

Swampscott Housing Production Plan



The Residences at Machon

Housing Production Work Group List members

2022

Prepared by Karen Sunnarborg Consulting

With technical support from Marzie Galazka, Director of Community and Economic Development, and Marissa Meaney, Land Use Board Coordinator

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Swampscott Housing Production Plan

I. EXECUTIVE SUMMARY

A. Introduction

Like many communities in the metropolitan Boston area, Swampscott is encountering some demographic shifts that include a declining population of younger residents and gains in older ones in the context of considerable population growth over the past decade. These demographic trends are occurring in a context of rising housing costs that are precipitating wider affordability gaps and severe cost burdens. This Housing Production Plan is meant to document these changes and identify priority actions to address them.

It is important to note that the Town is beginning work on an update of its Master Plan which provides the opportunity to work simultaneously on the Town's housing agenda.

This situation is not unique to Swampscott as it is a trend throughout the Greater Boston area, recently exacerbated by the pandemic. More residents are struggling to remain in the community, including seniors looking to downsize or adapt their homes to their current needs. Additionally, housing costs are becoming increasingly out of reach of young families. Consequently, planning efforts need to

focus on strategies to provide a greater diversity of housing that is affordable, appropriate, and accessible. Recent developments such as The Residences at Machon and Elm Place address some of this need.

In 2016, the Town worked with the Metropolitan Area Planning Council (MAPC) on the preparation of a Housing Production Plan. This current Housing Production Plan represents an update of the 2016 Plan to reflect current demographic and economic changes as well as housing market conditions. It will enable the Town to reflect on what progress has been made in the past few years with respect to affordable housing, revisit local needs and priorities, and prepare strategies to better promote housing diversity and affordability. A recent Community Needs Assessment from the Swampscott for All Ages Initiative also provides guidance for this Housing Plan.

B. Summary of Housing Needs Assessment

Demographic and Economic Profile

A summary of key demographic, economic, and housing characteristics and trends is described below.

- *Significant recent population growth*
Swampscott's population remained relatively flat between 1960 and 2010 at somewhat less than 14,000 residents with some minor fluctuations. The recently-issued 2020 U.S. census identified a population of 15,111 residents, representing a 9.6% increase since 2010.
- *Projected limited population growth*
Population projections from the Metropolitan Area Planning Council (MAPC) for 2030 suggest that Swampscott should continue to retain and attract younger households and grow to 13,927

residents by 2030. This appears to under count future population growth, especially given the 2020 census count of 15,111 residents.

- *Declines in younger residents and some surprising gains in young adults*
Demographic changes have resulted in somewhat fewer children, from 25.5% to 22.2% of all residents under age 20 between 2000 and 2020. While those ages 20 to 34 declined between 2000 and 2010, from 13.1% to 11.4% of the population, the 2020 census estimates show an uptick to 15.3% and 2,319 residents.
- *Increases in older residents*
There were fluctuations in middle-age residents over the past several decades but significant increases in the older middle-age group of those ages 55 to 64 years, from 9.7% to 14.3% of the population between 2000 and 2020. There were modest increases in those 65 years of age or older, from 17.7% in 2000 to 19.2% according to 2020 census estimates.
- *Projected continuation of these demographic trends*
MAPC Stronger Region projections suggest declines in younger residents and substantial increases in seniors. For example, those older adults aged 65 years or more are projected to go from about 18% in 2010 to 29% of the population by 2030. There are reductions in all other age categories with those under age 20 declining to 20.6% of the population from 24.6% in 2010.

The relatively high cost of living in Swampscott and relatively low amount of affordable housing are making it increasingly more likely that those who grew up in Swampscott will be less able to raise their own families locally without housing subsidies or help from their families. Empty nesters will need opportunities to downsize to better meet their current lifestyles and make their homes available to families needing more space.

- *Modest gain in family households*

The majority of Swampscott's households are family households at 70.3%, up marginally from 69.2% in 2010. This is higher than the 66.6% level for Essex County and 63.3% statewide.

- *Half of all households have incomes of at least \$100,000*

Swampscott has gained increasingly more affluent residents over the past several decades with median household income

increasing by 28% between 1999 and 2010 from a median of \$71,089 to \$90,763. It then increased by another 13% between 2010 and 2020 to \$102,898. This is lower than the rate of inflation of 18.7% between 2010 and 2020, however.

Those with incomes of less than \$35,000 decreased from 22.0% of all households in 1999, to 20.1% in 2010, and then to 20.9% by 2020. On the other end of the income range, those with incomes of more than \$100,000 increased from 29.7% in 1999, to 45.6% in 2010, and up to half of all households in 2020.

Housing Profile

Major changes in Swampscott's housing dynamic are highlighted below.

- *Fluctuations in housing growth*
The 2000 census figures reported 5,930 total housing units while the 2010 total was down by 42 units to 5,888 units or by 0.7%. Recently-released 2020 census figures count 6,362 units, representing housing growth of 8% since 2010.
- *Fluctuations in vacancy levels*
The percentage of vacant units increased between 2000 and 2010, from 3.6% to 6.2%, and then decreased in 2020 to 4.7%. Vacancy rates were 1% for homeownership and 6.5% for rentals from zero in 2020.
- *Increases in the rental housing stock*
Between 2010 and 2020, there was a net gain of 364 rental units that involved 56% of all new units created. This represents a departure from a net loss of 108 rentals between 2000 and 2010 and demonstrates increasing housing diversity in the community. This increase was partially the result of new development as part of Elm Place, The Residences at Machon School, and the rental complex on Paradise Road.
- *Some proportionate decrease in owner-occupied units*
The owner-occupied housing stock continued to grow, particularly between 2010 and 2020 when it increased by 124 units or 2.9% compared to a net loss of 38 units between 2000 and 2010. Nevertheless, ownership units continue to predominate although as a percentage of the housing stock these units fell from 76.6% in 2000 and 77.9% in 2010 to 73.7% in 2020.
- *Some diversity in types of housing*
The 2020 census estimates identify some significant housing diversity in the community with 23% of units having three or more units.
- *High and rising affordability gaps*
As housing prices continue to increase, so do the gaps between what housing residents can afford compared to what is available. The median single-family house price was \$703,333 as of the end of 2021, according to Banker & Tradesman, which was significantly higher than the county median of \$585,500. The median income-earning Swampscott household, with income at \$102,898, could likely afford a single-family home of an estimated \$388,000 based on 95% financing. The affordability gap is then about \$315,333 - the difference between the price of the median priced single-family home (\$703,333) and what a median income household can afford (\$388,000).¹ In the case of 80% financing, requiring a 20% down payment, the affordability gap

¹ Figures based on 80% financing, interest of 4.5%, 30-year term, annual property tax rate of \$12.83 per thousand, and insurance costs of \$6 per thousand for single-family homes. The calculations are also based on the purchaser spending no more than 30% of gross income on mortgage (principal and interest), taxes and insurance. It also assumes, that in the case of 95% financing, the purchaser could qualify for subsidized mortgage financing from the ONE Mortgage Program or MassHousing mortgage offerings and therefore pay no private mortgage insurance (PMI).

is \$245,833. While lower, the 20% down payment and closing costs, close to \$100,000, can be a challenge for many purchasers, particularly first-time homebuyers without the benefit of equity from a former home. These high up-front costs can effectively add to the affordability gap.

The affordability gaps would in fact be significantly greater if not for low mortgage interest rates that have made housing more affordable in Swampscott and throughout the country.

