

# brookline housing production plan

july 2016



**RKG**  
ASSOCIATES INC

**JM Goldson**

community preservation  
+ planning

**MAPC**  
METROPOLITAN AREA PLANNING COUNCIL



# brookline housing production plan

## july 2016

Prepared for:

Brookline Housing Production Plan Working Group

Roger Blood, Chair, Housing Advisory Board

Linda Hamlin, Chair, Planning Board

William Madsen Hardy, Housing Advisory Board

Steven Heikin, Planning Board

Alison Steinfeld, Director, Department of Planning and Community Development

Joseph Viola, Assistant Director for Community Planning

Virginia Bullock, Senior Housing Planner

Prepared by:

RKG Associates, Inc.

Boston, Massachusetts

In association with

JM Goldson

Metropolitan Area Planning Council

**Approved by the Board of Selectmen:**

September 27, 2016

**Approved by the Planning Board:**

September 21, 2016



# Table of Contents

<b>1</b>	<b>INTRODUCTION.....</b>	<b>1</b>
1.1	Background.....	1
1.2	Why a Housing Production Plan? .....	2
1.3	Community Participation .....	4
1.4	About the Use of Census Data .....	8
1.5	Geographic Units .....	9
<b>2</b>	<b>HOUSING NEEDS .....</b>	<b>15</b>
2.1	Key Findings.....	15
2.2	Brookline Population Characteristics and Trends.....	18
2.3	Households.....	23
2.4	Housing Characteristics and Trends .....	27
2.5	Housing Production in Brookline.....	35
2.6	Housing Affordability .....	39
2.7	Issues Affecting Affordable Housing Production in Brookline .....	48
<b>3</b>	<b>HOUSING GOALS .....</b>	<b>81</b>
3.1	Qualitative Goals .....	81
3.2	Numerical Goals .....	83
<b>4</b>	<b>HOUSING STRATEGIES .....</b>	<b>85</b>
4.1	Regulatory Strategies.....	86
4.2	Resource Allocation Strategies.....	87
4.3	Education and Advocacy Strategies.....	87
4.4	Local Policy and Planning Strategies .....	88
	<b>APPENDIX .....</b>	<b>89</b>
	Appendix A. Glossary.....	89
	Appendix B. HUD/Chapter 40B Income Limits (2016) .....	95
	Appendix C. Affirmative Fair Housing Marketing Plan Key Review Points .....	97
	Appendix D. Focus Group Participants.....	103
	Appendix E. Onsite Housing Production under Brookline’s Inclusionary Zoning Bylaw .....	105
	Appendix F. FY 2017 Community Development Block Grant (CDBG) Budget .....	107



# 1 Introduction



## 1.1 Background

When Brookline completed a ten-year Comprehensive Plan update in 2005, community leaders anticipated that by 2015, the Town would have increased its supply of affordable housing at a rate of about 25 units per year. The preferred strategy for doing so called for converting existing market-rate units when possible, thereby minimizing the impact of new growth on Brookline's well-established, largely built-out neighborhoods. At the time, Brookline had 2,062 low- and moderate-income housing units on the Subsidized Housing Inventory (SHI), or 7.6 percent of the town's Census 2000 year-round housing stock. The "deficit," or number of units needed to reach the Chapter 40B 10 percent statutory minimum, was 560 units. In 2005, most of the low- and moderate-income housing in Brookline was over fifteen years old, for very few affordable units had been created since 1980.

Today, Brookline has 2,254 low- and moderate-income housing units on the SHI. The 10 percent shortfall has narrowed to 367 units. Despite all of the political tension about housing in Brookline, the Town has moved forward with creating more affordable housing since the Comprehensive Plan was adopted by the Planning Board and Board of Selectmen in 2004-2005. Some examples of post-Comprehensive Plan housing production in Brookline include:

- St. Aidan's, a mixed rental and homeownership development with thirty-five low- and moderate-income housing units at the former St. Aidan's Catholic Church property.
- Olmsted Hill, a development with twelve Chapter 40B-eligible affordable units on land formerly owned by the Town.
- 86 Dummer Street, with thirty-two affordable units developed, owned, and managed by the Brookline Housing Authority (BHA).

In addition, the Brookline Board of Selectmen just agreed (June 28, 2016) to support a plan for sixty-four affordable units of senior housing on the Kehillath Israel (KI) property at 384 Harvard Street. The developer is Jewish Community Housing for the Elderly (JCHE). The KI project would be JCHE's first development in Brookline.

Remarkably, about the same number of low- and moderate-income households live in Brookline today as the town had ten years ago. However, despite Brookline's gain of 353 affordable units, the town remains unaffordable to most of its lower-income residents as well

as many with higher incomes, too. In fact, the percentage of unaffordably housed residents – those spending more of their income on housing than they can really afford – has increased. The gap between Brookline’s market-rate housing and the prices that lower-income residents can afford has widened considerably. Middle-income households are hard-pressed to find housing they can afford, too.

Brookline is a prestigious, distinctive, and very pretty town, defined by a rolling landscape that encompasses seven drumlin hills. It offers close-in access to Boston and Cambridge, excellent public schools, great services, walkable urban villages, private estates, and open space. People want to live there, and they will spend as much as they possibly can to find a home or an apartment within reach. For

families, the local schools appear to be a significant factor in relocation to Brookline. Since the town’s housing supply falls far short of demand, the price of entry into Brookline’s housing market has skyrocketed. The continued erosion of housing affordability threatens the attainment of the most basic Comprehensive Plan goals, notably maintaining the town’s commitment to population diversity.

THE CONTINUED EROSION OF HOUSING AFFORDABILITY THREATENS THE ATTAINMENT OF BROOKLINE’S COMPREHENSIVE PLAN GOALS, NOTABLY MAINTAINING THE TOWN’S COMMITMENT TO POPULATION DIVERSITY.

Brookline’s very expensive land and building costs present significant challenges to creating affordably priced housing. While the Town has a significant amount of land that is currently zoned for multifamily housing and an abundant multifamily housing stock, there are few remaining undeveloped sites to accommodate new mixed-income housing. For the developable land that remains, existing zoning often does not provide enough incentive to encourage housing production. As a result, several developers have pursued Chapter 40B comprehensive permits in order to bypass town requirements, take advantage of Brookline’s strong housing market, and create enough units to withstand a lengthy appeals process and still have a financeable project. The proposals of some Chapter 40B developers greatly exceed what’s allowable under zoning. As a result, in some cases residents have responded with concern, notably with respect to a large redevelopment of Hancock Village (Residences of South Brookline) and twenty mixed-income units at 21 Crowninshield Road.<sup>1</sup>

---

### 1.2 Why a Housing Production Plan?

Hoping to reduce the disagreements and litigation about affordable housing and create a strategy for reaching 10 percent, the Housing Advisory Board (HAB) and Planning Board persuaded the Board of Selectmen and Town Meeting to authorize the development of a Chapter 40B Housing Production Plan (HPP) for Department of Housing and Community Development (DHCD) review and approval under 760 CMR 56.03(4). The main purpose of

---

<sup>1</sup> This project was subsequently reduced to eight large (4BR) townhouse units after an extensive community process, though with about the same overall built area as the initial 20-unit proposal.

the HPP is to help a community make steady progress toward the 10 percent statutory minimum. In doing so, the HPP creates an opportunity to assess demographic and housing data, identify local housing needs, recognize a community's ongoing efforts, identify housing development barriers, and identify of specific locations and sites that meet sustainability criteria for affordable and mixed-income housing development and potentially guide future mixed-income housing development to preferred sites and locations. With a DHCD-approved HPP in place, Brookline may be in a better position to manage the flow of new Chapter 40B applications and ensure that developers provide affordable units that meet local needs. The Town was also interested in creating a constructive public dialogue around affordable housing issue in Brookline through this process.

If the Zoning Board of Appeals (ZBA) approves enough new low- or moderate-income units to reach the annual production threshold in DHCD's regulations – 131 units – Brookline would have the option to ask DHCD to certify compliance with this HPP. With certification, the ZBA could either continue to issue permits for Chapter 40B developments or turn them down without fear of being overturned by the Housing Appeals Committee (HAC).<sup>2</sup>

Today, the ZBA is holding hearings on four Chapter 40B comprehensive permit applications and at least one more with an approved Project Eligibility Letter (PEL) is expected soon. If two additional Project Eligibility requests are eventually approved, Brookline could see as many as seven Chapter 40B applications this year. Several are located in the same Coolidge Corner neighborhood.

## What Makes Affordable Units “Count” On The SHI?

Units must be:

1. Affordable to households with incomes at or below 80 percent of the Area Median Income. For Brookline, this means the Boston-Cambridge-Quincy HUD FMR Area. (See Appendix B for FY 2016 Income Limits).
2. Approved by a housing subsidy agency as eligible for a comprehensive permit or as “Local Action Units” (developed without a comprehensive permit).
3. Protected by a long-term affordable housing restriction; and
4. Marketed and sold or rented under a DHCD-compliant Affirmative Fair Housing Marketing Plan (AFHMP). (See Appendix C for minimum AFHMP requirements.)

<sup>2</sup> Massachusetts Department of Housing and Community Development (DHCD), *Housing Production Plan Guidelines* (Updated December 2014). Units eligible for the Subsidized Housing Inventory (SHI) will be counted for the purpose of certification in accordance with 760 CMR 56.03(2). Requests for HPP certification may be submitted at any time. Within 30 days of receiving a request from the Town, DHCD will determine whether Brookline is in compliance. If DHCD finds that Brookline complies with this HPP, the certification will be deemed effective on the date upon which Brookline achieved its numerical target for the calendar year. The certification will remain in effect for one year from its effective date. If DHCD finds that Brookline has increased its number of SHI Eligible Housing units in a calendar year by at least 1 percent of its total housing units (262 units), the certification will remain in effect for two years from its effective date. Should a qualifying project not go forward within one year of the date of the approved comprehensive permit, DHCD will remove the units from the SHI. The units will be restored once a building permit has been issued.

### 1.3 Community Participation

As part of the overall HPP, the Town included a robust public engagement process to bring in diverse opinions on the production and retention of affordable housing in Brookline. Public workshops were designed to be interactive and allow community members the opportunity to interact with each other and the consultant team to help inform the process. Input provided by participants in these workshops was used to direct the plan at several key points along the way. Brookline's HPP has benefited from frequent and varied modes of community participation, including:

- Oversight and direction from the HPP Working Group, comprised of representatives from the Housing Advisory Board (HAB) and Planning Board, and planners from the Department of Planning and Community Development.
- Interviews and focus groups with residents, people with knowledge of Brookline's housing needs, developers, neighborhood activists, town staff, and others. The consulting team conducted three rounds of focus groups for development of this plan.<sup>3</sup>
- Four community workshops, all conducted as "open house" style meetings. Two took place at the Pierce School and two at Town Hall. The following is a summary of the four community meetings, all of which had a significant impact on the development of this HPP.

#### 1.3.1 COMMUNITY WORKSHOP #1: NEEDS ASSESSMENT & GOALS

The open house on March 28, 2016 consisted of a presentation by the consulting team, digital group polling, and discussion centers. Attendees gathered in the auditorium at Pierce School to participate in an interactive presentation by consultants Jennifer Goldson and Judi Barrett. The presentation included digital group polling as well as information about the HPP and housing needs. The participants then moved into the cafeteria for the open house where they could ask questions of the consultants, HPP Working Group members, and town staff, and provide comments about each of the seven goals that were presented in draft form for review and discussion. Large posters describing the draft goals were displayed on the walls of the cafeteria, accompanied by large blank sheets of paper for comments. In addition, participants could add a visual thumbs-up or down to other people's comments by placing a green or red dot sticker next to the comment. Finally, the consultants presented the major themes they observed at their stations to the entire group at the close of the workshop. The final list of goals for this HPP can be found in Chapter 3.

#### 1.3.2 COMMUNITY WORKSHOP #2: SITE SUITABILITY CRITERIA

The second workshop took place on April 25, 2016, also at the Pierce School. Attendance was much smaller than the first meeting, for only fourteen people attended. As with the first meeting, the second open house consisted of a presentation and digital group polling in addition to small group discussions. For the latter portion of the meeting, participants moved into the cafeteria and broke into small groups with a consultant facilitating each discussion

---

<sup>3</sup> See Appendix D for a list of people who participated in one or more of the focus groups for this plan.

group. The purpose of Workshop #2 was to identify “suitability” characteristics, i.e., qualities that a particular property or an area of town should have in order to be considered good candidates for multifamily units, alone or in conjunction with a mixed use development. The groups were asked to consider a set of draft Site Suitability criterion and rank each criterion as Very Important, Somewhat Important, Not Important, or No Opinion. (The draft criteria were developed by the consulting team and HPP Working Group.) Participants could also nominate other criteria for inclusion in the Site Suitability criteria. Finally, group facilitators presented the results of their discussions to the entire group at the close of the workshop.

The criteria that participants ranked as important are listed below.<sup>4</sup> These criteria formed the basis for an initial site assessment map that was taken back to the community for the third public workshop.

### Proximity

The proximity criteria related to increasing walkability and reduction of traffic and parking needs received the most affirmative response.

- Transit: Within 10-minute walk (1/2 mile) of public transit (including bus stops). **VERY IMPORTANT.**
- Services: Within 10-minute walk (1/2 mile) of shopping, restaurants, or services. **VERY IMPORTANT.**
- Open Space: Within 10-minute walk (1/2 mile) of parks, playgrounds, or other public open space. **SOMEWHAT IMPORTANT.**

### Neighborhood Characteristics

- Form: Comparable form (size and scale) of buildings in immediate neighborhood (1/4 mile). **VERY IMPORTANT.**
- Use: Comparable use-multi-unit and/or mixed use- in immediate neighborhood (1/4 mile). **SOMEWHAT IMPORTANT.**
- Zoning/Permitting: Multi-unit and/or mixed-use permitted by right or by special permit in current zoning district. **SOMEWHAT IMPORTANT.**

### Site Characteristics

- Underutilized: Previously developed, underutilized sites, especially if it involves developing residential units above single-story commercial. **VERY IMPORTANT.**
- Historic: Historic resources with opportunity for preservation and reuse (not demolition). **SOMEWHAT IMPORTANT.**
- Parking lots: Surface parking lots (public or private ownership). **VERY IMPORTANT.**
- Adaptive reuse: Larger houses with opportunity for rehab and reuse for multi-unit conversion (not demolition). **SOMEWHAT IMPORTANT.**

---

<sup>4</sup> Criteria ranked as “not important” were eliminated from further consideration.

## 6 BROOKLINE HOUSING PRODUCTION PLAN 2016

- Neighborhood open space: Land with minimal value as open space or buffer areas for residential neighborhoods. SOMEWHAT IMPORTANT.
- Environmental resources: Minimal impact on natural/environmental features such as rock outcroppings, water resources, etc. VERY IMPORTANT.
- Open space: Not identified as priority for open space protection or natural resource/environmental value. SOMEWHAT IMPORTANT.

### Additional Criteria Identified by Participants

- Prioritize sites in South Brookline that lend themselves to mixed-use. Look for opportunities to develop small commercial areas in South Brookline.
- Minimize the transit and service proximity criteria in South Brookline. Either develop housing for seniors who may not be able to avail themselves of these services or develop housing around commercial areas and encourage future expansion of transit to these areas.
- Identify Town-owned sites that could support a mix of uses on the same site.
- Prioritize smart growth.
- Prioritize mixed-use, higher density development along established commercial corridors, such as Route 9 and in Coolidge Corner.
- Identify a minimum lot size (e.g., 10,000 sq. ft.).

### 1.3.3 COMMUNITY WORKSHOP #3: SITE SUITABILITY ANALYSIS

The purpose of the Community Workshop on June 1, 2016 was to solicit community feedback on a draft of the Site Suitability map and to refine it with input from the community. Fifty-six people attended this meeting, which took place in a large meeting room at Brookline Town Hall. Workshop participants reviewed the general locations and distribution of sites that met or substantially met the criteria identified at Workshop #2. Key themes emerged from these discussions:

- Focus on corridors: Identify sites with single-story commercial buildings where mixed-use corridors can be developed: Beacon St, Harvard Street, Commonwealth Ave, and Route 9.
- Density: There was conflicting feedback about whether development should be targeted to already dense areas or to areas with low density like single-family and two-family neighborhoods. This concern has permeated the entire HPP process, largely because Brookline contains such different topography and land use patterns north and south of Route 9.
- Preserve parking: Town-owned parking lots are prime sites for development and “low hanging fruit,” but if housing will be developed on them, the existing public parking should be preserved.
- Refine criteria: The transit criterion from the third workshop effectively confined most of the highly ranked sites to North Brookline and posed a challenge to some participants to

work around this when working on the map of South Brookline. In addition, it was noted that condominiums present significant re-development challenges and they should be eliminated from the roster of suitable sites. Finally, participants thought many properties should be added to the inventory of suitable sites.

To provide enough time to review and discuss the results of the initial selection criteria, the consultants divided Brookline into four zone maps and placed each map at a table. Participants moved from table to table over the course of an hour, discussing the assigned map. They shared initial observations about the map at their table and then discussed which of the highly ranked sites were most appropriate for multi-family/mixed-use development, which were the least appropriate, and what appropriate sites should be added. While examining the maps, participants had questions and comments about the Site Suitability criteria. Overall, many people were dismayed by the inclusion of some sites and the exclusion of others. For example, 1129 Beacon St was highly ranked though it is currently condominiums and the none of the surrounding single story commercial buildings were ranked.

- **Proximity:** Transit's prominence in the Site Suitability criteria meant that few highly ranked sites were identified in South Brookline (Map Zone 4). Participants said the transit concept should expand to include bus routes, and bike access. People with different income levels and different activity levels (seniors vs. families) may have different transit needs regardless of car ownership. In addition, participants wondered what qualifies as a commercial node, e.g., a certain number of businesses or certain types of businesses? They also thought Brookline's commercial districts should be identified on the map.
- **Neighborhood Characteristics:** Participants identified whole corridors like Beacon Street, Harvard Street, Commonwealth Avenue, and Route 9 as areas that should support mixed-use development. In addition, areas that transition from residential to commercial are prime areas for housing or mixed-use development, e.g., 21 Crowninshield Road. Participants noted the lack of highly ranked sites within single-family neighborhoods and while some participants supported this, others thought the town was missing opportunities for smaller developments like Pine Street Inn's Beals Street development. Participants wished that characteristics like established density, building heights, and commercial areas had been shown on the maps. Even though it was not identified as an important criterion in previous workshops, participants at Workshop #3 said they wished existing affordable housing locations had been identified on each map.
- **Site Characteristics:** Participants expressed concern over the number of highly-ranked sites that are condominiums and the difficulty in acquiring those sites for re-development. They also commented that it would be useful to know which sites are rental and therefore prime targets for developers or condo conversion. Participants thought that underdeveloped sites should be more highly ranked than re-development sites. It was noted that some highly ranked sites about uses that might lend themselves to a larger development or mixed use, such as 16 Kent St., where a town-owned parking lot abuts low-rise commercial. Some highly ranked parcels are not actually developable because of the current use (condominiums, brand new development, or the Brookline Arts Center). Also, participants were wary of the difficulty in developing in historic districts or historic

buildings and would have liked those called out on the map, though there was widespread interest in redevelopment or in-fill development on religious properties.

### 1.3.4 COMMUNITY WORKSHOP #4: STRATEGIES FOR INCREASING THE SUPPLY OF AFFORDABLE HOUSING

The purpose of the fourth and final Brookline Community Workshop, held on June 20, 2016, was to solicit community feedback on draft strategies to be included in this HPP. The strategies were (and still are) organized into four categories: Regulatory, Resource Allocation, Education and Advocacy, and Local Planning and Policy. After an initial presentation by the consultants, participants worked in small groups to discuss each strategy category, rotating from category to category in 20-minute intervals. Participants were asked to rank each strategy as very important, somewhat important, or not important, or to indicate if they had no opinion. The facilitators at each table recorded themes and noteworthy comments, and presented a brief summary to the entire group at the close of the evening. In most cases, the strategies described in Chapter 4 of this HPP reflect ideas that a majority of workshop participants rated as very important or somewhat important. Potential strategies that participants ranked as “not important” have been removed from the plan.

A revised Site Suitability map was available for review at Workshop #3. Comments received on the map, further discussion with Town staff, and direction from the HPP Working Group culminated in the final **Site Suitability Analysis Map (Map 1.A)** that is a central component of this HPP.

---

## 1.4 About the Use of Census Data

Information for this plan comes from a variety of sources, including the Town, previous plans and studies, regional and state agencies, proprietary data, the U.S. Department of Housing and Urban Development, and Bureau of the Census. Since “the Census” encompasses different surveys and datasets, information has been drawn from the following census products:

- The **Census of Population and Housing** (decennial census): mainly Census 2000 and Census 2010, though some tables and charts in the plan draw from much earlier decades.
- The **American Community Survey (ACS)**. This relatively new Census Bureau program provides demographic and housing estimates for large and small geographic areas every year. Although the estimates are based on a small population sample, a new survey is collected each month, and the results are aggregated to provide a similar, “rolling” dataset on a wide variety of topics. In most cases, data labeled “ACS” in this plan are taken from the most recent five-year tabulation: 2010-2014 inclusive.
- **HUD Consolidated Planning/Comprehensive Housing Affordability Strategy (CHAS) Data**. Created through a combined effort of the U.S. Department of Housing and Urban Development (HUD) and the Census Bureau, this dataset is a “special tabulation” of ACS data. It provides information on HUD income categories and housing data that communities like Brookline use for Consolidated Planning. According to the HUD

guidance, “these special tabulation data provide counts of the numbers of households that fit certain combinations of HUD-specified criteria such as housing needs, HUD-defined income limits (primarily 30, 50, and 80 percent of median income) and household types of particular interest to planners and policy-makers.” The most recent CHAS Data are based on the ACS 2008-2012 estimates.

This plan has benefited immeasurably from local knowledge shared by many residents, representatives of housing and social service organizations, clergy, Town committees and departments, and others who participated in small-group interviews. In addition, 601 people responded to an online survey that sheds light on what residents and others think about Brookline’s housing market, housing choices, and housing affordability.

---

## 1.5 Geographic Units

To allow for comparison and to understand Brookline in a regional context, the tables and charts in this plan report data for Brookline, several neighboring communities, Norfolk County, and the state as a whole. In addition, many tables and maps present geographic data at the **submarket** level. The topography, landscape, and built environment vary widely across Brookline. The northern half of town, which is bisected by two Green Line branches, consists of dense, walkable neighborhoods with a wide range of housing types, from single-family homes to multi-story apartment buildings. The southern half of Brookline is far less densely settled. It has a much higher percentage of single-family homes on relatively large lots separated by open space. The contrast in geographies in Brookline created the need to divide the town up into six submarkets for analysis purposes. This will help differentiate sections of Brookline further, and help to create recommendations that can be specific to different submarkets. **Map 1.B, Neighborhood Submarkets**, depicts the six submarket boundaries.

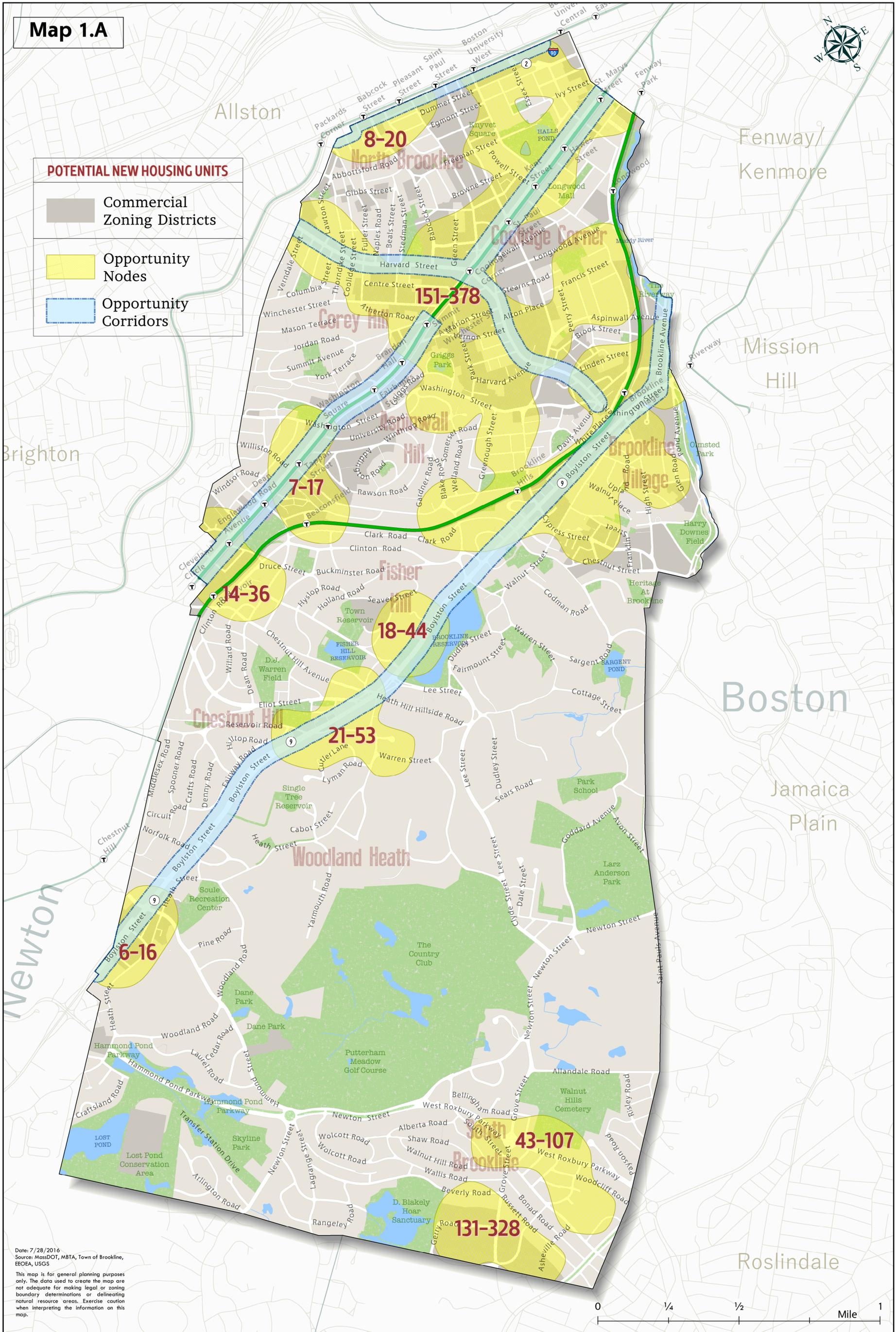


Map 1.A



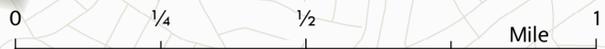
POTENTIAL NEW HOUSING UNITS

- Commercial Zoning Districts
- Opportunity Nodes
- Opportunity Corridors



Date: 7/28/2016  
Source: MassDOT, MBTA, Town of Brookline, EEOEA, USGS

This map is for general planning purposes only. The data used to create the map are not adequate for making legal or zoning boundary determinations or delineating natural resource areas. Exercise caution when interpreting the information on this map.



Brookline, MA

# Site Suitability Analysis

**RKG**  
ASSOCIATES INC

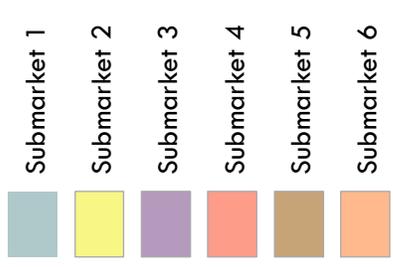




**Map 1.B**

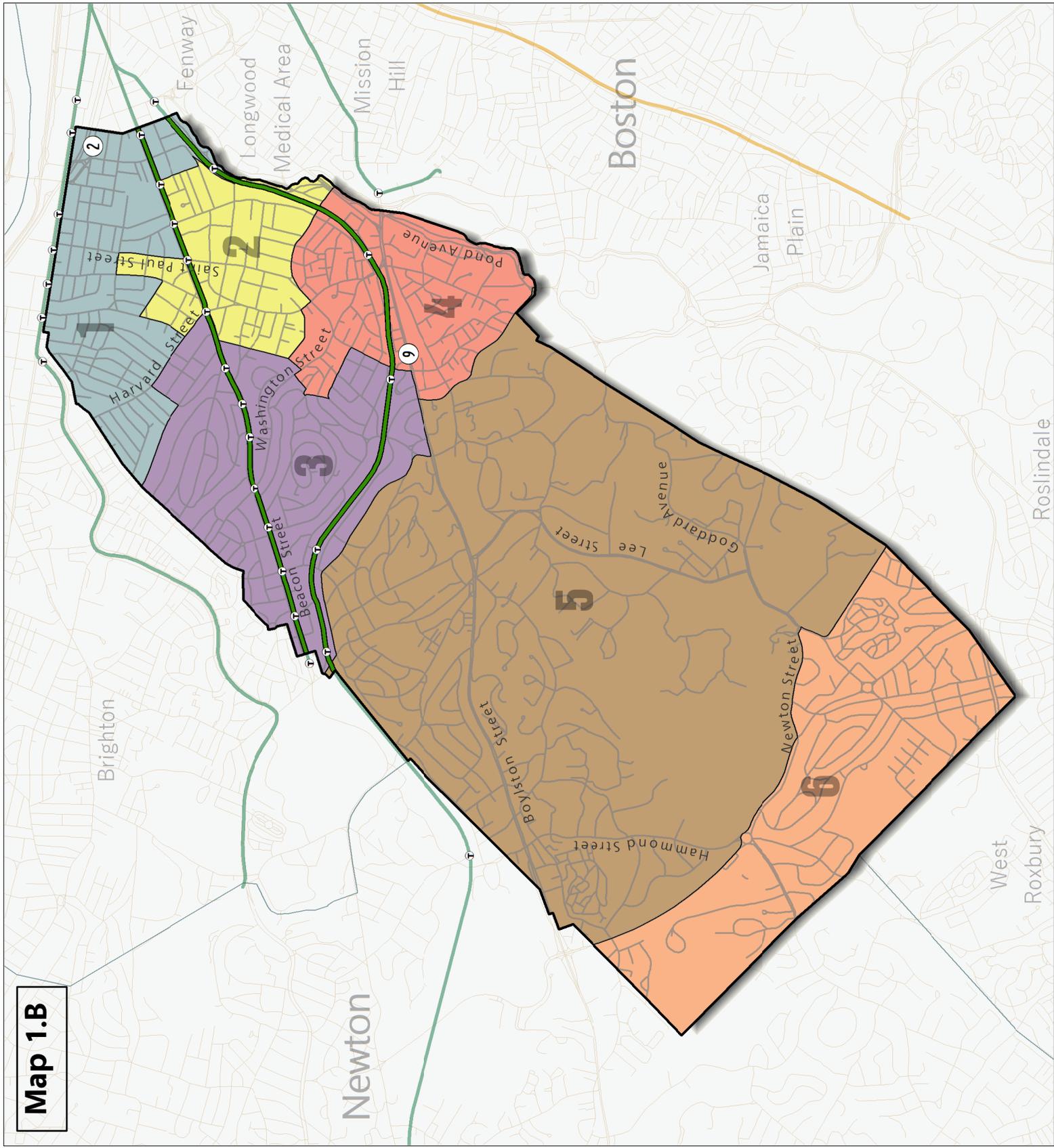
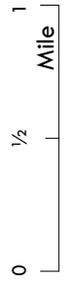
**Neighborhood  
Submarkets**

Brookline, Massachusetts



This map is for general planning purposes only. The data used to create the map are not adequate for making legal or zoning boundary determinations or delineating natural resource areas. Exercise caution when interpreting the information on this map.

