200
5 Person	38,400	64,000	96,350
6 Person	41,250	68,750	103,500
7 Person	44,100	73,500	110,650
8 Person	46,950	78,250	117,750
Source: https://www.huduser.gov/portal/datasets/il/il2019/2019summary.odn			

The most relevant and current information available to understand housing affordability in a municipality is HUD's Comprehensive Housing Affordability Strategy (CHAS) data. CHAS data allows cross tabulation between household type and income status, as well as housing cost burden which is addressed later in this chapter. Household type is determined by the number of persons occupying a unit, family status, and age:

- 62 years and older, family households (2 or more related persons, with either or both ages 62 or over)¹⁹
- 62 years and older, non-family households (1 or 2 persons, non-related, ages 62 or over)
- small family households (2 related persons, neither 62 years of age or over, or 3 or 4 related persons)
- large family households (5 or more related persons)
- all other households (singles, non-related living together, neither 62 years of age or over).

While 2011-2015 CHAS cross-tabulated data is available between household type, income status and housing cost-burden, these estimates are unreliable at the detailed level due to very high margins of error over 30%²⁰. Based on MAPC analysis, due to these very high margins of error associated with the

¹⁸ The US Department of Housing and Urban Development (HUD) calculates the Area Median Income (AMI) for each metropolitan region in the country using the Five-Year ACS estimates starting with the median household income for a family of four as a basis, and then using a formula to adjust for other family sizes. The AMI is calculated for an entire metropolitan region and not for a specific city or community since families are unlikely to limit their housing choices solely to a single city.

¹⁹ The HUD terminology for households 62 years of age and older is "Elderly Family" and "Elderly Non-Family"

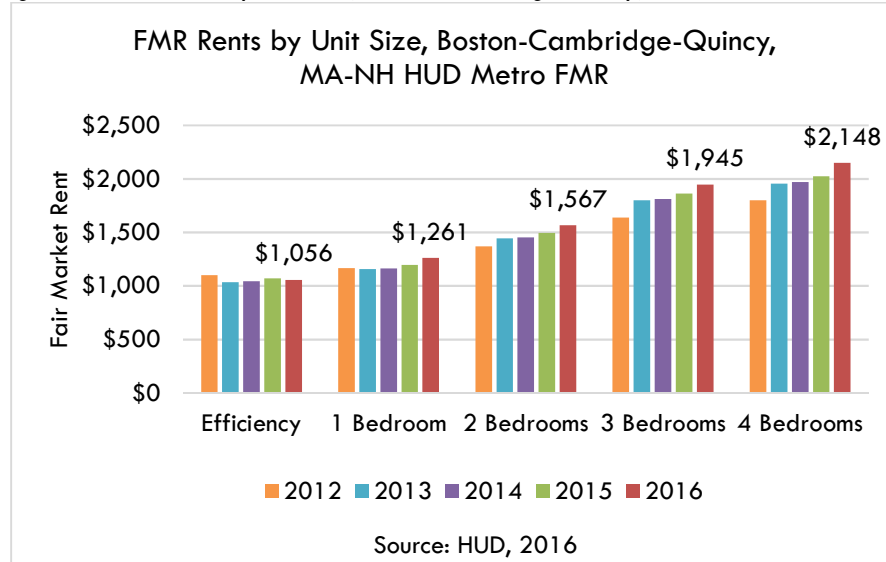
²⁰ Margins of Error: (a) under 15% = reliable; (b) 15%-30% = caution; and over 30% = unreliable.

dataset, this best available dataset cannot be reliable nor cited meaningfully even with caveats in order for it to be useful.

FAIR MARKET RENTS

The following graph is based on best available HUD data for FY2016 Fair Market Rents. Fair Market Rents are defined as the maximum allowable rents (not including utility and other allowances) determined by HUD for subsidized units in the Boston Metropolitan Statistical Area, which includes Middleton. The upward trend reflects the annual adjustment factor intended to account for rental housing demand. Given the constraints on the Greater Boston rental housing market, rising rent is unsurprising and points to the demand for more rental housing at multiple price points. Middleton's median gross rent, according to the 2012-2016 ACS 5-Year estimates of \$1,805 (with a margin of error of $\pm \$512$), is higher than the Fair Market Rents, except for three-bedroom and four-bedroom homes, which could indicate difficulty for smaller families seeking homes. The Middleton median gross rent datum has a margin of error of 28% and should be used with caution.

Figure 26: FMR Rents by Unit Size, Boston-Cambridge-Quincy, MA-NH HUD Metro FMR



CURRENT MGL CHAPTER 40B SUBSIDIZED HOUSING INVENTORY

Under M.G.L. Chapter 40B, affordable housing units are defined as housing that is developed or operated by a public or private entity and reserved for income-eligible households earning at or below 80% of AMI. Units are secured by deed restriction to ensure affordability terms and rules. All marketing and placement efforts follow Affirmative Fair Housing Marketing guidelines per the Massachusetts Department of Housing and Community Development (DHCD) (see Appendix A).

Housing that meets these requirements, if approved by DHCD, is added to the Subsidized Housing Inventory (SHI). Chapter 40B allows developers of low- and moderate-income housing to obtain a Comprehensive Permit to override local zoning and other restrictions if less than 10% of a community's housing is included on the SHI or if less than 1.5% of the municipality's land area is dedicated to affordable housing.

With **151 affordable units** out of 3,011 total 2010 Census units, **Middleton's SHI was 5.01%** as of October 16, 2017 ²¹ (see DHCD excerpt in table below). As of October 2017, the Town of Middleton is **below the minimum 10% threshold** that is needed **to be exempt from the Chapter 40B comprehensive permit process**. The Town may want to consider: (a) the minimum 10% requirement may not address all of the Town's cost-burdened households; and (b) the Town's current 5.01% percent could change as the Town continues to grow in the future, as will be determined with the completion of the 2020 Census, which will affect the denominator for making the new calculation.

Subsidized Housing Inventory (SHI)

According to DHCD, Middleton's SHI rate is 5.01%, as of October 16, 2017 ²² (151 total units). Middleton is home to 3 properties that include a total of 72 units that are affordable in perpetuity. Of these, 66 are rentals, and 6 are ownership units. In terms of SHI units that are not protected in perpetuity and can expire, there are 2 properties totaling 55 rental units. The 44 units at Oak Knoll expire in 2019, were built with a Chapter 40B Comprehensive Permit, and were subsidized by the USDA Rural Housing Service (RHS)²³. There are 11 units at Middleton House that expire in 2025, and were subsidized by US HUD. The expirations of these two properties were discussed at one of the Middleton HPP Advisory Committee meetings during the HPP planning process to advise the Town to endeavor to preserve these affordable units. Lastly, there are 24 rental Department of Developmental Services (DDS) units in group homes that appear on the Town's SHI, and are classified as "not applicable" with regards to potential expiration of their affordability.

Table 12 Summary of SHI Units by Tenure and Protections

Summary Table of Town of Middleton SHI Units by Housing Tenure & Affordability Protections				
Protection	Ownership units	Rental units	Other / DDS Group Homes	Totals
Perpetuity	6	66	0	72
Affordability Expiration	0	55	0	55
Not Applicable	—	24 DDS Groups Homes	—	24
Totals	6	145	0	151
Source: DHCD Chapter 40B Subsidized Housing Inventory as of October 16, 2017 on website https://www.mass.gov/files/documents/2017/10/10/shiinventory_0.pdf				

Because the SHI is determined using the total number of housing units from the most recent decennial Census (the denominator), the number of SHI units (the numerator) must increase as the number of market rate units increases in order to preserve — nevermind exceed — the current proportion. Of course, if affordable units are lost, then the SHI drops.

Further, because M.G.L. Chapter 40B allows 100% of units in rental projects developed by a comprehensive permit, where at least 20-25% of units are deed-restricted for households earning at or below 80% of AMI, to count towards the SHI (including the 75% that are market rate), the actual number of affordable units in a given community is lower than the inventory indicates.

²¹ Source: DHCD Chapter 40B Subsidized Housing Inventory as of October 16, 2017 on website https://www.mass.gov/files/documents/2017/10/10/shiinventory_0.pdf

²² Source: DHCD Chapter 40B Subsidized Housing Inventory as of October 16, 2017 on website https://www.mass.gov/files/documents/2017/10/10/shiinventory_0.pdf

²³ More information about the RHS is available at their website at URL <https://www.rd.usda.gov/about-rd/agencies/rural-housing-service>.