For those with incomes at the 80% of area median income limit (\$90,950 for a family of three), this gap is an estimated \$347,333, the difference between the maximum they could afford of \$356,000 and the median single-family house price of \$703,333. These figures are based on 95% financing, which can still be found through first-time homebuyer programs such as the state's One Mortgage Program or MassHousing's mortgage offerings.²

Market rents are also high. To afford the \$2,200 rent of a typical two-bedroom unit, a household should earn about \$96,000, assuming average utility costs of \$200 per month and that no more than 30% of income is spent on housing-related costs. This is considerably higher than the 2020 median renter household income of \$55,913. Leasing requirements of a first and last month's rent plus perhaps a security deposit create further financial barriers for renters.

- *High cost burdens*

The 2020 census estimates indicate that 2,497 households or 40.5% of all Swampscott households were living in housing that is by common definition beyond their means and unaffordable as they were spending 30% or more of their income on housing costs. This level of cost burdens is higher than the state level, at about one-third, as well as the county at 36.6%.

Special HUD data indicates that of the 1,492 households with incomes at or below 80% of area median income, 997 or two-thirds were overspending including 582 or 39% with severe cost burdens as they were spending more than half of their income on housing costs.

HUD provides additional data on housing affordability through special tabulations of 2014-2018 census estimates (the latest report available) which counted 1,656 households or 30% of all households as spending too much on their housing. Of these, 701 households or 13% were experiencing severe cost burdens as they were spending more than half of their income on housing costs including 364 renter households and 337 owner households.

- *Limited supply of affordable housing*

Of the 6,362 year-round housing units in Swampscott, as counted by the state based on 2020 census data, 251 or 3.95% have qualified for inclusion in the Subsidized Housing Inventory (SHI). This level of affordability will increase to 371 units and 5.8% with the inclusion of the 120 Elm Place units.

² The affordable purchase price of \$356,000 for a single-family house is for those earning at the 80% AMI limit. Sales prices for actual affordable units that are marketed to new purchasers are calculated with a marketing window and for households earning at 70% AMI with some other assumptions based on state requirements.

Summary of Priority Housing Needs

There is a sizable population of those who are seniors, have special needs, and/or have lower incomes who have significantly reduced capacity to secure decent, safe and affordable housing in Swampscott. A broader range of housing options is required to meet these varied needs including more subsidized rental housing, more first-time homeownership opportunities, and greater housing choices for seniors and those with disabilities.

Rental Housing is Top Priority Need

Despite generally increasing household wealth, 1,052 or about 17.3% of all households had incomes of less than \$25,000, including 735 individuals living below the poverty level. This is substantially more than the 251 subsidized units available. Given Swampscott's tight housing market, it can be expected that many lower income residents are struggling to afford to remain in the community, made worse by the pandemic. Also, given Swampscott Housing Authority's waitlist of more than 8,000 applicants, there is clearly a great demand for subsidized housing.

Priority Need #1: *Given the high costs of housing, more subsidized rental housing is necessary to make living in Swampscott more affordable, particularly for those with very limited financial means. The need for rentals is further demonstrated by a net loss of rentals over the past several decades. Some of this need has been partially addressed by the Elm Place development and conversion of the Machon School into affordable apartments for seniors.*

Homeownership Needs

Housing prices have risen faster than incomes, making housing less affordable for many. For example, while incomes increased by 45% between 2000 and 2020, the median house price increased by 81% based on Banker & Tradesman data. Moreover, the gap between income and house value was \$208,811 in 2000 but increased significantly to \$403,000 by 2020.

Priority Need #2: *A wider range of affordable housing options is needed, including starter housing for younger households entering the job market and forming their own families as well as opportunities for empty nesters to downsize. This includes those who may not meet all state affordability requirements under Chapter 40B but are still priced out of Swampscott's housing market.*

Special Housing Needs

The 2020 census estimates identify 1,581 residents as claiming a disability, representing 10.5% of the population. This included 950 seniors, or about one-third of those 65 years of age or older. This level of disability, plus an increasingly aging population, point to significant and growing special needs within the community. Additionally, there were only 24 units of special needs housing available through Department of Developmental Services (DDS) and Department of Mental Health (DMH) clients in group homes as well as about 13% of units in Swampscott Housing Authority (SHA) elderly development units that are reserved for younger disabled households in addition to their eight units for the visually-impaired at Ryan Place. Moreover, SHA has 2,626 seniors on their waitlist for subsidized units with another 1,154 applicants who are younger with disabilities.

Priority Need #3: *Some amount of new housing should be built handicapped-adaptable or accessible to the disabled, including seniors, and more supportive housing services should also be integrated into new development – goal of at least 10% of all new units created, 20% for seniors/single individuals.*

Housing Condition Needs

About half of Swampscott's housing stock was built prior to World War II with 79% built before 1980. These older units are more likely to have traces of lead-based paint that pose safety hazards to children, as well as problems concerning aging system and structural conditions. Programs that continue to support necessary home improvements, including de-leading, modifications for the physically disabled, and historic restorations should be promoted for units occupied by low- and moderate-income households, particularly the elderly living on fixed incomes, and including investor-owned properties tenanted by qualifying low and moderate-income households.

Priority Need #4: *Promote resources to support home improvements to preserve the existing housing stock and make housing safer and more accessible.*

C. Summary of Housing Production Goals

The state administers the Housing Production Program that enables cities and towns to adopt an affordable housing plan that demonstrates production of 0.50% over one year or 1.0% over two years of its year-round housing stock eligible for inclusion in the Subsidized Housing Inventory (SHI). Based on recently-updated census estimates, Swampscott would have to produce at least 32 affordable units annually to meet the current annual production goal, a formidable challenge. If the state certifies that the locality has complied with its annual production goal, the Town's Zoning Board of Appeals may be able to deny comprehensive permit applications without the developer's ability to appeal.³

This Plan provides production goals over the next five years which include the creation of affordable units at or beyond the 32-unit annual goal as well as other units that are not eligible for inclusion in the SHI but still serve local housing needs.

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

³ If a community has achieved certification within 15 days of the opening of the local hearing for the comprehensive permit, the ZBA shall provide written notice to the applicant, with a copy to DHCD, that it considers that a denial of the permit or the imposition of conditions or requirements would be consistent with local needs, the grounds that it believes have been met, and the factual basis for that position, including any necessary supportive documentation. If the applicant wishes to challenge the ZBA's assertion, it must do so by providing written notice to DHCD, with a copy to the ZBA, within 15 days of its receipt of the ZBA's notice, including any documentation to support its position. DHCD shall review the materials provided by both parties and issue a decision within 30 days of its receipt of all materials. The ZBA shall have the burden of proving satisfaction of the grounds for asserting that a denial or approval with conditions would be consistent local needs, provided, however, that any failure of the DHCD to issue a timely decision shall be deemed a determination in favor of the municipality. This procedure shall toll the requirement to terminate the hearing within 180 days.

D. Summary of Housing Strategies

The strategies included in this Housing Production Plan, as summarized in Table I-1, are derived through a number of sources including the previous 2016 Housing Plan, an updated Housing Needs Assessment, a Community Housing Workshop, the Swampscott for All Ages Committee Community Needs Assessment, other local input, and the experience of other comparable localities in the area and throughout the Commonwealth. They also reflect the aspirational housing goals listed in Section II, the priority housing needs summarized in Section III.E, and the quantitative housing production goals included in Section V.