Date: 7/17/2016  
Source: MassDOT, MBTA, Town of Brookline





# 2 Housing Needs



## 2.1 Key Findings

### 2.1.1 POPULATION AND HOUSEHOLD TRENDS

- According to population and household projections provided by MAPC, by 2030 Brookline's population could reach 65,951, with significant growth in two age groups: children under 18 and seniors 75 years and older.
- An online needs assessment survey conducted in February 2016 attracted 601 Brookline residents, non-resident employees, and property owners to respond. About 70 percent of the residents who responded said it is important for them to stay in Brookline as they age. However, many cited needs for more availability of condominiums and apartments in walkable neighborhoods and pedestrian improvements to help them stay in the community.
- The experience in Brookline and other inner-core suburbs is that households are returning to urban communities so they can have access to public transportation, live near their workplace, and enjoy the cultural, entertainment, educational, and other amenities that cities have to offer. At issue for Brookline and many of its neighbors is whether the region is prepared to meet near-term and longer-term demand for housing.
- People move to Brookline for many reasons, but the town's growth in family households is directly attributable to the quality and prestige of Brookline's public schools. Brookline, Newton, Arlington, and Lexington are all seeing school enrollment growth while many of the region's outlying suburbs have begun to experience declining K-12 enrollments.
- Brookline's population is still predominantly white, but the most significant population percent growth rates since 2009 have occurred among Asian, Latino, and African American residents.
- Immigrants in Brookline hail from all over the world, though mainly from China, Japan, India, Israel, and Ukraine, and to a lesser extent from Canada, France, and Germany. Approximately 10 percent of Brookline's population has Limited English Proficiency, and 26 percent are foreign-born.

NOT LONG AGO, BROOKLINE WAS A TOWN OF RENTERS. TODAY, JUST OVER HALF OF ALL BROOKLINE HOUSEHOLDS RENT THE UNIT THEY OCCUPY.

■ Brookline residents vary tremendously by age, household type, tenure, and income in different parts of town. At the **submarket** level, the highest concentration of young people between 20 to 29 years (3,488 total) can be found in Submarket 1,

which helps to explain this area’s high housing turnover rate. Submarket 6 is home to the highest concentration of “Baby Boomers,” or people between 50 and 69 years (1,572 total, or 29 percent).

- Geographic mobility varies by submarket, too. While most Brookline homeowners moved into their present home between 1990 and 2009, long-term homeowners are far more common in Submarket 6, where nearly 40 percent of the residents have lived in the same house for over twenty-five years.
- Not long ago, Brookline was a town of renters. Over time – and in response to homeownership demand – the multifamily market has gradually changed. Today, just over half of all Brookline households rent the unit they occupy.
- Brookline is one of the state’s wealthiest towns. Its median household income, \$93,640, is among the highest in Boston’s inner-core region. However, Brookline’s median family income is much higher - \$144,904 – and the median for married couples with dependent children is even higher, at \$197,589, probably due to the presence of more than one wage earner. The difference between households and families is that a family consists of two or more people (one of whom is the householder) related by birth, marriage, or adoption residing in the same housing unit. A household consists of all people who occupy a housing unit regardless of relationship. A household may consist of a person living alone or multiple unrelated individuals or families living together
- Non-family households do not have the same economic position as Brookline’s families. The median non-family income is \$52,150, and it is conspicuously low for elderly women living alone: \$32,519.

### 2.1.2 HOUSING MARKET AND AFFORDABILITY

- Town-wide, Brookline’s median single family sale price in 2015 was \$1,587,500, and the median condominium sale price, \$660,000. At these prices, the affordability gap for a homebuyer at the Metro Boston moderate income limit (\$69,700) is \$1,348,895 for a single-family home and \$430,909 for a condominium. For households with income at the Metro Boston area median (\$98,500), the single-family affordability gap in Brookline is - \$1,246,636 and for a condominium, -\$332,727.
- In the online survey, one out of every four residents who responded said it is likely that they will move out of Brookline in the next five years, and most of them cited high housing/living costs as the primary reason.
- Brookline rents are very high. The town is desirable to a wide range of people, and demand far exceeds supply. It is almost impossible for households with rental assistance to find an

affordable apartment in Brookline because the maximum subsidy that a Section 8 agency can pay is significantly below market rents, even while Brookline has payment standards that are higher than many other communities. As a result, families receiving Section 8 assistance from the Brookline Housing Authority have little choice but to seek housing in other communities in the region.

- At the submarket level, Submarket 2 has had the highest median rent for studio, one-, and two-bedroom apartments over the past three years, while Submarket 3 had the highest median 3-bedroom rent. Submarket 2 also had the highest percent change for average rents from 2013 to 2016, when rents for all bedroom types increased in value. The unit type with the highest rate of growth, regardless of submarket, is the studio apartment.
- Over 200 renters responded to the online survey (36 percent of all resident respondents). About 84 percent said it is unlikely that they will buy a home in Brookline in the next ten years, and most cited lack of homes in their price range as the primary reason.
- Brookline is hardly immune to the “town/gown” phenomenon that distorts the housing market in every community with or adjacent to an enclave of colleges and universities. Students renting larger units together drive up the cost of apartments, leaving working families unable to compete.
- There are serious unmet needs for housing with services for chronically homeless people and disability housing, both in Brookline and the surrounding communities. The needs include managed housing with supportive services and units accessible to people with mobility, mental health, and cognitive impairments.

### 2.1.3 CHAPTER 40B

- Brookline has clearly tried to increase its supply of affordable housing for low- and moderate-income households and for households with somewhat higher incomes – but not high enough to compete in Brookline’s housing market.
- Brookline is very close to meeting the 10 percent statutory minimum under Chapter 40B. The gap is currently 367 units. The town is much closer today than it was ten years ago.
- Three developments currently listed on the SHI are subject to current use restrictions that will eventually expire, potentially removing them from the SHI. These include the Village at Brookline (307 units) and Beacon Park (80 units) both of which may expire from the SHI in 2046 and 2036, respectively. In addition, Hebrew Senior Life owns three large properties (containing a total of 516 units), whose use restrictions expire in 2044, although it seems likely that this mission-driven owner will work with the Town to extend affordability beyond that date. Town staff has worked diligently to extend use restrictions on these expiring use properties developed with federal subsidies in the 1970s.
- Brookline received four comprehensive permit applications while this HPP was being developed. A fifth that recently received a PEL from MassHousing is expected shortly. The result is an untenable workload for the Town staff and volunteers on Brookline’s Planning Board and Board of Appeals. Together, the four “active” comprehensive permit applications could bring up to 352 new multifamily rental units to Brookline. Nearly all are located on the north side of Brookline (north of Route 9). Including the development with a PEL already in hand and two more that have filed Project Eligibility applications,

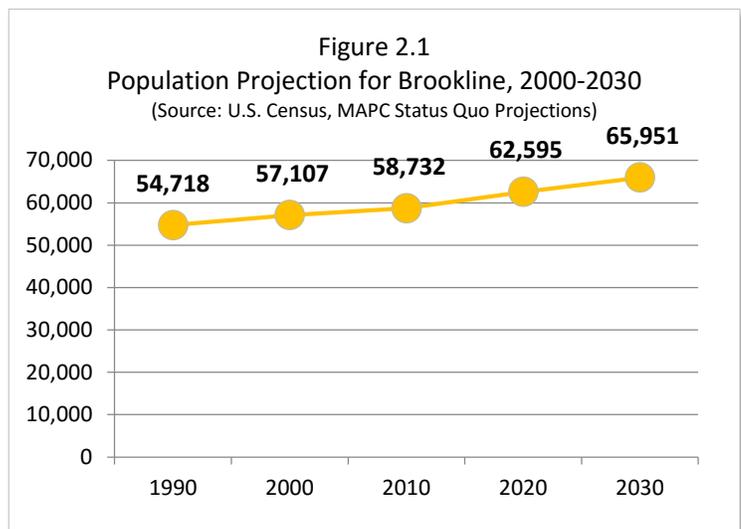
the potential for new housing production under Chapter 40B alone is as many as 621 units, 10 percent of which would be age restricted.

- A Chapter 40B development already approved in Submarket 6, The Residences of South Brookline, is currently in litigation. If litigation is settled and the project moves forward, 161 units will be added to the Town’s SHI.
- Brookline’s existing zoning does not provide enough incentives to encourage development applications through means other than Chapter 40B.
- Zoning, the lack of capacity (space and facilities) in Brookline’s public schools, and the built-out nature of the town north of Route 9 are all significant impediments to providing more affordable housing and managing the impact of Chapter 40B developments.

## 2.2 Brookline Population Characteristics and Trends

### 2.2.1 POPULATION GROWTH

It may be hard for residents to imagine, but in 1970, Brookline had a slightly larger population than it had five years ago. In fact, the town’s population has fluctuated quite a bit since 1950, when the effects of post-war population growth began to surface in Boston’s close-in suburbs.<sup>5</sup> Following two decades of population decline, Brookline’s population increased 7 percent between 1990 and 2010, from 54,718 to 58,732, and again by 1 percent between 2010 and 2014. The current population estimate for Brookline is 59,016<sup>6</sup>. MAPC’s estimates in Figure 2.1 show that if current trends continue, Brookline could have a population of 65,951 by 2030.<sup>7</sup>



### 2.2.2 POPULATION BY AGE

Since 1990, the most dramatic increase has occurred among residents 45-59 years (31 percent) and younger seniors age 60-74 (25 percent), followed by small children (19 percent) and the school-age population (15 percent). Older seniors 75 and over decreased by 22 percent, and the population 35-44 decreased by 17 percent. MAPC projects that by 2030, Brookline’s under-5 and school-age populations will increase by 21 percent and 38 percent. The decline in the 75-and-over population is projected to reverse, increasing 60 percent. The 45- to 59-year

<sup>5</sup> Massachusetts State Data Center, Donohue Institute, University of Massachusetts, “Population of Massachusetts Cities, Towns & Counties: Census Counts, 1930-2014” (May 2015).

<sup>6</sup> ACS 2010-2014 Five-Year Estimates, B01003, “Total Population”.

<sup>7</sup> MAPC, “Metro Boston Population and Housing Demand Projections, Provisional Municipal Forecasts, Status Quo and Stronger Regional Demand Scenarios” (January 14, 2014).

population will drop slightly (8 percent), and a modest increase is expected in other age cohorts.

**Table 2.1. Brookline Population by Age, 1990-2030**

Age	U.S. Census			MAPC Projections		Percent Change	
	1990	2000	2010	2020	2030	'90-'10	'10-'30
Birth-4	2,687	2,639	3,209	4,320	3,844	19%	21%
5-19	7,325	7,939	8,454	10,083	11,634	15%	38%
20-34	17,533	18,458	18,646	18,626	19,413	6%	4%
35-44	9,226	8,429	7,696	7,780	8,400	-17%	9%
45-59	7,541	10,589	9,911	9,052	9,072	31%	-8%
60-74	5,751	5,245	7,168	8,660	7,715	25%	8%
75+	4,655	3,808	3,648	4,073	5,833	-22%	60%
Total	54,718	57,107	58,732	62,594	65,951	7%	12%

Source: U.S. Census Bureau & MAPC Status Quo Projections

**Submarkets.** Table 2.2 identifies noticeable differences in the ages of Brookline residents by submarket. For example, Submarket 1 has the highest concentration of young people between 20 to 29 years (3,488 total, or 33 percent), and Submarket 6 has the highest concentration of “Baby Boomers,” or people between 50 and 69 years (1,572 total, or 29 percent)<sup>8</sup>.

**Table 2.2. Population by Age in Brookline Submarkets**

	Submkt 1	Submkt 2	Submkt 3	Submkt 4	Submkt 5	Submkt 6
Under 5 years	480 (5%)	614 (6%)	674 (4%)	674 (7%)	355 (5%)	252 (5%)
5 to 9 years	533 (5%)	442 (5%)	841 (5%)	700 (7%)	575 (7%)	465 (9%)
10 to 14 years	385 (4%)	154 (2%)	577 (4%)	304 (3%)	631 (8%)	248 (5%)
15 to 19 years	513 (5%)	208 (2%)	663 (4%)	488 (5%)	808 (10%)	459 (9%)
20 to 24 years	2,291 (22%)	526 (5%)	1,859 (12%)	829 (8%)	557 (7%)	188 (4%)
25 to 29 years	1,197 (11%)	1,278 (13%)	1,893 (12%)	1,078 (11%)	263 (3%)	425 (8%)
30 to 34 years	1,086 (10%)	1,161 (12%)	1,447 (9%)	890 (9%)	291 (4%)	192 (4%)
35 to 39 years	636 (6%)	943 (10%)	1,085 (7%)	847 (9%)	236 (3%)	513 (10%)
40 to 44 years	500 (5%)	470 (5%)	844 (5%)	648 (7%)	639 (8%)	345 (7%)
45 to 49 years	505 (5%)	339 (4%)	911 (6%)	433 (4%)	582 (8%)	202 (4%)
50 to 54 years	554 (5%)	389 (4%)	1,121 (7%)	521 (5%)	438 (6%)	377 (7%)
55 to 59 years	422 (4%)	420 (4%)	821 (5%)	484 (5%)	541 (7%)	453 (9%)
60 to 64 years	445 (4%)	642 (7%)	894 (6%)	554 (6%)	485 (6%)	454 (9%)
65 to 69 years	421 (4%)	687 (7%)	575 (4%)	575 (6%)	377 (5%)	288 (5%)
70 to 74 years	227 (2%)	593 (6%)	622 (4%)	235 (2%)	335 (4%)	151 (3%)
75 to 79 years	129 (1%)	174 (2%)	275 (2%)	330 (3%)	222 (3%)	146 (3%)
80 to 84 years	46 (0%)	283 (3%)	265 (2%)	161 (2%)	236 (3%)	77 (1%)
85+ years	77 (1%)	322 (3%)	666 (4%)	90 (1%)	172 (2%)	72 (1%)

Source: ACS 2010-14.

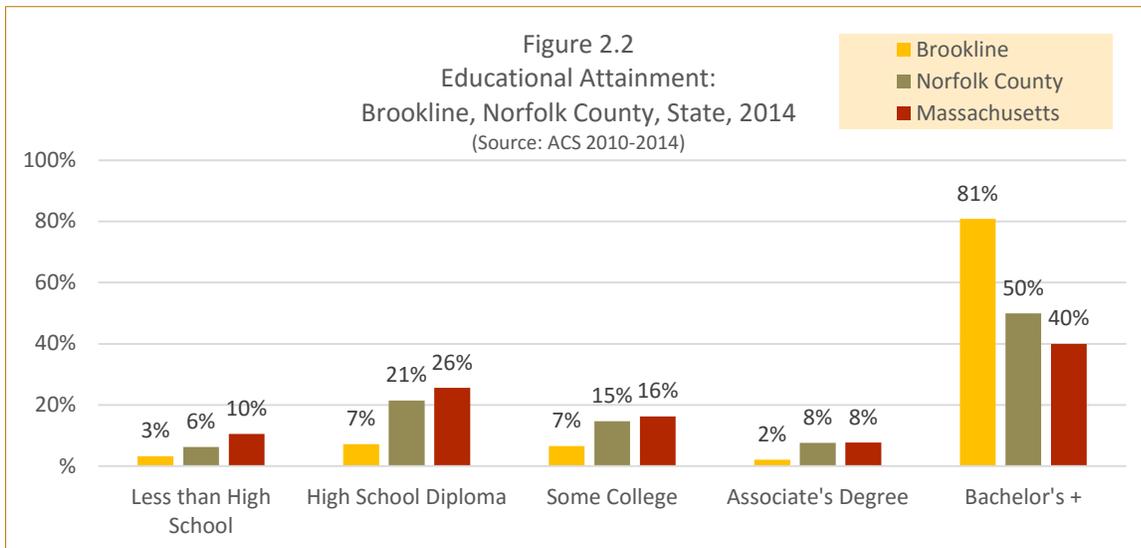
<sup>8</sup> ACS 2010-2014 Five-Year Estimates, B01001, “Sex by Age”.

### 2.2.3 RACE, ETHNICITY, AND CULTURE

Brookline’s racial and ethnic composition has changed in recent years. Though the town remains primarily Caucasian (73%), the populations that grew most dramatically between 2009 and 2014 are Asian (21 percent increase to 16% of total), Latino (16 percent increase to 5% of total), and African-American (16 percent increase to just under 3% of total). Brookline also has a fairly large foreign-born population: 25.2 percent of all residents, according to the Census Bureau. Immigrants in Brookline hail from all over the world, though mainly from China, Japan, India, Israel, and Ukraine, and to a lesser extent from Canada, France, and Germany. It is not surprising that linguistic and cultural diversity is a shared characteristic of Brookline’s elementary schools, e.g., the thirty-eight countries represented in Upper Devotion School’s K-8 enrollment, or that one-third of the children at Baker School speaks English as a second language at home.<sup>9</sup> In fact, many Brookline residents are non-native speakers of English. Chinese, Russian, Japanese, Hebrew, and French are remarkably common household languages in Brookline.<sup>10</sup> Approximately 10 percent of Brookline’s population has Limited English Proficiency.<sup>11</sup>

### 2.2.4 EDUCATION

Brookline is home to a highly educated population. More than 80 percent of the population 25 years and over has a college or higher level degree, while only 3 percent did not finish high school. Compared with Norfolk County or the state, Brookline residents have significantly higher levels of educational attainment.



<sup>9</sup> Public Schools of Brookline, school profiles at <<http://www.brookline.k12.ma.us/domain/344>>

<sup>10</sup> ACS 2010-2014 Five-year Estimates, B1 6001, “Language Spoken at Home by Ability to Speak English for the Population 5 Years and Over.”

<sup>11</sup> Brookline Department of Planning and Community Development, “Brookline Housing Needs Assessment: HOME and CDBG Consolidated Plan, FY2016-FY2020.”

Enrollment in Brookline’s public schools provides additional insight into population trends within the town. Since the 1994-95 school year, K-12 enrollment has been fairly stable, decreasing or increasing by 1 percent or 2 percent each year. The greatest increase occurred in 2011-12, when enrollment grew 4 percent. In addition, the composition of the student body has not dramatically changed in recent years. The proportion of minority students has increased the most, 14 percent, but the proportion of students learning English—though it fluctuated over the years—is roughly the same now (54 percent) as it was in 1994-95 (53 percent). Meanwhile, the rate of students qualifying as low-income has declined slightly, from 14 percent to 11 percent.

<b>School Year</b>	<b>Number of Students</b>	<b>% Change</b>	<b>% Minority</b>	<b>% English Language Learner</b>	<b>% Low-Income</b>
1994-95	5,951	-	29%	53%	14%
1995-96	6,039	1%	29%	55%	13%
1996-97	6,068	0%	30%	53%	14%
1997-98	6,073	0%	31%	53%	13%
1998-99	5,977	-2%	32%	51%	14%
1999-00	5,989	0%	31%	48%	13%
2000-01	6,028	1%	32%	52%	10%
2001-02	5,960	-1%	33%	51%	11%
2002-03	6,044	1%	34%	50%	10%
2003-04	6,022	0%	34%	46%	10%
2004-05	5,984	-1%	34%	46%	11%
2005-06	6,014	1%	36%	44%	11%
2006-07	6,142	2%	38%	49%	12%
2007-08	6,168	0%	39%	48%	10%
2008-09	6,321	2%	41%	49%	12%
2009-10	6,472	2%	41%	47%	12%
2010-11	6,627	2%	41%	48%	12%
2011-12	6,875	4%	42%	47%	12%
2012-13	7,112	3%	43%	47%	12%
2013-14	7,288	2%	43%	54%	11%

Source: MA Department of Elementary and Secondary Education, and MAPC.

### 2.2.5 LABOR FORCE & EMPLOYMENT

Brookline’s labor force includes approximately 33,000 residents, or 67.6 percent of the population 16 years and older (**labor force participation rate**). The unemployment rate in Brookline, 5.6 percent, is lower than the statewide rate of 8.4 percent and the Norfolk County rate of 7.6 percent. Brookline’s comparatively low unemployment rate can be attributed, at least in part, to the higher levels of educational attainment of its population. Approximately

9.2 percent of those who did not graduate from high school are unemployed, compared to only 3.3 percent of those with a bachelor’s degree or higher.<sup>12</sup>

**2.2.6 GEOGRAPHIC MOBILITY**

Brookline’s population is fairly stable, with about 80 percent of its residents having lived in the same house for at least one year. This percentage has not changed much over the past five years, and it is roughly in the midpoint of population mobility rates for Metro Boston inner-core suburbs. Most residents who did move to Brookline in the past year came from another place in Massachusetts but outside of Norfolk County (which makes sense because all of Brookline’s neighboring communities lie in different counties). Only a small portion of Brookline residents moved from abroad.

THE MAJORITY OF RENTERS IN SUBMARKET 5 ARE BETWEEN THE AGES OF 35 TO 44 YEARS (32 PERCENT). THIS FIGURE IS ANECDOTALLY ATTRIBUTED TO A GROWING NUMBER OF FAMILIES MOVING INTO BROOKLINE AND RENTING IN ORDER TO SEND THEIR CHILDREN TO BROOKLINE’S EXCELLENT PUBLIC SCHOOLS.

**Submarkets.** Across Brookline’s submarkets, most homeowners moved into their present home between 1990 and 2009. Submarket 6 has the largest share of long-term homeowners, with 17 percent having moved in between 1980 and 1989 and 19 percent in 1979 or earlier, i.e., nearly 40 percent in the same house for over twenty-five years. Brookline renters are a more transient population, as is the case just about everywhere. Renters in Submarket 1 tend to be very young householders, with 68 percent between the ages of 15 and 34, and this helps to explain the high renter turnover rate. By contrast, 60 percent of renters in Submarket 6 moved in after 2010, and the majority of renters in Submarket 5 are between the ages of 35 to 44 years (32 percent). This figure is anecdotally attributed to a growing number of families moving into Brookline and renting in order to send their children to Brookline’s excellent public schools.

**Table 2.4. Owner Occupied Households by Year Moved In by Submarket**

Move-In Year	Submkt 1	Submkt 2	Submkt 3	Submkt 4	Submkt 5	Submkt 6
2010 or later	285 (16%)	333 (15%)	346 (10%)	287 (15%)	237 (11%)	59 (5%)
2000-09	628 (34%)	922 (43%)	1,438 (41%)	575 (30%)	756 (36%)	337 (28%)
1990-99	567 (31%)	351 (16%)	890 (26%)	564 (30%)	549 (26%)	371 (30%)
1980-89	153 (8%)	434 (20%)	383 (11%)	288 (15%)	214 (10%)	210 (17%)
1970-79	111 (6%)	111 (5%)	237 (7%)	108 (6%)	169 (8%)	121 (10%)
Pre-1970	87 (5%)	0 (0%)	185 (5%)	84 (4%)	155 (7%)	119 (10%)

Source: ACS 2010-14, and RKG Associates, Inc.

<sup>12</sup> ACS 2010-2014 Five-year Estimates, B23025, Employment Status for the Population 16 Years and Over.

**Table 2.5 Renter Occupied Households by Year Moved In by Submarket**

Move-In Year	Submkt 1	Submkt 2	Submkt 3	Submkt 4	Submkt 5	Submkt 6
2010 or later	1,397 (56%)	1,139 (44%)	2,087 (52%)	1,062 (45%)	210 (42%)	470 (60%)
2000-2009	996 (40%)	1,108 (42%)	1,568 (39%)	929 (40%)	239 (48%)	267 (34%)
1990-99	65 (3%)	185 (7%)	273 (7%)	164 (7%)	50 (10%)	19 (2%)
1980-89	10 (0%)	125 (5%)	41 (1%)	98 (4%)	0 (0%)	14 (2%)
1970-1979	9 (0%)	42 (2%)	31 (1%)	58 (2%)	0 (0%)	15 (2%)
Pre-1970	19 (1%)	13 (0%)	13 (0%)	28 (1%)	0 (0%)	0 (0%)

Source: ACS 2010-14, and RKG Associates, Inc.

### 2.2.7 PEOPLE LIVING IN GROUP QUARTERS

About 1,782 Brookline residents (3 percent) live in some type of group quarters arrangement. This percentage of the total population in group quarters is fairly consistent with the region. In federal census terms, “group quarters” includes unrelated people in some type of group residence or facility owned or managed by an entity that provides housing or services for the residents, such as custodial or medical care. For most cities and towns, the most common group quarters facilities include nursing homes and shared homes for adults with disabilities. However, other types of group living arrangements count, too, such as college dormitories, military barracks, religious convents, and safe houses for people recovering from addiction, as well as involuntary facilities such as prisons. The group quarters population in Brookline consists primarily of students in college residence halls (1,097 people) and residents of skilled nursing facilities (393 people).

## 2.3 Households

More than population, the number and type of households and their spending power within a community correlate with housing demand. A **household** is a single person or two or more people who occupy the same housing unit. In 2010, Brookline had 25,092 households with a combined total of 56,854 people; in 2014, the town had 500 more households (25,594) with a total household population of 57,234. MAPC’s regional forecast anticipates that by 2030, Brookline could be home to 27,280 households, or 9 percent more than the number reported in the 2010 census (absolute increase of 2,188 households).

### 2.3.1 HOUSEHOLD TYPES

Different household types often have different housing needs and preferences. The size and composition of a community’s households can indicate how well suited the existing housing inventory is to residents.

The Census Bureau divides households into two broad classes: families and non-families. A **family** household includes two or more related people living together in the same housing unit, and a **non-family household** can be a single person living alone or two or more unrelated people living together. On a town-wide basis, non-families comprise over half of all households in Brookline. Most are singles (63 percent), and 31 percent of them are people 65 years of age and over. Compared with surrounding cities and towns, Brookline’s rate of family households (48 percent) is low. The difference is more dramatic compared with the MAPC

region as a whole, where 63 percent of households are families, or to Massachusetts, where 60 percent are families. Married couples comprise the overwhelming majority of families in Brookline (84 percent), and nearly half (46 percent) of them have dependent children.

**Submarkets.** Table 2.6. reports the population in households in Brookline by household types by local submarket. The rate of family households is highest in Submarkets 5 and 6 (86 percent and 87 percent), while submarkets 1, 2, 3 and 4 have the highest rate of nonfamily households (39 percent, 38 percent, 38 and 32 percent). Considering the large student population in Submarket 1, it is surprising that the percentage with children is 34 percent, very much in line with Brookline as a whole.

TOWN-WIDE, NON-FAMILY HOUSEHOLDS COMPRISE OVER HALF OF ALL HOUSEHOLDS IN BROOKLINE.

Table 2.6. Brookline’s Population by Household Type by Relationship in Submarkets (2014)						
	Submkt 1	Submkt 2	Submkt 3	Submkt 4	Submkt 5	Submkt 6
In households:	10,096 (97%)	9,359 (97%)	15,900 (99%)	9,836 (100%)	6,851 (88%)	5,192 (98%)
Family households:	6,109 (61%)	5,777 (62%)	9,882 (62%)	6,729 (68%)	5,899 (86%)	4,525 (87%)
Householder:	2,087 (34%)	2,120 (37%)	3,436 (35%)	2,262 (34%)	1,821 (31%)	1,392 (31%)
Male	1,061 (51%)	1,190 (56%)	1,999 (58%)	1,147 (51%)	897 (49%)	725 (52%)
Female	1,026 (49%)	930 (44%)	1,437 (42%)	1,115 (49%)	924 (51%)	667 (48%)
Spouse	1,588 (26%)	1,980 (34%)	2,846 (29%)	1,637 (24%)	1,544 (26%)	1,244 (27%)
Child	2,069 (34%)	1,536 (27%)	3,131 (32%)	2,443 (36%)	2,241 (38%)	1,631 (36%)
Other relatives	255 (4%)	83 (1%)	373 (4%)	269 (4%)	121 (2%)	248 (5%)
Nonrelatives	110 (2%)	58 (1%)	96 (1%)	118 (2%)	172 (3%)	10 (0%)
Nonfamily households:	3,987 (39%)	3,582 (38%)	6,018 (38%)	3,107 (32%)	952 (14%)	667 (13%)
Householder:	2,240 (56%)	2,643 (74%)	4,056 (67%)	1,983 (64%)	758 (80%)	610 (91%)
Male:	714 (32%)	912 (35%)	1,047 (26%)	594 (30%)	256 (34%)	262 (43%)
Living alone	506 (71%)	678 (74%)	702 (67%)	401 (68%)	148 (58%)	243 (93%)
Not living alone	208 (29%)	234 (26%)	345 (33%)	193 (32%)	108 (42%)	19 (7%)
Female:	1,526 (68%)	1,731 (65%)	3,009 (74%)	1,389 (70%)	502 (66%)	348 (57%)
Living alone	869 (57%)	1,405 (81%)	2,149 (71%)	960 (69%)	471 (94%)	334 (96%)
Not living alone	657 (43%)	326 (19%)	860 (29%)	429 (31%)	31 (6%)	14 (4%)
Nonrelatives:	1,747 (44%)	939 (26%)	1,962 (33%)	1,124 (36%)	194 (20%)	57 (9%)
Roomer or boarder	437 (25%)	47 (5%)	320 (16%)	104 (9%)	0 (0%)	0 (0%)
Roommate	1,055 (60%)	624 (66%)	1,356 (69%)	726 (65%)	81 (42%)	38 (67%)
Unmarried partner	170 (10%)	249 (27%)	250 (13%)	211 (19%)	69 (36%)	19 (33%)
Foster child	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Other nonrelatives	85 (5%)	19 (2%)	36 (2%)	83 (7%)	44 (23%)	0 (0%)
In group quarters	351 (3%)	286 (3%)	133 (1%)	5 (0%)	892 (12%)	115 (2%)

Source: ACS 2010-2014, and RKG Associates, Inc.