Table 13 Excerpt from DHCD October 16, 2017 SHI Inventory for Town of Middleton

Community	2010 Census Year Round Housing Units	Total Development Units	SHI Units	%
Middleton	3,011	173	151	5.01%

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY							
Middleton	DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit? Subsidizing Agency
	1973	n/a	Orchard Circle	Rental	54	Perp	Yes DHCD
	1974	n/a	Memorial Dr (or Locust St)	Rental	12	Perp	Yes DHCD
	1975	Middleton House	59 North Main St.	Rental	11	2025	No HUD
	3809	Oak Knoll	61 North Main St	Rental	44	2019*	Yes RHS
	4369	DDS Group Homes	Confidential	Rental	24	N/A	No DDS
	9754	Maple Street Condominiums	Sheldon Circle	Ownership	6	Perp	YES MassHousing
Middleton Totals					151	Census 2010 Year Round Housing Units	3,011
						Percent Subsidized	5.01%

10/16/2017

This data is derived from information provided to the Department of Housing and Community Development (DHCD) by individual communities and is subject to change as new information is obtained and use restrictions expire.

Source: https://www.mass.gov/files/documents/2017/10/10/shiinventory_0.pdf

FORECLOSURE

Based on best available data, foreclosures in Middleton declined between 2007-2012. In Middleton, foreclosures peaked at 16 in 2007 and decreased over the subsequent years to 8 in 2012. Compared to other nearby communities, Middleton's 8 foreclosures in 2012 place it in the middle. It is important to track this information because as homes become foreclosed, households are forced to relocate, often increasing demand for affordable housing options.

Figure 27: Middleton Foreclosure Deeds & Sales Activity, 2007-2018 - TBF, Warren Group, MA Div of Banks

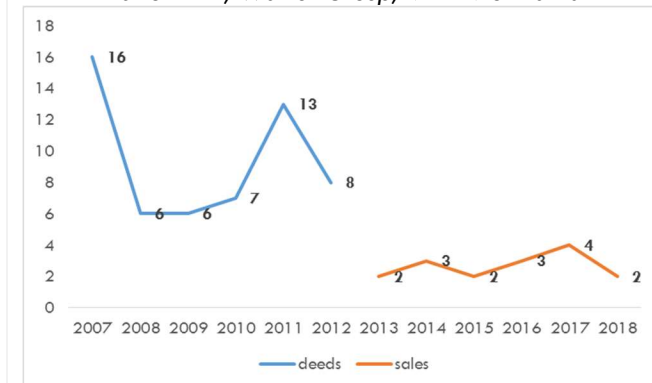
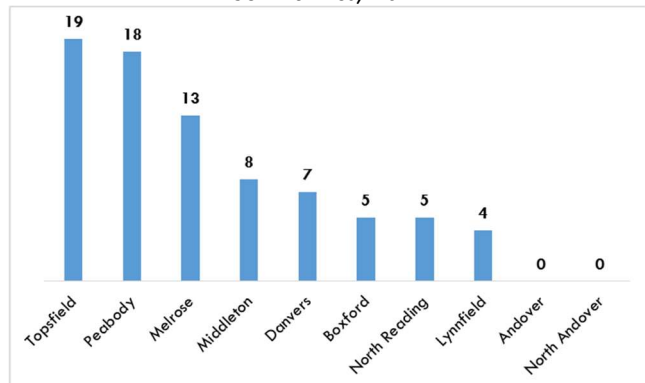


Figure 28: Foreclosure Deeds, Middleton & Comparison Communities, 2012



HOUSING COST BURDEN

Another method to determine whether housing is affordable to a community's population is to evaluate households' ability to pay their mortgage or rent based on their reported gross household income. Households that spend more than 30% of their gross income on housing are considered to be housing cost-burdened, and those that spend more than 50% are considered to be severely cost-burdened. HUD considers a rate of 30% or higher cost-burdened households and 15% severely cost-burdened households to pose a significant issue for a community. Middleton has the second highest rate of cost burden among its comparison communities, with an estimated 35% of all households experiencing cost-burden.

Figure 29 Middleton Cost-Burdened Households, ACS 2013-2017

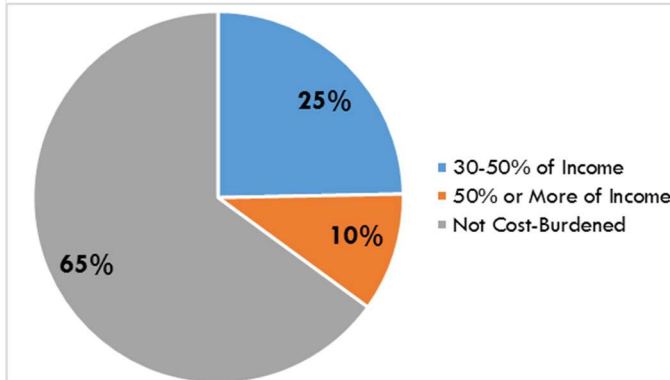
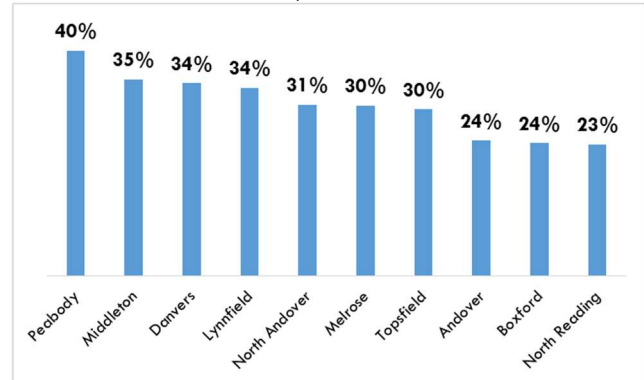


Figure 30: Cost-Burdened Households, Middleton & Comparison Communities, ACS 2013-2017



As explained in the initial Data Sources section of the report, the best available and HPP industry-standard CHAS 2011-2015 dataset for detailed cost-burdened households has very high margins of error associated with it. Any detailed information regarding the percentage of cost-burdened renter and owner households as well as types of households (family, non-family, senior, etc.) have margins of error in excess of 30%. For the purposes of documenting that this HPP industry-standard dataset was considered, it is advisable to keep this explanatory section of the report.

MIDDLE-INCOME HOUSING PROBLEMS

CHAS data also indicates the extent to which middle-income households (those earning 80-120% of AMI) suffer from housing problems. A household is said to have a housing problem if it has one or more of the following problems:

1. housing unit lacks complete kitchen facilities,
2. housing unit lacks complete plumbing facilities,
3. household is overcrowded (more than one person per room), and/or
4. household is cost-burdened.

Once again, the best available CHAS 2011-2015 data set for middle-income households had very high margins of error associated with it, and cannot be reliable nor cited meaningfully even with caveats in order to be useful.

DEVELOPMENT CONSTRAINTS

In Middleton, residential development is influenced by various factors pertaining to the natural and built environments; regulatory and municipal barriers; capacity limitations; and the broader planning context. Based on community input, Town staff and stakeholders identified the following potential barriers to housing development and affordability:

- Natural & Built Environment
 - Limited amount of land available for development
 - Car-dependent Town with lack of alternate transit modes
 - Limited water and sewer capacity
- Regulatory & Municipal Barriers
 - Restrictive minimum lot size requirements
 - Limitation of multi-family development through special permitting
- Capacity Limitations
 - Limited financial resources for affordable housing creation
 - Limited Town Planning capacity
- Broader Planning Context
 - Community desire to maintain Town character and preserve open space

Building on these concerns, this section provides an overview of Middleton's land use development patterns, environmental constraints, and municipal infrastructure limitations that may impact the creation of affordable housing.

Natural & Physical Constraints

WATERSHED AREAS, WETLANDS AND FLOOD HAZARDS

Middleton comprises a total of 9,265 acres including water, or 8,994 acres of land area. There are 1,935 acres of wetlands (21% of the total land area) and 271 acres of water, which includes Middleton Pond and Creighton Pond. Approximately, 1,280 acres of land (14% of the total) fall within the 100-year floodplain²⁴, while 693 acres (7% of the total) fall within the 500-year floodplain²⁵. The following table summarizes these acreages and their sources. Figures 32 (Environmental Conservation and Protection Areas), 33 (Flooding and Hazard Areas), and 34 (Protected Water Sources) illustrate the extent of these natural resource areas in Middleton.

Table 14 Summary of Watershed Areas, Wetland, and Flood Hazards

Summary of Watershed Areas, Wetlands, and Flood Hazards Middleton, MA	Acres	Percent of Town Area
Town Acres		
total land area	9,265	100%
excluding water	8,994	97%
Water Acres		
water bodies	271	3%
wetlands, forested	1,207	13%
wetlands, non-forested	728	8%
Floodplains		
100-year floodplain	1,280	14%
500-year floodplain	693	7%
Sources: MassGIS, MAPC, MassDEP, USGS, FEMA National Flood Hazard		

²⁴ A 100-year flood is a flood event that has a 1.0% probability of occurring in any given year.