The proposed strategies are grouped according to the type of action – Zoning Strategies, Housing Development and Preservation Strategies, and Building Local Capacity. They are also categorized according to priority. Those to be implemented within Years 1 and 2, where some immediate action is required, are identified as a higher priority than those within Years 3 to 5.

While a major goal of this Plan is to continue to make progress in surpassing the state’s 10% goal under Chapter 40B, another important goal is to serve the range of local housing needs. Consequently, there are instances where housing initiatives might be promoted to meet community needs that will not necessarily result in the inclusion of units in the Subsidized Housing Inventory.

It is also important to note that these strategies are presented as a package for the Town to consider, prioritize, and process, each through the appropriate regulatory channels.

Table I-1: Summary of Housing Strategies

Housing Strategies	Priority for Implementation		# Affordable Units	Responsible Parties**
	Years 1-2	Years 3-5		
A. Zoning Strategies				
1. Comply with MBTA Communities Guidelines	X		*	PB
2. Adopt a new Chapter 40R district in the General Glover area		X	*	PB
3. Modify the Accessory Apartment by-law		X	*	PB
4. Allow a wider range of housing types		X	*	PB
5. Consider changes to the inclusionary zoning by-law		X	*	PB
B. Housing Development and Preservation Strategies				
1. Make suitable public property available for affordable housing	X		73	BOS/HT/SHA
2. Continue to partner with developers on privately-owned properties	X		60	HT/PB
3. Provide support to seniors to help them remain in their homes		X	*	BOS/HT
4. Support efforts to improve the housing stock		X	*	BOS/HT
C. Capacity-building Strategies				
1. Conduct ongoing community outreach and education	X		*	HT
2. Continue to capitalize the Housing Trust (SAHT)	X		*	BOS
3. Adopt CPA		X	*	BOS

* Indicates actions for which units are counted under other specific housing production strategies, have an indirect impact on production, or do not add to the Subsidized Housing Inventory.
See production goals under Table V-1 for derivation of these goals.

Board of Selectmen = BOS

Planning Board = PB

Affordable Housing Trust = HT

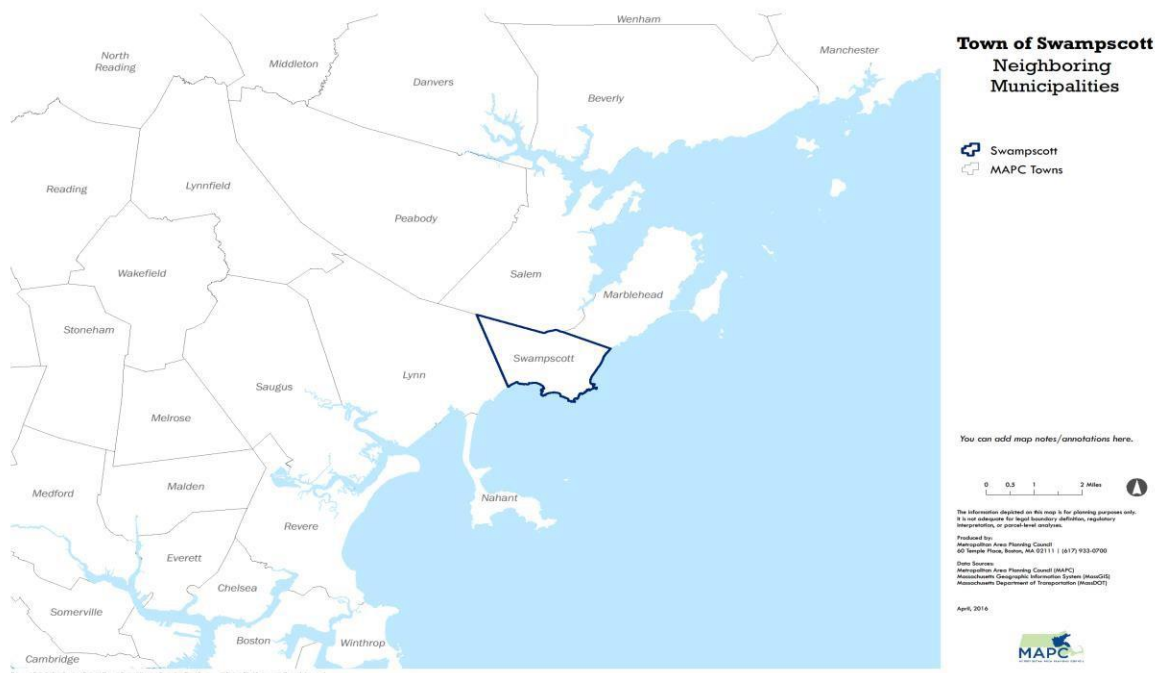
Swampscott Housing Authority = SHA

II. INTRODUCTION

The Town of Swampscott is a seaside community located in Essex County and known for its historic charm and excellent schools. It is bordered by the Atlantic Ocean on the East, the City of Lynn to the South, and Salem and Marblehead on the North. The Town is approximately 12 miles from the City of Boston. Established as a town in 1852, Swampscott has a growing population, now over 15,000 residents, and occupies a relatively small land area of 3.58 square miles.

Current work on updating the Town's Master Plan, as well as this Housing Production Plan, will offer Town leaders a blueprint for guiding the future evolution of the community, protecting Swampscott's small town historic character, and guiding new development to best meet local needs and priorities. It should also be noted that the Town-organized Swampscott for All Ages (SFAA) Initiative prepared a Community Needs Assessment in 2019 that includes a substantial housing component that also provides key strategies that inform this Housing Production Plan.

Figure II-1: Context MAP: Swampscott and Surrounding Communities



A. Housing Goals

The Town prepared a Housing Production Plan in 2016, working with the Metropolitan Area Planning Council (MAPC). This Plan included the following goals to better promote affordable housing:

- Goal 1: Create opportunities to develop a more diverse housing stock – affordable and market rate - to meet the needs of a changing demographic profile in the town.

- Goal 2: Provide seniors and persons with disabilities with greater housing options in Swampscott.
- Goal 3: Identify sites that are most appropriate to accommodate Swampscott's projected growth in housing.
- Goal 4: Maintain and advance local capacity and advocacy efforts to achieve housing production goals.
- Goal 5: Identify funding sources and programs to assist the Town in meeting existing and future housing needs.
- Goal 6: Promote healthy housing and living.

B. Definition of Affordable Housing

The federal government identifies units as affordable if gross rent (including costs of utilities borne by the tenant) is no more than 30% of a household's net or adjusted income (with a small deduction per dependent, for child care, extraordinary medical expenses, etc.) or if the carrying costs of purchasing a home (mortgage, property taxes and insurance) is not more than 30% of gross income. The state's comprehensive permit regulations and Local Initiative Program (LIP) guidelines define affordability if the household is not paying more than 30% of income on housing costs. If households are paying more than these thresholds, they are described as experiencing housing affordability problems or cost burdens; and if they are paying 50% or more for housing, they have severe housing cost burdens.

Affordable housing is also defined according to percentages of median income for the area, and most housing subsidy programs are targeted to particular income ranges depending upon programmatic goals. Extremely low-income housing is directed to those earning at or below 30% of area median income (AMI) as defined annually by the U.S. Department of Housing and Urban Development and very low-income is defined as households earning between 31% and 50% of area median income. Low-income generally refers to the range between 51% and 80% of area median income. These income levels are summarized in Table II-1.