### 2.3.2 HOUSEHOLD BY SIZE

The average household size in Brookline is 2.27 people per household. This is smaller than in the MAPC region (2.44) and the Commonwealth (2.48). However, household size in Brookline has increased 4 percent since 2000, from 2.18. This differs from the prevailing trend throughout the MAPC region and the state as a whole, for household sizes have declined slightly, each by 1.2 percent, over the past fifteen years. Going forward, MAPC projects that household size in Brookline will continue to increase. By 2030, the average household will be 2.34 people, an increase of another 3 percent from 2010.

### 2.3.3 HOUSEHOLDER AGES

In addition to household type, age of householder can indicate demand for particular types and sizes of housing units as well as preferred locations. In 2010, nearly a quarter of Brookline's householders were between 50-64 years old. Those in the 20-29 and 30-39 cohorts each made up another 19 percent of all householders. Very young householders (ages 15-19) and senior householders 85 years and older accounted for smaller groups: less than 3 percent and 7 percent respectively. In the future, the householder age cohorts projected to increase most dramatically are those 80 years and older (46 percent), 65-79 (44 percent), and young householders 15-19 (24 percent). Householders between 50-64 years are projected to decrease by 15 percent.

**Submarkets.** The age distribution of Brookline householders varies somewhat by submarket, but for the most part the differences are not all that significant. For homeowners, the age make-up of householders is fairly even. Submarkets 5 and 6 have a higher proportion of older homeowners compared with the submarkets north of Route 9, and Submarkets 1, 2, 3 and 4 have a higher rate of under-44 homeowners. Most renters in Brookline, roughly 53 percent, are in the 25-to-34 age cohort. Excluding this group, which is fairly evenly distributed across submarkets, some noteworthy differences can be seen in the age make-up of Brookline's renters. For example, 77 percent of all Brookline renters between 15 and 24 years are concentrated in Submarkets 1 and 3, and in the same submarkets, over half of the renters are between 25 and 34 years. Conversely, 59 percent of renters in Submarket 5 are 40 years or older.

Householder Age	Submkt 1	Submkt 2	Submkt 3	Submkt 4	Submkt 5	Submkt 6
15 to 24 years	11 (1%)	15 (1%)	22 (1%)	0 (0%)	0 (0%)	0 (0%)
25 to 34 years	258 (14%)	283 (13%)	352 (10%)	138 (7%)	71 (3%)	13 (1%)
35 to 44 years	321 (18%)	425 (20%)	550 (16%)	486 (25%)	282 (14%)	189 (16%)
45 to 54 years	352 (19%)	251 (12%)	882 (25%)	343 (18%)	502 (24%)	263 (22%)
55 to 59 years	257 (14%)	176 (8%)	404 (12%)	225 (12%)	302 (15%)	244 (20%)
60 to 64 years	129 (7%)	351 (16%)	324 (9%)	189 (10%)	218 (10%)	132 (11%)
65 to 74 years	325 (18%)	512 (24%)	537 (15%)	303 (16%)	373 (18%)	214 (18%)
75 to 84 years	101 (6%)	62 (3%)	227 (7%)	196 (10%)	281 (14%)	120 (10%)
85 years+	77 (4%)	76 (4%)	181 (5%)	26 (1%)	51 (2%)	42 (3%)

Source: ACS 2010-14, and RKG Associates, Inc.

**Table 2.8. Renter Occupied Householder Age by Submarket**

Householder Age	Submkt 1	Submkt 2	Submkt 3	Submkt 4	Submkt 5	Submkt 6
15 to 24 years	808(32%)	165(6%)	714(18%)	255(11%)	7(1%)	38(5%)
25 to 34 years	879(35%)	930(36%)	1,353(34%)	741(32%)	123(25%)	176(22%)
35 to 44 years	228(9%)	441(17%)	527(13%)	464(20%)	76(15%)	253(32%)
45 to 54 years	307(12%)	222(8%)	334(8%)	193(8%)	69(14%)	126(16%)
55 to 59 years	91(4%)	112(4%)	139(3%)	105(4%)	39(8%)	0(0%)
60 to 64 years	96(4%)	116(4%)	227(6%)	204(9%)	27(5%)	127(16%)
65 to 74 years	66(3%)	334(13%)	228(6%)	263(11%)	39(8%)	35(4%)
75 to 84 years	21(1%)	214(8%)	157(4%)	59(3%)	43(9%)	0(0%)
85 years and over	0(0%)	78(3%)	334(8%)	55(2%)	76(15%)	30(4%)

Source: ACS 2010-14, and RKG Associates, Inc.

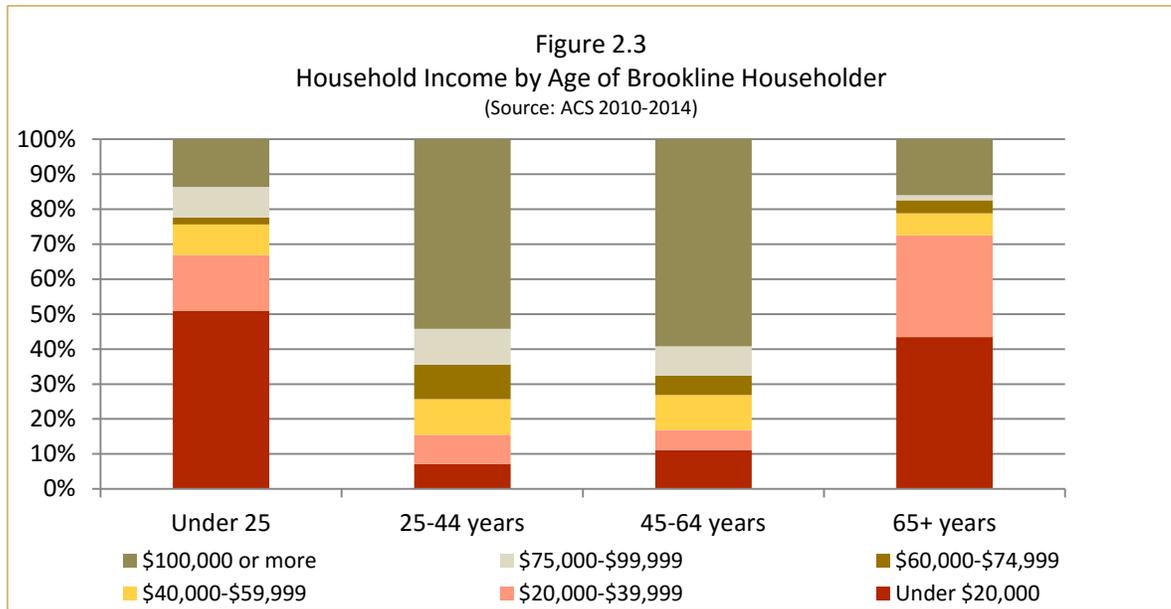
### 2.3.4 HOUSEHOLD AND FAMILY INCOMES

Household income largely determines how much a household can afford to pay for housing and whether that household qualifies for some type of housing assistance. In Boston's inner-core suburbs, the median household income ranges from under \$50,000 to over \$100,000. Brookline has among the highest, at \$93,640. However, median household income varies significantly based on household type. Brookline has a high median family income (\$144,904) and a conspicuously high median family income for married couples with dependent children (\$197,589), probably due to the presence of more than one wage earner. By contrast, the median non-family income is much lower for non-family households overall (\$52,150).<sup>13</sup>

Age of householder tends to affect income, too. Younger and older householders are more likely to form non-family households, and so their incomes often fall below the median for all household types and householder ages. On the other hand, householders in the middle are more likely to form family households, and as a result, they tend to have higher incomes. In Brookline, household income varies greatly by age of householder. More than half of householders age 25-44 and 45-64 earn \$100,000 or more per year, yet less than 15 percent of householders under age 25 or over age 64 have incomes within that range. Meanwhile, 67 percent of householders under the age of 25 and 72 percent of householders 65 years and older have household incomes of less than \$39,999 a year. The median non-family household income for elderly women living alone is very low (\$32,519).<sup>14</sup>

<sup>13</sup> ACS 2010-2014 Five-year Estimates, B19103, "Median Household Income," B19113, "Median Family Income," B19126, "Median Family Income by Family Type and Presence of Children under 18 Years," and B19202, "Median Nonfamily Income."

<sup>14</sup> ACS 2010-2014 Five-Year Estimates, B19215, "Median Nonfamily Income by Age and Sex of Householder by Living Alone."



### 2.3.5 POVERTY

Approximately 3.5 percent of Brookline’s families live below the federal poverty line.<sup>15</sup> The population poverty rate is lower than that of Norfolk County (4.3 percent) and the Commonwealth (8.3 percent), as well as many of its neighbors. Brookline’s poverty rate is higher among families with children (5.7 percent), much higher still among female householders (15.7 percent), and even higher among female householders with children (24 percent).<sup>16</sup>

## 2.4 Housing Characteristics and Trends

### 2.4.1 HOUSING TYPE AND AGE

Brookline’s housing stock includes an estimated 28,013 units.<sup>17</sup> Detached single-family homes represent one-quarter of all units in Brookline, a quality that distinguishes the town from most of its neighbors. Brookline’s rate of multifamily housing (75%) is among the highest in the inner-core communities. Only the three largest cities—Boston, Cambridge, and Somerville—have more multifamily units, ranging from 82 percent to 85 percent of each city’s total housing stock. In addition, Brookline’s multifamily housing is diverse. A third of Brookline’s multifamily units are in larger-scale buildings of 20 or more units. Another 15 percent are in small buildings with 3-4 units and an additional 15 percent exist in buildings with 5-9 units.

<sup>15</sup> ACS poverty statistics are determined by a set dollar value threshold that varies based on household size and composition. If the household income is less than the determined threshold, then all household members are considered to live below the poverty line. 2015 thresholds range from \$12,085 for a 1-person household to \$24,259 for a 4-person households and higher for larger households.

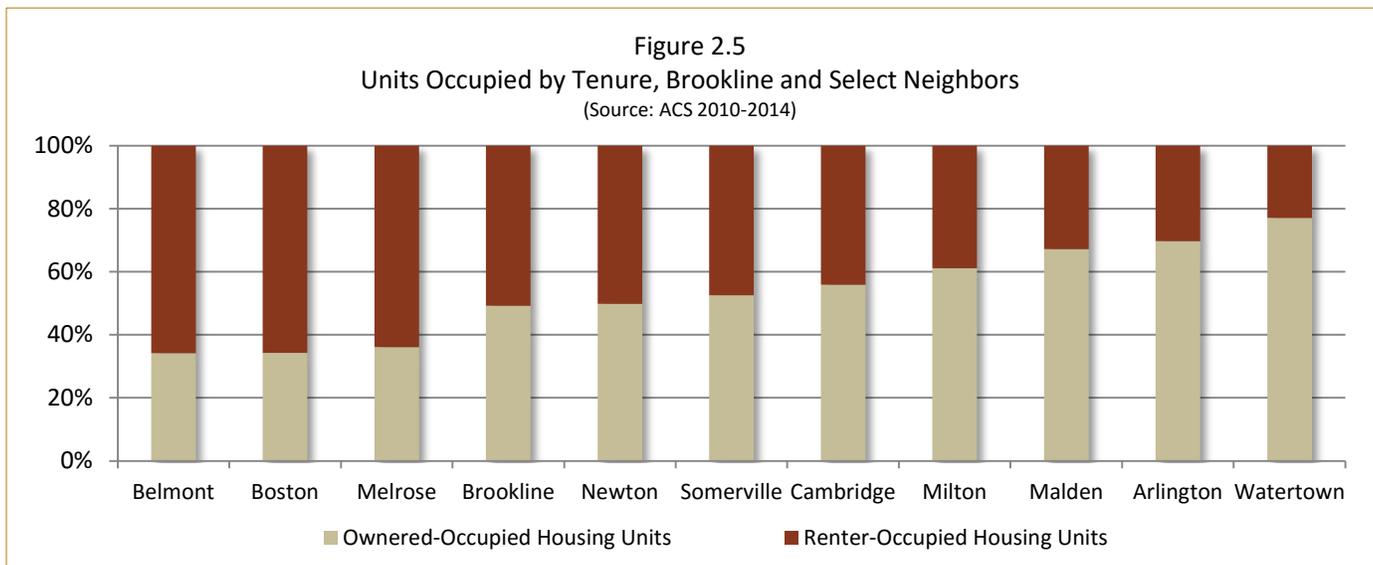
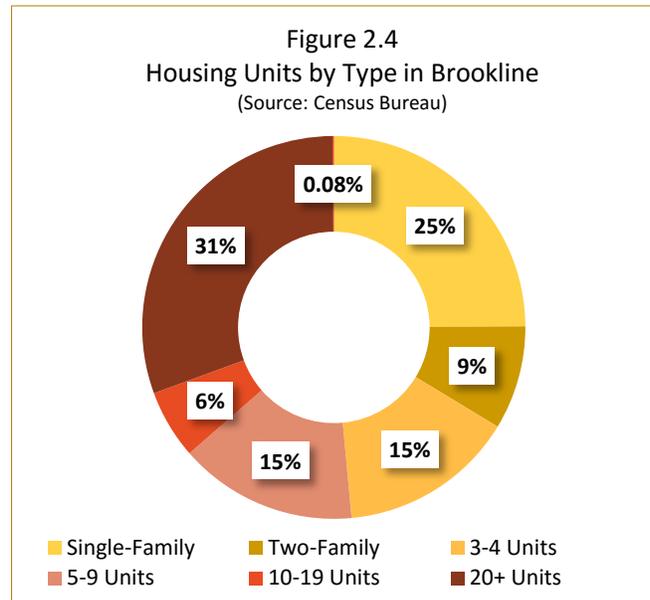
<sup>16</sup> ACS 2010-2014 Five-Year Estimates, S1702, “Poverty Status in the Past 12 Months of Families.”

<sup>17</sup> ACS 2010-2014 Five-Year Estimates, B25001, “Housing Units.”

More than half of Brookline’s housing stock was built before 1939. This matters for several reasons: housing quality, housing preservation, neighborhood character, energy efficiency, code compliance, and impact on federal funds received from the Community Development Block Grant (CDBG) or HOME Investment Partnerships Program. Older buildings are often more expensive to maintain and operate, which in turn affects housing affordability. **Map 2.A., Year Structure Built**, illustrates the geographic distribution of housing by age in Brookline.

2.4.2 TENURE

Just over half of Brookline’s housing stock is occupied by renters. Only four of Brookline’s neighbors (Lynn, Melrose, Boston, and Belmont) have higher rates of renter-occupied housing, yet it is important to note that forty years ago, rental units made up a much larger share of all housing in Brookline. Over time and partially in response to market pressure, multifamily buildings in Brookline were converted to condominiums and offered as for-sale units. These lost apartments have never been replaced with new rental housing, although 41 percent of all condominiums are currently rented<sup>18</sup>. Considering housing tenure by age of householder, younger Brookline householders are far more likely to rent, with only 2 percent of those age 15-24 owning the unit they occupy. Rates of homeownership are higher among older householders. Notably, rates do not dramatically decline among seniors, as is common in many communities. Approximately 70 percent of Brookline householders age 65-74 and 57 percent of those age 75 and over are homeowners.



<sup>18</sup> Brookline Assessor’s Office

### 2.4.3 HOUSING VACANCY

According to ACS 2010-2014 data, 95 percent of Brookline's housing units are occupied. The town's vacancy rate of 4.6 percent (1,276 units) is very low, and as a result, Brookline's housing market is tight. In fact, Brookline's vacancy rate is lower than that of the larger MAPC region (6 percent) and the state as a whole (9 percent). In Brookline, there are not many opportunities for homeownership. The for-sale vacancy rate is a mere 0.5 percent. The vacancy rate for rental units is higher, at 9 percent.

### 2.4.4 HOUSING QUALITY ISSUES

Ever since the early 1990s, the U.S. Department of Housing and Urban Development has published a compendium of housing statistics known as the Comprehensive Housing Affordability Strategy (CHAS) data. Drawing from data periodically reported by the Census Bureau, the CHAS estimates the extent of housing problems in each city or town. These problems can pertain to the relationship between the housing unit and the occupant, or to the state of the housing unit itself. According to the most recent

CHAS, Brookline's housing stock is largely in good repair. Of the town's estimated 25,185 households (as of 2012), 220 (1 percent) occupy housing units lacking complete plumbing or kitchen facilities. Another 360 households live in overcrowded conditions, i.e., more than one person per room, though anecdotally some people say that federal data underestimate the incidence of over-occupied housing problems in Brookline. However, the most significant housing problem in Brookline is lack of affordability (see Section 2.6).

ACCORDING TO THE COMPREHENSIVE HOUSING AFFORDABILITY STRATEGY (CHAS) DATA, BROOKLINE'S HOUSING STOCK IS LARGELY IN GOOD REPAIR.

SOME PEOPLE SAY THAT FEDERAL DATA UNDERESTIMATE THE INCIDENCE OF OVER-OCCUPIED HOUSING. HOWEVER, THE MOST SIGNIFICANT HOUSING PROBLEM IN BROOKLINE IS LACK OF AFFORDABILITY

### 2.4.5 HOUSING MARKET

Proximity to public transportation options and area colleges and universities has created a market for small units like condominiums and apartments in the northern part of town. Brookline's dense, pedestrian-friendly built environment lends support to the condominium market, which currently includes over 10,000 units.<sup>19</sup> While condominiums and multifamily housing make up the vast majority of parcels in Brookline, single-family homes command the largest portion of land.

---

<sup>19</sup> DOR, 2016

**Table 2.9. Land Use by Percent of Total in Submarkets**

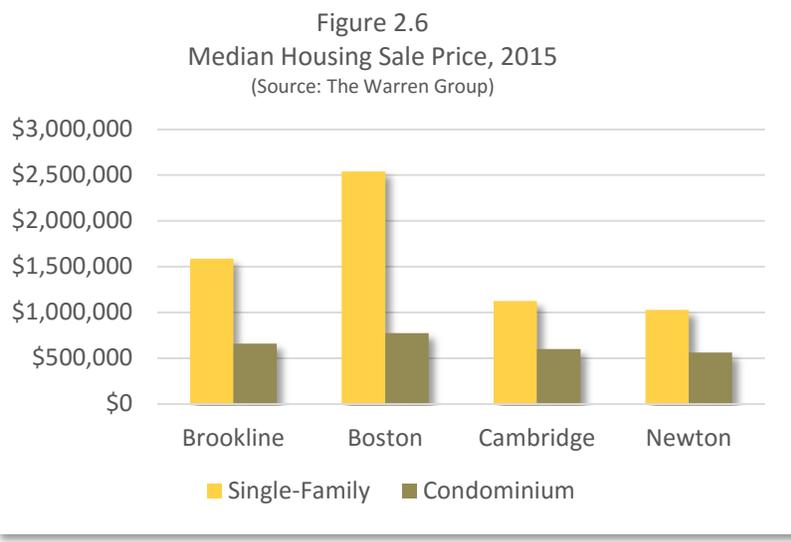
	Percent of Total Land Use by Submarket					
	Submkt 1	Submkt 2	Submkt 3	Submkt 4	Submkt 5	Submkt 6
Single-Family	27%	15%	40%	30%	39%	51%
Multi-Family	18%	10%	13%	13%	5%	0%
Condominium	15%	32%	21%	18%	3%	1%
Apartments	7%	10%	5%	2%	0%	9%
Mixed Use	2%	3%	3%	1%	0%	0%
Restaurant/Retail	3%	4%	2%	3%	0%	0%
Auto Centric	2%	2%	0%	2%	0%	0%
Office/Bank	1%	1%	1%	3%	1%	0%
Industrial	0%	1%	0%	1%	0%	0%
Institutional	8%	10%	5%	6%	8%	1%
Open Space	13%	9%	7%	20%	40%	34%
Vacant Land	1%	0%	2%	1%	3%	1%

Sources Brookline Assessing Department, 2016, and RKG Associates, Inc.

As shown in **Map 2.B, Existing Land Uses**, the primary land uses in Brookline include both residential and open space. **Map 2.C, Residential Land Use**, provides a more detailed view of residential land uses by class of use. Clearly, the size of residential parcels south of Route 9 is larger and representative of a more suburban land development pattern than what is found north of Route 9 and on the transit lines.

### 2.4.6 HOUSING SALE PRICES

Housing sale prices in Brookline have grown at a steady annual rate of 5.15 percent per year over the past ten years. Both single-family and condominium sale prices, which are good indicators of the for-sale market, increased by 4.17 and 4.19 percent annually from 2005 to 2015. In 2015, the median sale price for a single-family home was \$1,587,500 and for condominiums, \$660,000.<sup>20</sup> Brookline is second to Boston in both median single-family and condominium sale prices. As one of the Metro Boston’s leading generators of condominium sales,



<sup>20</sup> The Warren Group, “Town Stats,” 2015.

Brookline's condo sales volume per year has consistently ranked fourth out of twenty inner-core submarkets.<sup>21</sup>

**Submarkets.** Within Brookline's submarkets, residential sale prices bring to light distinct buyer preferences. For example, Submarket 5 has the highest average sale price, but the highest overall price per square foot (sq. ft.) is in Submarket 2. Typically, a high price per sq. ft. places a premium on location over living area, as seen in Submarkets 1, 2, 3, and 4, which exhibit a propensity for smaller, high-end condominiums. On the other hand, larger single-family homes prevail in Submarkets 5 and 6.<sup>22</sup> Table 2.10 reports the difference in overall sale price per unit and sale price per sq. ft. by submarket.

Table 2.10. Inflation Adjusted Residential Sales in Brookline FY 2012-2015				
Submarket	Use Type	No. of Sales	Average Sale Price	Average Sale Price per Sq ft
Submarket 1	Total	347	\$1,075,411	\$552.78
	Single-Family	66	\$2,120,153	\$577.72
	Multi-Family	20	\$1,446,160	\$361.28
	Condominium	261	\$782,813	\$579.11
Submarket 2	Total	570	\$876,741	\$753.63
	Single-Family	12	\$1,551,897	\$507.40
	Multi-Family	6	\$3,039,123	\$640.97
	Condominium	552	\$838,560	\$774.10
Submarket 3	Total	871	\$891,229	\$579.53
	Single-Family	113	\$1,493,580	\$500.16
	Multi-Family	34	\$1,612,559	\$338.06
	Condominium	724	\$763,341	\$658.05
Submarket 4	Total	392	\$781,548	\$487.82
	Single-Family	71	\$1,375,955	\$514.20
	Multi-Family	26	\$1,210,580	\$357.39
	Condominium	295	\$600,674	\$506.32
Submarket 5	Total	423	\$1,766,650	\$569.56
	Single-Family	233	\$2,587,024	\$618.99
	Multi-Family	9	\$981,209	\$308.54
	Condominium	181	\$749,643	\$438.22
Submarket 6	Total	226	\$1,005,178	\$438.36
	Single-Family	208	\$1,011,045	\$436.76
	Multi-Family	3	\$757,885	\$340.47
	Condominium	15	\$973,278	\$485.67
Grand Total		2,829	\$1,035,702	\$570.48

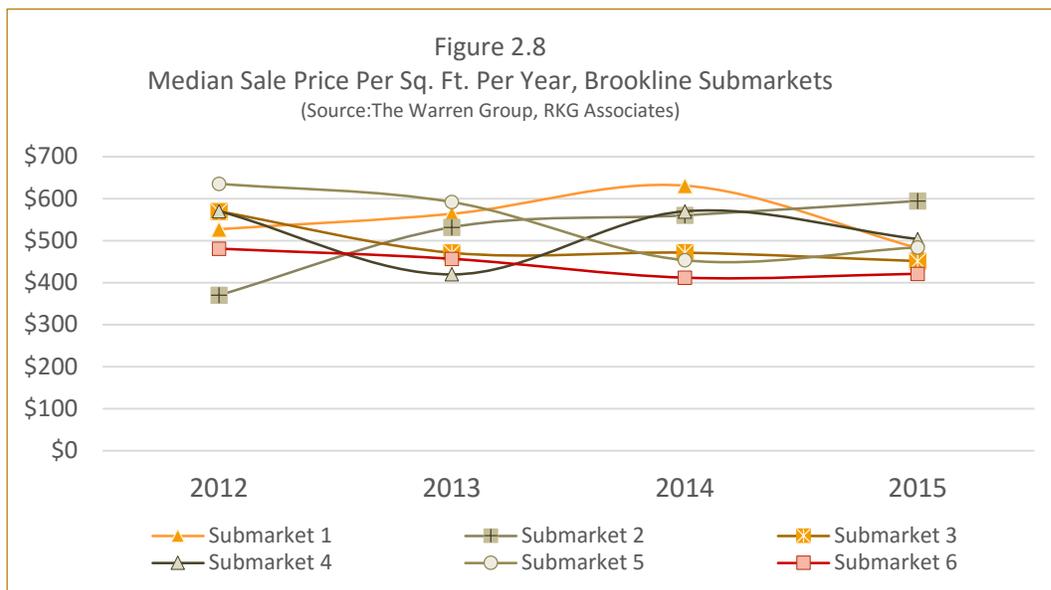
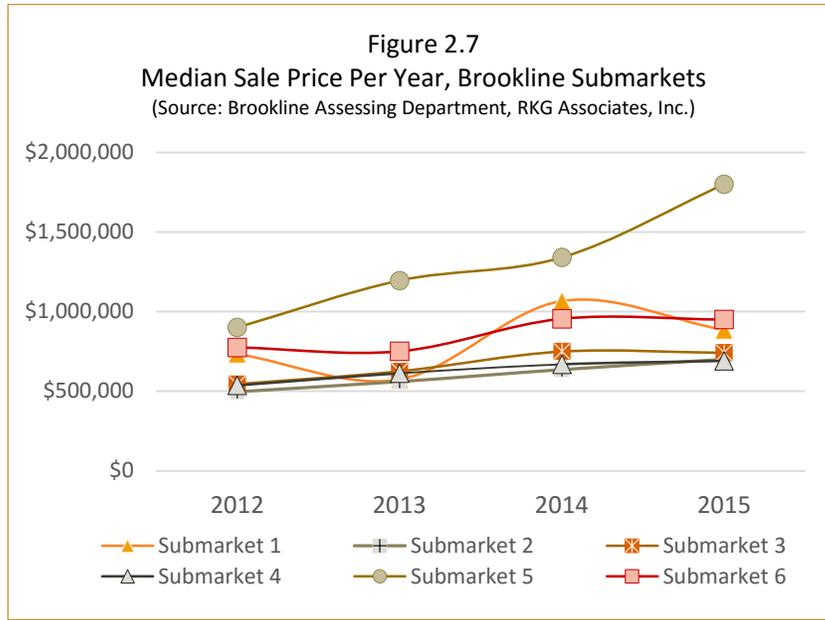
Source: Brookline Assessing Department, 2016

<sup>21</sup> Barry Bluestone, et al., *The Greater Boston Housing Report Card: 2014-2015*, 32.

<sup>22</sup> Brookline Assessing Department, 2016

Inflation-adjusted sales on a year-over-year basis further reinforce the bifurcation of Brookline’s housing market. Sale prices per unit in Submarket 5 grew exponentially between 2012 and 2015, as shown in Figure 2.7, but the sale price per sq. ft. declined, as shown in Figure 2.8. This can be explained by the year-by-year increase in the average sq. ft. of sold properties in Submarket 5, but the market has not responded at the same

rate. Submarket 2 showed the most growth in price per sq. ft. over the same time period, and grew at a rate that outpaced gains in total sale price per unit. Submarket 1 was the only downward trending submarket for both sale prices per unit and sale prices per sq. ft. This could be a by-product of the student population living in Submarket 1. The data show that between 2014 and 2015, the median sale price fell 47 percent, from \$1,800,000 to \$950,000.<sup>23</sup>



<sup>23</sup> Ibid.

In order to view sales on an even plane and remove discrepancies between sale price per unit and sale price per sq. ft., all sales need to be standardized according to type of residential use and year sold. **Map 2.D, Standardized Sale Prices, FY12-15**, depicts standardized sales values. High standardized values are clustered around parcels on Lee Street, near The Country Club, on Dudley Street, parcels bordering Jamaica Plain, as well as the Longwood Medical area and Coolidge Corner. Lower values can be found in Submarket 6 and the southern half of Submarket 5, and they extend up to Goddard Avenue.

#### 2.4.7 FORECLOSURES

Between 2007 and 2015, Brookline's foreclosure rate continued to drop to a low ratio of 0.48 foreclosure petitions to total sales. In 2015, petitions to foreclose were issued against three single-family and nine condominium units in Brookline, for a ratio of 0.015 foreclosure petitions to total sales (approximately 840). The ratio has fluctuated but generally trended downward since 2011.<sup>24</sup> It is worth noting that condominium foreclosures jumped from one to nine, for an annual growth rate of 400 percent, from 2013 to 2015. This abnormality could be explained by lenders catching up with backlogs of delinquent loans set aside during the housing crisis or just an anomaly in the data, but it does not seem to foreshadow foreclosure conditions in the future. Brookline's fast-paced real estate market has not experienced a major uptick in foreclosures since 2012, and it is void of any sort of warning signs today.

#### 2.4.8 MARKET RENTS BY SUBMARKET

Table 2.11 reports rental listings from February 2013 to February of 2016. In 2015, the majority of listings were in Submarket 3 (2,003 units), followed by Submarket 1 (1,941), Submarket 2 (1,158), Submarket 4 (702), Submarket 5 (210) and Submarket 6 (99). Discounting Submarket 6 because of low sample size, Submarket 2 had the highest median rent for studio, one-, and two-bedroom apartments, with Submarket 3 having the highest median 3-bedroom rent. Submarket 2 also had the highest percent change for average rents from 2013 to 2016, when rents for all bedroom types increased in value.<sup>25</sup> The bedroom type displaying the highest rate of growth, regardless of submarket, was the studio apartment.

For the purposes of viewing the overall market rents regardless of year and number of bedrooms, **Map 2.E** depicts standardized market rents, which is calculated using the following formula:

$$\left( \frac{\text{Rent}}{\text{Median Rent by \# of bedrooms and year}} \right) \times \text{Median Rent}$$

The map shows clusters of high values near Boston University and Longwood Medical Area as well as Putterham Place in South Brookline, a collection of single story rental units.