²⁵ A 500-year flood is a flood event that has a 0.2% chance of occurring in any given year.

PROTECTED OPEN SPACE & HABITATS ²⁶

Permanent open space protected in perpetuity covers 1,023 acres (11% of the total land area). Middleton has two main biodiverse areas identified by the State's BioMap2 Project totaling 3,094 acres (784 acres of which are protected) and two main Critical Natural Landscape areas (2,284 acres; 698 of which are protected), which partially overlap with some BioMap2 Core Habitat areas. Middleton comprises habitats for four State-listed plant or animal species of conservation concern including: 2 birds, 2 reptiles, and 2 amphibians. See Figure 31 for environmental conservation and protection areas.

MUNICIPAL INFRASTRUCTURE

WATER & SEWER

Middleton has four ground water wells. These sources serve residents and businesses in Middleton. The southernmost ground well near South Main Street and the Ipswich River is located within DEP Approved Zone II. Each well has a Zone I of 400 feet²⁷. The wells are located in an aquifer with a high vulnerability to contamination. Zone II's are bounded by groundwater divides which result from pumping the well and by the contact of the aquifer with less permeable materials such as till or bedrock (resulting in an irregular shape).

Homes and businesses in Middleton are almost entirely dependent on on-site septic wastewater processing involving standard septic designs or alternative sewage package treatment plants. A small portion of the town does tie into the South Essex Sewer District. Health issues pertaining to on-site septic systems are managed by the Town's Department of Public Health. As is mentioned in the goals/strategies and recommendations sections of Middleton's HPP, proactively addressing the limitations of septic systems for housing production is something the Town could consider embarking on in order to continue to allow existing residents to age in place, and provide housing options to their adult children and elderly parents.

²⁶ Sources: MassGIS, DFG, MassDEP, http://maps.massgis.State.ma.us/dfg/biomap/pdf/Town_core/Middleton.pdf

²⁷ For more information on the Mass DEP Wellhead Project Areas, and the buffers referenced for the Zones, please visit URL: <https://docs.digital.mass.gov/dataset/massgis-data-massdep-wellhead-protection-areas-zone-ii-zone-i-iwpa>

Figure 31: Environmental Conservation and Protection Areas, and Flood Hazard Areas

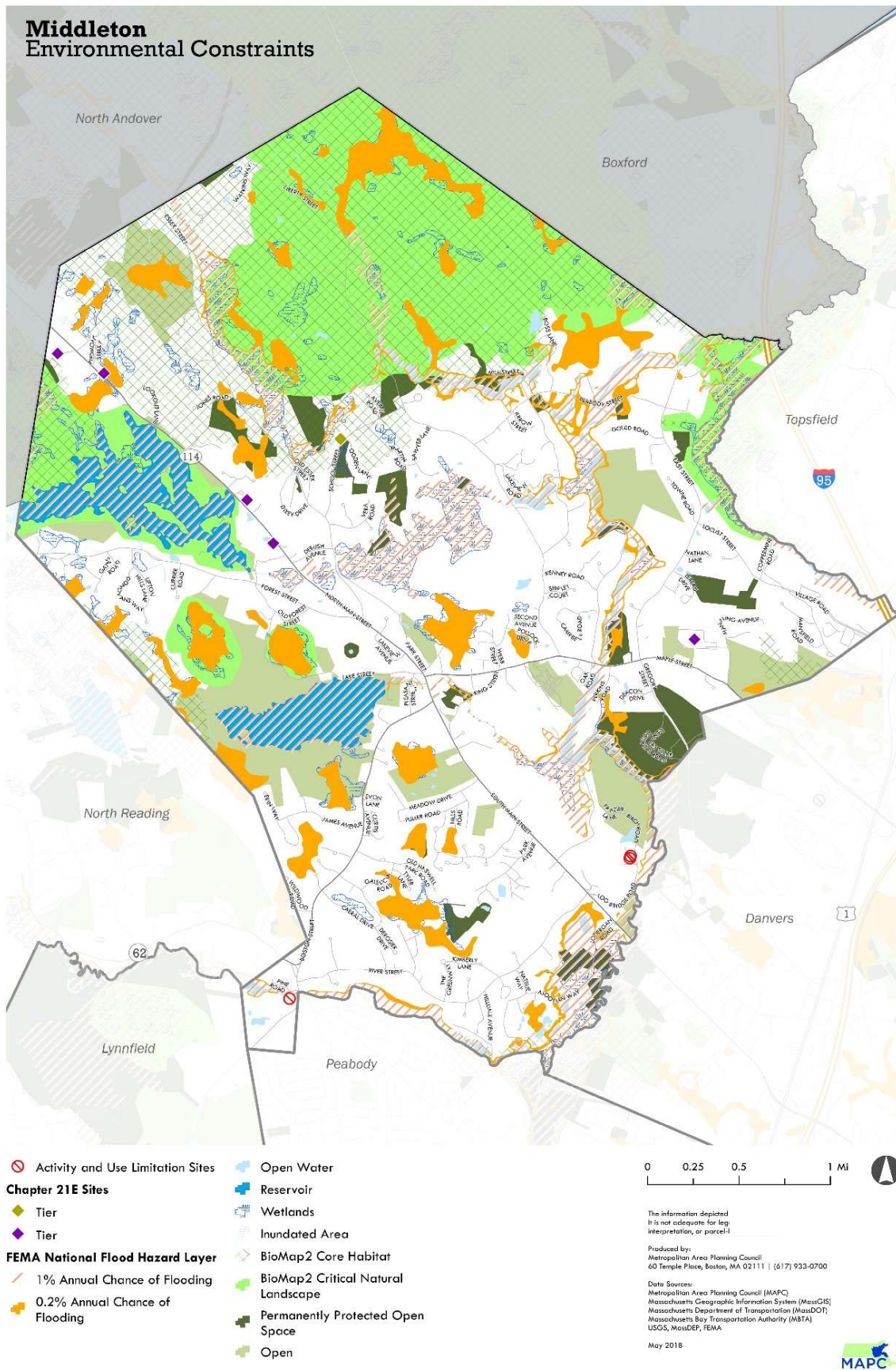
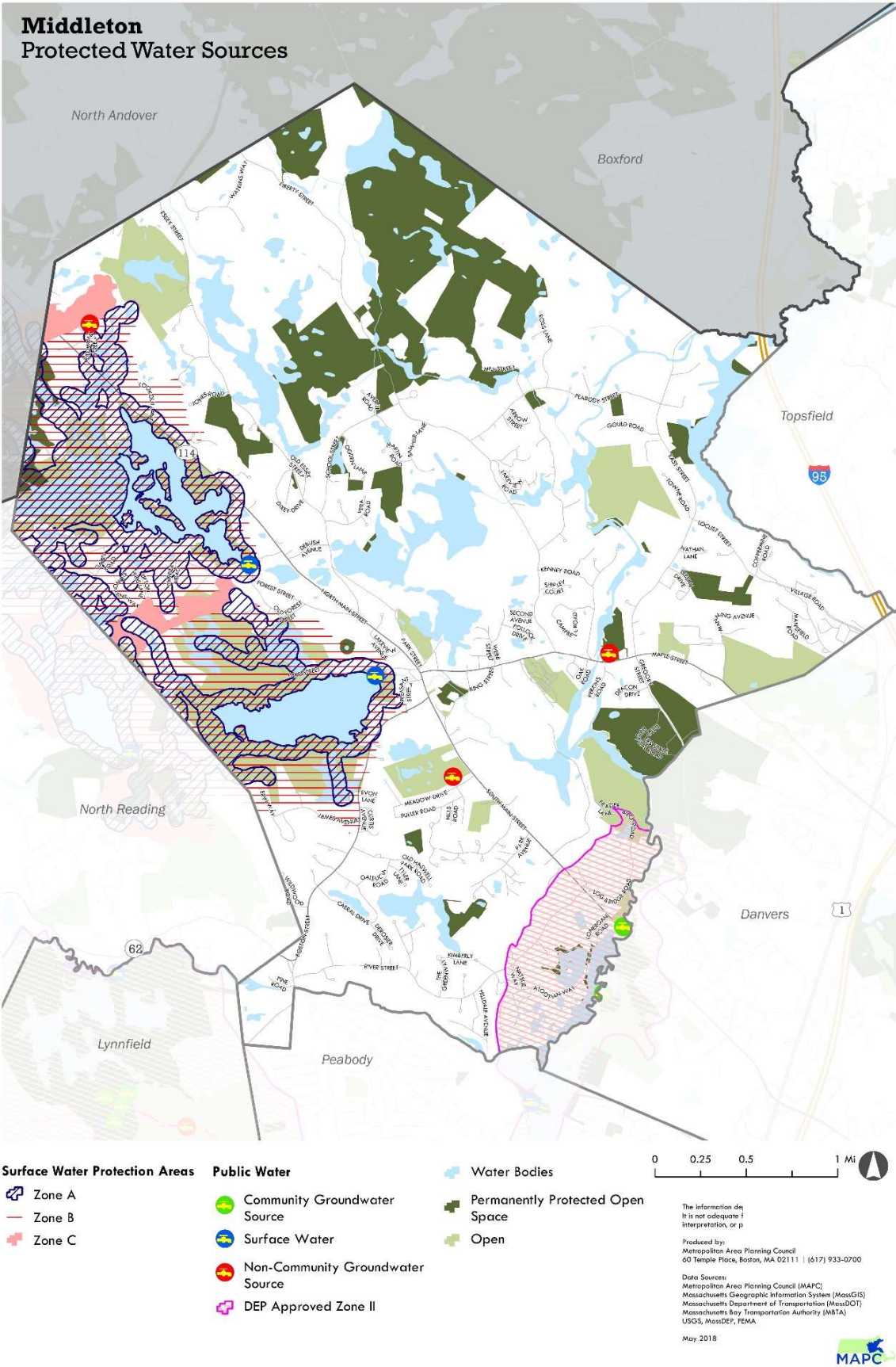