Table II-1: INCOME LIMITS FOR THE BOSTON-CAMBRIDGE-QUINCY MA-NH METRO AREA, 2021/2022

# Household	30% AMI	50% AMI	80% AMI	100% AMI
1 person	\$28,200/\$29,450	\$47,000/\$49,100	\$70,750/\$78,300	\$84,560/\$98,140
2 persons	\$32,200/\$33,650	\$53,700/\$56,100	\$80,850/\$89,500	\$96,640/\$112,160
3 persons	\$36,250/\$37,850	\$60,400/\$63,100	\$90,950/\$100,700	\$108,720/\$126,180
4 persons	\$40,250/\$42,050	\$67,100/\$70,100	\$101,050/\$111,850	\$120,800/\$140,200
5 persons	\$43,500/\$45,450	\$72,500/\$75,750	\$109,150/\$120,800	\$130,464/\$151,416
6 persons	\$46,700/\$48,800	\$77,850/\$81,350	\$117,250/\$129,750	\$140,128/\$162,632
7 persons	\$49,950/\$52,150	\$83,250/\$86,950	\$125,350/\$138,700	\$149,792/\$173,848
8 persons	\$53,150/\$55,550	\$88,600/\$92,550	\$133,400/\$147,650	\$159,456/\$185,064

Source: U.S. Department of Housing and Urban Development (HUD) and Community Preservation Coalition for 100% AMI figures.

Most state-supported housing assistance programs are targeted to households earning at or below 80% of area median income (AMI), as well as some at lower income thresholds. The Community Preservation

Act (CPA) allows funding to be directed to those within a somewhat higher income threshold – up to 100% of area median income – now typically referred to as “community housing”, however, units in this income range cannot be counted as part of the SHI. In general, programs that subsidize rental units are targeted to households earning less than 60% AMI with some financing reaching those with incomes below 30% AMI. First-time homebuyer programs typically apply income limits of 80% AMI.

In counting a community’s progress toward the 10% affordability goal, the state counts a housing unit as affordable if it meets a number of requirements under Chapter 40B as summarized in Figure II-1.

Figure II-1: FOR THE PURPOSES OF CHAPTER 40B, AFFORDABLE HOUSING IS GENERALLY DEFINED AS HOUSING UNITS THAT ARE:

1. Subsidized by an eligible state or federal program.
2. Subject to a long-term deed restriction limiting occupancy to income eligible households for a specified time.
3. Subject to an Affirmative Fair Housing Marketing Plan.
4. Occupied by households with incomes at or below 80% of area median income.⁴

State policies also enable municipalities to possibly reserve up to 70% of the affordable units created in state subsidized developments, including comprehensive permit projects, for those who live, work or attend school in the community, referred to as “local preference” units.⁵

⁴ At least 25% of units must be occupied by households with incomes at or below 80% AMI or 20% must be occupied by those earning at or below 50% AMI. The exception is multi-family rental housing where all units are eligible for inclusion on the SHI.

⁵ Approval from the subsidizing agency, such as DHCD, is required for such local preference. .

III. HOUSING NEEDS ASSESSMENT

An analysis of local demographic, economic, and housing data reveals key community characteristics and trends that help explain housing need and demand. Ultimately, this Housing Needs Assessment provides the framework for housing production and preservation goals and strategies to address local housing priorities that will also inform the Master Plan.

A. Demographic and Economic Profile

Key Findings

- Swampscott's population grew modestly between 1960 and 2010 with the 2020 U.S. census decennial count showing a significant increase to 15,111 residents, representing a 9.6% increase since 2010.
- The Town's overall population has aged with the 65 and over population projected to nearly double between 2010 and 2030, while the under age 20 population is expected to decrease by about 19%.
- 70% of Swampscott's households involve families.
- Swampscott's median household income is \$102,898 according to 2020 census estimates, while the median income for family households is \$135,938. Non-family median household income is significantly lower at \$50,883.
- The median income of senior households is less than one-third that of those age 45 to 64, \$45,875 compared to \$153,750.
- Poverty is relatively low at 4.9%, about half the levels of about 10% for the county and state. The level of poverty increased, however, for seniors 65 years of age or older from 7.3% to 8.0% between 2010 and 2020.
- The number of students with low-income status in the Swampscott School District increased to 18.6% in the 2020-2021 school year.
- An estimated 1,581 residents claimed a disability, representing 10.5% of the population and one-third of those age 65 or over.

Population Growth

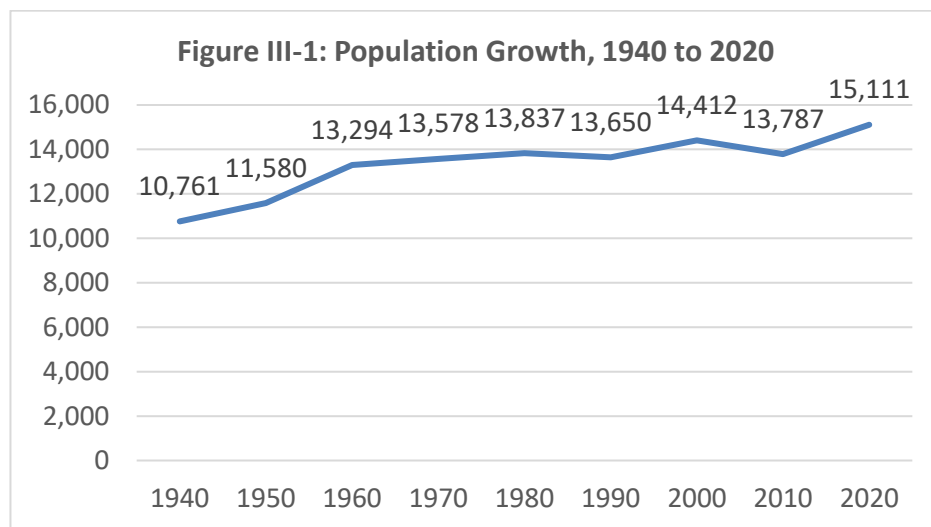
Swampscott's population remained relatively flat between 1960 and 2010 at somewhat less than 14,000 residents with some minor fluctuations as shown in Figure III-1. The 2020 census identified a sizable increase to 15,111 residents.⁶ This increase is somewhat higher than Town Clerk records of 14,985 residents as of July 19, 2021. (requested an updated figure from the Town Clerk.) There is typically a disparity between the federal and local figures as the local one is usually higher because the federal census counts students as living at their colleges and universities while the Town counts students as living at the home of their parents. Some of those counted by the Town are also inactive voters that might have moved but cannot be eliminated from the census for two biennial state elections if they do not return a confirmation notice.

MAPC projections for 2020 and 2030 indicate the Town's population will grow only modestly. These projections reference two scenarios: a Status Quo scenario based on a continuation of recent trends in migration, housing occupancy, and location preference; and a Stronger Region scenario that assumes

⁶ The 2020 decennial census figure for total population that was released for redistricting purposes was 15,111, however, 2020 census 5-year estimates for 2016-2020, released in March 2022, included a total of 15,184 residents.

increased attraction and retention of young workers and slightly increased preference for urban settings and multi-family housing. MAPC's Status Quo scenario projects a marginal decrease of 366 residents (-2.7%) over the time period from 2010 to 2030, to 13,421 residents. Under the Stronger Region scenario, should Swampscott continue to retain and attract younger households, the Town is projected to add 140 people (1%) in population during the same period to 13,927 residents as shown in Table III-3. Both scenarios substantially under count future population growth, however, especially given the 2020 census total of 15,111 residents.