---

<sup>24</sup> Warren Group, 2015

<sup>25</sup> Padmapper, 2016

**Table 2.11. Median Rent by Submarket and Year**

Submarket	Bedrooms	2013	2014	2015	2016	Average Pct. Change
Submarket 1	Studio	\$1,200	\$1,325	\$1,350	\$1,575	10%
	1-Br	\$1,850	\$1,900	\$2,000	\$1,950	2%
	2-Br	\$2,500	\$2,600	\$2,600	\$2,700	3%
	3-Br	\$3,200	\$3,400	\$3,450	\$3,500	3%
Submarket 2	Studio	\$1,500	\$1,425	\$1,513	\$1,750	6%
	1-Br	\$2,000	\$2,100	\$2,225	\$2,238	4%
	2-Br	\$2,600	\$2,550	\$2,700	\$2,850	3%
	3-Br	\$3,150	\$3,200	\$3,350	\$3,500	4%
Submarket 3	Studio	\$1,500	\$1,300	\$1,413	\$1,850	9%
	1-Br	\$1,875	\$1,800	\$1,900	\$1,863	0%
	2-Br	\$2,400	\$2,450	\$2,500	\$2,500	1%
	3-Br	\$3,000	\$3,000	\$3,000	\$3,050	1%
Submarket 4	Studio	\$1,575	\$1,325	\$1,300	-	-9%
	1-Br	\$2,000	\$1,800	\$2,075	\$2,300	5%
	2-Br	\$2,300	\$2,400	\$2,363	\$2,200	-1%
	3-Br	\$2,900	\$3,000	\$3,000	\$2,850	-1%
Submarket 5	Studio	\$1,350	\$1,350	\$1,000	-	-13%
	1-Br	\$2,100	\$1,850	\$1,850	-	-6%
	2-Br	\$2,200	\$2,200	\$2,300	\$2,100	-1%
	3-Br	\$2,950	\$2,750	\$2,763	\$2,550	-5%
Submarket 6	Studio	\$900	\$1,775	-	-	97%
	1-Br	\$1,700	\$1,725	\$2,200	\$2,225	10%
	2-Br	\$2,000	\$2,200	\$2,738	\$2,263	6%
	3-Br	\$2,988	\$2,875	\$5,250	\$2,650	10%

Source: Padmapper (2016)

Among the consequences of Brookline’s very high market rents is that even though the town has a fairly large inventory of apartments, they are not available to low- or moderate-income people even with Section 8 rental assistance. Table 2.12 compares market-rate rents in Brookline with HUD’s Fair Market Rents and Section 8 Payment Standards. The data reinforce the problems that low-income renters face trying to find an affordable unit in Brookline.

**Table 2.12. Brookline Market Rents, HUD Fair Market Rents, and Section 8 Payment Standards**

	Market Rent	HUD FMR	Section 8
Studio:	\$1,430	\$1,042	\$1,285
One-bedroom:	\$1,950	\$1,164	\$1,435
Two-bedroom:	\$2,530	\$1,454	\$1,793
Three-bedroom:	\$3,200	\$1,811	\$2,233
Four-bedroom:	\$3,600	\$1,969	\$2,427
5+-bedroom:	\$4,500	\$2,264	\$2,791

Source: Brookline Consolidated Plan Needs Assessment, Brookline Housing Authority 11/2015.

## 2.5 Housing Production in Brookline

### 2.5.1 BUILDING PERMITS

Over the past ten years, Brookline saw the highest number of housing units constructed directly prior to and after the Great Recession (2007-2009). Although the Metro Boston area was not affected as dramatically as other parts of the Commonwealth or the United States, the recession clearly delayed new development and new investments in the community. Brookline permitted about 53 units of housing per year between 2006 and 2015. A significant increase over the average occurred in 2012 with the permitting of a 79-unit multifamily apartment project on Verndale Street. Across the nine-year data collection period reviewed for this housing plan, the median estimated construction cost for building permits was valued at \$500,000, generating an average permit fee of almost \$20,000. Table 2.13. shows the number of permits issued each year, as well as across each housing type.

**Table 2.13. Residential Building Permits by Type and Total Per Year, 2006-2015**

Year	Single Family	Two Family	Multifamily	Total Units by Year	Percent of Total
2006	9	0	0	9	1.7%
2007	8	4	60	72	13.5%
2008	15	0	57	72	13.5%
2009	8	2	8	18	3.4%
2010	14	2	0	16	3.0%
2011	26	0	23	49	9.2%
2012	16	0	126	142	26.7%
2013	23	2	0	25	4.7%
2014	10	4	36	50	9.4%
2015	10	2	67	79	14.8%
Total	139	16	377	532	100.0%

Source: Town of Brookline.

### 2.5.2 HOUSING PRESERVATION, DEMOLITION/REBUILD

Brookline is fortunate to have two full-time planning staff members dedicated to preservation planning. The staff work to “promote the protection, restoration, and preservation of the Town’s historical and cultural assets; to encourage a healthy preservation and development climate; and to provide homeowners and Town agencies with historical and technical advice on appropriate restoration procedures.”<sup>26</sup> The Town also has an active Preservation Commission, made up of seven members and four alternates, who administer and enforce the Demolition Bylaw and the Local Historic Districts Bylaw. Brookline is home to eight local historic districts:<sup>27</sup>

- Chestnut Hill North
- Cottage Farm

<sup>26</sup> Town of Brookline, <http://www.brooklinema.gov/217/Preservation>.

<sup>27</sup> A map of each historic district can be found in the Town’s *Design Guidelines for Local Historic Districts*: [www.brooklinema.gov/DocumentCenter/View/3495](http://www.brooklinema.gov/DocumentCenter/View/3495)

- Crowninshield
- Graffam-McKay
- Harvard Avenue
- Lawrence
- Pill Hill
- Wild-Sargent

Between January 2014 and December 2015, Brookline saw seventy-eight individual local historic district case reports. Many of the case reports filed are for minor alterations such as façade improvements, window replacements, door replacement, and so forth. Several cases involved a substantial change to a house, such as demolition and subsequent replacement of a portion of the structure or demolition of an accessory building, such as an old garage. The Preservation Commission reviews applications and architectural plans for compliance with the Historic Districts Bylaw and the Town’s *Design Guidelines for Local Historic Districts*.

In addition to the local historic districts, Brookline has two Neighborhood Conservation Districts (NCD): Hancock Village and the Greater Toxteth NCD. Overseeing the NCD Bylaw is a seven-member NCD Commission with two alternates. The NCD Commission differs from the Preservation Commission in that they are responsible for reviewing more than just the exterior changes to a building within the district. For projects that trigger NCD review,<sup>28</sup> the Commission can review landscape features such as terraces, walks, driveways, fences, and exterior lighting. Finally, Brookline has sixteen National and State Register Districts and more than eighty individual listings on the National and State Registers.

### 2.5.3 DEMOLITION

Brookline has a Demolition Delay Bylaw that may impose a delay on the building in question for a period of up to twelve months, or up to eighteen months for a National or State Register property. Each construction proposal that comes before the Town is reviewed to see if it will trigger demolition delay. The trigger is typically the removal or covering of 25 percent or more of the square feet of the building’s exterior sides and roof, removing or covering one side of a building, removing the roof, or significantly altering the shape of the roof. If proposed work qualifies a building for demolition delay review, the Preservation Commission staff, under the oversight of the Preservation Commission, make an initial determination within ten business days after the application has been submitted. The Commission will then hold a public hearing

---

<sup>28</sup> Projects that trigger review in the NCDs include: (a) any Addition or Alteration to the existing exterior envelope of a building that, for any single project, increases the existing Habitable Space above grade (including new Habitable Space created by adding dormers to the roof or new stories) by 15 percent or more of the applicable Base-line Living Area; (b) any Addition or Alteration to the existing exterior envelope of a building that, when aggregated with any prior such projects, would have the effect of increasing the Habitable Space above grade (including new Habitable Space created by adding dormers to the roof or new stories) by 33 percent or more over the Base-line Living Area; (c) Construction of a new building or other improvements (whether constructed on vacant land or on land where prior improvements have been demolished), and construction to replace buildings or other improvements destroyed by fire; (d) The addition of or to a front porch, or the enclosure of any portion thereof on an existing building; or (e) any Addition or Alteration of an existing building or other improvements, or construction of any new or replacement buildings or other improvements (including the enclosure of any existing or newly constructed porch) that would have the effect of advancing the Front Plane of the building toward the street than the condition existing as of date the NCD was created.

on the demolition delay, and if upheld, the Commission will impose either the twelve-month or eighteen-month delay depending on the historical classification of the property (local, state, or national). In 2014, the Town listed eighteen demolition case reports and five case reports in 2015.<sup>29</sup>

#### 2.5.4 PLAN APPROVALS

In the past two years, several large developments have either been permitted or built in Brookline which have added to the number of year-round housing units. One of the larger projects, 86 Dummer Street, began construction in Summer 2014 on a site one block south of the Boston University campus, Commonwealth Avenue, and the Green Line. It provides thirty-two new affordable apartments. Brookline also worked with the Pine Street Inn on a project along Beals Street to bring thirty-one single room occupancy (SRO) units online. In support of these two developments, the Town provided a combined total of \$6.2 million from CDBG, HOME, and the Housing Trust Fund.

Finally, a number of housing developments have been approved or are in the pipeline for Chapter 40B comprehensive permits in Brookline. Over a year ago, the Zoning Board of Appeals (ZBA) granted a comprehensive permit for 161 units in the Residences of South Brookline (also known as Hancock Village I), with 20 percent affordable for low-income households. The permit has been appealed, however, with the Board of Selectmen challenging the authority of MassDevelopment to issue a Project Eligibility Letter (PEL) for this project. Another Chapter 40B development at 45 Marion Street was also approved for sixty-four units, including a mix of studios and one- and two-bedroom units. The Town has recently received four Chapter 40B applications that would together produce over 350 units of new multifamily rental units. More applications are expected this year.

#### 2.5.5 CHAPTER 40B SUBSIDIZED HOUSING INVENTORY AND EXPIRING USE RESTRICTIONS

Chapter 40B is a state law that went into effect in 1969. Its purpose is to provide for a regionally fair distribution of affordable housing for people with low or moderate incomes. Affordable units created under Chapter 40B are supposed to remain affordable to low-income households over time, even under strong market conditions. The units retain their affordability because an affordable housing deed restriction limits resale prices and rents for many years, if not in perpetuity. Another type of affordable housing - generally older, moderately priced dwellings without deed restrictions, and which lack the features and amenities of new, high-end homes - can help to meet housing needs, too, but only as long as the market allows. Both types of affordable housing matter. The crucial difference is that the market determines the price of unrestricted affordable units while a recorded legal instrument determines the price of deed restricted units. There are other differences, too. For example, any household - regardless of income - may purchase or rent an unrestricted affordable unit, but only a low- or moderate-income household is eligible to purchase or rent a deed restricted unit.

---

<sup>29</sup> Listing of demolition case reports: <http://brooklinema.gov/911/Demolition>

When deed restricted affordable units comprise less than 10 percent of a town's housing, Chapter 40B authorizes the Zoning Board of Appeals to grant a comprehensive permit to qualified affordable housing developers. The 10 percent statutory minimum is based on the total number of year-round housing units in the most recent federal census; in Brookline, 10 percent would mean 2,621 affordable units out of a total of 26,201 year-round units (Census 2010). A comprehensive permit is a unified permit, i.e., a single permit that incorporates all of the local approvals required under zoning and other local bylaws and regulations. Under Chapter 40B, the Board of Appeals may approve, conditionally approve, or deny a comprehensive permit, but in communities that do not meet the 10 percent minimum, developers may appeal to the state Housing Appeals Committee (HAC). Although comprehensive permits may be granted after a town achieves the 10 percent minimum, the HAC no longer has authority to overturn a local board's decision.

Brookline is close to meeting the 10 percent statutory minimum. The Town currently has 2,254 housing units on the Chapter 40B Subsidized Housing Inventory (SHI), or 8.6 percent of its Census 2010 year-round units. As a result, Brookline needs 367 low- or moderate-income units to reach 10 percent – at least until 2020, when the percentage of affordable housing in all cities and towns will be recalculated. This is because the denominator is based on the year-round housing count in the most recent decennial census. Almost 96 percent of the affordable housing units in Brookline are rental units, with another 3 percent restricted for low- or moderate-income homeownership. Table 2.14 shows the number of SHI units by type and year of expiration.

**Table 2.14. Brookline Subsidized Housing Inventory and Expiring Use Timeline**

Year of Expiration	Mix	Ownership	Rental	Grand Total	Percent of Total
2015	0	0	28	28	1.2%
2016	0	0	16	16	0.7%
2023	0	0	15	15	0.7%
2030	0	0	9	9	0.4%
2032	0	0	14	14	0.6%
2035	0	0	6	6	0.3%
2042	0	0	516	516	22.9%
2045	0	0	64	64	2.8%
2046	0	0	387	387	17.2%
N/A	0	0	74	74	3.3%
Perpetuity	35	74	1,016	1,125	49.9%
Totals	35	74	2,145	2,254	100%

Source: DHCD SHI 2016

Note: According to the Department of Planning and Community Development, most if not all of the expiring use projects will remain affordable either because of renegotiated affordability restrictions or because the owners are mission-based organizations.

Of all units listed on Brookline’s SHI, 122 were constructed under comprehensive permits. These 122 units equate to about 5.3 percent of all housing units listed on Brookline’s SHI and

0.4 percent of all housing units in the Town. Brookline has relied heavily on its affordable housing regulations, inclusionary zoning, HOME and CDBG subsidies, and Housing Trust Fund resources to create affordable units. In fact, Brookline’s SHI includes 139 units that were recently added, only one of which required a comprehensive permit from the Board of Appeals:

- 86 Dummer Street: 32 rental units
- 51-57 Beals Street: 31 SRO rental units
- 45 Marion Street: 64 rental units
- Olmsted Hill: 12 homeownership units

Brookline has more projects in the pipeline for comprehensive permit applications. The existing proposals in the public hearing process and those expected at some point this year (in 2016) could provide up to 621 new multifamily rental units. Known locations of prospective Chapter 40B developments are shown on [Map 2.F](#).

### 2.5.6 HOUSING FOR PEOPLE WITH SPECIAL NEEDS

Brookline has quite a bit of housing for people with special needs, though it is not clear that the available units actually meet the needs of Brookline residents. According to information compiled for Brookline’s Five-Year Consolidated Plan, about half of the Brookline Housing Authority’s (BHA) 923-unit public housing inventory is designated for seniors and people with disabilities, but these units are designed primarily to be accessible for people with mobility impairments. There are about fifty people on the BHA’s waiting list for accessible housing. In addition to units owned and managed by the BHA, there are currently thirteen accessible units in Brookline listed on MassAccess, the registry of barrier-free for-sale and rental units for people with disabilities.<sup>30</sup> However, there are significant unmet needs for housing units with support services for people with other types of disabilities, e.g., mental health and cognitive impairments.<sup>31</sup> The SHI indicates that today, Brookline has only thirty-seven group home units for clients of the Department of Mental Health (DMH) and thirty-seven for clients of the Department of Developmental Disabilities (DDS).<sup>32</sup> The Town should ask DHCD to verify the accuracy of the SHI’s count of group home units.

---

## 2.6 Housing Affordability

The intent of Chapter 40B is to provide a fair-share distribution of low-income housing throughout the state. However, the number of Chapter 40B units in a city or town does not measure local housing needs or the degree to which a community is affordable to its residents. To a housing policy analyst, a home is unaffordable to low- and moderate-income people if their monthly payments for housing – a mortgage payment, property taxes, and house

<sup>30</sup> MassAccess, Brookline listings compiled March 1, 2016.

<sup>31</sup> “Brookline Housing Needs Assessment: HOME and CDBG Consolidated Plan, FY2016-2020.”

<sup>32</sup> DHCD, Subsidized Housing Inventory.

insurance for homeowners, or rent and utilities for tenants – exceeds 30 percent of their monthly gross income. By definition, they are **housing cost burdened**.

**2.6.1 HOUSING COST BURDEN**

According to the CHAS, 7,285 households in Brookline have low or moderate incomes (about 29 percent), and over 5,000 of them spend more than 30 percent of their monthly income on housing. Approximately 27 percent of Brookline’s cost burdened residents are low- or moderate-income homeowners. The problem is far more pronounced among renters, however, because 47 percent of the town’s lower-income renter households live in units they cannot afford.

**Housing Cost Burden and Transportation Costs.** Including the cost of transportation in the calculation of what people have to spend to live in a given area provides a more accurate way of measuring true housing cost burden. The Location Affordability Index (LAI) is an estimate released by the U.S. Census Bureau, using data from the ACS 2008-12 Five-Year Estimates. The LAI projects the percentage of a household’s income dedicated to the combined cost of housing and transportation in a given location. Using the LAI as a guide, the area median income for a four-person family with two commuters in Brookline is \$72,769 per year. Table 2.15 shows the breakdown of LAI costs for each of Brookline’s six submarkets.

Table 2.15. Brookline Location Affordability Index				
		Yearly Income* Spent On:		Location Affordability
		Housing	Transportation	
Submarket 1	Average Amount	\$34,619	\$9,986	\$44,605
	Percent of Income	48%	14%	61%
Submarket 2	Average Amount	\$32,498	\$9,613	\$42,111
	Percent of Income	45%	13%	58%
Submarket 3	Average Amount	\$33,767	\$10,375	\$44,141
	Percent of Income	46%	14%	61%
Submarket 4	Average Amount	\$33,889	\$10,124	\$44,013
	Percent of Income	47%	14%	60%
Submarket 5	Average Amount	\$40,205	\$13,072	\$53,277
	Percent of Income	55%	18%	73%
Submarket 6	Average Amount	\$34,852	\$12,636	\$47,488
	Percent of Income	48%	17%	65%

Source: ACS 08-12  
 \*Area Median income: \$72,769

Based on the data above, housing costs are clearly the major contributor to cost burden in Brookline. Residents in all submarkets are spending significantly more than 30 percent on housing costs today. When transportation costs are factored in, most submarket households are spending more than 60 percent of their income on housing and transportation costs. Typically, that number should be closer to 45 percent (30 percent on housing, 15 percent on transportation). The submarkets with access to quality public transportation options have lower transportation costs than those without access.

**Housing Cost Burden, Tenure, and Income.** The tables on the next page shed light on the intersection of tenure, household income, and housing cost burden in Brookline. It may seem that Brookline does not have much of a housing affordability problem because 72 percent (9,010 homeowner) pay less than 30 percent of their income toward housing costs. However, there is a significant difference in owner-occupied housing affordability among households with incomes over 80 percent AMI and households with incomes at or below 80 percent AMI. Six percent of owner-occupied households making more than 80 percent of the area median income are severely cost burdened and 20 percent pay more than 30 percent of their income for housing. However, 60 percent of households making less than 80 percent of the area median income are severely cost burdened and 75 percent pay more than 30 percent of their income.<sup>33</sup>

Table 2.16. Owner-Occupied Housing Cost Burdened by Income and Submarket							
		Submarket 1		Submarket 2		Submarket 3	
Income	Cost Burden	Count	Pct.	Count	Pct.	Count	Pct.
≤ 30.0% AMI (ELI)	> 50.0%	99	71%	65	81%	180	80%
	30.1 - 50.0%	0	0%	0	0%	15	7%
	≤ 30.0%	15	11%	0	0%	15	7%
30.1 - 50.0% (VLI)	> 50.0%	60	58%	4	29%	30	24%
	30.1 - 50.0%	15	14%	0	0%	40	32%
	≤ 30.0%	29	28%	10	71%	55	44%
50.1 - 80.0% (LI)	> 50.0%	70	52%	0	0%	0	0%
	30.1 - 50.0%	45	33%	25	100%	30	32%
	≤ 30.0%	20	15%	0	0%	64	68%
> 80.0%	> 50.0%	124	5%	70	9%	170	5%
	30.1 - 50.0%	315	14%	45	6%	425	13%
	≤ 30.0%	1,839	81%	635	85%	2,565	81%
		Submarket 4		Submarket 5		Submarket 6	
Income	Cost Burden	Count	Pct.	Count	Pct.	Count	Pct.
≤ 30.0% AMI (ELI)	> 50.0%	110	76%	0	0%	50	100%
	30.1 - 50.0%	15	10%	0	0%	0	0%
	≤ 30.0%	0	0%	0	0%	0	0%
30.1 - 50.0% (VLI)	> 50.0%	10	20%	30	100%	40	100%
	30.1 - 50.0%	10	20%	0	0%	0	0%
	≤ 30.0%	30	60%	0	0%	0	0%
50.1 - 80.0% (LI)	> 50.0%	70	71%	50	67%	15	100%
	30.1 - 50.0%	14	14%	10	13%	0	0%
	≤ 30.0%	15	15%	15	20%	0	0%
> 80.0%	> 50.0%	113	5%	135	11%	50	3%
	30.1 - 50.0%	274	13%	175	15%	315	22%
	≤ 30.0%	1,729	82%	885	74%	1,090	75%

Source: CHAS 2008-12.

<sup>33</sup> CHAS 2008-12

Table 2.17 presents the count and percent of cost burdened renters by income and submarket. Town-wide, 67 percent of extremely-low income (ELI) renters are extremely cost burdened, and 54 percent of very-low income (VLI) are extremely cost burdened. It is worth noting the rate at which low- to extremely low-income households pay more than half of their income for housing in Submarkets 5 and 6. In Submarket 5, 94 percent of low to extremely low income households are extremely cost burdened, as are 86 percent in Submarket 6.

Table 2.17. Renter-Occupied Housing Cost Burdened by Income and Submarket							
Income	Cost Burden	Submarket 1		Submarket 2		Submarket 3	
		Count	Pct.	Count	Pct.	Count	Pct.
≤ 30.0% AMI (ELI)	> 50.0%	99	71%	65	81%	180	80%
	30.1 - 50.0%	0	0%	0	0%	15	7%
	≤ 30.0%	15	11%	0	0%	15	7%
30.1 - 50.0% (VLI)	> 50.0%	60	58%	4	29%	30	24%
	30.1 - 50.0%	15	14%	0	0%	40	32%
	≤ 30.0%	29	28%	10	71%	55	44%
50.1 - 80.0% (LI)	> 50.0%	70	52%	0	0%	0	0%
	30.1 - 50.0%	45	33%	25	100%	30	32%
	≤ 30.0%	20	15%	0	0%	64	68%
> 80.0%	> 50.0%	124	5%	70	9%	170	5%
	30.1 - 50.0%	315	14%	45	6%	425	13%
	≤ 30.0%	1,839	81%	635	85%	2,565	81%
Income	Cost Burden	Submarket 4		Submarket 5		Submarket 6	
		Count	Pct.	Count	Pct.	Count	Pct.
≤ 30.0% AMI (ELI)	> 50.0%	235	51%	105	91%	155	82%
	30.1 - 50.0%	55	12%	0	0%	0	0%
	≤ 30.0%	130	28%	0	0%	0	0%
30.1 - 50.0% (VLI)	> 50.0%	120	42%	0	0%	40	100%
	30.1 - 50.0%	60	21%	0	0%	0	0%
	≤ 30.0%	109	38%	0	0%	0	0%
50.1 - 80.0% (LI)	> 50.0%	45	30%	55	100%	0	0%
	30.1 - 50.0%	55	37%	0	0%	0	0%
	≤ 30.0%	50	33%	0	0%	20	100%
> 80.0%	> 50.0%	65	5%	0	0%	0	0%
	30.1 - 50.0%	300	23%	25	17%	125	18%
	≤ 30.0%	924	72%	125	83%	560	82%

Source: CHAS 2008-12.

Map 2.G, **Housing Cost Burden**, illustrates the geographic distribution and range of housing cost burdened households in Brookline. In addition, **Map 2.H, Severely Housing Cost Burdened Households**, depicts the incidence of severely housing cost burdened households (housing costs are greater than 50 percent of income) by tenure and income threshold. This map shows that renter-occupied units have a more even distribution of cost burdened households than owner-occupied units, but there are important considerations. Notably,

Submarkets 1 and 3 have the most clustering and have almost seven times as many renter-households making less than 30 percent AMI and are severely cost burdened.

### 2.6.2 AFFORDABILITY MISMATCH

Most towns have some older, modestly priced homes and apartments with low monthly rents. However, housing that is affordable due to its age, condition, limited amenities, or location is not necessarily occupied by low- or moderate-income people. HUD reports data for an affordable housing barrier known as **affordability mismatch**, or housing units that are affordable but unavailable to lower-income households because higher-income households already live in the units. Affordability mismatch measures:

- The number of housing units in a community with rents or home values affordable to people with very low incomes (at or below 30 percent AMI), low incomes (between 31 and 50 percent AMI), and moderate incomes (between 51 and 80 percent AMI);
- The number of households in each income tier;
- How many of those households live in units they can afford, and
- How many of the affordable units have a high probability of housing problems in addition to housing costs, e.g., substandard or otherwise inadequate housing.

According to a recent report by HUD on national housing affordability trends:

Higher income renters occupy about 42 percent of the units that are affordable to extremely low-income renters, who earn less than 30 percent of Area Median Income (AMI). Further, higher income renters occupy 36 percent of the units that are affordable to renters who have incomes at 30 to 50 percent of AMI. As a result of this competition and because a substantial proportion of available units are not in standard or adequate physical condition, only 32 units of adequate, affordable rental housing are available for every 100 extremely low-income renters.<sup>34</sup>

Viewing housing affordability in terms of income, tenure, and cost (affordability threshold) serves as a proxy for understanding the overall quality of life in a community and estimating populations at risk of homelessness. Homeowner housing costs and affordability in Brookline are noticeably lopsided at the submarket level. As shown in Table 2.18., a total of thirty-five Brookline homeowners with income at or below 80 percent AMI live in a home that is actually affordable to them. (Note: CHAS 2008-12 tables have been aggregated by Census Tract and not Block Group, so the Submarket boundaries are slightly different.)

---

<sup>34</sup> HUD Office of Policy Research and Development (PDR), *Worst Case Housing Needs 2009: Report to Congress*, (February 2011), viii.

**Table 2.18. Homeowner Affordability & Costs (Extent of Affordability Mismatch)**

Household Income	Ownership Costs Affordable to:	Submkt 1	Submkt 2	Submkt 3
Household Incomes ≤ 30.0% AMI	Income ≤ 50% AMI	0 (0%)	0 (0%)	0 (0%)
	Income 50.1-80.0%	0 (0%)	0 (0%)	0 (0%)
	Income > 80.0%	139 (100%)	75 (100%)	230 (100%)
Household Incomes between 30.1 - 50.0% AMI	Income ≤ 50% AMI	0 (0%)	0 (0%)	0 (0%)
	Income 50.1-80.0%	0 (0%)	0 (0%)	0 (0%)
	Income > 80.0%	95 (100%)	14 (100%)	130 (100%)
Household Incomes between 50.1 - 80.0%	Income ≤ 50% AMI	0 (0%)	0 (0%)	0 (0%)
	Income 50.1-80.0%	10 (7%)	0 (0%)	0 (0%)
	Income > 80.0%	125 (93%)	25 (100%)	94 (100%)
Household Incomes ≥ 80.0%	Income ≤ 50% AMI	0 (0%)	0 (0%)	60 (2%)
	Income 50.1-80.0%	10 (0%)	0 (0%)	30 (1%)
	Income > 80.0%	2,230 (100%)	745 (100%)	3,085 (97%)
Household Income	Ownership Costs Affordable to:	Submkt 4	Submkt 5	Submkt 6
Household Incomes ≤ 30.0% AMI	Income ≤ 50% AMI	15 (10%)	0 (0%)	0 (0%)
	Income 50.1-80.0%	10 (7%)	0 (0%)	0 (0%)
	Income > 80.0%	120 (83%)	25 (100%)	50 (100%)
Household Incomes between 30.1 - 50.0% AMI	Income ≤ 50% AMI	0 (0%)	0 (0%)	0 (0%)
	Income 50.1-80.0%	0 (0%)	0 (0%)	0 (0%)
	Income > 80.0%	50 (100%)	30 (100%)	40 (100%)
Household Incomes between 50.1 - 80.0%	Income ≤ 50% AMI	0 (0%)	0 (0%)	0 (0%)
	Income 50.1-80.0%	0 (0%)	0 (0%)	0 (0%)
	Income > 80.0%	98 (100%)	70 (100%)	15 (100%)
Household Incomes ≥ 80.0%	Income ≤ 50% AMI	25 (1%)	30 (3%)	0 (0%)
	Income 50.1-80.0%	45 (2%)	15 (1%)	30 (2%)
	Income > 80.0%	2,045 (97%)	1,140 (96%)	1,430 (98%)

Source: CHAS 2008-2012.

Based on the data in Table 2.19 (next page), Brookline has significant numbers of renter households earning less than 30 percent of area median income (AMI) that are paying far more than they can afford in housing costs. In Submarkets 1, 3, and 6, for example, more than 60 percent of households earning less than 30 percent of AMI are living in rental units affordable to households earning more than 80 percent of AMI. Overall, Submarket 6 appears to have the highest disparity of households living in units they cannot afford, particularly for households earning less than 50 percent AMI.<sup>35</sup>

<sup>35</sup> CHAS 2008-12.

Household Income	Rental Costs Affordable to:	Submkt 1	Submkt 2	Submkt 3
Household Incomes ≤ 30.0% AMI	Income ≤ 50% AMI	405 (34%)	320 (59%)	250 (22%)
	Income 50.1-80.0%	70 (6%)	110 (20%)	130 (11%)
	Income > 80.0%	725 (60%)	110 (20%)	775 (67%)
Household Incomes between 30.1 - 50.0% AMI	Income ≤ 50% AMI	170 (46%)	15 (21%)	100 (28%)
	Income 50.1-80.0%	90 (24%)	15 (21%)	90 (25%)
	Income > 80.0%	110 (30%)	40 (57%)	170 (47%)
Household Incomes between 50.1 - 80.0%	Income ≤ 50% AMI	35 (15%)	35 (26%)	0 (0%)
	Income 50.1-80.0%	30 (13%)	30 (22%)	30 (8%)
	Income > 80.0%	170 (72%)	70 (52%)	345 (92%)
Household Incomes ≥ 80.0%	Income ≤ 50% AMI	95 (5%)	125 (14%)	30 (1%)
	Income 50.1-80.0%	145 (8%)	95 (11%)	105 (5%)
	Income > 80.0%	1,690 (88%)	650 (75%)	1,875 (93%)
Household Income	Rental Costs Affordable to:	Submkt 4	Submkt 5	Submkt 6
Household Incomes ≤ 30.0% AMI	Income ≤ 50% AMI	235 (53%)	55 (55%)	0 (0%)
	Income 50.1-80.0%	45 (10%)	0 (0%)	0 (0%)
	Income > 80.0%	160 (36%)	45 (45%)	190 (100%)
Household Incomes between 30.1 - 50.0% AMI	Income ≤ 50% AMI	109 (38%)	0 (0%)	0 (0%)
	Income 50.1-80.0%	70 (24%)	0 (0%)	0 (0%)
	Income > 80.0%	110 (38%)	0 (0%)	40 (100%)
Household Incomes between 50.1 - 80.0%	Income ≤ 50% AMI	50 (33%)	0 (0%)	20 (100%)
	Income 50.1-80.0%	25 (17%)	0 (0%)	0 (0%)
	Income > 80.0%	75 (50%)	10 (100%)	0 (0%)
Household Incomes ≥ 80.0%	Income ≤ 50% AMI	64 (5%)	40 (29%)	65 (9%)
	Income 50.1-80.0%	104 (8%)	15 (11%)	15 (2%)
	Income > 80.0%	1,110 (87%)	85 (61%)	605 (88%)

Source: CHAS 2008-2012.