Figure 32: Protected Water Sources



ROADS & TRANSPORTATION

Middleton is located approximately 19 miles north of Boston. It lies immediately west of Interstate 95 highway and has indirect exit access via Boxford and Danvers. The town's two major arterial roads are Route 114 and Route 62, which merge for a brief 0.2 mile segment. Route 114 was the old Essex Turnpike and spans from Lawrence to the northwest and to Marblehead to the southeast. Route 62 traverses a greater extent of the State going from the west in Worcester County in an easterly direction toward the northern suburbs of Boston, and ending in Beverly. Overall, Middleton has 56.8 miles of roads, 10,002 registered vehicles, and as explained below, no public transit.

With 56.8 miles of roadways, Middleton faces a variety of transportation challenges, including bicycle and pedestrian safety, vehicle speeds, and parking. The Town does not have commuter rail, rapid transit or fixed- route bus service within its town limits. There are not any dedicated bike lanes and there are limited sidewalks found throughout the Town. However, ADA- eligible residents have access to on-demand ride-sharing paratransit service

Figure 33: Transportation in Middleton and the North Shore Coalition



SCHOOLS

Enrollment in the Masconomet Regional School District has decreased by 17% between 2005-2018 from 2,159 students to 1,798 students. The Middleton School District's enrollment has decreased by 20% between 2005-2018 from 857 students to 687 students. It is not anticipated that there will be any capacity issues in the near term.

For more information, please refer to "The Waning Influence of Housing Production on Public School Enrollment", which is an October 2017 research brief by MAPC at the following URL: <https://www.mapc.org/enrollment/>. It is an analysis of 243 public school districts from 2010 to 2016, and also included an examination of four background studies over the last 15 years. The following are noteworthy excerpts:

"The permits don't produce the pupils."

"We found no relationship between housing production rates and enrollment growth rates for the 234 districts we studied."

"Urban districts are growing while suburbs are contracting."

Regulatory Constraints

Pertaining to residential land use conditions, the Middleton Master Plan provides the following two key findings that can also contextualize the subsequent residential regulatory constraints on housing production.

- More than 80% of Middleton's land area is zoned primarily for single family residential development.
- Middleton is substantially built out – approximately 4% of the town's land area remains developable for residential uses and 1% for commercial uses.

RESIDENTIAL ZONING

Zoning Bylaws regulate the type and location of development within a community. For the purposes of a HPP, zoning can be considered a constraint if the bylaw significantly limits expanding the housing supply to meet demand. Middleton's current Zoning By-Law was adopted during the May 13, 2008 Town Meeting. Since then, the bylaw has been updated 17 times, most recently in May of 2017.

The table below shows Middleton's zoning districts along with the acreage and proportion of total land area for each, and the Zoning Map shows where each zoning district is located.

Table 15 Brief Summary of Residential & Non-Residential Zoning District Acreage

Zoning Districts	Description	Acres	Percent
R-1a	Residential (20,000 sf parcel min)	1,506.4	17.8
R-1b	Residential (40,000 sf parcel min)	3,719.9	43.9
R-A	Residential-Agriculture (2 acre parcel min)	1,821.7	21.5
R-2	Village Residential (100,000 sf parcel min)	39.1	0.5
B	Business	155.9	1.8
IH	Interstate Highway District	54.6	0.6
M-1	Light Industrial District	1,036.8	12.23
	Not classified	14.8	0.8
Total		8,349.2	100

Sources: MassGIS, Middleton GIS, MAPC

RESIDENTIAL DISTRICTS R-1A, R-1B, RA

Middleton's residential neighborhoods are not densely developed and are composed largely of single family areas. **Approximately 80% of the total zoned residential area is devoted to four districts, the R-1b, R-1a, R-2 (Village Residential) and RA (Residential-Agriculture) zoning districts.**

The R-1b District area's minimum lot size is 40,000 SF and the R-1a's minimum lot size is 20,000 SF. The R-2 District, the Village Residential area, allows single family homes and also allows the conversions of single-family homes to two or more units by special permit. The minimum lot size, undefined for single-family and two-family in R-2, is 100,000 SF for multifamily uses. The Residential-Agricultural District's minimum lot size is 2 acres.

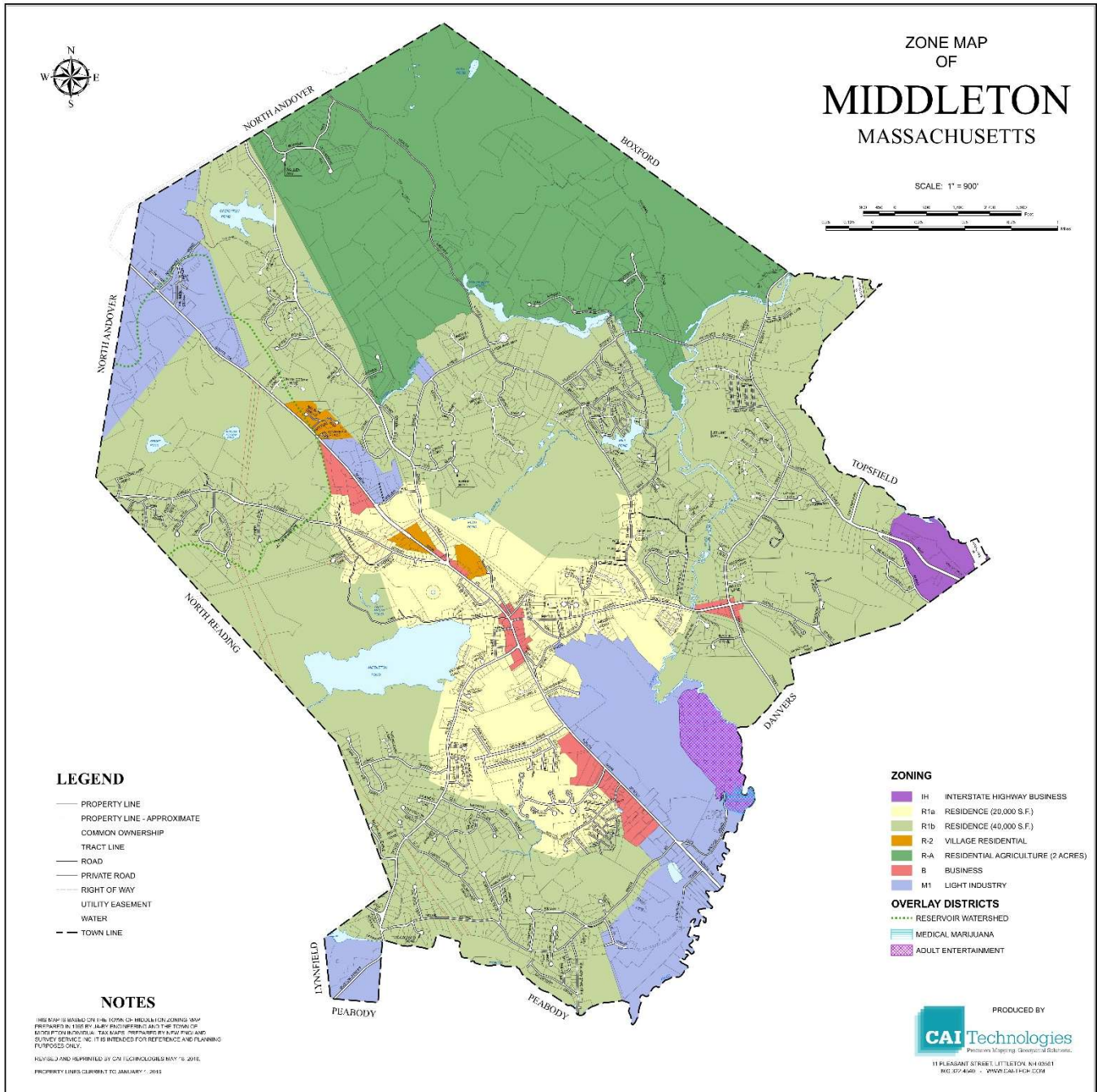
The main uses in the residential districts are primarily single-family housing with the exception of uses of land for agriculture, horticulture and floriculture being allowed by-right on parcels of land of at least 5 acres, as well as the sale of produce, wine and dairy items produced on those lots. Commercial farms are a special permit use in the RA district with farm stands considered also by special permit in the R-1a and R-1b areas.