Population projections from the State Data Center at the University of Massachusetts Donahue Institute (UMDI) suggest even greater losses in population to 13,322 in 2020, 12,739 by 2030, and as low as 11,953 residents by 2040, as summarized in Table III-4.



Source: U.S. Census Bureau.

Race and Ethnicity

The population has remained predominantly White but is becoming more diverse. The 2020 decennial census indicated that 13,189 residents or 87% of the population were White, down from 93% in 2010. In 2020, a total of 266 or 1.8% were Black or African-American and 333 or 2.2% claimed Asian descent. The remaining residents identified themselves as some other race or of two or more races. A total of 1,002 residents or 6.6% of residents indicated that they were of Hispanic or Latino heritage.

Age Distribution

As Table III-2 and Figure III-2 both demonstrate, Swampscott is continuing to experience the following demographic shifts in the age distribution:

The 2020 decennial census figures identify 3,199 residents under age 18, representing 21% of the population compared to 3,144 or 23% in 2010. This is down considerably from 3,453 and 24% in 2000.

- *Fluctuations in children with modest recent decreases*

While the overall population increased by 1.0% between 1990 and 2010, children under the age of 20 increased by 11%, representing an increasing portion of the population – from 22.4% in 1990 to 24.6% by 2010. However, there was a 7.7% decrease in this population between 2000 and 2010 to 3,398

residents and another 1% decrease between 2010 and 2020 to 3,365 residents, down to 22.2% of the population.

- *Significant declines in young adults with a recent estimated reversal*

Young adults between the ages of 20 and 34, who would be entering the labor market and forming their own families, decreased by 43% between 1990 and 2010, or from 20.3% to 11.4% of all residents. The 2020 census estimates show a surprising reversal of this trend with an increase to 15.3% of the population or to 2,319 residents.

Table III-2: Age Distribution, 1990 to 2020

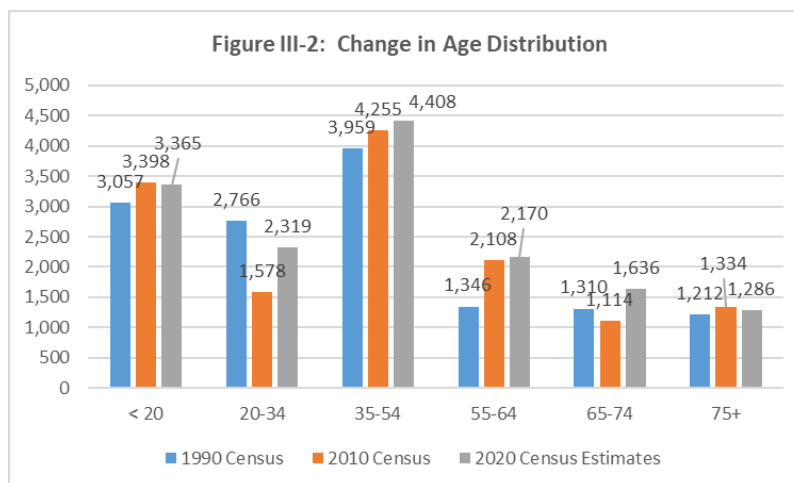
Age Range	1990		2000		2010		2020	
	#	%	#	%	#	%	#	%
Less than 5	784	5.7	920	6.4	749	5.4	870	5.7
5 to 19	2,273	16.7	2,762	19.2	2,649	19.2	2,495	16.4
20 to 34	2,766	20.3	1,893	13.1	1,578	11.4	2,319	15.3
35 to 54	3,959	29.0	4,889	33.9	4,255	30.9	4,408	29.0
55 to 64	1,346	9.9	1,399	9.7	2,108	15.3	2,170	14.3
65 to 74	1,310	9.6	1,066	7.4	1,114	8.1	1,636	10.8
75 and over	1,212	8.9	1,483	10.3	1,334	9.7	1,286	8.5
Total	13,650	100.0	14,412	100.0	13,787	100.0	15,184	100.0
Less than 20	3,057	22.4	3,682	25.5	3,398	24.6	3,365	22.2
65 and over	2,522	18.5	2,549	17.7	2,448	17.8	2,922	19.2

Source: U.S. Census Bureau , decennial figures and American Community Survey 5-Year Estimates for 2016-2020.

- *Fluctuations in middle-age residents with a recent increase*

There have been fluctuations in the proportion of residents between the ages of 35 and 54 as they comprised 29.0% of Swampscott residents in 1990, up to 33.9% in 2000, and down to 30.9% by 2010.

The 2020 census estimates identify an increase in the numbers of residents in this age range but a modest percentage decrease to 29.0%, comparable to the 1990 level.



with a slight increase to 2,170 residents.

- *Increases in older middle-age residents*

Residents between the ages of 55 and 64 increased from 9.9% to 15.3% of all residents between 1990 and 2010, or from 1,346 to 2,108 residents. The 2020 census estimates suggest a drop to 14.3%

- *Modest changes in the level of older adults*

Those over the age of 65 decreased modestly from 18.5% in 1990 to 17.7% by 2010 or from 2,522 to 2,448 residents. The 2020 census estimates identify an increase to a population of 2,922 and 19.2% of all residents. Given the aging of the Baby Boomers, a more significant increase in the age group would have been expected.

The median age for Swampscott was 44.9 years in 2010 and changed little to a somewhat lower 44.5 years according to the 2020 census estimates. This is higher than the 2020 median of 40.9 years for Essex County and 39.6 years statewide.

Table III-3 presents population projections by age range through 2020 and 2030, prepared by the Metropolitan Area Planning Council (MAPC). These projections suggest declines in younger residents and substantial increases in seniors. For example, those older adults aged 65 years or more are projected to go from about 18% in 2010 to 29% of the population by 2030. There are reductions in all other age categories with those under age 20 declining to 20.6% of the population from 24.6% in 2010.

Table III-3: MAPC Population Stronger Region Projections for 2020 and 2030

Age Range	2010 Census		2020 Projections		2030 Projections	
	#	%	#	%	#	%
Less than 5 years	749	5.4	661	4.8	707	5.1
5 to 19 years	2,649	19.2	2,271	16.6	2,153	15.5
20 to 34 years	1,578	11.4	1,839	13.4	1,758	12.6
35 to 54 years	4,255	30.9	3,443	25.1	3,581	25.7
55 to 64 years	2,108	15.3	2,262	16.5	1,692	12.1
65 to 74 years	1,114	8.1	1,841	13.4	1,990	14.3
75+ years	1,334	9.7	1,385	10.1	2,046	14.7
Total	13,787	100.0	13,702	100.0	13,927	100.0

Source: Metropolitan Area Planning Council (MAPC), Massachusetts Housing Data Portal, January 2014.

Table III-4 provides projections of the age distribution in Swampscott through 2040 from the State Data Center at the University of Massachusetts Donahue Institute (UMDI), forecasting decreases in all age groups with the exception of those 65 years of age or older.