### 2.6.3 AVAILABILITY OF AFFORDABLE HOUSING

According to the Consolidated Plan's Housing Needs Assessment, there are very long waiting lists for all types of affordable housing in Brookline. For example:

- Approximately 1,500 people on the BHA's waiting list for senior housing.
- 1,300 households on the BHA's waiting list for family housing (the waiting lists for two- and three-bedroom units are closed).
- The waiting lists for senior housing owned by organizations like Jewish Community Housing for the Elderly or Hebrew Senior Life range between two or three years to over ten years.
- Anywhere from 10-20 percent of the waiting list households have local preference or a preference based on extreme needs (domestic violence, homelessness, displacement). These households will probably receive housing in one or two years.

- For people without some type of preference status, the wait for affordable housing could be fifteen or more years.
- The waiting lists for permanent supportive housing operated by the Pine Street Inn are several years. The wait remains very long because the supply of housing for people with disabilities does not begin to address local needs in Brookline.

Three percent of Brookline’s vacant rental units are affordable to households with incomes at or below 80 percent AMI, but there are no vacant for-sale units that are affordably priced for moderate-income people. Tables 2.20 and 2.21. show the availability of housing units by tenure at different percentages of AMI in Brookline. Currently, a disproportionate number of low-income renters and prospective homeowners are underserved by the amount of affordable housing available to them.

**Table 2.20. Owner Affordable and Available Owner Housing Units**

	Homeownership Costs Affordable to:				Total Owners by AMI Groups
	Household Income ≤ 50% AMI	Household Income 50.1-80.0%	Household Income 80.1-100.0%	Household Income > 100.0%	
Total Vacant Units	0	0	0	120	120
Total Occupied Units	30	55	54	12,305	12,444

Source: CHAS 2008-12

**Table 2.21. Renter Affordable and Available Owner Housing Units**

	Rent Affordable to:				Total Renters by AMI Groups
	Household Income ≤ 50% AMI	Household Income 50.1-80.0%	Household Income 80.1-100.0%	Household Income > 100.0%	
Total Vacant Units	85	90	200	5,380	5,755
Total Occupied Units	1,325	475	960	10,010	12,770

Source: CHAS 2008-12

**2.6.4 AFFORDABILITY GAP**

The difference between a community’s median housing sale price and the price affordable to a moderate-or middle-income income homebuyer is known as an **affordability gap**. In Table 2.22 (next page), which includes Brookline and other inner-core communities, the gap is represented by a negative value, i.e. the amount the median income falls short of the amount needed to purchase a property at the median sales price. While low-income households are not a protected class under fair housing law, from a fair housing perspective, the issue is whether homebuyers have choices within a given market area. Table 2.22. shows that single-family home prices in Brookline significantly exceed the maximum purchase price affordable to households at the median income for a family of four in the Boston HUD Metro Fair Market Rent Area (HFMA). For moderate-income homebuyers, the gap is much larger. While

Brookline's condominium inventory offers more affordability, sale prices in Brookline do not begin to approximate what a moderate- or median-income homebuyer could afford without significant financial assistance.

The CHAS 2008-2012 data indicate that Brookline currently has an affordability gap of 355 units for rental households at the 30 percent of AMI affordability threshold.<sup>36</sup> Compared with the availability of units for homebuyers, rental units appear to be more readily available for income-restricted households in Brookline. Only one income category (30 percent AMI) is currently showing a shortage of units.

**Table 2.22. Affordability Gap for Boston Metro Area Homebuyers in Brookline and Neighboring Communities**

	Maximum Affordable Purchase Prices:	For Moderate-Income: \$238,605	For Median Income: \$340,864		For Moderate-Income: \$229,091	For Median Income: \$327,273
Community	Median Single-Family Sale Price (2015)	Affordability Gap:	Affordability Gap:	Median Condo Sale Price (2015)	Affordability Gap:	Affordability Gap:
Arlington	\$634,500	-\$395,895	-\$293,636	\$442,500	-\$213,409	-\$115,227
Belmont	\$907,000	-\$668,395	-\$566,136	\$485,000	-\$255,909	-\$157,727
Boston	\$2,540,000	-\$2,301,395	-\$2,199,136	\$775,000	-\$545,909	-\$447,727
<b>BROOKLINE</b>	<b>\$1,587,500</b>	<b>-\$1,348,895</b>	<b>-\$1,246,636</b>	<b>\$660,000</b>	<b>-\$430,909</b>	<b>-\$332,727</b>
Cambridge	\$1,225,000	-\$986,395	-\$884,136	\$600,000	-\$370,909	-\$272,727
Malden	\$359,700	-\$121,095	-\$18,836	\$250,000	-\$20,909	\$77,273
Melrose	\$500,000	-\$261,395	-\$159,136	\$295,000	-\$65,909	\$32,273
Milton	\$565,000	-\$326,395	-\$224,136	\$419,000	-\$189,909	-\$91,727
Newton	\$1,028,000	-\$789,395	-\$687,136	\$560,000	-\$330,909	-\$232,727
Somerville	\$625,000	-\$386,395	-\$284,136	\$540,000	-\$310,909	-\$212,727
Watertown	\$559,500	-\$320,895	-\$218,636	\$406,000	-\$176,909	-\$78,727

Source: HUD Income Limits, Boston Area Median Income and 80% Limit; The Warren Group; RKG Associates.

### 2.6.5 BROOKLINE INCLUSIONARY ZONING & HOUSING TRUST

Brookline created a Housing Trust in 1998 in order to collect and expend Inclusionary Zoning cash payments and other revenues for affordable housing development. From 1998 through 2007, seventeen projects that were subject to Brookline's Inclusionary Zoning contributed just over \$6.4 million to the Brookline Housing Trust. In addition, Town Meeting appropriated \$4.1 million to the Housing Trust under Brookline's free cash policy from 2001 to 2015, and the Housing Trust earned over \$1.4 million in interest income since 1998. In short, the total amount collected into the Housing Trust since its inception is just over \$12 million. The Housing Advisory Board has used this important resource to support several affordable housing initiatives, with total Housing Trust expenditures to date upwards of \$9 million:

<sup>36</sup> CHAS 2008-12

- St. Aidans: Thirty-six total units (twenty rental and sixteen homeownership), Planning Office of Urban Affairs (POUA) (2009)
- 100 Centre Street/1550 Beacon acquisition: Purchase of two expiring use projects with 391 units (234 affordable) by Hebrew Senior Life (2002)
- St. Paul Crossing: Purchase of one homeownership unit in an IZ development
- Olmsted Hill: Twenty-four homeownership units on town-owned land conveyed to a private developer (2012)
- Dummer Street: New construction of thirty-two rental units by the Brookline Housing Authority (2015)
- 51-57 Beals Street: Thirty-one SRO units for Pine Street Inn (2015-2016)

In enabling the feasibility of all of the above affordable housing developments, Brookline leveraged its local Trust Fund subsidies to attract significant additional subsidy funds from state and federal housing assistance programs (e.g., federal HOME and CDBG programs and federal low income tax credits).

---

## 2.7 Issues Affecting Affordable Housing Production in Brookline

### 2.7.1 LAND USE REGULATIONS

Zoning by-laws regulate the type and location of development within a community under G.L. c. 40A. For the purposes of a Housing Production Plan, zoning can be considered a constraint if the ordinance or by-law significantly limits the diversity of housing stock or the expansion of housing supply to meet demand. At the same time, provisions of a zoning code can present opportunities to address housing in general and affordable housing in particular. A number of people who participated in group interviews for this needs assessment identified issues with Brookline's Zoning Bylaw and how it may present barriers to the creation of affordable housing in the town. The problem is not necessarily that there is inadequate land zoned for multi-family. Other factors such as the economics of land costs and writing down market rate units in Brookline to Boston-area affordable levels are important factors as well. The Brookline Zoning Bylaw contains some provisions that could advance the production of affordable housing, but in their present form they may not be as effective as they can be.

**Districts.** Brookline's zoning establishes thirty-four distinct zoning districts and four overlay districts (§ 3.01). The thirty-four districts include nineteen residential, fourteen business, and one industrial zoning district(s). There are five classes of Residential zoning districts (single-family, single-family and converted for two-family, two-family and attached single-family, three-family, and apartment house).<sup>37</sup> The Business districts are divided into three classes including local business, business and professional offices, and general business and general business and medical research classes.

The minimum lot size in the eight single-family residential districts range from 4,000 square feet to 40,000 square feet, where detached dwellings on separate lots are allowed by right.

---

<sup>37</sup> Note that §3.01 references four classes of residential zoning districts although five are delineated.

Cluster subdivisions are allowed by special permit in the S-15, S-25 and S-40 districts, where the minimum lot sizes can be reduced by half, subject to the conditions and requirements of § 5.11 of the Zoning By-law (Cluster Subdivisions, Designed Groups of Single-Family Dwellings, and Estate Conversions). Conversion of a single-family dwelling to a two-family is allowed by special permit in the SC districts and by-right in the all other residential zoning districts except the single-family districts. Three-family dwellings are allowed by-right in the Three-Family (F) and Apartment House (M) districts. Multiple or attached dwellings with four or more units are allowed by right in the M districts. Residential uses are also allowed in non-residential zoning districts, as follows:

- Single-family: Local Business and Business and Office districts
- Two-family: Local Business and Business and Office districts
- Three-family: Local Business, General Business and Industrial districts
- Multi-family: Local Business, General Business and Industrial districts

In the Fisher Hill Town-Owned Reservoir Mixed Income Housing Overlay District, which was identified as an area appropriate for high-quality mixed income housing development, half of all units are to be designated as affordable. This overlay district was crafted to accommodate a specific affordable housing development on town-owned land, known as Olmsted Hill, which is now completed. The overlay district limits housing development to a maximum of forty units. The provisions of this district encourage a mix of two- and three-bedroom units in the units designated as affordable housing. This approach may be a model for other similar overlay districts.

For multi-family dwellings, the floor area ratio (FAR) ranges from 0.5 to 2.5. The maximum height ranges from thirty-five feet in the M-0.5 district to fifty feet in the M-1.5, M-2.0 and M-2.5 districts. Exceptions to the maximum FAR regulations are delineated in § 5.21 in the form of public benefit incentives within certain zoning districts that are granted by the Board of Appeals. One of the conditions for which the incentive is an option is the provision of affordable housing above what is otherwise required. These incentives may only be granted if the lot is within a district with a FAR of 1.5 or greater and the lot contains at least 20,000 square feet. As it relates to the production of affordable housing, a maximum FAR increase of thirty percent applies to the M-2.5 district and twenty percent within the M-1.5, M-2.0, G-1.75 (CC), G-2.0, GMR- 2.0, and O-2.0 (CH) districts.

**Inclusionary Zoning.** Brookline's Affordable Housing Requirements can be found in § 4.08.<sup>38</sup> The stated purposes of this section are to:

- Increasing the supply of housing that is available and affordable to low or moderate income households, with an emphasis on family housing; and
- Preventing the displacement of Brookline residents.<sup>39</sup>

<sup>38</sup> See Appendix E for a summary of units created under Brookline's IZ bylaw.

<sup>39</sup> § 4.08(1)

Section 4.08 applies to any project that creates six or more new dwelling units, “whether by new construction or by the alteration, expansion, reconstruction or change of existing residential or non-residential space.”<sup>40</sup> This includes subdivisions or life care facilities that include six or more dwelling units. A special permit is required from the Board of Appeals. If the project contains more than fifteen units, applicants are required to set aside 15 percent of the units as affordable units, and 15 percent of the project’s total bedroom count is to be contained within the set-aside affordable units. Alternatively, but less favored, the requirement to construct affordable units can be satisfied through one or more of the following options if agreed to by the Board of Appeals:

- Providing affordable units off-site;
- Conveyance of land and/or buildings suitable for housing;
- If the project contains between six and fifteen units, the developer may make a cash payment to the Town’s Housing Trust, which will be used to fund affordable housing projects in other Brookline locations.<sup>41</sup>

The only reference to mixed use in the entire Zoning By-law relates to Off-Street Parking Space regulations of §6.02. Mixed use is not defined in Brookline’s by-law and it is not specifically delineated in the Table of Use Regulations in § 4.07. Mixed use should be explicitly included as an allowed use in certain zoning districts, even though it has historically been part of the Town’s land use pattern.

Brookline’s zoning also has no provision for accessory dwelling units (ADUs). A proposed zoning amendment to just this purpose was proposed at Town Meeting several years ago, but failed to gain the necessary 2/3 vote for adoption. A bylaw allowing ADUs could help to create some alternatives to diversify the existing housing stock and generate rental income that could help seniors remain in their homes. To be effective, an ADU bylaw should accommodate alterations for accessory apartments to include expansion of the principal building (not just confining alterations to the existing building envelope) and provide for accessory apartments in new construction, at least in some designated areas.

**Parking Requirements.** Not surprisingly, several stakeholders interviewed for this needs assessment said that Brookline’s residential parking space requirements are a barrier to new development. The off-street parking standards in § 6.02 require at least two spaces per dwelling unit in all zoning districts. Where dwelling units contain more than two bedrooms, the minimum requirement can go as high as 2.3 spaces. By current standards, Brookline’s residential parking requirements are excessive, especially for smaller dwelling units with just one or two bedrooms. Today, planning practice suggests that the minimum parking requirements can be reduced to one space per unit or even less in areas that are well-served by public transit, as is the case through much of Brookline. For projects that fall under the Affordable Housing Requirements of §4.08, the Board of Appeals may grant a special permit

---

<sup>40</sup> § 4.08(3a)

<sup>41</sup> Note that § 4.08(5d) says a cash payment is permitted in lieu of production of the units for projects that create between six and fifteen units. Projects with more than fifteen units cannot use the cash payment option.

where it can be demonstrated that the parking needs for the project fall below the requirements of §6.02 and that additional spaces could be accommodated should there be a change of use in the building at some point in the future. However, the maximum reduction is only 20 percent of the number of spaces otherwise required, which is still higher than what may be necessary in many situations. Thus, while there is an attempt to provide an incentive, it seems to be a difficult one to achieve.

### 2.7.2 NATURAL FEATURES AND PROTECTED LANDSCAPES

**Physical Characteristics.** Brookline's 6.8 square miles (4,355.4 acres) are located in the lowlands of the Boston Basin, and are on average between 50 and 140 feet above sea level. However, the many hills that spread across the landscape are among the highest points in the basin. Brookline has seven major drumlins: Corey Hill, Fisher Hill, Single Tree Hill, Walnut Hill, Larz Anderson Park Hill, Aspinwall Hill, and Mount Walley. In addition to till, glaciers left deposits of sand and gravel, particularly in the northern and southwestern portions of the Town. At 340 feet, Single Tree (also known as Lyman) Hill is the highest point in Town.

The combination of bedrock outcrops and glacial features, drumlins rising above relatively flat glacial deposits, and extensive remnants of wetlands and small streams, continue to affect Brookline's patterns of development. As Brookline's landscape is largely developed, most of the areas that remain undeveloped are those where natural features have made development difficult.

Glaciation left kettle ponds, such as Lost Pond, and wetland areas across the Town. In areas where bedrock lies close to the surface, there is a potential for flooding during heavy rains due to insufficient soil cover. Typically, deeper soils have a greater potential to absorb water. When the soil reaches its maximum absorption capacity, water moves through the soil, and then migrates over the bedrock to lower elevations. In addition, many bedrock areas have steep slopes. Removing vegetative cover on steep slopes will increase the chance of soil erosion.

Almost all of the Town's landscape is actively maintained. Even the natural parts of the sanctuaries must be maintained for safety and trail access, as well as to control diseases and pests. Privately owned and maintained landscapes such as gardens, trees, shrubs and lawns are often considered to be valuable assets to the public. However, these landscaped areas are at risk of development or loss. Infill housing, tear-downs and expansion of existing homes has been accompanied by loss of landscaped grounds in neighborhoods which had not, until recently, been considered to be vulnerable to such changes. Even the creation of larger parking areas and driveways decrease the quality of green space in denser residential neighborhoods. Paving over of lawns, particularly front lawns, may also decrease the aesthetics of neighborhoods and residential streets.

**Unique and Protected Landscapes.** Brookline, with approximately 4355 acres, is surrounded by the City of Boston on three sides and by the City of Newton on the southwest. Approximately 13 percent of Brookline's land area, or 506 acres, consists of parks, open space,

and recreation facilities owned and managed by the Town.<sup>42</sup> The Town contains 653 acres of unprotected public and private open space. These include Allandale Farm, the area's oldest working farm, and many private institutional lands.<sup>43</sup>

Brookline's open space resources range in scale from grand, historic parks and private estates to small pocket parks and public gathering places in commercial areas. The system comprises naturalized sanctuaries which are home to native wildlife and plants; parks managed primarily for active and passive recreation; pedestrian pathways, greenways and wildlife corridors; wetlands and other natural resource areas; and a vital urban forest. The environmental and public health benefits that accrue from this open space are considerable and its presence contributes greatly to the aesthetic appeal of the community.

Broad and scenic views, including views of the sky are also features of some of Brookline's larger parks and playing fields. Larz Anderson Park, Corey Hill Park, Skyline Park all provide an expansive view of the sky and the skyline. The Brookline Reservoir is unique in Town, with its attractive body of water and views of sky and skyline, its track for walking or running, and the surrounding park with significant trees and many benches. It is also particularly valuable as a place where seniors and others walk or visit together. Brookline holds many dramatic outcrops of Roxbury Conglomerate, known as "Puddingstone". Examples include outcrops in the Hoar Sanctuary, Hancock Village, and along Goddard Avenue.

The Emerald Necklace Park system, created by Frederick Law Olmsted, includes pathways on both banks of the Muddy River starting from the confluence with the Charles River to its headwaters at Jamaica Pond. Currently, Boston and Brookline share in the primary responsibility of managing and maintaining the parks and pathways with a small portion of the Park under the jurisdiction of the Massachusetts Department of Conservation and Recreation (DCR). The DCR is responsible for the parkways within the park system.

Open space in Brookline that interconnects with other open spaces, including that in other towns, is significant. The Riverway and the Emerald Necklace are nearly contiguous open spaces with many options for visitors. The complex of land including the Lost Pond Conservation Area, the Department of Conservation and Recreation's Lost Pond Reservation, Hammond Pond Parkway, and the City of Newton's Kennard Conservation Area and Park, have been tied together better and made more accessible to the public by the creation of Brookline's new Skyline Park. The Hoar Sanctuary is adjacent to Boston's Leatherbee Woods and Hancock Woods.

**Soils.** The surface geology of Brookline is the result of the material or debris left behind by glaciers, erosion and sedimentation, and human alterations. In general, Brookline soils are either glacial till or sand and gravel. Most of North Brookline is classified as one of several different types of urban land complexes. Urban land complexes are defined as areas where 75 percent or more of the land is covered with impervious surfaces. Impervious surfaces include

---

<sup>42</sup> Town of Brookline. *Parks, Open Space and Recreation Strategic Master Plan*. June 2006.

<sup>43</sup> Town of Brookline. *Brookline Comprehensive Plan 2005-15*. 2004.

buildings, roads, and parking lots. Essentially all the rain that falls in these areas runs off into storm drains that are required to handle the excess water. It is difficult to determine soil types in these areas because much of the soil has been mixed up, removed, replaced with other materials, and resides under pavement, concrete, and/or buildings.

Development limitations vary because soil types are relatively unknown below the impervious surfaces that cover most of North Brookline. When the impervious cover is removed there is a risk of erosion. Without protective controls (e.g., hay bales, silt fences or other methods), eroded soils can wash into the storm drain and discharge into water resource areas like Hall's Pond, Leverett Pond, the Muddy River, and the Charles River. Erosion and sediment control practices should be implemented during all phases of construction in these areas. In South Brookline, there are a variety of different soil types. Hydric or wetland soils are generally classified as Swansea muck, a deep (52 inches or greater) organic soil with a seasonally high water table. Much of Putterham Meadows rests on this soil.

Allendale Farm contains prime agricultural soils, including soils in the Canton, Scituate, and Sudbury series. Prime agricultural soils, including the Sudbury and Merrimac series, are also located south of Sargent's Pond on undeveloped land, which has been used in the past for cultivation. Residential development limitations on agricultural soils range from slight to moderate.

Putterham Woods and Dane Park are characterized by soils in the Hollis series, which are comprised of a thin layer of loamy soil over shallow bedrock. The area between Fernwood Circle and Warren Street is characterized by soils in the Montauk, Hollis, and Sudbury series. Generally, they present moderate limitations on residential development due to wetness.

### 2.7.3 WATER RESOURCES

**Watersheds.** Brookline is located entirely within the Charles River watershed; all rain and snow that falls within Town boundaries eventually drains to the Charles River. Surface water drainage is influenced by topography, street and utility infrastructure and land use patterns. While Brookline is located entirely within the Charles River watershed, the Charles River itself does not flow through Town. Brookline is divided into twelve major subwatersheds that contribute flow to the Charles River either directly or through one of several tributary stream. Four of these discharge directly into the Charles River, five into the Muddy River, two into Saw Mill Brook and one into Stony Brook.

Brookline's subwatersheds are defined largely by the Town's extensive underground storm drain system. Brookline's storm drains consist primarily of concrete pipes that collect runoff from rain and melting snow and carry flows by gravity through a system of pipes that discharge to either a pond or stream, or to an adjacent community's storm drain system, flowing eventually out to the Charles River.

**Water Bodies.** The Muddy River is the most significant surface water body in Brookline and serves as part of the municipal boundary of Boston and Brookline. It flows 3.5 miles starting at its headwaters at Jamaica Pond, a large natural kettle pond located in Boston. It flows north

through a series of small ponds, Ward Pond, Willow Pond, and Leverett Pond, and the Back Bay Fens, and ends at the Charles River. The Muddy River drains an area of 5.6 square miles that encompasses parts of Boston, Brookline and Newton.

Over the past century, the water quality, flood carrying capacity and habitat conditions of the Muddy River have been impaired due to increased urbanization. Most of Brookline's land area drains to the Muddy River, and five of the Town's subwatershed areas discharge directly to the Muddy River, including the Village Brook drain system, the Tannery Brook drain and the Longwood Avenue drain system.

The major floodplain in Brookline is located along the Muddy River from Ward Pond to Park Drive and Brookline Avenue. The nearby Longwood Medical Area in Boston and Brookline businesses and residents situated in or near the Muddy River floodplain have been greatly impacted by flooding. The damage costs from the storms in the late 1990s was over ten million dollars. In addition, areas around Sargent's Pond, Longwood Playground, the Robert T. Lynch Golf Course at Putterham Meadows, and Hall's Pond are mapped as 100-year floodplains. Because of the location of densely developed commercial and residential areas in the floodplain, the potential for property damage is significant.

The Muddy River has flooded three times since the fall of 1996 and caused damage to nearby homes, businesses and institutions. In response to these events numerous parties, including federal and state environmental agencies, Boston, and Brookline have come together to address the flooding and environmental issues. The resulting Phase 1 Muddy River Flood Control, water quality and habitat enhancement, and historic preservation project is intended to address this issue. The goal of the restoration project is to improve flood control in the river, improve water quality, enhance aquatic/riparian habitat, rehabilitate the landscape and historic resources and implement stormwater best management practices. The Phase 1 project is located in the footprint generally between the Riverway downstream to Avenue Louis Pasteur. The major project components involve the installation of a 10-foot by 24-foot box culvert under the Riverway roadway, the installation of 10-foot by 24-foot box culvert under the Brookline Avenue roadway, daylighting of the area between the Riverway and Brookline Avenue, and daylighting of the area between Brookline Avenue and Avenue Louis Pasteur. Daylighting is the removal of existing twin 72" culverts and excavation of the area to return the waterway to a natural state.<sup>44</sup>

Similar to the Charles River, the Muddy River is classified as a Class B Warm Water that is suitable for primary and secondary contact recreation and serves as habitat for fisheries, other aquatic life and wildlife. During dry weather when there has been no or little rain, water quality in the tributary is generally good; meeting State water quality standards for Class B water. However, due to urban runoff, oil spills, and illegal, undocumented sewage discharges, water quality remains poor especially after a rainstorm. The river has lost significant flood

---

<sup>44</sup> Muddy River Restoration Project. *US Army Corps Report – Phase I Construction Activities Next 90 Days – December 2015*. <http://www.muddyrivermmoc.org/us-army-corps-report-phase-i-construction-activities-next-90-days-december-2015/>

carrying capacity due to sediment build-up, primarily from storm-water runoff and streambank erosion.

A 1641 map indicates that there were six ponds and no lakes in Brookline. After the arrival of the colonists, ponds were created for water supply and agriculture. It is not possible to determine which of the six ponds were natural or man-made; today, Lost Pond and Hall's Pond are the only original ponds that still remain.

Hall's Pond has been reduced in size by filling and Lost Pond is gradually shrinking due to eutrophication, the overgrowth of vegetation, both aquatic and terrestrial, due to high nutrient levels. Sargent's Pond, Larz Anderson Park Lagoon, and the Brookline Reservoir are other major bodies of man-made surface water. Brookline Reservoir was created in the 1840s by the city of Boston as a drinking water reservoir and was acquired in 1903 by the Town of Brookline. It was surplused when the Chestnut Hill Reservoir was established. Today it provides recreational benefits including fishing, walking and running on a gravel pathway encircling the perimeter of the reservoir. Small ponds also exist at The Country Club, the Robert T. Lynch Golf Course at Putterham Meadows, and Allandale Farm. Ward Pond, Willow Pond, and Leverett Pond located on the Muddy River are part of the Emerald Necklace park system that is shared with Boston.

#### 2.7.4 ENVIRONMENTAL CHALLENGES

**Landfills.** The Town has capped the front landfill at 815 Newton Street, and moved the Department of Public Works operations to the back landfill. Extensive improvements, including a new active recreation field and community park, have been completed. In addition, the Town's Engineering Division worked with outside consultants to conduct environmental remediation on the adjacent properties, including removing significant amounts of ash, and re-landscaping large areas with new plantings. The back landfill still presents an environmental challenge for the Town of Brookline, and debris from the old landfill can still be found scattered and buried in parts of the Lost Pond Sanctuary. The full landfill closure plan, includes plans to clean up these areas.

**Erosion.** Landscape changes made for the purposes of development lead to the removal of trees, groundcover, shrubs and other vegetation, exposing the underlying soils to erosion. Erosion is the detachment of land surface material by rainfall impact and its subsequent removal by overland flow, or less significantly by wind impacts. In Brookline, the areas with the highest level of erosion are construction sites on previously undeveloped lands, especially those located on steep grades. Eroded soil is then transported by overland flow or stormwater runoff to the Town's surface water and wetland resources either directly or via catch basins and stormwater pipes that eventually discharge to these waters. The eroded soil then builds up in the resource areas leading to sedimentation or buildup of sediment in these areas. Eroded soils are a significant source of pollution and degradation to our waters and wetlands. They carry other pollutants with them, smother and degrade benthic aquatic habitats and decrease the hydrologic or flood carrying capacity of the waterbody. The Erosion and Sedimentation Control By-Law passed by Town Meeting in June of 2004 provides a regulatory framework to control erosion on these sites.

Erosion can also occur along the water's edge of streams, lakes and ponds. The lack of vegetation and stable soils along the banks of these waters and large, intense rainfall expose and removes the soil. Sections of the Muddy River banks are heavily eroded.

**Flooding.** Flooding has long been a problem along the Muddy River, Hall's Pond, and Griggs Park. These areas were historically larger wetlands that were heavily developed before the function and value of wetlands was properly understood and safeguarded. With increasing regularity, moderate rains necessitate emergency response measures to address storm water overflow. These events inspired a multi-jurisdictional park and public works project to restore the Muddy River's civil engineering structure, flood handling capacity, historic integrity and ecological vitality. The Town of Brookline, the City of Boston and various State environmental agencies, have undertaken this collective initiative to rehabilitate the Emerald Necklace parklands and restore the Muddy River system.

**Sedimentation.** The impacts of sedimentation can be most readily seen at Leverett Pond, where the Village Brook outfall discharges at its eastern end. The Village Brook outfall carries stormwater drainage from both Brookline and Newton. About 100 feet from the outfall, there is a large sediment island or bar, which serves as a habitat for Canadian Geese and sea gulls and in the summertime has purple loosestrife. Pond depths between the outfall and the sediment bar are about one to two feet.

Geese have been observed in increasing numbers walking in this section of the pond. Leverett Pond will be dredged as a component of the Phase One Muddy River Flood Control, water Quality and Habitat Enhancement, and Historic Resources Preservation Project.

**Stormwater Management.** The U.S. Environmental Protection Agency and the State Department of Environmental Protection have created and implemented a municipal stormwater discharge permitting system to manage stormwater runoff and minimize the impacts of erosion from construction sites. Subsequently, the Town has developed and adopted a Stormwater Control By-Law that includes provisions for construction site management and the adoption of erosion and sediment control practices. These regulatory efforts have reduced much of the movement of soils to our water and wetland resources.

### 2.7.5 GROUND AND SURFACE WATER POLLUTION

All local surface waters suffer some degree of degradation through urban runoff, old sewer systems, combined sewer overflows (CSOs) and illegal dumping, which continue to introduce excessive nutrients, sediment, bacteria, and chemical pollutants, and low flows especially during the summer months, which exacerbate pollutant levels in the waters. These ongoing problems result in the accelerated growth of algae and aquatic plants, the spread of invasive, exotic plant species, the loss of wildlife habitat, offensive odors, and poor water quality.

**Muddy River System.** Historically, water quality in the Muddy River and its ponds has been poor. Yet over the past two decades, the health of the Muddy River and its ponds has been slowly improving because of concerted efforts by federal, state, and local government agencies

to remove illicit connections from storm drain pipes, repair the stormwater drainage system, reduce sources of pollution and educate the public about the impacts of stormwater runoff.