Most of the R-1a and R-2 districts are found near the intersection of Maple and Main Streets, with the R-1a district extending west towards the boundary with North Reading and south below Boston Street. The R-1a and R-2 areas contain mostly smaller lots with older, often historic housing as well as the town's library, town hall, historical museum and Middleton Pond. The R-1b zoning district is Middleton's largest district at about 43% of land area and covers all residentially zoned land except for the more central R-1a and R-2 districts and the R-A district located in the northern quadrant of the town and encompassing approximately 18% of land area.

The maximum height allowed in all residential districts is 35 feet. Walking access within all of the residential areas is quite limited by the lack of sidewalks along many of the town's streets. Currently, only the first mile of Boston Street offers sidewalks, making safe and easy pedestrian access to Middleton Square, the library and Middleton Pond. The pond offers a path around it for both bike and pedestrian use.

Middleton's zoning bylaw does not allow for a range of residential uses. Of its zoned land (excluding rights-of-way), 83.2% is zoned for primarily single family homes (63% of which also allows two-family homes by special permit in R1a and R1b), and 0.5% is zoned to potentially allow two-family and multifamily homes via special permit. **This combination of a very limited amount of land where anything other than single-family homes can be considered, together with restrictive land use and conditional permitting review processes makes the production of a variety of housing options challenging.** The potential for housing production is not only limited to existing vacant land nor to the territorial extent and acreages of existing zoning districts for multifamily housing options beyond two-family homes. The Town has the option of: (a) amending existing districts to allow (more) housing types, and/or; (b) extending the existing R2 district boundaries to cover more land and therefore allow potential redevelopment in new targeted extended boundaries. With these types of options in place, property owners in those targeted areas could have the option of redeveloping to include an additional unit or more (depending on new potential density regulations that could stipulate new or different parcel minimums per dwelling unit).

Figure 34: Zoning Map



Other Constraints

REVIEW OF PARCELS GREATER THAN 5 ACRES FOR DEVELOPMENT POTENTIAL

The Middleton HPP Committee discussed and reviewed a preliminary list of parcels greater than 5 acres for their development potential for potentially accommodating affordable housing units. Discussions also included whether any Town-owned land was available for potential affordable housing or land swaps or partnerships. Based on HPP Committee and Town staff discussions, of the initial preliminary GIS-queried list of 31 parcels that were clustered in approximately 21 locations (totaling 855 gross acres), few to none have much redevelopment potential due to existing constraints. Nine parcels clustered in six areas and totaling 105 gross acres *might* have limited potential for exploring redevelopment into affordable housing. These six areas covering 9 parcels are highlighted in the table and map below.

As mentioned in the Regulatory Constraints section of the HPP, zoning regulations are a limiting factor on how much land allows for residential development as well as the type of residential units and how many can be accommodated per lot. Housing production does not need to solely rely on housing production of vacant land and can also involve a multi-pronged approach to allow more flexibility and ease with accommodating more units through potential Town rezoning to address the housing needs of its residents.

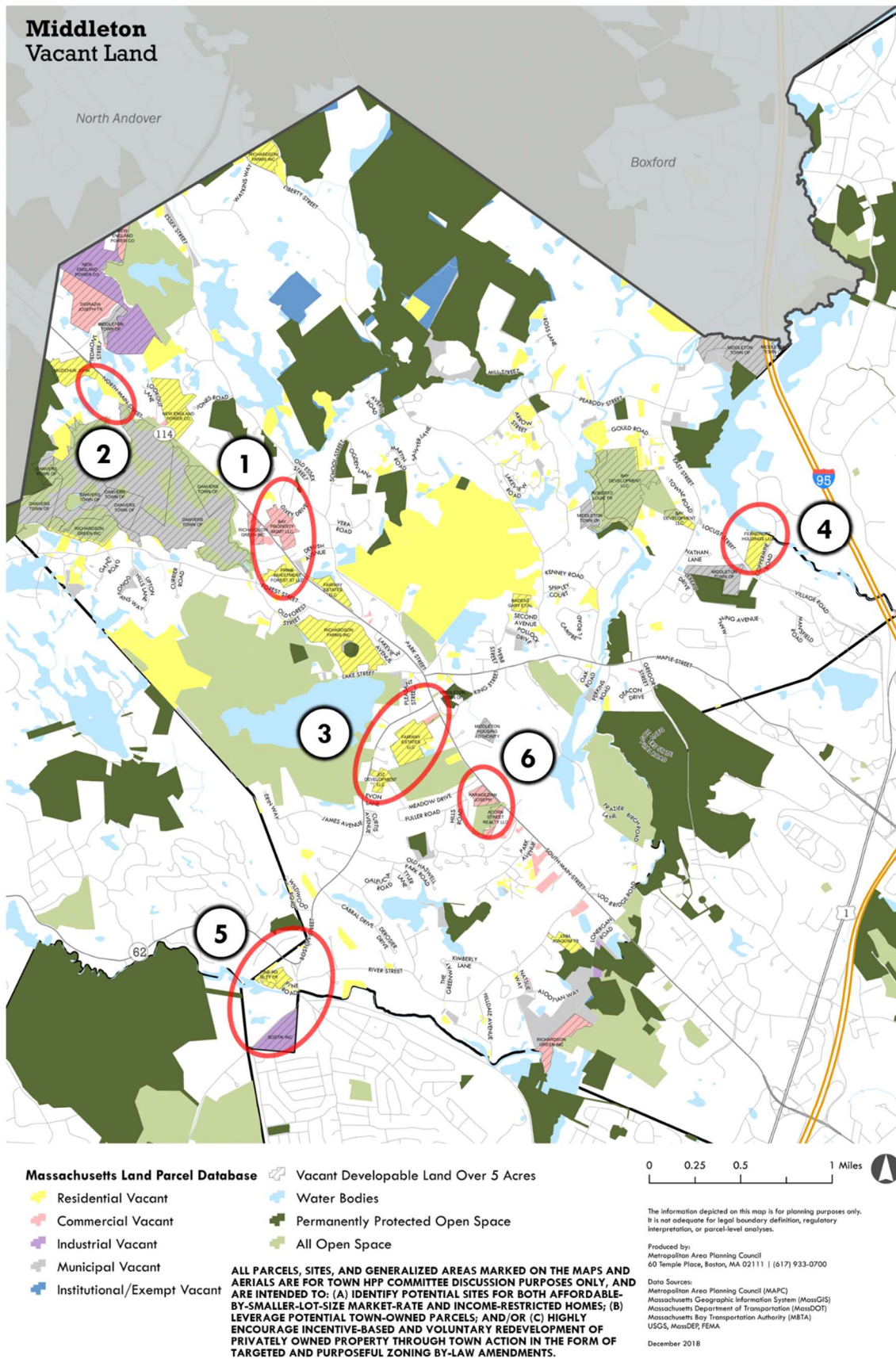
All of the parcels, sites, and generalized areas that were discussed were intended to inform Town HPP committee discussions in order to: (a) identify potential sites for both affordable-by-smaller-lot-size market-rate and income-restricted homes; (b) leverage potential Town-owned parcels; and/or (c) highly encourage incentive-based and voluntary redevelopment of privately owned property through Town action in the form of targeted and purposeful zoning by-law amendments.