Table III-4: UMDI Population Projections for 2030 and 2040

Age Range	2010 Census		2030 Projections		2040 Projections	
	#	%	#	%	#	%
Less than 5 years	749	5.4	550	4.3	464	3.9
5 to 19 years	2,649	19.2	1,820	14.3	1,669	14.0
20 to 34 years	1,578	11.4	1,542	12.1	1,235	10.3
35 to 54 years	4,255	30.9	3,078	24.2	3,128	26.2
55 to 64 years	2,108	15.3	1,772	13.9	1,435	12.0
65 to 74 years	1,114	8.1	1,976	15.5	1,558	13.0
75+ years	1,334	9.7	2,101	16.5	2,464	20.6
Total	13,787	100.0	12,739	100.0	11,953	100.0

Source: University of Massachusetts, Donahue Institute, State Data Center, 2018.

Household Composition

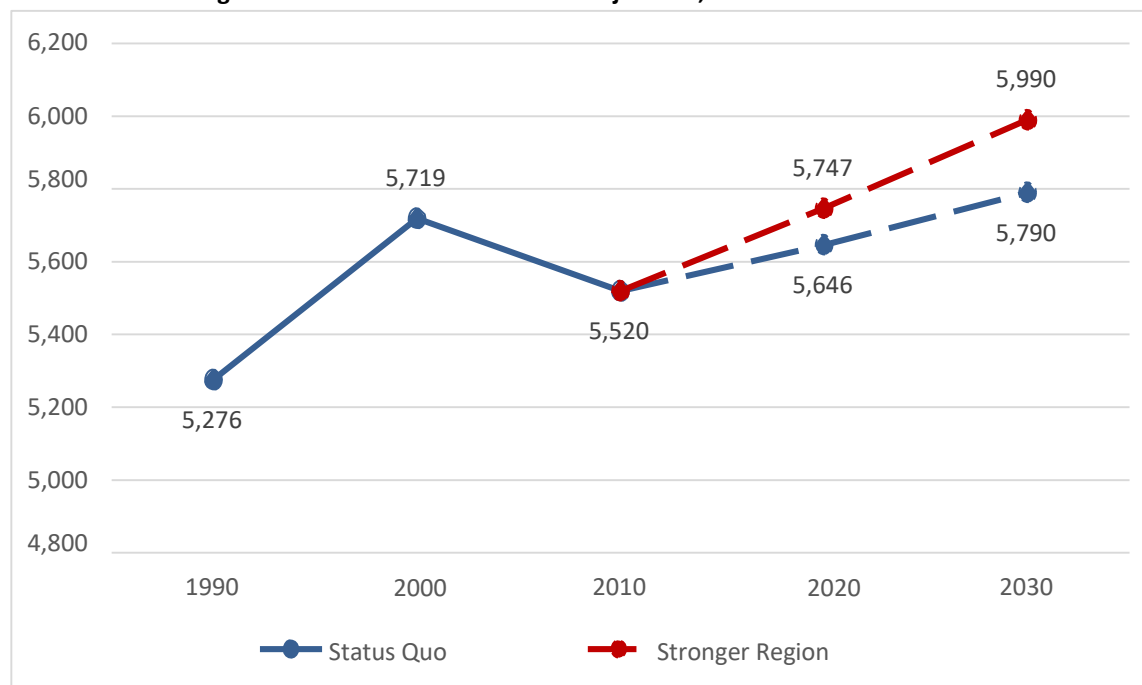
More so than population, the number and type of households and their spending power within a community correlate to housing unit demand. Information on household growth, types, and size is provided below.

Household Growth

The 2020 census estimates indicate that the number of households increased to 6,061, representing a significant household growth over the years after a decrease between 2000 and 2010 to 5,520 households. This represents a 9.8% rate of growth in households between 2010 and 2020 which is somewhat higher than the total population growth during this period of 9.6%. This implies that households were getting a bit smaller on whole during the decade.

The increase in total number of households surpassed what was forecasted by MAPC in both 2020 and 2030. As shown in Figure III-3, under MAPC's Stronger Region Scenario, the Town was projected to add 227 households between 2010 and 2020 to 5,747 households and then another 243 households between 2020 and 2030 to a total of 5,990 households, still below the 2020 total of 6,061 households .

Figure III- 3: Total Households and Projections, 1990-2030



Source: U.S. Census; MAPC Projections

Household Types

Different household types often have different housing needs or preferences such as a single senior perhaps preferring a smaller dwelling unit than a household with children. A municipality's composition of household types can indicate how well suited the existing housing inventory is to current and future residents.

Swampscott's 6,061 households, as counted in the 2020 census estimates, can be divided among families and

non-families. Family households consist of two or more related persons living together, and non-family households have one person or more than one non-related persons living together. The majority of Swampscott's households are family households, at 70.3% of all households, up somewhat from 69.2% in 2010. This is higher than the 66.6% level for Essex County and 63.3% statewide.

Families with married couples increased from 56.3% of all households in 2010 to 60.1% in 2020. For both 2010 and 2020, about 25% of the married couples had children under age 18. Non-family households comprised 30.8% of all households in 2010 and decreased slightly in 2020 to 29.7%, but grew from 1,700 to 1,802 households. For both 2010 and 2020, almost 26% of all households involved residents who lived alone. An increasing number of those who live alone were 65 years of age or older, from 671 or 12.2% in 2010 to 849 and 14.0% in 2020. This increase in seniors living alone suggests the need for smaller units such as those that have recently been developed at The Residences at Machon.

Table III-5: Types of Households, 2010 and 2020

Type of Household	2010		2020	
	#	%	#	%
Families	3,820	69.2	4,259	70.3
Families with Children < 18	1,713	31.0	1,801	29.7
Married Couples	3,106	56.3	3,644	60.1
Married Couples with Children < 18	1,388	25.1	1,551	25.6
Male Householder w/Family	173	3.1	138	2.3
Male Householder with Children < 18	65	1.2	62	1.0
Female Householder/Family	541	9.8	477	7.9
Female Householder with Children < 18	260	4.7	188	3.1
Non-family Household	1,700	30.8	1,802	29.7
Householder Living Alone	1,427	25.9	1,558	25.7
Householder Living Alone 65+ Years	671	12.2	849	14.0
Total Households	5,520	--	6,061	--

Source: US Census Bureau, 2010 and American Community Survey 5-Year Estimates, 2016-2020.

In addition to household type, the age of heads of households can indicate demand for particular unit types and sizes. Those born between 1945 and 1970, which includes Baby Boomers, will have substantial influence on household changes and housing needs in Swampscott as some may be looking for opportunities to downsize from their single-family homes, freeing these larger units for families. These households increased from 1,460 in 2010 to 1,767 in 2020, or from 26.2% to 29.2% of all households. The number of households in the younger age ranges decreased proportionately between 2010 and 2020, with the exception of an extremely small increase in households under age 25. The largest age group were those between the ages of 45 to 64 which comprised 46.1% of households in 2010 and declined somewhat to 44.0% in 2020. This age group also had the highest income levels and are likely to have the greatest demand for Swampscott's increasingly pricey, single-family detached homes.

Table III-6: Age Distribution of Householders, 2010 and 2020

Age Range	2010		2020	
	#	%	#	%
Less than 25 Years	11	0.2	20	0.3
25 to 44 Years	1,534	27.5	1,605	26.5
45 to 64 Years	2,568	46.1	2,669	44.0
65+ Years	1,460	26.2	1,767	29.2
Total	5,573	100.0	6,061	100.0

Source: US Census Bureau, 2010 and American Community Survey 5-Year Estimates, 2016-2020.