When Olmsted proposed the Emerald Necklace parks, a major goal was to improve the sanitary conditions of the river, particularly the segment that was tidal at that time. Water quality monitoring by the Town and CRWA have shown that the river is safe for boating and has low levels of fecal coliform bacteria during periods of dry weather, however, high levels of fecal coliform bacteria, nitrogen and phosphorus (nutrients), and suspended sediment occur during and after a storm event when pollutants that have collected on paved surfaces are collected by stormwater and runoff to storm drains and catch basins. In addition, high bacteria levels can be attributed to the numerous illicit connections to the Town's storm sewer system and old faulty, failing infrastructures of the system. River bottom sediment quality is also very poor. Elevated levels of lead, mercury, petroleum hydrocarbons and polycyclic aromatic hydrocarbons have been measured in the sediment.

Also contributing to the degradation of water quality is the spread of Phragmites, a tall invasive exotic reed plant, which has also caused the loss of wildlife habitat and disrupted views of the Olmsted-designed park. Required by the federal Clean Water Act, the State has designated the Muddy River as an impaired or threatened water body for one or more uses and requires the development of total maximum daily loads (TMDLs) for the pollutants of concern. A total maximum daily load is the maximum allowable concentration of a pollutant that can be introduced into a waterbody and still ensure attainment of water quality standards and support designated uses. The river is impaired or threatened by the following pollutants: priority organics, metals, nutrients, siltation, organic enrichment/low dissolved oxygen, pathogens, oil and grease, taste, odor and color, and other habitat alterations.

**Saw Mill Brook.** The Charles River Watershed Association monitors the water quality of Saw Mill Brook for elevated bacteria levels that exceeded the State's boating standard during a slightly wet weather period and has found high levels, as well as high suspended solid levels, and low dissolved oxygen levels. The sources of wet weather contamination to the brook are unknown, however, possible sources could include waterfowl feces, pet waste and/or illicit connections. During the last five-year cycle watershed assessment of the Charles River watershed, the State also measured elevated levels of bacteria and suspended sediment in Saw Mill Brook. Saw Mill Brook has been listed by the State as an impaired or threatened water for one or more uses and requires total maximum daily loads to guide cleanup efforts in the subbasin. The pollutants of concern include other inorganics, organic enrichment/low dissolved oxygen, pathogens, taste, odor and color, noxious aquatic plants and other habitat alterations.

**Hall's Pond.** Prior to the restoration of Hall's Pond the pond was gradually filling and had poor water clarity due to the discharge of stormwater runoff directly to the pond. The Town designed the Hall's Pond Restoration Project, which was completed in 2002, to enhance and restore water quality and vegetation within and around Hall's Pond Sanctuary. Although the primary goal of the project was wetland restoration, a secondary benefit was improved stormwater management and better public access. The new stormwater diversion system

reroutes stormwater flows, particularly the first flush, away from the pond. This by-pass system reduces the amount of sediment and contaminants accumulating within the pond, thereby improving the water quality. The new diversion system also enhances stormwater quality discharge to the Charles River.

**Lost Pond.** In 2003, the water quality and aquatic vegetation and wildlife communities of Lost Pond were assessed. Results of the surveys showed slightly elevated levels of bacteria and high levels of phosphorus, which were three to four times higher than the desired maximum concentration at four different locations in the pond. High nutrient levels in the small pond have resulted in eutrophication and the overgrowth of native (water willow) and exotic (purple loosestrife and Phragmites) invasive aquatic vegetation. Lost Pond will continue to be closely monitored during the ongoing landfill closure process to ensure there is no adverse impact to this wetland resource.

Willow Pond. Oil pollution in Willow Pond has been a continuing problem. Efforts are being made to locate and abate the source of the problem. An oil/water separator has been installed by the DPW in the storm drainage system upstream of the pond. In 1999, the site of the former Soule School and Highway Garage on Kendall Street was sold to a private developer. The Town made arrangements with the developer and the Massachusetts Department of Environmental protection to install a groundwater remediation treatment technology. The Town has since sealed the drain line which crosses the site and installed an oil/water separator within the drain line downstream from the site. The Town will continue with the remediation of Willow Pond, which is scheduled for remediation with the overall Muddy River restoration project.

### 2.7.6 INFRASTRUCTURE & UTILITIES

**Water Supply.** Groundwater resources were historically important to Brookline as a source of drinking water. These areas provided a high yield of groundwater for the Town's drinking water supply. However, the Chestnut Hill Reservoir was surplused in 1978 and the town joined the Massachusetts Water Resources Authority.

Brookline is currently a member of the Massachusetts Water Resources Authority. Because elevations in the Town range from 7 feet to 340 feet above sea level, two separate distribution systems are required to provide water service to the entire Town. Without this arrangement, pressures would be extremely high in the low elevations and inadequately low in the high elevations of the Town. Static pressures in both systems are maintained between 20 and 120 pounds per square inch.

The Low Service System is supplied from two direct connections to the MWRA's Southern High Service System at Fisher Avenue. Water flow into the system is measured through two meters owned and maintained by the MWRA. Low service distribution mains supply water to most sections of Town east of Washington Street and north of Boylston Street, representing 62 percent of the total water consumption.

The High Service System is supplied from two pumping stations on the MWRA's southern Extra High Service System. Primary supply is made through a connection to the discharge piping of the MWRA's Reservoir Road Pumping Station. In periods of high demand or other system emergencies, a secondary supply from the Newton Street Pumping Station can be placed on line. The purpose of both stations is to elevate the supply pressure to service the higher elevations of Brookline. Distribution system storage is provided at the highest land elevation in Town, Single Tree Hill, and consists of a 4.3 million gallon covered reservoir and a 1.7 million- gallon steel spheroidal elevated tank.

According to the MWRA, total water system demand declined from 219.9 mgd/avg in 2007 to 200.85 mgd/avg in 2014. Overall, indoor water use continued its long-term decline and ongoing increase in water use efficiency in homes and businesses, as well as the effects of the economic slowdown, have helped to reduce water system demand. The MWRA's safe yield is about 300 million gallons per day of water, even during periods of extended drought.<sup>45</sup> Brookline used roughly 2.8% of total MWRA flow in 2010 and 2.6% in 2016.<sup>46</sup> Brookline's water flow share declined 6.7% between 2015 (2.7%) and 2016 (2.6%).<sup>47</sup>

**Wastewater.** The Town of Brookline's sewer system is comprised of about 100 miles of local sanitary sewers that discharge to MWRA interceptors tributary to either the Nut Island or Deer Island wastewater treatment facilities. About fifteen miles of Brookline's system are tributary to the Southern High Level Sewer, and about forty-five miles are tributary to the Brighton Branch High Level Sewer; each of which transports waste water to the Nut Island Treatment Plant. Finally, about 33 miles of Brookline's sewers are tributary to the Charles River Valley Low Level Sewer which transports waste to the Deer Island Treatment Plant.

The entire waste water collection system in Brookline flows by gravity (no public pump stations) and consists of both separated and combined areas which are maintained by the Water and Sewer Division. Most of Brookline's sewers are 40 to 70 years old and are constructed of vitrified clay and, to a lesser extent, brick or reinforced concrete. All manholes are constructed of brick, block or precast concrete.

**Stormwater.** The Town of Brookline has approximately 117 miles of storm drains that carry runoff from rain and snow melt. The drainage network generally follows Town streets, and has been built to carry stormwater runoff entirely by gravity to nearby water bodies. In general, stormwater flows into Brookline's streets, collects in gutters, and flows through a street level grate or curb inlet into a catch basin.

Brookline has approximately 2,344 catch basins, most of which are designed with a sump to collect sediment, litter and other debris, and approximately 1,675 drain manholes. Water flows out of the catch basin into a central storm drain under the street. These drains merge into large

---

<sup>45</sup> MWRA Water Supply and Demand. <http://www.mwra.com/04water/html/wsupdate.htm>.

<sup>46</sup> MWRA Monthly and Year-to-Date Water Use Comparisons. January 2016 Reporting Period: <http://www.mwra.state.ma.us/monthly/wsupdate/comwatusearchive/2016/0116.pdf>

<sup>47</sup> Ibid.

collector drains, and ultimately into very large conduits that carry stormwater runoff into the Muddy River, Saw Mill Brook, Stony Brook or directly into the Charles River (Brookline Engineering Division).

Brookline's drains are mostly made of reinforced concrete pipe, and vary in diameter from as small as 12 inches to larger than 100 inches. The Village Brook drain, which drains most of Brookline's land area and discharges to Leverett Pond, is large enough to drive a car through. Many of Brookline's largest storm drains discharge to the Muddy River, and their outfalls can be submerged

when the river begins to rise during heavy storms. This can contribute to flooding problems as flows in the drains have no way to drain out to the river. The Muddy River Restoration Project, currently underway, should help alleviate some of these flooding problems.

BASED ON CONSISTENTLY INCREASING ENROLLMENT IN THE LOWER GRADES, THE PSB ESTIMATES THAT BY FY2021, THERE WILL BE ANOTHER 727 CHILDREN OR 32 K-8 CLASSROOMS WILL BE NEEDED TO ACCOMMODATE THEM.

Stormwater runoff from Brookline is regulated by the United States Environmental Protection Agency (EPA) under the Clean Water Act. Brookline's stormwater system is managed in accordance with its Municipal Separate Storm Sewer System (MS4) Permit, which requires good housekeeping practices such as regular street sweeping and inspection and cleaning out of catch basins, ensuring that sanitary sewage is not getting into storm drains, and public outreach and education efforts. Pollutants of critical concern include sediments, which accumulate in storm drains and water bodies, and nutrients, especially phosphorus, which contribute to excessive weed and algae growth in rivers, lakes and ponds.

The U.S. Environmental Protection Agency and the State Department of Environmental Protection have created and implemented a municipal stormwater discharge permitting system to manage stormwater runoff and minimize the impacts of erosion from construction sites. Subsequently, the Town has developed and adopted a Stormwater Control By-Law that includes provisions for construction site management and the adoption of erosion and sediment control practices. These regulatory efforts have reduced much of the movement of soils to our water and wetland resources.

### 2.7.7 FACILITIES & SERVICES

**Public Schools.** Brookline public schools have a reputation of excellence which attracts families with school age children to the Town. As a result, Town demographics are changing, with profound effects on Brookline's schools. Brookline has eight elementary K-8 schools (including the Devotion, which has two campuses) and one high school 9<sup>th</sup>-12<sup>th</sup> grades – Brookline High School is located at 115 Greenough Street.

#### **Elementary Schools (K-8):**

Baker, 205 Beverly Road

Devotion, 345 Harvard Street  
 Upper Devotion, 194 Boylston Street  
 Driscoll, 64 Westbourne Terrace  
 Heath, 100 Eliot Street  
 Lawrence, 27 Francis Street  
 Lincoln, 19 Kennard Road  
 Pierce School, 50 School Street  
 Runkle, 50 Druce Street

From Fiscal Year 2005 to Fiscal Year 2015, the number of K-8 classrooms grew from 201 to 257. In the same time period, the overall K-8 enrollment grew from 3,888 to 5,375, an increase of about 38 percent.<sup>48</sup> The greatest concentration of school age children is in North Brookline which is currently served by four elementary schools.

The Public Schools of Brookline (PSB) has used a variety of tools to accommodate the growing enrollment in the Town's over-capacity schools. For example, the PSB has added classrooms at Runkle, Heath, Lawrence, and Baker, divided classroom spaces and carved out classes from hallways and auditoriums, increased the number of students in most classrooms from 18-21 students to 20-22 students, moved all building custodial space to Larz Anderson Park temporarily, moved most Brookline Early Education Program (BEEP) classrooms to private rental space, and compressed administrative space (or moved administrative space to private rental space areas). During this time of rapid enrollment growth, common spaces (e.g., cafeteria, auditorium, gymnasium, library, administrative, play space, specialty classrooms) have usually not expanded in proportion to classroom additions. The projected increases in student population can no longer be accommodated by a "build in place" approach without further degrading educational experience and school buildings.<sup>49</sup>

Based on consistently increasing enrollment in the lower grades, the PSB estimates that by FY2021, there will be another 727 children and 32 K-8 classrooms will be needed to accommodate them. This projected growth averages approximately four to five classrooms per year in the six years from FY2016 through FY2021. FY2021 overall enrollment is estimated to be 6,193 students in K-8.<sup>50</sup> In order to address the issue of overcapacity in the schools, Brookline contracted a consultant team to research possible sites in Town for a ninth school. Their report was released in October 2015 and identifies six viable sites for a new school building. The Town anticipates that the new school will be built by the 2021-22 school year and will serve up to 650 students.

**Municipal Budget.** As described in the Town Manager's Budget Message for FY2017, Brookline's budget exceeds \$291M, a 4.1 percent increase over FY2016.<sup>51</sup> Despite this upturn, fiscal demands including escalation of health care costs for Town employees coupled with

<sup>48</sup> CivicMoxie. *9<sup>th</sup> School-Brookline Schools Site Identification Study*. October 2015. (9<sup>th</sup> School Study)

<sup>49</sup> Town of Brookline. *9<sup>th</sup> Elementary School Study*. 2/25/16. <http://www.brooklinema.gov/1286/9th-Elementary-School-Study>

<sup>50</sup> 9<sup>th</sup> School Study.

<sup>51</sup> Town of Brookline. *FY2017 Program Budget, Budget Message*. February 16, 2016.

greater demand on local schools, are straining the Town's budget. The FY2017 budget is the second year of a three-year financial plan that allocates additional taxing and other revenue/expenditure capacity to the School Department to support programs and services in an increasing enrollment environment.<sup>52</sup>

Property tax revenue comprises 70 percent of Brookline's General Fund monies. Brookline's tax base and financial management are among the strongest in the state, as evidenced by the Town's AAA bond rating and the relative ease with which it adjusted the budget to a slow economy and reduced local aid. The Town fully utilizes its tax-levy limit but the outstanding debt as a percentage of value is generally lower than comparable communities given a robust pay-as-you-go element in the Town's Capital Improvement Program. Voters approved a General Override for FY2016. Remaining revenue sources include: Town enterprises, local receipts, state aid, other funds and free cash, with the largest FY2017 increases coming from State Aid (3.7 percent) and Local Enterprises (4.4 percent).

### 2.7.8 TRANSPORTATION AND MOBILITY

**Roads.** Major transportation routes from Boston pass through Brookline toward the western suburbs, toward Cambridge, and the southern parts of the City of Boston. The earliest route from Boston to the west was the old Sherbourne Road, which passed through Brookline via Walnut and Heath Streets, and was replaced by Boylston Street (Route 9), which remains a major route between Boston and the communities along the Route 128 corridor. Beacon Street was built as a second major roadway to and from Boston. Harvard and Washington Streets in Brookline provided north-south through routes from southern portions of Boston to Allston, Brighton and Cambridge. These early roadways continue to shape Brookline's development.

The Massachusetts Turnpike and Storrow Drive and Memorial Drive carry east-west traffic, Route 1 and Riverway and Fenway carry traffic to southern sections of Boston, Newton and southwest suburbs. Many residential streets are used extensively to access these routes and are particularly impacted by rush hour traffic.

Regional development on Route 9 includes sections of small businesses and residential areas interspersed with large suburban-style businesses, complete with large parking lots. In Brookline, Route 9 currently is under careful scrutiny and comprehensive planning for its potential for economic development. Along the Newton portion of Route 9 there have been several major new development plans and proposals that include parcels close to Chestnut Hill Village and would substantially increase traffic. One option that has been raised is to depress Route 9 in this area to create better north-south pedestrian travel in Chestnut Hill and allow for more green space, as well as create a village center for the Chestnut Hill area.

**Public Transit.** Three of the Massachusetts Bay Transportation Authority (MBTA's) green lines serve Brookline: the B line along Commonwealth Avenue, the C line to Cleveland Circle, and the D line to Riverside in Newton. The bus routes are: Allston-Ruggles via Harvard St., Chestnut Hill from Kenmore via Route 9, Cleveland Circle from Forest Hill via Putterham,

---

<sup>52</sup> Ibid.

Central Square to Cleveland Circle, and Brighton. Access points to other major routes are available through Brookline's streets. Supplementary transit services are available for seniors and for persons with disabilities<sup>53</sup>. Widespread availability of shared use vehicles also exists, such as Zipcar and Enterprise, which maintain fleets of vehicles for temporary use. These new modes of transportation accessibility may help mitigate the need for parking in new developments

**Bicycle Infrastructure.**<sup>54</sup> Brookline has many conditions conducive to bicycling – compact development, proximity to major employment centers, relatively flat topography, and a temperate climate. Brookline's percentage of commuter trips by bicycle has increased from 1.5 percent (2000 US Census) to 4 percent (2010 US Census).<sup>55</sup> Bicycle counts conducted during rush hour on one weekday each September since 2008 show more than 1,000 bicyclists per hour passing major checkpoints, including more than 100 people riding daily to Brookline High School.

Beacon, Harvard, Washington, and Carlton Streets are major connectors for cyclists traveling from Brookline and Newton to Kenmore Square and downtown Boston, across Brookline, and between Jamaica Plain and Brighton. Boston has made a strong commitment to improving conditions for cyclists and has made major strides in recent years toward this goal. Brookline's notable improvements in bicycle facilities and accommodations in recent years include more bike racks in commercial areas, additional bike lanes and shared lane markings on Longwood Avenue, Washington Street and elsewhere, contraflow lanes and cycle tracks on Netherlands and Parkway Roads, and institution of a \$50 fine for vehicles blocking bike lanes. Brookline installed three bike-sharing stations in 2012 following the successful 2011 launch of the Hubway Bike Sharing Program in Boston. Brookline installed a fourth station in 2013.

**Pedestrian Infrastructure.**<sup>56</sup> Walkways include an extensive network of sidewalks within the more urban sections of Brookline, however some southern and western sections of Town lack sidewalks. Brookline does have several well planned walking paths including those along the Muddy River, walkways and trails in the Town's parks and sanctuaries, and the pedestrian paths and stairways which scale the hills of North and Central Brookline.

The Olmsted and Riverway Park system does include popular bicycle and pedestrian paths, but the difficulty of crossing at Route 9, which divides the park parcels, has long been under discussion. Any solution must involve participation of the state, especially of the Massachusetts Highway Department which oversees Boylston Street/Route 9, as well as the City of Boston, since this area is on the boundary line. A plan for this crossing is in the design phase.

---

<sup>53</sup> Town of Brookline. *Comprehensive Plan 2005-15*. 2004.

<sup>54</sup> Brookline Bicycle Advisory Committee. *Green Routes Bicycle Network Plan*. November 2008. Updated 2015.

<sup>55</sup> US Census 2010

<sup>56</sup> Town of Brookline. *Open Space 2010: Open Space and Recreation Plan for the Town of Brookline*. 2010.

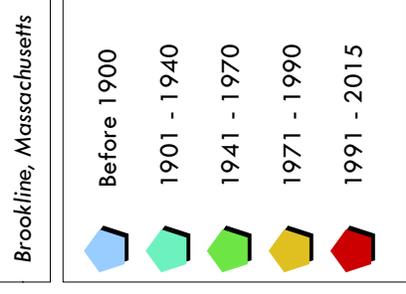
**Complete Streets Policy.**<sup>57</sup> Brookline has drafted a “Complete Streets” Policy agenda which, if approved by the State, will allow Brookline to apply for funding to plan, construct, and maintain its public ways to enhance safety, access, inclusion, convenience and comfort for all users, thereby creating “complete streets.” The objectives of the policy are to design and implement safe and comfortable access for healthy transportation choices such as walking, bicycling, and mass transit. This includes prioritizing the needs and safety of the Town’s most vulnerable users during project planning such as those considered vulnerable by virtue of their mode of transportation, such as bicycling or walking, or because of their age or ability, such as small children, senior citizens, and people with disabilities.

---

<sup>57</sup> Brookline Transportation Division of DPW. *Brookline Complete Streets Policy DRAFT*. January 2016.

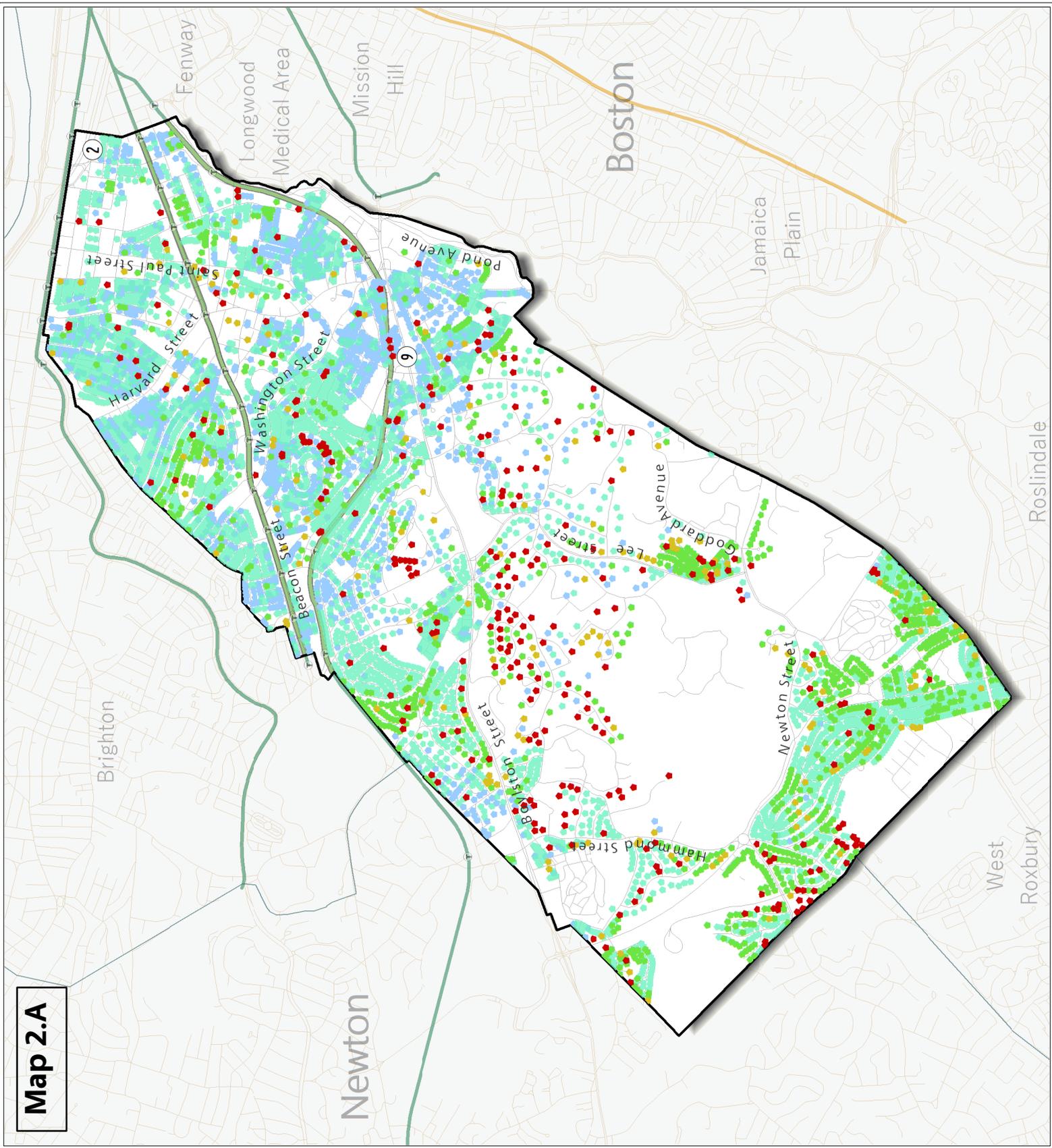
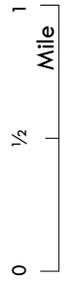
**Map 2.A**

**Year Structure Built**



This map is for general planning purposes only. The data used to create the map are not adequate for making legal or zoning boundary determinations or delineating natural resource areas. Exercise caution when interpreting the information on this map.

Date: 7/7/2016  
Source: MassDOT, MBTA, Town of Brookline





**Map 2.B**

**Existing Land Uses**

Brookline, Massachusetts

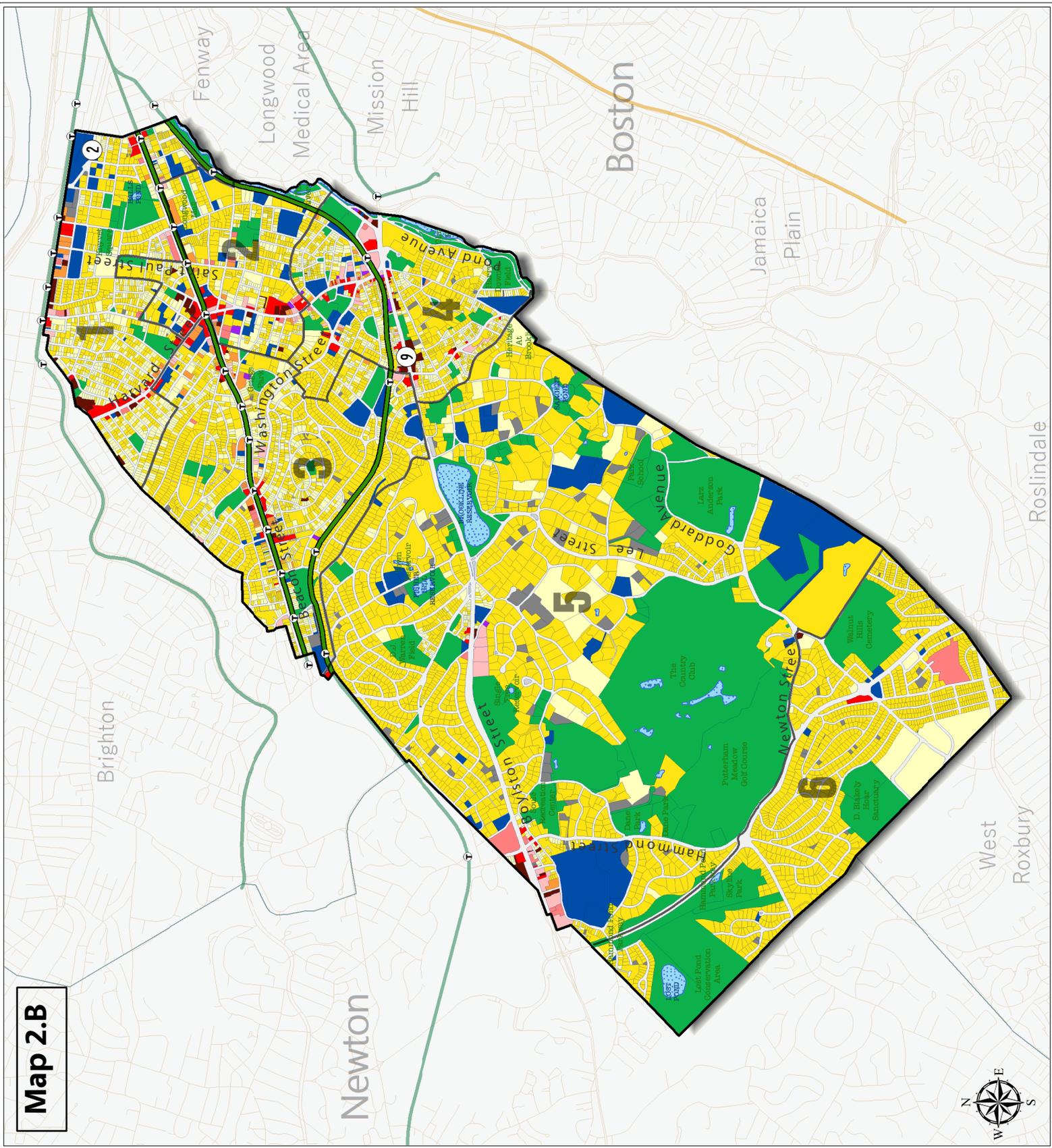
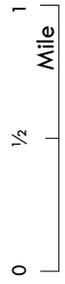
	Residential (1-3 units)
	Multifamily or Congregate
	Mixed Use
	Restaurant/Retail
	Auto Centric
	Office/Bank
	Other Commercial
	Industrial
	Institutional/ Non-Profit/ Religious Organization
	Open Space
	Vacant Land
	Water

Submarket Boundary



This map is for general planning purposes only. The data used to create the map are not adequate for making legal or zoning boundary determinations or delineating natural resource areas. Exercise caution when interpreting the information on this map.