Table 16 Summary of Parcels Greater than 5 Acres Reviewed for Development Potential (Excludes Permanently Protected Parcels)

Summary of Parcels Greater Than 5 Acres Reviewed for Development Potential (Excludes Permanently Protected Parcels)			
Vacant Sites 5 Acres or More	Location	Map / Lot #	Acres
<i>very limited development potential</i>			105
Area 1			
PRIME INVESTMENT FOREST ST LLC	0 NORTH MAIN ST	17/48	8
Area 2			
MUZICHUK JOHN	0 NORTH MAIN ST	9/19B	16
Area 3			
FAIRWAY ESTATES LLC	0 BOSTON ST	25/63	22
JOZ DEVELOPMENT LLC	0 BOSTON ST	24/24	6
Area 4			
FERNCROFT HOLDINGS LLC	0 LOCUST ST	14/51	14
Area 5			
PINE RD RLTY TR	0 PINE RD	30/4	8
BOSTIK INC	0 BOSTON ST	30/1	19
Area 6			
KARAGEZIAN JOSEPH	0 SOUTH MAIN ST	29/71	7
ACORN STREET REALTY LLC	0 SOUTH MAIN ST	29/69	5
<i>no potential to highly unlikely development potential</i>			750
BAY DEVELOPMENT LLC	1 BUTLER DR	14/50	5
	3 LEBLANC LN	14/21	55
DANVERS TOWN OF	0 FOREST ST	15/ 79A, 81, 86A ,86B ,86C	63
	0 NORTH MAIN ST	15/87A, 10/10A	185
	OFF NORTH MAIN ST	16/76	104
DIGRAZIA JOSEPH TR	0 NORTH MAIN ST	9/36	31
LIMA JOAQUIM TR	0 RIVER ST	33/99	6
MIDDLETON HOUSING AUTHORITY	0 SOUTH MAIN ST	25/27A	5
MIDDLETON TOWN OF	0 EAST ST	20/27Z	18
	0 KING ST	25/91	6
	0 MARTIN ST	9/43	6
	0 MILL ST	13/45	7

	OFF THUNDER BRIDGE LN	8/16	31
NADEAU GARY ET AL	0 FIFTH AVE	25/12	5
NEW ENGLAND POWER CO	0 HALF MOON RD	3/1, 3/2	73
	0 NORTH MAIN ST	10/5, 10/44	29
RICHARDSON GREEN INC	0 NORTH MAIN ST	16/73	6
	0 TAPLEY ST	15/00	24
	OFF LONERGAN RD	32/99	16
RICHARDSON FARMS INC	0 NORTH LIBERTY ST	1/5	13
	0 WILLS HILL	17/37	47
ROBERTO LOUIE TR	OFF CLINCH CIR	14/20	15

Figure 35 Review of Vacant Parcels 5 Acres or Greater for Development Potential



AFFORDABLE HOUSING GOALS AND STRATEGIES

The HPP data and analysis indicate that there is demand for additional housing units as well as a need for affordability options to address households of different age cohorts and income levels. Town Master Plan and HPP planning participants provided their input and anecdotal confirmation on the need and potential locations for siting housing options in specific parts of Town.

The following six affordable housing goals are based on community input from the Master Plan housing workshop, focus groups and online survey as well as the HPP Committee meeting discussions. Prefacing the goals are two Master Plan excerpts highlighting some of the community feedback that was obtained related to community housing feedback that helped contextualize the HPP housing goals.

Excerpt from Community Vision Statement

*“ Residential **neighborhoods** offer a welcoming, safe and enriching environment with a variety of **housing options** – market rate and affordable – for families, seniors and young adults. Redevelopment in the town center area has created a **series of small village centers** with shops and residences in a walkable environment attractive to young and old residents alike. Sidewalks, thru streets and bike trails **link** the residential **neighborhoods to school and recreation areas** and appropriately scaled mixed use retail, residential and office space attracts much needed business, jobs and increased consumer spending to town. “*

Preferred Types and Needed Housing Options



SINGLE-FAMILY – SMALL LOT



ACCESSORY DWELLING – IN-LAW APT



TWO-FAMILY – DUPLEX



MIXED-USE – CONDOS/APT OVER RETAIL/OFFICE



CLUSTER RESIDENTIAL W/ OPEN SPACE – POCKET NEIGHBORHOOD

GOAL 1 – INFORM RESIDENTS AND THE PUBLIC ON FINDINGS FROM THE HPP AND THE TOWN'S HOUSING NEEDS

Seek opportunities to inform residents and bring awareness to the purpose of the Town's Housing Production Plan, and to the importance of proactively addressing the demand and need for providing a variety of housing options for residents in different life stages as well as for unforeseen life circumstances such as a change in one's mobility, health or income.

Strategies

1.1 – Prominently and regularly display HPP awareness materials on the Town website as well as periodically distribute informational HPP reminder handouts at meetings throughout the year.

- Distribute materials to the public and create training opportunities for Town board members to inform them of housing needs and regulations
- Share data and analyses related to school-aged children and housing production - <https://www.mapc.org/enrollment/>
- Hold office hours at the Town when stakeholders and interested parties can learn about the HPP and ask questions about the plan

1.2 – Establish an HPP Implementation Committee (or designate as such, an existing subcommittee already formed or an existing pertinent organization)

- This could be done in order to augment Town staff capacity in order to assist with proactively pursuing HPP recommendations, and bringing greater awareness to residents.

GOAL 2 – DIVERSIFY HOUSING OPTIONS TO ALLOW RESIDENTS TO AGE IN PLACE, INCLUDING ALLOWING ADU'S AND LEVERAGING THE HEART PROGRAM BY NORTH SHORE ELDER SERVICES

This includes the ability to downsize within the Town, and allow affordable housing choices for residents' adult children and elderly parents. Such housing options can also benefit employees and young families, and can be accomplished by allowing a variety of densities, housing typologies, appropriate lot size reductions, flexibility with accessory dwelling units, and a deliberate strategy to achieving housing through shorter-range, mid-scale sewage package treatment plants that can support new residential townhouses and condominium options. The Town could consider encouraging and proactively identifying sites and areas of Town that are suitable for a variety of housing types other than large lot single family homes.

Strategies

2.1 – Leverage the Heart Program by North Shore Elder Services

- Promote and encourage implementation of the Heart Program by the North Shore Elder Services.
- This program allows unrelated household members to share a dwelling unit as an affordable housing strategy to allow them to age in place in their own community instead of being priced out.
- Among the housing options that could be included in zoning bylaw text and map amendments are: allowing shared living, local supportive living, and congregate residences.
- Additionally, the Town could seek out resources and/or partnerships with other communities and organizations in the North Shore in order to protect and preserve existing subsidized housing units.

2.2 – Allow Accessory Dwelling Units (ADUs) as retrofits and conversions

- Encourage retrofits and conversions of the existing housing stock (such as accessory dwelling units) to support and assist with aging in place, as well as encouraging the development of accessible and adaptable units in new developments. The existing zoning by-law use regulations do not explicitly address accessory dwelling units (ADUs). Consideration for amending the zoning by-law to allow the retrofitting of existing housing stock could allow the provision of affordable housing options.

2.3 – Identify priority areas and sites for potential Town Chapter 40R Smart Growth Overlays that reinforce housing and walkable shopping village goals.

- Consistent with the Town's recent Master Plan goals for walkable residential villages near walkable shopping districts, the Town could focus on existing non-residential retail/office zoning districts in order to encourage redevelopment of properties to also include multifamily condos, townhouses and apartments.
- The Town could also benefit from the financial incentives the State offers for approved Ch. 40R districts. These include payments to the Town at the time of the overlay district approval for the number of units in excess of that allowed by the Town's existing underlying zoning district. Additionally, the Town receives an incentive payment for each unit that is subsequently constructed.

GOAL 3 – ENCOURAGE AFFORDABLE HOUSING DEVELOPMENT TO ACHIEVE THE CHAPTER 40B MINIMUM 10% REQUIREMENT; AS WELL AS SUPPORTING DEVELOPMENT TO MEET DEMAND FOR AFFORDABLE UNITS WITHIN ALL ZONING DISTRICTS.

The Town should proactively encourage the development of affordable housing in order to meet the needs of its own residents, and to have greater control regarding development sites and design. As a part of this, the Town could consider amending its residential zoning regulations in order to allow a variety of housing types and densities.

Strategies

3.1 – Amend zoning to facilitate development of a range of housing types.

The Town's current use regulations largely limit the development of anything other than single-family dwellings, as many areas of Town require large minimum lot size requirements. The Town can help address this issue with zoning amendments that will:

- Allow accessory dwelling units (ADU) for smaller self-contained housing units within a single family dwelling or on the same lot with a single family home (e.g. a carriage house or garage).
- Explore broader range of housing typologies as-of-right rather than special permit. These could include Townhomes, duplexes, and triple-decker homes near retail districts.
- Explore a higher maximum lot coverage for residential zoning districts in close proximity to Town retail/commercial nodes.
- Encourage rental apartments within retail/mixed-use districts.

Amending the zoning to provide less restrictive residential use regulations can facilitate more housing choices. More varied housing types can benefit seniors, multi-generational households, those with limited mobility, cost-burdened families, and singles.

3.2 – Facilitate the proactive production of additional affordable housing units by meeting annual minimum production targets in order to: (a) demonstrate consistent progress toward the Town's minimum 10% SHI Ch. 40B requirement, (b) achieve "safe harbor" Town control through certification, and (c) address the housing demand and needs of the Town's own residents.