According to MAPC projections, by 2030 most age groups under 60 will see a decline in the number of households. In 2010, heads of households in the age 45 to 59 range included the largest household group making up 30.7% of all households. The size of this group is projected to decline the most by losing about one-third (32.2%) of householders by 2030. Heads of households who are age 60 and over are projected to increase most dramatically, by 47.2% during the same period, largely affected by the Baby Boomers.

Household Size

One factor that drives change in housing demand is average household size. Average household size has typically declined in many cities in the region, given the aging of the Baby Boomers and families having fewer children. The average household size dropped a bit for Swampscott between 2000 and 2010, from 2.48 persons per household in 2000 to 2.46 in 2010. It then increased marginally to 2.48 persons by 2020, back to the 2000 level. Owner-occupied household size decreased between 2000 and 2020, from 2.64 to 2.57 persons, while renter-occupied households increased in size, from 1.94 to 2.23 persons.

MAPC projections suggest that average household size in Swampscott is projected to decline to 2.29 persons per household by 2030. However, given the stability in average household size between 2000 and 2020, such a decrease is questionable. The size of households was higher in Essex County and the state. For example, the average household size for the county was 2.75 and 2.30 persons for owners and renters, respectively, with an average total household size of 2.59 persons. Statewide averages included 2.69 persons and 2.45 persons for owner and renter-occupied properties, respectively, and 2.60 for average total household size. As the population grows and continues to age, smaller households will likely form and, correspondingly, the demand for smaller units will likely increase.

Table III-7: Average Household Size and MAPC Stronger Region Projections

Tenure	2000 Census	2010 Census	2020 Census	2020 Projections	2030 Projections
Owners	2.64	2.62	2.57		
Renters	1.94	1.95	2.23		
Total	2.48	2.46	2.48	2.35	2.29

Sources: US Census Bureau, American Community Survey 5-Year Estimates, 2016-2020 and MAPC projections.

Income

Swampscott has gained increasingly more affluent residents over the past several decades with median household incomes increasing by 28% between 1999 and 2010, from a median of \$71,089 to \$90,763, and then by another 13% between 2010 and 2020 to \$102,898. This is lower than the rate of inflation of 18.7% between 2010 and 2020, however.

In comparison, the 2020 census estimates for median household income in nearby communities included a higher level of \$131,293 in Marblehead and significantly lower levels of \$66,428 for Salem and \$61,329 for Lynn for example. The county and state medians were much lower at \$82,225 and \$84,385, respectively.

The median household income increased by about 45% between 1999 and 2020, less than the inflationary rate of 55%.

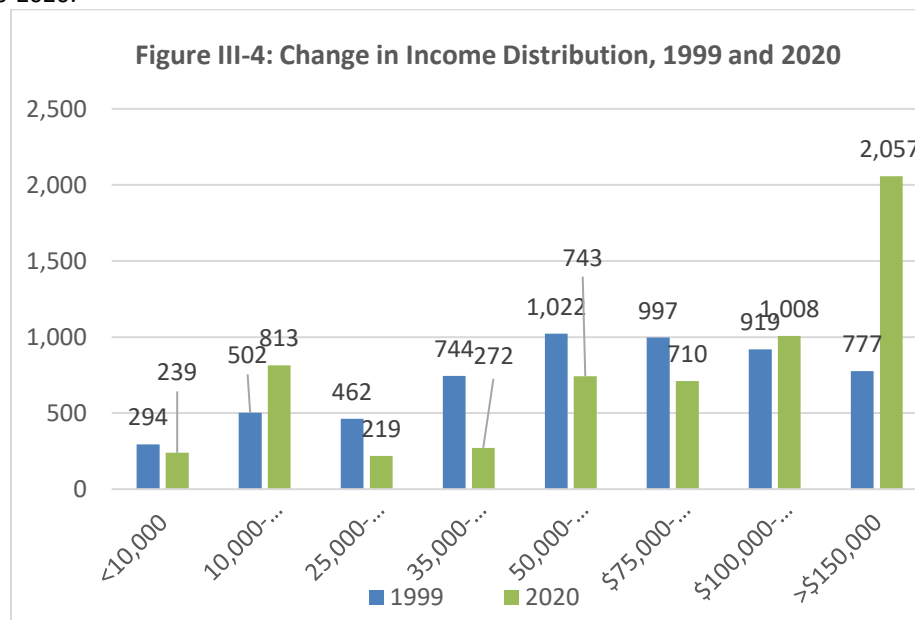
Table III-8 presents income data based on census estimates from 1999 to 2020, also visually presented in Figure III-4. Those with incomes of less than \$35,000 decreased from 22.0% of all households in 1999, to 20.1% in 2010, and then to 20.9% by 2020. On the other end of the income range, those with incomes of more than \$100,000 increased from

29.7% in 1999, 45.6% in 2010, and 50.5% in 2020. The 2020 estimates identify 1,142 households, or 18.8% of all households as having incomes of more than \$200,000.

Table III-8: Income Distribution by Household, 1999, 2010, and 2020

Income Range	1999		2010		2020	
	#	%	#	%	#	%
Under \$10,000	294	5.1	340	6.1	239	3.9
\$10,000-24,999	502	8.8	463	8.3	813	13.4
\$25,000-34,999	462	8.1	318	5.7	219	3.6
\$35,000-49,999	744	13.0	323	5.8	272	4.5
\$50,000-74,999	1,022	17.9	691	12.4	743	12.3
\$75,000-99,999	997	17.4	897	16.1	710	11.7
\$100,000-149,999	919	16.1	1,187	21.3	1,008	16.6
\$150,000+	777	13.6	1,354	24.3	2,057	33.9
Total	5,717	100.0	5,573	100.0	6,061	100.0
Median	\$71,089		\$90,763		\$102,898	

Sources: U.S. Census Bureau Summary File 3 for 1999 and American Community Survey 5-Year Estimates for 2006-2010 and 2016-2020.



Despite this increasing household wealth, there were 1,052 households with incomes below \$25,000 (614 homeowners and 438 renters) representing 17.3% of all households, up from 13.9% in 1999 and 14.4% in 2010. There are substantially more of these limited-income households than subsidized units available (251 SHI units).

It is likely that many of the owner households in the lower income ranges may in fact be long-term residents who own their homes, which are now worth a considerable amount of money. As such, they are referred to as cash poor but equity rich. Nevertheless, continued increases in taxes, insurance and energy bills, as well as health-related issues, may drive at least some of these households out of the community given the still limited supply of affordable units for seniors including service-enriched housing alternatives for both older adults and special needs individuals.

It should be noted that some homeowners who have significant equity in their home may qualify for affordable housing based on their income but ultimately be determined ineligible because of their financial assets or age. For example, those under 55 years of age cannot have owned a home within the last three years of applying for affordable housing with some minor exceptions. Moreover, the asset limit for these households is \$75,000. For age-restricted housing targeted to those 55 years or older, up to \$200,000 in net equity from a previous house is allowed plus another \$75,000 in financial assets. Earned income from financial assets is also added to household income in determining eligibility.

As presented in Table III-9 there are considerable income disparities based on the type of household with significantly higher median income levels for families, homeowners, male workers, and households with middle-aged heads; a pattern that is typical in most communities.