Date: 7/7/2016  
Source: MassDOT, MBTA, Town of Brookline

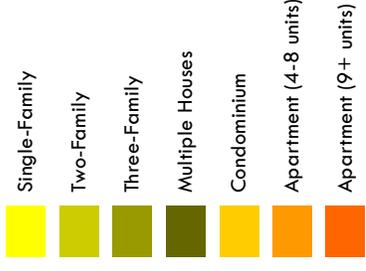




# Map 2.C

# Residential Land Use

Brookline, Massachusetts

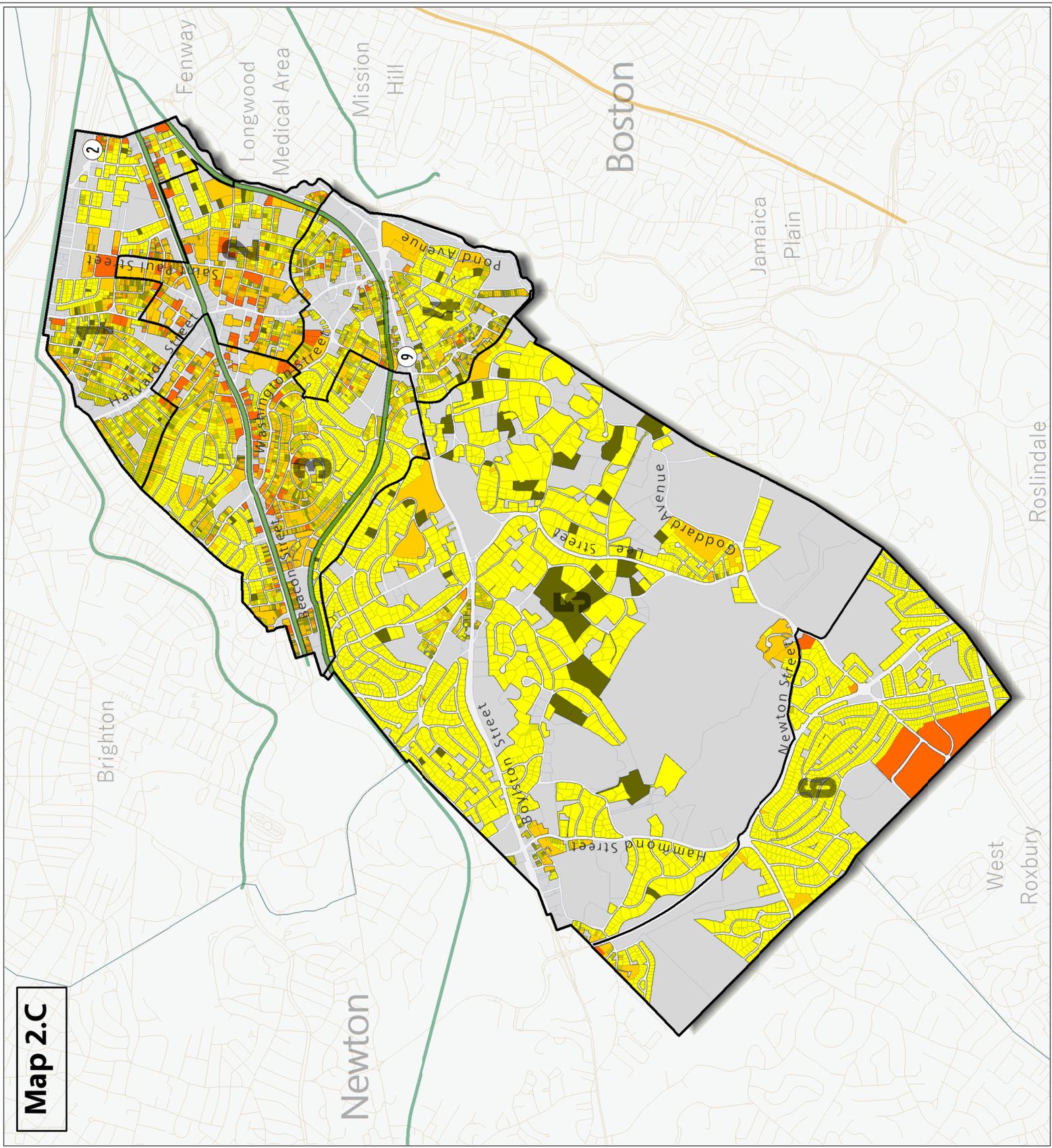
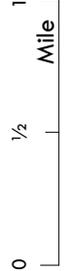


Submarket Boundary  
Boundary



This map is for general planning purposes only. The data used to create the map are not adequate for making legal or zoning boundary determinations or delineating natural resource areas. Exercise caution when interpreting the information on this map.

Date: 7/7/2016  
Source: MassDOT, MBTA, Town of Brookline

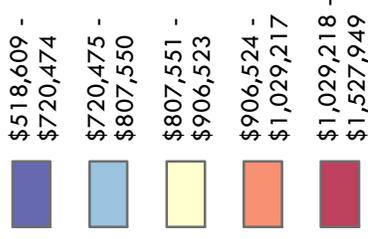




# Map 2.D

# Standardized Sale Prices

Brookline, Massachusetts

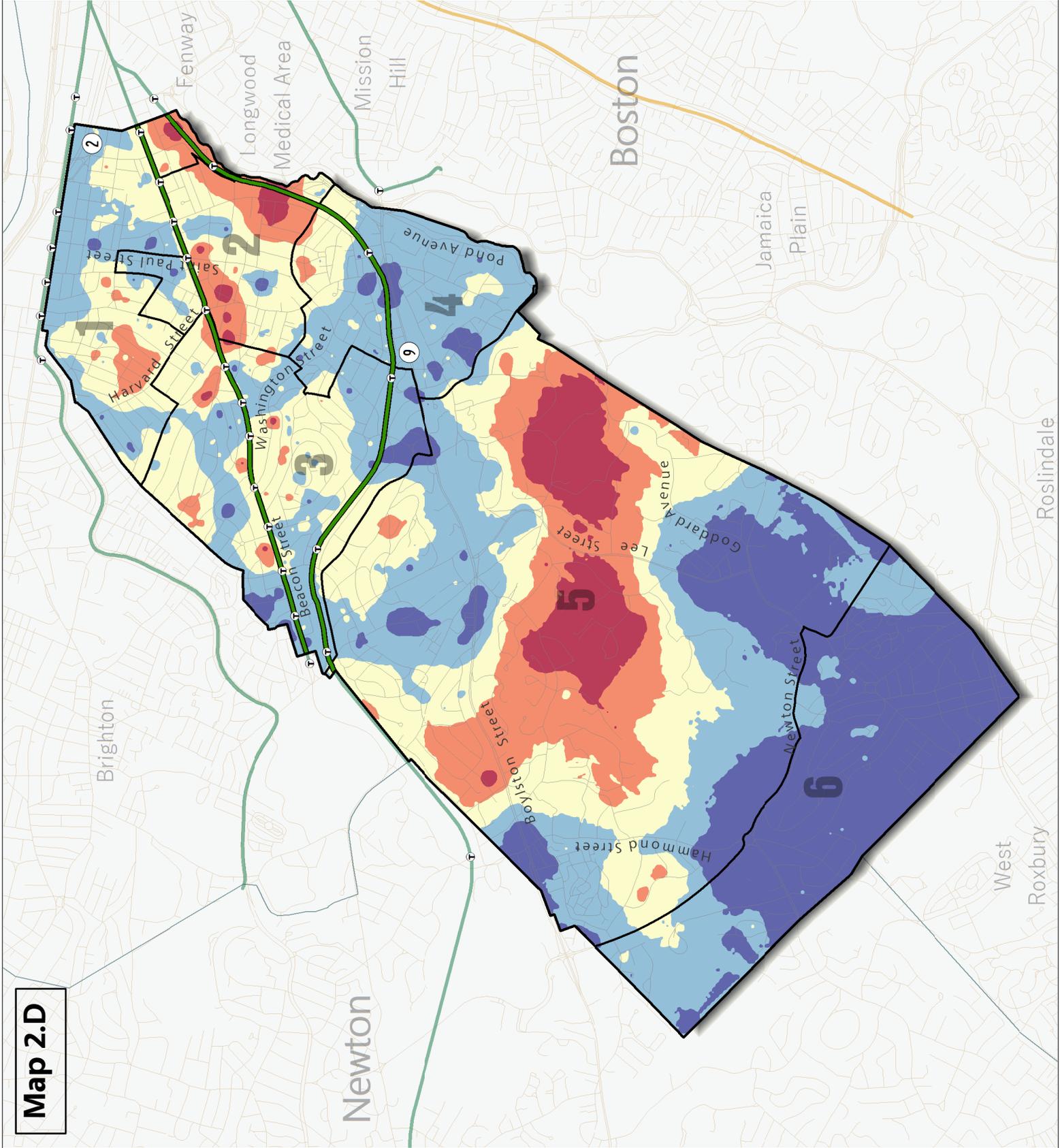
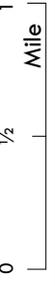


Submarket Boundary



This map is for general planning purposes only. The data used to create the map are not adequate for making legal or zoning boundary determinations or delineating natural resource areas. Exercise caution when interpreting the information on this map.

Date: 7/7/2016  
Source: MassDOT, MBTA, Town of Brookline

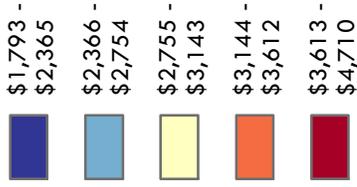




# Map 2.E

# Standardized Market Rents

Brookline, Massachusetts



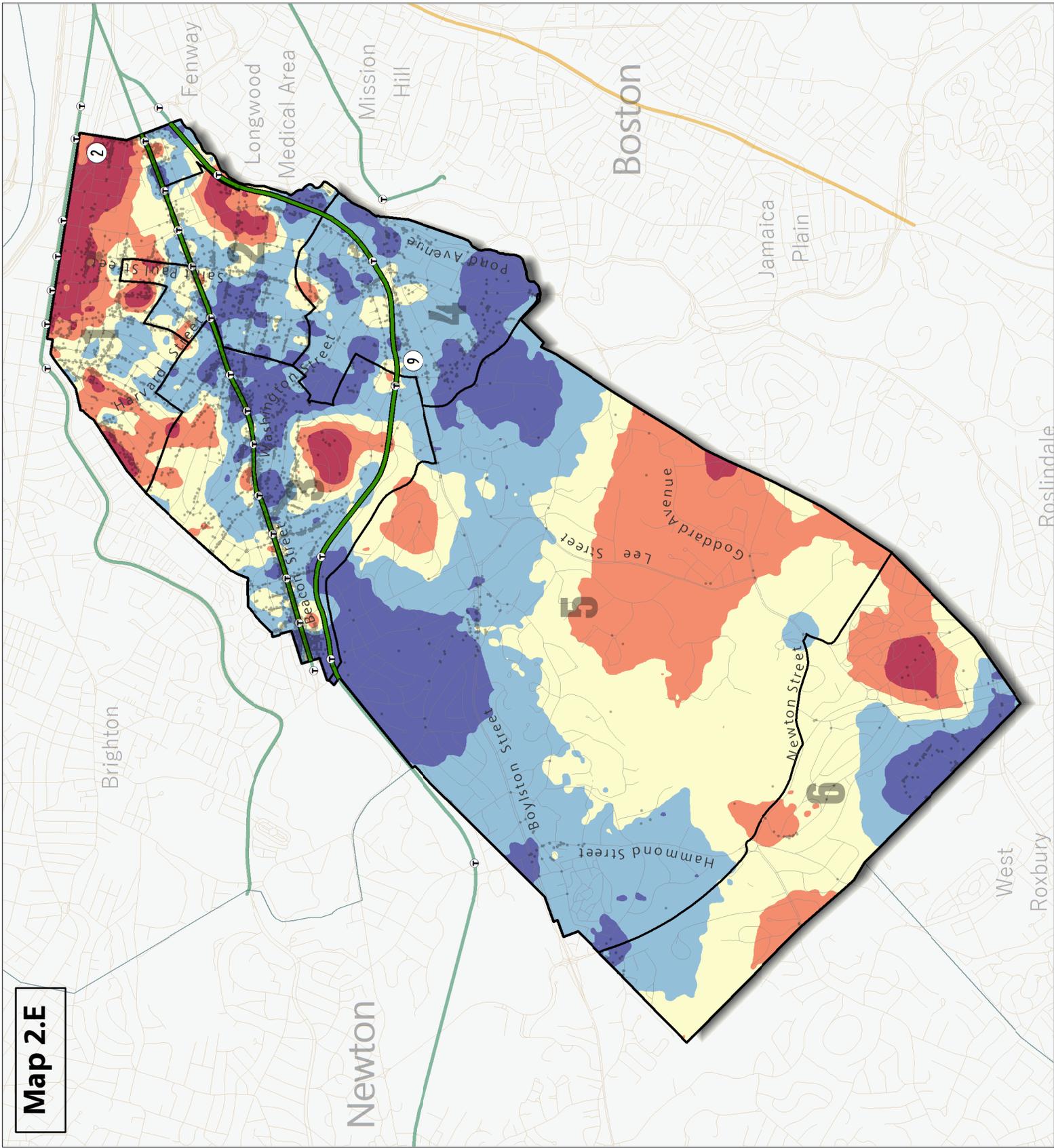
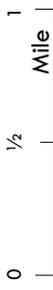
Submarket Boundary

Apartment Listing



This map is for general planning purposes only. The data used to create the map are not adequate for making legal or zoning boundary determinations or delineating natural resource areas. Exercise caution when interpreting the information on this map.

Date: 7/7/2016  
 Source: MassDOT, MBTA, Town of Brookline, Padmapper (2016)

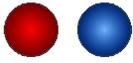




**Map 2.F**

**Chapter 40B  
Developments**

Brookline, Massachusetts



**Potential 40B Site**  
**Public Elementary School**

**Nearest Public  
Elementary School**

Distance (feet)  
 571 - 1,056  
 1,057 - 2,112  
 2,113 - 3,168  
 3,169 - 4,319

**Other Schools\***

Public  
 Private  
 Special Education

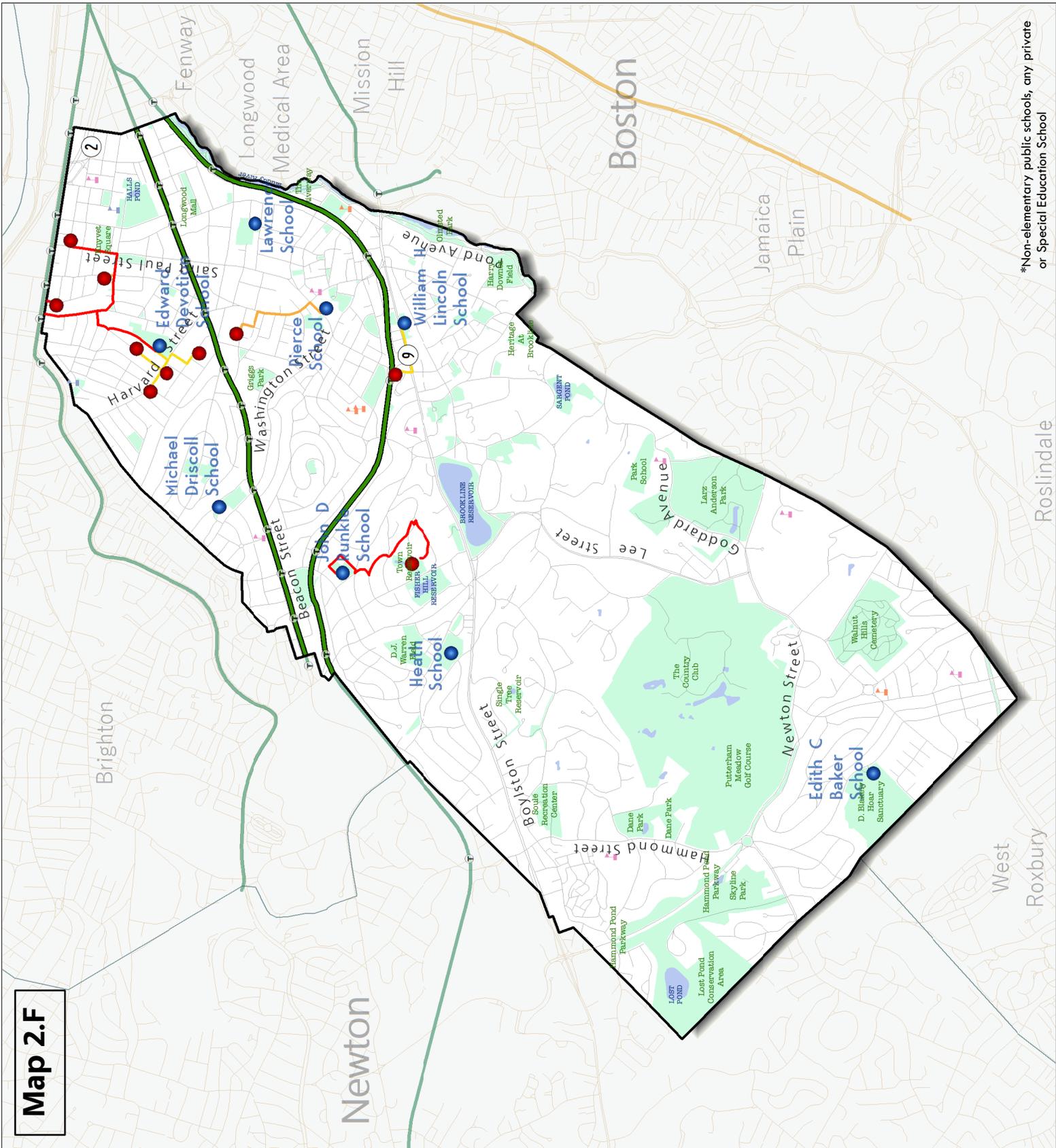


This map is for general planning purposes only. The data used to create the map are not adequate for making legal or zoning boundary determinations or delineating natural resource areas. Exercise caution when interpreting the information on this map.

Date: 7/7/2016  
 Source: MassDOT, MBTA, Town of Brookline, Mass ESE



0 1/2 1  
 Mile



\*Non-elementary public schools, any private or Special Education School



Map 2.G

# Housing Cost Burden

Brookline, Massachusetts

## Housing Costs as a Percentage of Household Income

- = 1 household
- Cost Burden > 50.0%
- Cost Burden 30.1 - 50.0%
- Cost Burden ≤ 30.0%

— Submarket Boundary

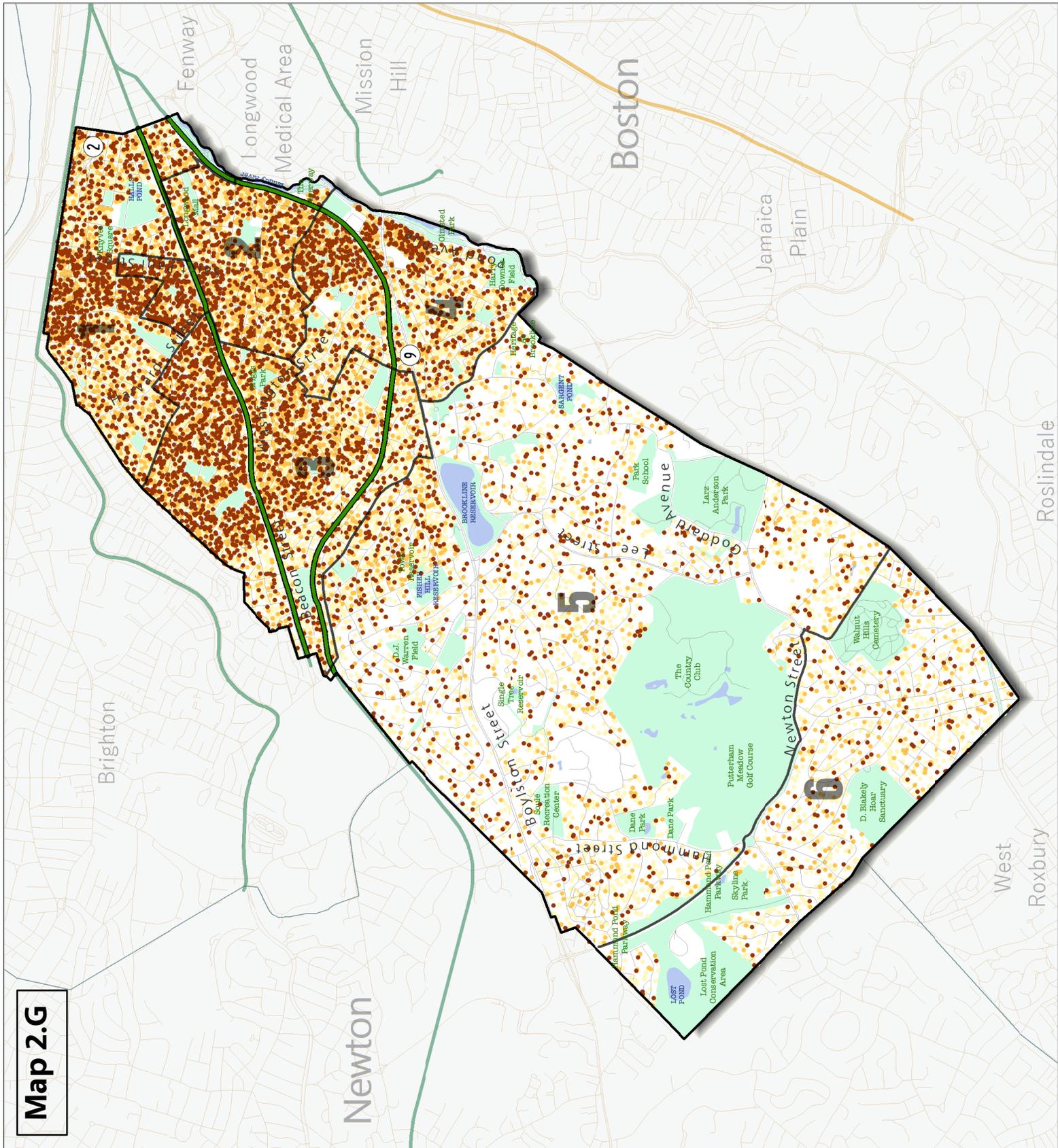


This map is for general planning purposes only. The data used to create the map are not adequate for making legal or zoning boundary determinations or delineating natural resource areas. Exercise caution when interpreting the information on this map.

Date: 7/7/2016  
Source: MassDOT, MBTA, Town of Brookline, CHAS 08-12



0 1/2 1 Mile





**Map 2.H**

**Severely Housing Cost Burdened\***

Brookline, Massachusetts

**Household Income Threshold by Tenure Owner-Occupied**

▲ = 1 household

Very-Low Income†

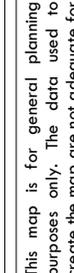
Extremely-Low Income‡

**Renter-Occupied**

Very-Low Income†

Extremely-Low Income‡

Submarket Boundary

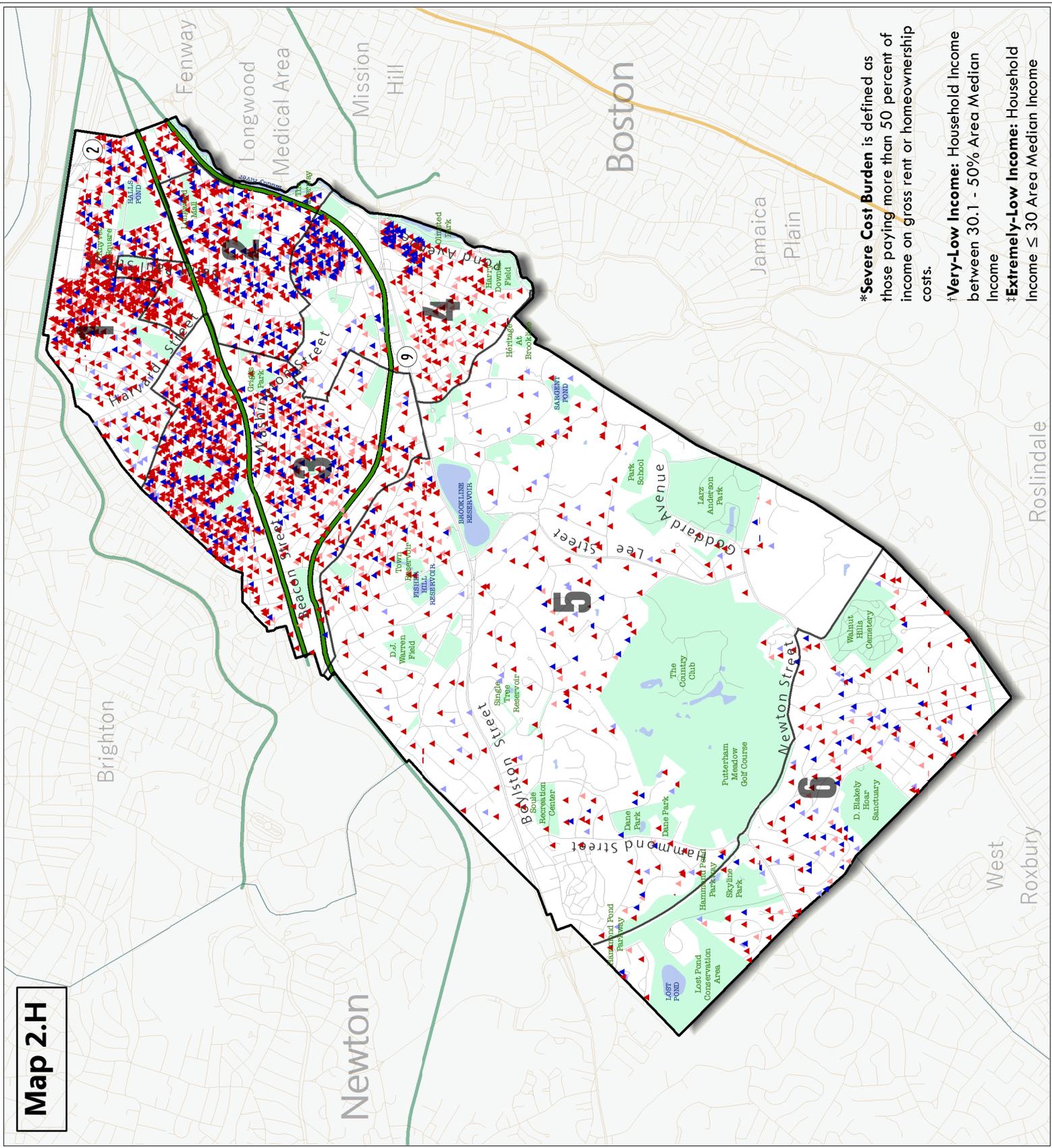


This map is for general planning purposes only. The data used to create the map are not adequate for making legal or zoning boundary determinations or delineating natural resource areas. Exercise caution when interpreting the information on this map.

Date: 7/7/2016  
Source: MassDOT, MBTA, Town of Brookline, CHAS 08-12



0 1/2 1 Mile



\***Severe Cost Burden** is defined as those paying more than 50 percent of income on gross rent or homeownership costs.

†**Very-Low Income:** Household Income between 30.1 - 50% Area Median Income

‡**Extremely-Low Income:** Household Income ≤ 30 Area Median Income



## 3 Housing Goals



With the affordability gap widening and an increasing need for affordable housing, Brookline faces a considerable challenge. Through this Housing Production Plan, Brookline has the opportunity to plan strategically and creatively about how to address its affordable housing needs. The ideas generated by residents and others at public meetings and in focus groups for this plan have helped to further articulate Brookline’s planning goals and an overall direction for affordable housing.

To develop Brookline’s housing plan goals, the Housing Production Plan Working Group sponsored a community meeting on March 28, 2016. The purpose of the workshop was to engage residents and others with an interest in Brookline in an interactive process that served to inform people and solicit their ideas. The forum included two components:

- **Information:** A presentation gave participants an introduction to the purpose of a Housing Production Plan including Chapter 40B statutory and regulatory requirements, affordability criteria, and indicators of housing need.
- **Public input:** Participants examined and commented on seven draft housing goals in an “open house” format.

The over-arching issue that participants identified at the goals workshop was this: How can Brookline increase density while protecting the Town’s character? While it appears the majority of participants support the development of affordable housing and see it as a laudable goal, many are concerned about the impact development might have on neighborhood character, both in terms of architectural harmony and loss of green or open space. With these concerns in view, Brookline’s HPP is guided by seven qualitative goals. *Italicized text below each goal statement conveys the public sentiment, generally, expressed by attendees at the March 28, 2016 community meeting.*

---

### 3.1 Qualitative Goals

- **Production & Preservation:** Provide more than 10 percent of Brookline’s year-round housing stock as affordable housing to address documented housing needs and preserve the long-term affordability and physical condition of existing affordable housing units. *Participants affirmed this goal with some suggesting that Brookline strive to go beyond the 10% minimum and serve the actual number of residents in need.*

- **Populations in Need:** Create housing that supports documented housing needs for seniors, people with physical and cognitive disabilities, young adults, and low/moderate-income families.

*This goal was largely affirmed. Seniors are the group about which participants were most concerned. Concerns included that some seniors are over-housed, and that there is a shortage of housing with supportive services tailored to seniors. Participants also expressed an interest in alternative housing models like co-housing.*

- **Population Diversity:** Actively promote and preserve economic, racial, and social diversity throughout Brookline through provision of more rental units and housing affordable to a range of incomes from extremely low- to middle-income.

*Many comments referred to the need to increase economic diversity through provision of housing to households with different incomes. It was noted that social and racial diversity will improve once economic diversity is enhanced, though the comment that received the most affirmative votes (green dots) noted that “Brookline is not perceived as welcoming to minorities.”*

- **Neighborhood Integrity & Stability:** Protect and enhance the physical and architectural character of Brookline’s neighborhoods and encourage new environmentally- sustainable affordable housing in all neighborhoods that complements neighborhood identity and provides additional public benefits where possible, such as public green space.

*Comments that received the most affirmation referenced the need for new development to blend in with or match existing architecture in the neighborhoods. Comments that encouraged more density or referenced the inevitability of change received the most negative reaction. Participants are concerned with loss of green space and the loss of sunlight due to taller buildings. There is a base of support to change zoning by-laws to reduce the parking requirement.*

- **Related Community Goals:** Recognizing housing as but one of many elements to help achieve community development and preservation goals, encourage sensitive reuse of historic resources and new residential development on previously developed or underutilized sites that:

- enhance existing neighborhoods
- help strengthen the local economy and tax base
- support an active and accessible transportation system
- preserve and maintain priority open space
- support other related community goals

*Most comments affirmed this goal. Some added that Brookline’s commercial base is not affordable to non-corporate businesses and that there are underutilized parcels like parking lots suitable for development.*

- **Housing Types:** Encourage development of innovative and diverse housing options such as intergenerational housing, co-housing, cooperative housing, service-enriched housing, accessory apartments, naturally occurring retirement communities (NORCs), and micro-units.

Again, participants expressed interest in housing for seniors, protection of neighborhood integrity and an interest in innovative options like co-housing and granny flats, NORCs and micro-units. Also, participants supported sustainable design and construction.

- **Local Implementation Capacity:** Build local capacity to address housing needs through collaborative public/private partnerships, expanded local resources, and leveraging of federal, state, and private funding.

Participants affirmed this goal. Ideas for increasing capacity included support for inclusionary zoning and Chapter 40R zones, increase amenities provided by developers, strategize with foundations and improve public transit in underserved parts of town.

### 3.2 Numerical Goals

Brookline is not far from the 10 percent statutory minimum, yet the Chapter 40B “gap” is large enough that several housing developers have filed comprehensive permit applications with the Zoning Board of Appeals (ZBA). Together, the four projects that are currently before the ZBA contain a total of 352 apartments, including 72 that would be affordable to low- or moderate-income households. Most of the affordable units will offer housing for low-income households, i.e., individuals and families with incomes at or below 50 percent of the area median income for the Boston metro area. The average density of these developments is 63 units per acre, but one runs as high as 180 units per acre.

In addition to Brookline’s four Chapter 40B developments, over 100 properties have been identified through the public process for this HPP as potentially suitable for multifamily or mixed-use development. If developed at a density that is more like Brookline’s established land use patterns, these sites have the potential to generate from 400 to as many as 1,000 housing units (see Chapter 4). The physical capacity exists in Brookline to support 131 new units per year until the Town closes its 367-unit SHI shortfall. If pursued systematically at a rate of 131 SHI units (or more) per year, the 10 percent statutory minimum could be achieved within three years.