In order to address unmet housing demand and be compliant with Chapter 40B, Middleton officials could establish and work to achieve production targets. The goals listed in the table below are based upon the total number of year-round homes as listed in the 2010 decennial Census (3,011) and MAPC's projection for the year 2020 of 491 additional units (3,505). The "cumulative State-certified affordable units" row is based upon the SHI as of October 2017 and a rate of increase of 0.5% and 1% of total units, which is required for municipalities to have their plan certified by DHCD, and could provide the Town with more leverage in its review of any future comprehensive permits for Chapter 40B development. For Middleton, the 0.5% and 1% goals are 15 and 30 respectively. Achieving a 0.5% annual affordable housing production target would afford the Town one year of "safe harbor" protection against a Ch. 40B filing, and a 1% target would afford the Town two years of protection.

However, it is worth noting that should the Town's number of Census 2020 year-round homes increase as they are projected to by MAPC's State-adopted metro Boston area projections, then that will affect the SHI calculations and increase the annual targets to 18 and 35.

The Town seeks to increase its inventory of State-certified affordable units at a pace generally consistent with the following production schedule. If the Town continues at the pace outlined in the schedule, it will increase its SHI percentage from 5.01% in 2017 to 6.88% by the year 2024. While this will still leave the Town short of the minimum 10% requirement by 2024, the Town's demonstrated efforts toward approving developments and issuing construction permits for a minimum of 15-18 affordable units annually can: (a) begin to address residents' housing needs, and; (b) afford the Town local "safe harbor" control.

Table 17 Target Goals for Town Addressing Ch.40B Compliance, Demonstrating Permit Approvals toward "Safe Harbor" Control through Certification, and Addressing Demand through Proactive Affordable Housing Production

ANNUAL TARGET GOALS FOR ADDRESSING TOWN'S CH. 40B COMPLIANCE, DEMONSTRATING PERMIT APPROVALS TOWARD "SAFE HARBOR" CERTIFICATION CONTROL, & ADDRESSING DEMAND THROUGH PROACTIVE AFFORDABLE HOUSING PRODUCTION								
	2010 Census	2017 DHCD SHI	2019	2020 MAPC Projection	2021 2020 Census public	2022	2023	2024
Total year-round homes denominators: (Census 2010, and 2020 MAPC Projection)	3,011	3,011	3,011	3,505	3,505	3,505	3,505	3,505
Cumulative State-certified affordable units*		151	151 + 15 = 166	166 + 18 = 184	184 + 18 = 202	220 + 18 = 238	238 + 18 = 256	256 + 18 = 274
10% requirement		300	300	351	351	351	351	351
Chapter 40B difference		-149	-134	-167	-149	-113	-95	-77
Annual target goals at 0.5% of total units – "safe harbor" 1 year of Town control		15	15	18	18	18	18	18
Annual target goals at 1.0% of total units – "safe harbor" 2 years of Town control		30	30	35	35	35	35	35
SHI Percentage		5.01%	5.51%	5.24%	5.76%	6.79%	7.30%	7.81%

* Based on MA DHCD most recent 2017 SHI plus minimum 0.5% rate of production increase.
Source: US Census Bureau, 2010 Census and MAPC MetroFuture projections for 2020.

3.3 – Approach private property owners of suitable Housing Production Plan (HPP) sites and areas for voluntary interest in property redevelopment.

- For pursuing suitable and ideal Ch. 40R Smart Growth locations in Middleton, or amending existing zoning subdistricts to allow more by-right housing options, and/or
- Pursuing Town partnerships in soliciting potential developer/investor interest via Requests for Interest (RFIs).

3.4 – Explore the creation of a potential Town-wide or area-specific Inclusionary Development Policy (IDP).

To facilitate the creation of income-restricted housing units at various tiers of affordability (low and moderate) and provide affordable/workforce options.

affordable/workforce options?

- ✓ **OPTIONS** for unforeseen life circumstances – downsizing, limited mobility, economy
- ✓ **NOT BE PRICED OUT** – your children, parents, seniors to afford to live in same community
- ✓ **QUALIFYING INCOMES**

	moderate	low
1-person home	\$56,800–\$71,000	\$35,500–\$56,799
3-person home	\$73,000–\$91,250	\$46,625–\$72,999

Affordable housing eligibility based on HUD's Area Median Family Income (AMI) of \$107,800 (FY2018).
Moderate income limits are 80-100% of AMI and low-income limits are 50-80% of AMI.



30% OR LESS
ON HOUSING COSTS

3.5 – Sponsor a design ideas competition to visually explore redevelopment potential of a suitable site (on town land, and/or with willing private property owner).

Potentially **visually illustrate** the possibility of a **walkable residential village concept** on a given site by collaborating with a Boston-area architecture and planning graduate school student class. Visual renderings and plans of contextually appropriate residential options could help bring awareness and clearer understanding of what potential Town zoning amendments and/or actions could lead up to. Doing so could potentially assuage concerns about density, housing types, design, and affordable options from the abstract ideas to something more visual and relatable.

GOAL 4 – EXPLORE CREATION OF A HOUSING PARTNERSHIP AND AFFORDABLE HOUSING TRUST FUND MODELLED ON THAT OF THE IPSWICH HOUSING PARTNERSHIP (IHP)

Housing partnership organizations are policy making bodies with members approved by a Town's Manager/Administrator and/or Select Board. The Housing Partnerships typically initiate programs, review applications, and make recommendations to the Planning Board. They also typically manage Affordable Housing Trust Funds who through the fiscal authority invested in them, review applications for loans, provide subsidies for long-term housing restrictions, and can make grants to developers or homeowners.

Strategies

4.1 – Explore as a potential model for Middleton, the existing Ipswich Housing Partnership (IHP).

The following are brief highlights on the IHP.

- Policy making body with members approved by Ipswich Town Manager.
- Initiates programs, reviews applications, makes recommendations to Planning Board.
- Adviser to Planning Board and a Town Housing Trust.
- For low and moderate income individuals and families.
- Down payment assistance, first-time homebuyer loans.
- Loans for home repairs.

4.2 – Explore the creation a Town Affordable Housing Trust based on that of the Town of Ipswich.

The following are brief highlights on Town Affordable Housing Trusts.

- To be managed by a proposed Town Housing Partnership body granted with fiscal authority.
- Review applications for loans, subsidies for long-term housing restrictions, grants to developers or homeowners, buying long-term affordability restrictions on units whose restrictions are expiring.
- The Affordable Housing Trust has been structured to ensure that many different types of organizations are eligible to receive financing. Eligible applicants include:
 - Governmental subdivisions
 - Community development corporations
 - Local housing authorities
 - Community action agencies
 - Community-based or neighborhood-based non-profit housing organizations
 - Non-profit organizations
 - For-profit entities
 - Private employers

More information on the Affordable Housing Trust Fund (AHTF) can be found at <https://www.mass.gov/service-details/affordable-housing-trust-fund-ahtf>

GOAL 5 – REZONE SITES & AREAS WITHOUT CH.40R POTENTIAL THROUGH TOWN ZONING-BY-LAW AMENDMENTS TO ALLOW HOUSING OPTIONS FOR ALL

Amend existing Town zoning to allow for more compact, residential neighborhoods with smaller lots that incrementally will shorten the distances between properties and in turn make the area as a whole more walkable.

Strategies

5.1 – Reduced minimum lot size requirements, particularly in residential areas adjacent to existing retail nodes.

5.2 – Allow “by-right” duplexes within the same smaller-lot residential areas adjacent to existing retail nodes.

5.3 – Allow for accessory dwelling units also known as in-law apartments to provide flexibility to families and provide more affordable housing options to residents.

5.4 – Allow for and/or incentivize clustered residential/open-space subdivisions by providing a density bonus. These cluster/open-space subdivisions accommodate the same amount of units (or potentially more) on smaller lots, clustered in smaller areas in order to create larger common open spaces and trails.

GOAL 6 – LEVERAGE COMMUNITY PRESERVATION ACT (CPA) FUNDS TO PROTECT AND PRESERVE EXISTING UNPROTECTED PROPERTIES AT RISK OF BEING LOST

- The CPA is funded through a local option surcharge on property tax bills and a state match of those surcharges.
- Used to acquire, create, preserve, and support community housing.
- Fill the gap between the cost of development and what qualifying occupants can afford to pay.
- Land purchase, adaptive re-use, conversion of market-rate homes, new construction, recycled housing, and accessory apartments, and purchase new restrictions for restrictions that will terminate.
- Housing Buy-Down Programs. There are two different program types: 1) programs where the housing entity actually buys (takes title) to the home, then rehabilitates and re-sells it at an affordable price, and 2) where the housing entity assists in the transaction, providing a substantial subsidy at the closing, with the title going directly from the seller to the affordable home buyer.