# 4 Housing Strategies



To enlist help from residents to identify suitable locations for multifamily and mixed-use developments, the HPP Working Group sponsored three additional “open house” style workshops between April and June 2016. These workshops addressed the following needs of the HPP:

- To determine criteria for selecting potentially suitable corridors and sites;
- To review maps of sites meeting the agreed-upon criteria; and
- Identifying strategies for Brookline to pursue

Using input collected at each of the three workshops, the HPP Working Group developed a map (**Map 1-A**) that highlights several key corridors and general areas in Brookline that are suitable for housing or mixed-use development. In some locations, zoning changes may be necessary to encourage housing production that could, if well designed, fit into the fabric of Brookline’s established neighborhoods and village. The Town will look to encourage new housing and mixed-use development, where appropriate, on:

- Municipally-owned parcels, such as the municipally owned parking lot in Brookline Village situated between Kent and Station Streets, and other properties that may be identified and prioritized as part of a future Strategic Asset Plan.
- Land held by large institutions, to be identified by a future Major Parcel Study – such as Pine Manor College.
- Single-story commercial properties located along major corridors – such as the intersection of Cypress and Washington Streets.

The corridors and locations identified on Map 1-A could accommodate a housing unit yield as low as 400 units to as high as 1,000 units.

Several housing production strategies emerged from this HPP planning process. Fortunately, Brookline has choices for working toward the 10 percent statutory minimum under Chapter 40B. The strategies fall into four categories: Regulatory, Resource Allocation, Education and Advocacy, and Local Planning and Policy.

- **Regulatory:** These strategies have potential to make a significant impact. They involve tools that respond to increased demand for housing located in transit-oriented and walkable neighborhoods: increase density, reduce parking requirements, and consider ending the overnight parking ban in key areas.
- **Resource Allocation:** The focus of these strategies is to protect existing affordable housing and pursue specific ways to expand local funds.
- **Education and Advocacy:** Brookline can combine strategies into an education platform that captures key decision makers, property owners, neighbors, and people most at risk from the effects of discriminatory housing policy.
- **Local Planning and Policy:** Partnerships with mission-based organizations and the BHA work. The Town could be strategic in pursuing partnerships and creating a more welcoming environment for housing development in Brookline.

---

## 4.1 Regulatory Strategies

Brookline needs to update its zoning by-laws to respond to the housing needs and demands of today by reducing parking restrictions and increasing density where appropriate. Participants in the planning process for this HPP recognize that zoning changes and regulatory strategies can have tangible and long-lasting effects. In Brookline, off-street parking regulations create a significant barrier to development.

- Strategy 1:** Amend zoning in select areas that correspond to the Site Suitability Analysis, such as commercial corridors, to encourage multi-family or mixed use development, e.g., units/per acre, FAR, height, parking requirements, or expedited permitting and “by right” development.
- Strategy 2:** Amend zoning to provide more incentives to create affordable units beyond the minimum required by Inclusionary Zoning. Incentives that developers can qualify for “as of right” should be given highest priority.
- Strategy 3:** Adopt Zoning Overlay Districts that correspond to the Site Suitability Analysis, or for specific redevelopment sites, to encourage multi-family or mixed-use development with affordable housing. Chapter 40R could be a useful tool for encouraging development in some of these locations.
- Strategy 4:** Amend zoning to encourage more diversity of housing types, such as micro-units, artists live/work, or accessory dwelling units.
- Strategy 5:** Promote the use of Chapter 40B on appropriate sites for development/redevelopment, i.e., corresponding to the Site Suitability Analysis. Despite Brookline’s experience with “unfriendly” comprehensive permits, many people in Brookline recognize that Chapter 40B can be a useful tool when the town has more control over its application.

---

## 4.2 Resource Allocation Strategies

Brookline needs to be creative in its approach to raising funds for affordable housing. From the public process for this HPP, there seems to be less support in Brookline for re-directing existing funding and more support for innovative approaches to raising new funds.

**Strategy 6:** Continue to direct local funds and staff time to preserve long-term affordability of existing affordable units with expiring restrictions.

**Strategy 7:** Direct local funds to support rehab and preservation of public housing units.

**Strategy 8:** Expand local funds available for creation and preservation of affordable housing. Sources to be considered: examine the Town's free cash and inclusionary zoning cash payment policies; consider adopting linkage fees for new commercial development; adopt the Community Preservation Act; examine options for special assessment or property tax incentives).<sup>58</sup>

**Strategy 9:** Consider increasing the amount devoted to housing activities in the Town's annual CDBG allocation. (See Appendix F for a summary of Brookline's FY2017 CDBG budget.)

**Strategy 10:** Use local resources to retain, and possibly increase, the lodging house stock in Brookline. This would include working with partners like Pine Street, Caritas, and the Committee to End Elder Homelessness to buy and renovate these properties into permanently affordable housing.

---

## 4.3 Education and Advocacy Strategies

Public education about affordable housing – policies, design, who benefits and how, positive and negative impacts – is important for neighbors, policy-makers and leaders, residents and landlords. The people with the most accurate knowledge will become the best advocates for affordable housing.

**Strategy 11:** Develop a comprehensive housing education plan and partner with community groups to promote broader and deeper community understanding about local affordable housing needs and issues. The plan could include regular forums, use of social media, cable TV Show, newsletters/publications, as well as tours and case studies of successful development projects. Partnerships and coalitions that combine resources and strengthen impact should be pursued.

**Strategy 12:** Create a part-time Town Housing Assistance Coordinator position to be the point of contact for people in need of housing assistance or those experiencing

---

<sup>58</sup> At the community meeting on June 20, 2016, there was less public support for adopting CPA. Participants viewed CPA as having too many competing interests.

discrimination. If there is funding, create this position and allow current housing staff to focus on creation and preservation of units.

**Strategy 13:** Conduct focus groups for Town Meeting members about affordable housing needs, policies, programs, initiatives, and financing. It is essential for leaders and decision-makers to have accurate information about the need for affordable housing and the impact of its development.

**Strategy 14:** Hold Fair Housing Trainings for landlords, realtors, town officials and employees, and tenants. This topic could be addressed as part of a larger education policy or platform that encompasses several housing issues, including Fair Housing.

---

#### 4.4 Local Policy and Planning Strategies

Brookline could support and pursue partnerships with proven developers and housing advocates like the BHA and mission-based development organizations. Politically and financially, Town-owned property may offer some of the best opportunities for multi-family or mixed-use development while maintaining town control over density and design, so an inventory of properties is essential. However, there are other policy-level strategies Brookline could pursue to promote the creation and preservation of affordable housing.

**Strategy 15:** Develop an Asset Management Plan for all Town-owned property, including criteria for making surplus property determinations. In doing so, identify town-owned properties that would be most suitable for development of affordable housing as weighed against other needs. The resulting information may indicate new opportunities not specifically called out in this HPP.

**Strategy 16:** Support the Brookline Housing Authority (BHA) to create additional affordable housing, such as but not limited to transfer of existing town-owned property for BHA development. The BHA is a respected and well-regarded entity in Brookline.

**Strategy 17:** Continue to nurture partnerships with mission-based development organizations to help foster affordable housing development. Well-established community development corporations (CDCs) and non-profit developers such as Neighborhood of Affordable Housing (NOAH) have worked successfully with suburban communities on “friendly” affordable and mixed-income housing developments, with or without comprehensive permits.

**Strategy 18:** Consider establishing local taxation policies to increase the financial feasibility of creating or preserving affordable housing, e.g., property tax reductions or waivers in exchange for deeply affordable rental units.

# Appendix

---

## Appendix A. Glossary

---

**Affirmative Fair Housing Marketing Plan (AFHMP).** A plan that meets the fair housing and non-discrimination requirements of the Department of Housing and Community Development (DHCD) for marketing affordable housing units. The plan typically provides for a lottery and outreach to populations protected under the federal Fair Housing Act of 1968, as amended. The plan must be designed to prevent housing discrimination on the basis of race, creed, color, national origin, sex, age, disability, familial status, sexual orientation, gender identity, or any other legally protected class under state or federal law. See Appendix C for Massachusetts Housing Partnership's minimum AFHMP approval standards.

**Affordable Housing.** As used in this Housing Production Plan, "affordable housing" is synonymous with low- or moderate-income housing, i.e., housing available to households earning no more than 80 percent of area median income at a cost that does not exceed 30 percent of their monthly gross income.

**Affordable Housing Restriction.** A contract, mortgage agreement, deed restriction or other legal instrument, acceptable in form and substance to the Town, that effectively restricts occupancy of an affordable housing unit to a qualified purchaser or renter, and which provides for administration, monitoring, and enforcement of the restriction during the term of affordability. An affordable housing restriction runs with the land in perpetuity or for the maximum period allowed by law. It should be entered into and made enforceable under the provisions of G.L. c. 184, §§ 31-33 or other equivalent state law.

**Area Median Income (AMI).** The median family income, adjusted for household size, within a given metropolitan or non-metropolitan area, updated annually by HUD and used to determine eligibility for most housing assistance programs. For Nantucket, AMI is based on the Nantucket County Median Income. See Appendix B for 2016 Income Limits.

**Chapter 40A.** G.L. c. 40A, the state Zoning Act. The current version of the Zoning Act was adopted in 1975 (1975 Mass. Acts 808).

**Chapter 40B.** G.L. c. 40B, § 20-23 (1969 Mass. Acts 774), the state law administered locally by the Board of Appeals in order to create affordable housing. It provides eligible developers with a unified permitting process that subsumes all permits normally issued by multiple town boards. Chapter 40B establishes a basic presumption at least 10 percent of the housing in each city and town should be affordable to low- or moderate-income households. In communities below

the 10 percent statutory minimum, affordable housing developers aggrieved by a decision of the Board of Appeals can appeal to the state Housing Appeals Committee, which in turn has authority to uphold or reverse the Board's decision.

**Chapter 40R.** G.L. c. 40R (2004 Mass. Acts 149, s. 92), a state law that provides for overlay districts with variable densities for residential development and multi-family housing by right (subject to site plan review). At least 25 percent of the units in a Chapter 40R district have to be affordable to low- or moderate-income people.

**Community Development Block Grant (CDBG).** Under the Housing and Community Development Act of 1974, as amended (42 U.S.C. 5300 et seq.), the U.S. Department of Housing and Urban Development (HUD) makes funds available each year for large cities ("entitlement communities") and each of the fifty states (the Small Cities or "non-entitlement" program). CDBG can be used to support a variety of housing and community development activities provided they meet one of three "national objectives" established by Congress. Housing activities are usually designed to meet the national objective of providing benefits to low- or moderate-income people. Funds may be used for housing rehabilitation, redevelopment of existing properties for residential purposes (in some cases), making site improvements to publicly owned land in order to support the construction of new housing, interest rate and mortgage principal subsidies, and downpayment and closing cost assistance. As an entitlement community, Brookline receives an annual allocation of CDBG funds from HUD. These funds are programmed annually through Brookline's One-Year Action Plan, which in turn is the mechanism Brookline uses to implement its Five-Year Consolidated Plan.

**Community Preservation Act.** Chapter 44B. G.L. c. 44B (2000 Mass. Acts 267) allows communities to establish a Community Preservation Fund for open space, historic preservation, and community housing by imposing a surcharge of up to 3 percent on local property tax bills. The state provides matching funds (or a partial match) from the Community Preservation Trust Fund, generated from Registry of Deeds fees.

**Comprehensive Permit.** The unified permit authorized by Chapter 40B for affordable housing development.

**Department of Housing and Community Development (DHCD).** The state's lead housing agency, originally known as the Department of Community Affairs (DCA). DHCD oversees state-funded public housing and administers rental assistance programs, the state allocation of CDBG and HOME funds, various state-funded affordable housing development programs, and the Community Services Block Grant (CSBG) Program. DHCD also oversees the administration of Chapter 40B.

**Extremely Low Income.** See Very Low Income; and see Appendix B for 2016 income limits.

**Fair Housing Act (Federal).** Established under Title VII of the 1968 Civil Rights Act, the federal Fair Housing Act prohibits discrimination in the sale, rental, and financing of dwellings, and in other housing-related transactions, based on race, color, national origin, religion, sex, familial status (including children under the age of 18 living with parents or legal custodians, pregnant women, and people securing custody of children under the age of 18), sexual orientation, gender identity, and disability.

**Fair Housing Law, Massachusetts. G.L. c. 151B,** the state Fair Housing Act prohibits housing discrimination on the basis of race, color religious creed, national origin, sex, sexual orientation, age, children, ancestry, marital status, veteran history, public assistance reciprocity, or physical or mental disability.

**Fair Market Rent (FMR).** A mechanism used by HUD to control costs in the Section 8 rental assistance program. HUD sets FMRs annually for metropolitan and non-metropolitan housing market areas. The FMR is the 40th percentile of gross rents for typical, non-substandard rental units occupied by recent movers in a local housing market. (See 24 CFR 888.)

**Family.** Under the Federal Fair Housing Act (FFHA), family includes any of the following:

- (1) A single person, who may be an elderly person, displaced person, disabled person, near-elderly person, or any other single person; or
- (2) A group of persons residing together, and such group includes, but is not limited to:
  - (a) A family with or without children (a child who is temporarily away from the home because of placement in foster care is considered a member of the family);
  - (b) An elderly family;
  - (c) A near-elderly family;
  - (d) A disabled family;
  - (e) A displaced family; and
  - (f) The remaining members of a tenant family.

**Gross Rent.** Gross rent is the sum of the rent paid to the owner plus any utility costs incurred by the tenant. Utilities include electricity, gas, water and sewer, and trash removal services but not telephone service. If the owner pays for all utilities, then gross rent equals the rent paid to the owner.

**Group Home.** A type of congregate housing for people with disabilities; usually a single-family home.

**Household.** One or more people forming a single housekeeping unit and occupying the same housing unit. (See definition of Family)

**Housing Appeals Committee (HAC).** A five-member body that adjudicates disputes under Chapter 40B. Three members are appointed by the Director of DHCD, one of whom must be a DHCD employee. The governor appoints the other two members, one of whom must be a city councilor and the other, a selectman.

**Housing Cost, Monthly.** For homeowners, monthly housing cost is the sum of principal and interest payments, property taxes, and insurance, and where applicable, homeowners association or condominium fees. For renters, monthly housing cost includes rent and basic utilities (oil/gas, electricity).

**HUD.** See U.S. Department of Housing and Urban Development.

**Inclusionary Zoning.** A zoning ordinance or bylaw that encourages or requires developers to build affordable housing in their developments or provide a comparable public benefit, such as providing affordable units in other locations ("off-site units") or paying fees in lieu of units to an affordable housing trust fund. Brookline requires developments with six or more residential units to provide affordable housing. Projects of sixteen or more units must provide the affordable units on site (within the development), whereas smaller projects have the option to include actual units or pay fees to the housing trust fund.

**Infill Development.** Construction on vacant lots or underutilized land in established neighborhoods and commercial centers.

**Jobs-to-Housing Ratio.** An indicator of the adequacy of employment and housing in a given community or area.

**Labor Force.** The civilian non-institutionalized population 16 years and over, either employed or looking for work.

**Labor Force Participation Rate.** The percentage of the civilian non-institutionalized population 16 years and over that is in the labor force.

**Local Initiative Program (LIP).** A program administered by DHCD that encourages communities to create Chapter 40B-eligible housing without a comprehensive permit, e.g., through inclusionary zoning, purchase price buydowns, a Chapter 40R overlay district, and so forth. LIP grew out of recommendations from the Special Commission Relative to the Implementation of Low or Moderate Income Housing Provisions in 1989. The Commission prepared a comprehensive assessment of Chapter 40B and recommended new, more

flexible ways to create affordable housing without dependence on financial subsidies.

- Low Income.** As used in this report, low income means a household income at or below 50 percent of AMI. It includes the household income subset known as very low income. See Appendix B for 2016 income limits.
- Massachusetts Housing Partnership (MHP).** A public non-profit affordable housing organization established by the legislature in 1985. MHP provides technical assistance to cities and towns, permanent financing for rental housing, and mortgage assistance for first-time homebuyers.
- MassDevelopment.** A quasi-public agency that provides financing for subsidized rental housing developments.
- MassHousing.** The quasi-public state agency that provides financing for subsidized rental and for-sale housing.
- Mixed-Income Development.** A residential development that includes market-rate and affordable housing.
- Mixed-Use Development.** A development with more than one use on a single lot. The uses may be contained within a single building ("vertical mixed use") or divided among two or more buildings ("horizontal mixed use").
- Moderate Income.** As used in this report, moderate income means a household income between 51 and 80 percent of AMI. See Appendix B for 2016 income limits.
- Municipal Affordable Housing Trust.** An entity created under G.L. c. 44, § 55C to provide for the creation and preservation of affordable housing in municipalities for the benefit of low and moderate income households. Any community can establish a municipal housing trust following acceptance of G.L. c. 44, § 55C by simple majority vote of the local legislative body.
- Overlay District.** A zoning district that covers all or portions of basic use districts and imposes additional (more restrictive) requirements or offers additional (less restrictive) opportunities for the use of land.
- Regulatory Agreement.** An affordable housing restriction, recorded with the Registry of Deeds or the Land Court, outlining the developer's responsibilities and rights
- Section 8.** A HUD-administered rental assistance program that subsidizes "mobile" certificates and vouchers to help very-low and low-income households pay for private housing. Tenants pay 30 percent (sometimes as high as 40 percent) of their income for rent and basic utilities, and the Section 8 subsidy pays the balance of the rent. Section 8 also can be used as a subsidy for eligible rental

developments, known as Section 8 Project-Based Vouchers (PBV), which are not "mobile" because they are attached to specific units.

**Shared Equity Homeownership.** Owner-occupied affordable housing units that remain affordable over time due to a deed restriction that controls resale prices, thereby retaining the benefits of the initial subsidy for future moderate-income homebuyers.

**Single Room Occupancy (SRO).** A building that includes single rooms for occupancy by individuals and usually includes common cooking and bathroom facilities shared by the occupants.

**Subsidized Housing Inventory (SHI).** A list of housing units that "count" toward a community's 10 percent statutory minimum under Chapter 40B.

**SHI-Eligible Unit.** A housing unit that DHCD finds eligible for the Subsidized Housing Inventory because its affordability is secured by a long-term use restriction and the unit is made available to low- or moderate-income households through an approved affirmative marketing plan.

**Subsidy.** Financial or other assistance to make housing affordable to low- or moderate-income people.

**U.S. Department of Housing and Urban Development (HUD).** The lead federal agency for financing affordable housing development and administering the Fair Housing Act.

**Very Low Income.** As used in this report, very low income is a household income at or below 30 percent of AMI. In some housing programs, a household with income at or below 30 percent of AMI is called extremely low income. See Appendix B for 2016 income limits.

---

**Appendix B. HUD/Chapter 40B Income Limits (2016)**


---

Household Size	HUD Income Limit			Maximum Affordable Housing Cost		
	Very Low Income	Low Income	Moderate Income	Very Low Income	Low Income	Moderate Income
% Median	30%	50%	80%	30%	50%	80%
1	\$20,650	\$34,350	\$51,150	\$516	\$859	\$1,279
2	\$23,600	\$39,250	\$58,450	\$590	\$981	\$1,461
3	\$26,550	\$44,150	\$65,750	\$664	\$1,104	\$1,644
4	\$29,450	\$49,050	\$73,050	\$736	\$1,226	\$1,826
5	\$31,850	\$53,000	\$78,900	\$796	\$1,325	\$1,973
6	\$34,200	\$56,900	\$84,750	\$855	\$1,423	\$2,119
7	\$36,730	\$60,850	\$90,600	\$918	\$1,521	\$2,265
8	\$40,890	\$64,750	\$96,450	\$1,022	\$1,619	\$2,411

*Source: Office of Policy Development and Research (PD&R), U.S. Department of Housing and Urban Development*



## Appendix C. Affirmative Fair Housing Marketing Plan Key Review Points

Source: Massachusetts Housing Partnership

<b>City/Town:</b> _____	<b>Reviewer:</b> _____
<b>Project Name:</b> _____	<b>Date of Review:</b> _____
<b>Address:</b> _____	
<b>RENTAL</b> <input type="checkbox"/>	<b>OWNERSHIP</b> <input type="checkbox"/>
<b>BOTH</b> <input type="checkbox"/>	

*Note:* The checklist below is intended to assist with AFHMP review but does not replace the requirements of the DHCD AFHMP guidelines, available at <http://www.mass.gov/hed/docs/dhcd/hd/fair/afhmp.pdf> (see also section III of the DHCD Comprehensive Permit Guidelines at <http://www.mass.gov/hed/docs/dhcd/legal/comprehensivepermitguidelines.pdf>). The AFHMP guidelines must be consulted in their entirety.

### DEVELOPER/CONTRACTOR INFORMATION:

Are the developer staff and contractor qualifications consistent with the Guidelines? YES   
NO

Did developer/contractor representative(s) certify that the AFHMP is consistent with the Guidelines? YES  NO

### MARKETING:

Will the application period run for at least 60 days? YES  NO

Will advertisements be placed in local and regional newspapers? YES  NO

If YES, which newspapers: \_\_\_\_\_

Will advertisements be placed in newspapers that serve minority groups and other protected classes? YES  NO

If YES, which newspapers: \_\_\_\_\_

Will advertisements run at least two times over a 60-day period? YES  NO

Are sample ads included? YES  NO

Is marketing comparable in local, regional and minority newspapers? YES  NO

If NO, explain: \_\_\_\_\_

Are outreach notices to be sent to local fair housing commissions? YES  NO

To other local/regional religious institutions, housing authorities, social service agencies, nonprofits, etc?

YES  NO

If YES, where: \_\_\_\_\_

Is the outreach appropriate to the type of housing proposed (e.g., marketing to senior centers for elderly housing)?

YES  NO  Explain: \_\_\_\_\_

Are applications made available at public, wheelchair accessible locations including one that has some night hours?

YES  NO

Does the advertisement and other marketing include a telephone number, including a TTY/TTD phone number, to call to request an application via mail? YES  NO

Does the advertisement and other marketing indicate that applications may be submitted by mail, fax or e-mail?

YES  NO

Does marketing include non-English publications? YES  NO

If YES, which languages: \_\_\_\_\_

What is the basis for determining the languages? Explain: \_\_\_\_\_ Will available Metro Boston Area affordable units be reported to Metrolist? YES  NO

Will available affordable and available accessible units be listed with MassAccess (CHAPA's Housing Registry)?

YES  NO

Will available affordable ownership units be listed with MassAccess? YES  NO

Will available affordable ownership units be listed with MAHA's lottery website? YES

NO

Are Fair Housing logo and slogan included in all marketing materials? YES  NO

Do applicant materials include a statement of the housing provider's obligation to not discriminate in the selection of applicants? YES  NO

Do applicant materials state that persons with disabilities may request reasonable accommodations in rules, policies, practices or services or reasonable modifications in the housing? YES  NO

Do informational materials provide notice of free language assistance to applicants, translated or to be translated into the languages of LEP populations anticipated to apply? YES  NO

Does marketing refrain from describing characteristics of desirable applicants/residents (e.g., "for four persons only", "active lifestyle community," "empty nesters")? YES  NO   
If NO, explain: \_\_\_\_\_

Does marketing convey unlawful preferences or limitations (e.g., only white models)? YES  NO   
If YES, explain: \_\_\_\_\_

Does marketing include reference to local residency preferences? YES  NO  [NOTE: not permitted]

Does marketing indicate resident selection by lottery or other random selection procedure? YES  NO

**RESIDENT SELECTION:**

Are copies of a sample application and information packets for potential applicants included and acceptable? YES  NO

Are info sessions scheduled to allow for maximum opportunity to attend (i.e., evenings, weekends, accessible location)? YES  NO

Are the eligibility criteria consistent with the Guidelines? YES  NO

Is resident selection based on a lottery? YES  NO   
If NO, is it based on a fair and equitable procedure (i.e., not "first come, first served") approved by the subsidizing agency? YES  NO  Explain: \_\_\_\_\_

If a lottery to be utilized, will the lottery be held at a public, wheelchair accessible location? YES  NO

Are the lottery procedures consistent with the Guidelines? YES  NO

Is the community choosing to implement a local selection preference? YES  NO   
If YES, is the need for the local preference demonstrated consistent with the Guidelines? YES  NO   
Explain: \_\_\_\_\_

[NOTE: 70% local preference is maximum permitted but percentage must be justified based on documented local need]

Does the demonstrated need correspond to the housing type and eligibility criteria of the project? (e.g., wait list at another rental development used to demonstrate need is for apartments to be rented at similar rents and for residents at similar income levels) YES   
NO  Explain: \_\_\_\_\_

Are all the proposed preference types consistent with the Guidelines? YES  NO

Are the geographic boundaries of the local preference area smaller than the municipal boundaries? YES  NO   
[NOTE: not permitted]

Does the AFHMP include efforts to address potential discriminatory effects of a local selection preference (e.g., will minority applicants be moved into the local selection pool to ensure it reflects the racial/ethnic balance of the region and/or other efforts consistent with the Guidelines)? YES  NO  Explain: \_\_\_\_\_

Is the working preference the only local preference? YES  NO   
If YES, are persons with disabilities and/or 62 years of age or older that live in the community given the benefit of the preference? YES  NO

Are there durational requirements for living or working in the community? YES  NO   
[NOTE: Not permitted]

Are local preference units subject to different or more beneficial terms (e.g., reduced prices) than other affordable units? YES  NO   
If YES, explain: \_\_\_\_\_

Are household size restrictions and preferences consistent with the Guidelines? YES  NO

Does the AFHMP provide persons with disabilities in need of accessible units first preference for such units?  
YES  NO

Does the AFHMP address adaptable units consistent with the Guidelines? YES  NO

Does the AFHMP provide for criminal background checks consistent with the Guidelines (e.g., not imposed prior to the lottery and consistent with DHCD model CORI policy)? YES   
NO

Does the AFHMP require any deposits or fees to be paid? YES  NO   
If YES, are they consistent with the Guidelines? YES  NO

**WAIT LISTS**

After the lottery, are households that are not awarded a unit placed on a wait list in the order that they were drawn from the *general* pool? YES  NO

For rental projects, is the procedure for ordering new applicants upon re-opening of the wait list based upon a random selection procedure after a minimum application period of no less than 10 business days? YES  NO

If NO, explain: \_\_\_\_\_

Is there a procedure for wait lists that do not close, and does it address persons with disabilities consistent with the Guidelines? YES  NO  Explain: \_\_\_\_\_

Does the ongoing affirmative and general marketing/outreach materials provide explicit notice of the availability of reasonable accommodations in the application process and a corresponding telephone number? YES  NO

For ownership projects, does the AFHMP include a method for ensuring continued compliance w/ the Guidelines upon resale? YES  NO

**OVERALL COMMENTS**

\_\_\_\_\_



---

## Appendix D. Focus Group Participants

---

The following individuals participated in one or more focus groups for the development of this HPP.

Jan Griffin  
Chobee Hoy  
Frank Caro  
Werner Lohe  
Steve Chiumenti  
John Sherman  
Patrick Dober  
Betsy Dewitt  
Linda Olson Pehlke  
John Bassett  
Janice Kahn  
Diana Spiegel  
Naomi Sweitzer  
Mike Jacobs  
David Trietsch  
Jenny Amory

Town Staff:

Michael Yanovitch, Deputy Building Commissioner  
Hinlan Wong, Assistant Assessor/Data-Analyst  
Alison Steinfeld, Director, Department of Planning and Community Development  
Joseph Viola, Assistant Director for Community Planning  
Virginia Bullock, Senior Housing Planner  
Polly Selkoe, Assistant Director for Regulatory Planning  
Kara Brewton, Economic Development Director  
Andy Martineau, Economic Development Planner



## Appendix E. Onsite Housing Production under Brookline's Inclusionary Zoning Bylaw

Address	Project Name:	Number of Units:	Unit Type:	Year:
1470 Beacon St.	The Colchester	4	Rental	2000
74 Kent Street	Lofts at Village	2	Rental	2002
77 Marion Street	77 Marion Street	4	Rental	2002
110-112 Cypress St.	Cypress Lofts I	5	Rental	2004
6 Woodcliff St.	Putterham Place	2	Rental	2004
75-81 Boylston Street	75-81 Boylston	1	Rental	2005
1842 Beacon Street	Englewood Residences	3	Rental	2013
165 Chestnut Street	Goddard House	17	Assisted Living	1997
1876 Beacon St.	1876 Beacon Street	15	SRO	2003
1162-1164 Boylston Street	1162-1164 Boylston	6	Ownership	1999
237-279 Cypress St.	Kendall Crescent	5	Ownership	2002
630 Hammond St.	The Hammonds	3	Ownership	2003
2-4 St. Paul	St. Paul Crossing	8	Ownership	2004
51-53 Park St.	Residences at 51 Park	2	Ownership	2005
75 Winchester St.	75 Winchester St.	1	Ownership	2005
323 Boylston St.	Cypress Lofts II	4	Ownership	2006
20 Chapel St.	Longwood Towers	2	Ownership	2007
629 Hammond St.	Hammondswood	9	Ownership	2008
150 St. Paul St.	Sewall Arms	3	Ownership	2008
310 Hammond Pond Pkwy.	The Parkway	2	Ownership	2011
109 Sewall Street	109 Sewall	2	Ownership	2012
321 Hammond Pond Pkwy	Hammond Pond Place	4	Ownership	2012
Total:		104		

Source: Brookline Department of Planning and Community Development, March 2016



## Appendix F. FY 2017 Community Development Block Grant (CDBG) Budget

	Budget Component		Allocation
<b>A.</b>	<b>Program Management</b>		
<b>1</b>	CD Grant Administration	\$-	\$215,579.00
<b>2</b>	Comprehensive Planning	\$-	\$29,040.00
	Subtotal:		\$244,619.00
<b>B.</b>	<u>Housing</u>		
<b>1</b>	Resident Security, Playgrounds, and Capital Improvements Project		\$250,000.00
<b>2</b>	112 Center Street Window Replacement project		\$30,000.00
<b>3</b>	Housing Division		\$240,465.00
	Subtotal:		\$520,465.00
<b>C.</b>	<u>Community Facilities</u>		
<b>1</b>	Gateway East Right of Way Acquisition		\$378,425.00
	Subtotal:		\$378,425.00
<b>D.</b>	<u>Public Services</u>		
<b>1</b>	BCMHC Adolescent Outreach Program		\$40,609.00
<b>2</b>	Comprehensive Services for Children & Families		\$34,509.00
<b>3</b>	BETS - Brookline Elder Taxi System		\$34,109.00
<b>4</b>	JOBS - Job Opportunities for Brookline Seniors		\$14,613.00
<b>5</b>	Next Steps		\$8,109.00
<b>6</b>	Parent Child Home Program		\$7,652.00
<b>7</b>	Brookline Learning Project		\$8,069.00
<b>8</b>	Youth Training Program		\$54,090.00
	Subtotal:		\$201,760.00
	TOTAL:		\$1,345,269.00