APPENDICES

Appendix A

DHCD AFFIRMATIVE FAIR HOUSING MARKETING GUIDELINES

The Commonwealth of Massachusetts has a compelling interest in creating fair and open access to affordable housing and promoting compliance with State and federal civil rights obligations. Therefore, all housing with State subsidy or housing for inclusion on the SHI shall have an Affirmative Fair Housing Marketing Plan. To that end, DHCD has prepared and published comprehensive guidelines, revised in May 2013, which all agencies follow in resident selection for affordable housing units.

In particular, the local preference allowable categories are specified:

- *Current Residents.* A household in which one or more members is living in the city or Town at the time of application. Documentation of residency should be provided, such as rent receipts, utility bills, street listing, or voter registration listing.
- *Municipal Employees.* Employees of the municipality, such as teachers, janitors, firefighters, police officers, librarians, or Town hall employees.
- *Employees of Local Businesses.* Employees of businesses located in the municipality.
- Households with children attending the locality's schools, such as METCO students.

The full guidelines can be found here: <http://www.mass.gov/hed/docs/dhcd/hd/fair/afhmp.pdf>.

Appendix B

DHCD, MHP, MASSHOUSING, MASSDEVELOPMENT, AND CEDAC BEDROOM MIX POLICY

INTERAGENCY AGREEMENT

Regarding Housing Opportunities for Families with Children

This Interagency Agreement (this "Agreement") is entered into as of the 17th day of January, 2014 by and between the Commonwealth of Massachusetts, acting by and through its Department of Housing and Community Development ("DHCD"), the Massachusetts Housing Partnership Fund Board ("MHP"), the Massachusetts Housing Finance Agency (in its own right and in its capacity as Project Administrator designated by DHCD under the Guidelines for Housing Programs in Which Funding is Provided By Other Than a State Agency, "MassHousing"), the Massachusetts Development Finance Agency ("MassDevelopment") and the Community Economic Development Assistance Corporation ("CEDAC"). DHCD, MHP, MassHousing, MassDevelopment and CEDAC are each referred to herein as a "State Housing Agency" and collectively as the "State Housing Agencies".

Background

A. DHCD's 2013 Analysis of Impediments to Fair Housing Choice ("AI") includes action steps to improve housing opportunities for families, including families with children, the latter being a protected class pursuant to fair housing laws, including the federal Fair Housing Act, as amended (42 U.S.C. §§ 3601 *et seq.*) and Massachusetts General Laws Chapter 151B. In order to respond to development patterns in the Commonwealth that disparately impact and limit housing options for families with children, such steps include requiring a diversity of bedroom sizes in Affordable Production Developments that are not age-restricted and that are funded, assisted or approved by the State Housing Agencies to ensure that families with children are adequately served.

B. The State Housing Agencies have agreed to conduct their activities in accordance with the action steps set forth in the AI.

C. This Agreement sets forth certain agreements and commitments among the State Housing Agencies with respect to this effort.

Definitions

1) "Affordable" - For the purposes of this Agreement, the term "Affordable" shall mean that the development will have units that meet the eligibility requirements for inclusion on the Subsidized Housing Inventory ("SHI").

2) "Production Development" - For purposes of this Agreement "Production Development" is defined as new construction or adaptive reuse of a non-residential building and shall include rehabilitation projects if the property has been vacant for two (2) or more years or if the property has been condemned or made uninhabitable by fire or other casualty.



Agreements

NOW, THEREFORE, DHCD, MHP, MassHousing, MassDevelopment and CEDAC agree as follows:

Bedroom Mix Policy

- 1) Consistent with the AI, it is the intention of the State Housing Agencies that at least ten percent (10%) of the units in Affordable Production Developments funded, assisted or approved by a State Housing Agency shall have three (3) or more bedrooms except as provided herein. To the extent practicable, the three bedroom or larger units shall be distributed proportionately among affordable and market rate units.
- 2) The Bedroom Mix Policy shall be applied by the State Housing Agency that imposes the affordability restriction that complies with the requirements of the SHI.
- 3) The Bedroom Mix Policy shall not apply to Affordable Production Developments for age-restricted housing, assisted living, supportive housing for individuals, single room occupancy or other developments in which the policy is not appropriate for the intended residents. In addition, the Bedroom Mix Policy shall not apply to a Production Development where such units:
 - (i) are in a location where there is insufficient market demand for such units, as determined in the reasonable discretion of the applicable State Housing Agency; or
 - (ii) will render a development infeasible, as determined in the reasonable discretion of the applicable State Housing Agency.
- 4) Additionally, a State Housing Agency shall have the discretion to waive this policy (a) for small projects that have less than ten (10) units and (b) in limited instances when, in the applicable State Housing Agency's judgment, specific factors applicable to a project and considered in view of the regional need for family housing, make a waiver reasonable.
- 5) The Bedroom Mix Policy shall be applicable to all Production Developments provided a Subsidy as defined under 760 CMR 56.02 or otherwise subsidized, financed and/or overseen by a State Housing Agency under the M.G.L. Chapter 40B comprehensive permit rules for which a Chapter 40B Project Eligibility letter is issued on or after March 1, 2014. The policy shall be applicable to all other Affordable Production Developments funded, assisted, or approved by a State Housing Agency on or after May 1, 2014.



Massachusetts
Housing Partnership
Moving affordable housing forward



MASSDEVELOPMENT

Appendix C

REFERENCE REPORT: THE WANING INFLUENCE OF HOUSING PRODUCTION ON PUBLIC SCHOOL ENROLLMENT IN MASSACHUSETTS

URL Source: <https://www.mapc.org/enrollment/>

THE WANING INFLUENCE OF HOUSING PRODUCTION ON PUBLIC SCHOOL ENROLLMENT IN MASSACHUSETTS

AN MAPC RESEARCH BRIEF
OCTOBER 2017



School Enrollment vs. Housing Permits

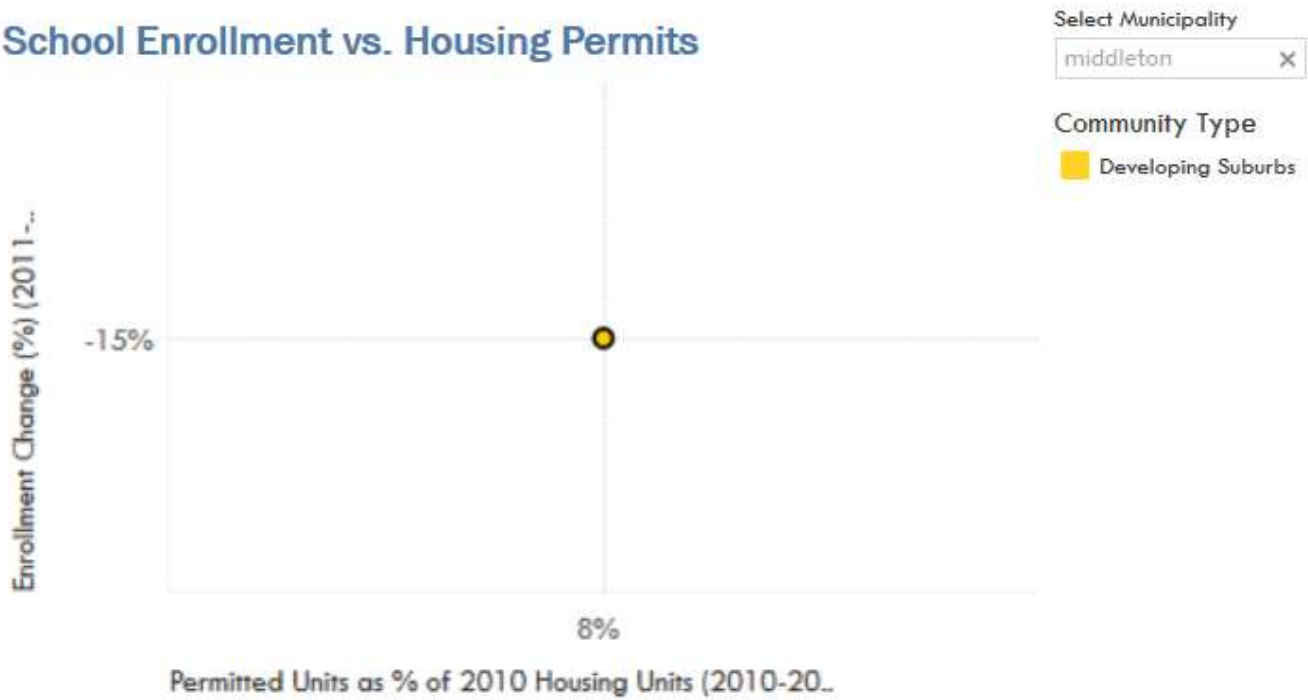


Figure 2: Map of Enrollment Change by School District