Table III-9: Median Income by Household Type, 2020

Type of Household/Householder	Median Income
Individual/per capita	\$58,664
Households	\$102,898
Families	\$135,938
Married couples with children under age 18	\$156,477
Nonfamilies	\$50,883
Renters	\$55,913
Homeowners	\$130,469
Full-time, year-round male workers	\$87,389
Full-time, year-round female workers	\$72,997
Householder less than age 25	*
Householder age 25 to 44	\$111,117
Householder age 45 to 64	\$153,750
Householder age 65 or more	\$45,875

* Figure not provided given an insufficient sample size.

Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates.

Table III-10 presents a comparison of the 2010 and 2020 income distributions for both owner and renter households. Almost half of renter households had incomes of less than \$50,000 in 2010 compared to about 19% of homeowners. By 2020 there was a decrease to about 41% for renters but a small increase to almost 20% for owners. On the other hand, about 55% of the homeowners earned more than \$100,000 compared to 11% of the renter households in 2010, but increased to 60% for owners and 23% for renters in 2020. Most of the renters in this income range were likely renting single-family homes or living in high-

end developments such as Paradise Road or assisted living units at Vinnin Square for example.

Table III-10: Income Distribution by Tenure, 2010 and 2020

Income Range	Homeowners				Renters			
	2010		2020		2010		2020	
	#	%	#	%	#	%	#	%
Under \$10,000	57	1.3	162	3.6	283	23.0	77	4.8
\$10,000-24,999	267	6.2	452	10.1	194	15.7	361	22.6
\$25,000-34,999	266	6.1	167	3.7	51	4.1	52	3.3
\$35,000-49,999	237	5.5	113	2.5	88	7.1	159	10.0
\$50,000-74,999	371	8.5	462	10.4	319	25.9	281	17.6
\$75,000-99,999	737	17.0	411	9.2	161	13.1	299	18.7
\$100,000-149,999	1,072	24.7	833	18.7	114	9.2	175	11.0
\$150,000 +	1,333	30.7	1,864	41.8	23	1.9	193	12.1
Total	4,340	100	4,464	100.0	1,233	100.0	1,597	100.0
Median Income	\$110,189		\$130,469		\$50,022		\$55,913	

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2006-2010 and 2016-2020.

Poverty

While poverty is relatively low, there remains a population within the town with substantial income limitations. Given COVID-19 and accompanying job losses, it is likely that more individuals and families were added to the ranks of those living in poverty. However, the recent federal rescue plan and extension of the child tax credit are now beginning to lift many families out of poverty.

Table III-11 presents poverty levels in Swampscott over the past several decades.⁷ The more recent 2020 census estimates suggest a modest proportionate decrease in the percentage of those in poverty to 4.9%, down from 5.3% in 2010, but growing numbers, from 686 to 735 residents, during the decade. While the numbers of children and families living below the poverty level declined, there was an increase of seniors living in poverty, from 179 and 7.3% of all these seniors in 2010 to 234 and 8% by 2020.

In comparison, the percentages of those living below the poverty level were significantly higher for the county and state at 10.1% and 9.8%, respectively.

Table III-11: Poverty Status, 1999, 2010 and 2020

Demographic Characteristics	1999		2010		2020	
	#	%	#	%	#	%
Individuals *	517	3.7	686	5.3	735	4.9
Families **	100	2.5	116	3.0	85	2.0
Related Children Under 18 Years***	140	4.1	218	7.2	96	3.0
Individuals 65+****	125	5.4	179	7.3	234	8.0

Source: U.S. Census Bureau, Census 2000 Summary File 3; 2006-2010 and 2016-2020 American Community Survey 5-Year Estimates. * Percentage of total population ** Percentage of all families *** Percentage of all related children under 18 years **** Percentage of all individuals age 65+

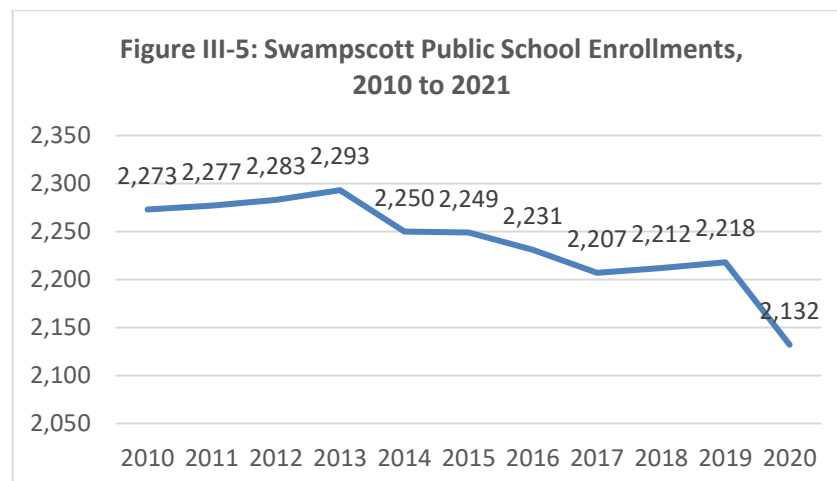
⁷ The federal poverty limits from the U.S. Department of Health and Human Services for 2021 were \$12,880 for a single individual and \$21,960 for a family of three (3).

Education

Enrollment

The 2020 census estimates indicate that there were 3,343 residents enrolled in nursery school through graduate school, representing 22% of all residents. Those enrolled in kindergarten through high school included 2,154 students or 14.2% of Swampscott's population. These figures include those enrolled in both public and private schools.

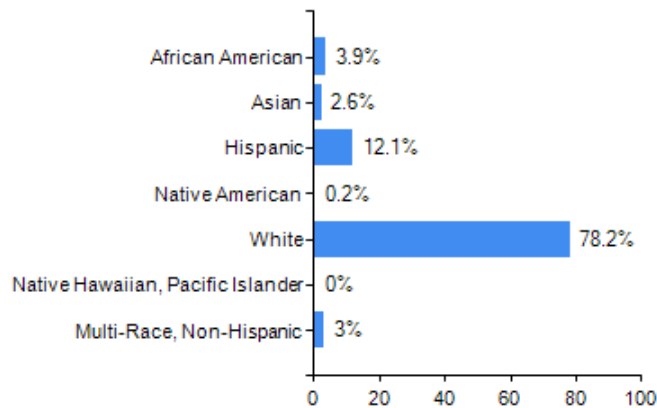
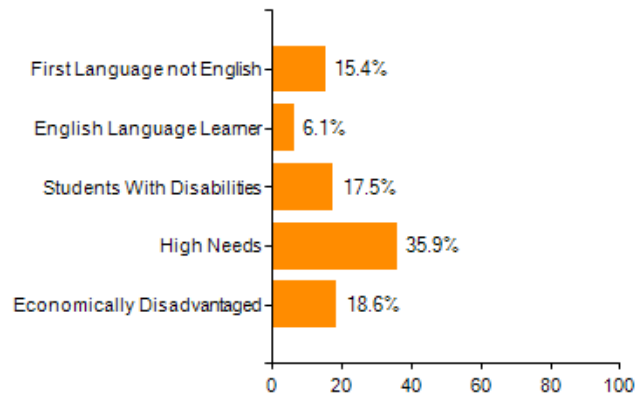
Enrollment in the Swampscott School District provides additional insight into recent demographic and economic trends. Swampscott schools had a peak enrollment in the 2006-2007 school year with 2,435 students.⁸ During the recession between 2007 and 2010, school enrollment experienced a decline of 4.7%, or a loss of 111 students. Since then, enrollment has been steadily declining to a total student enrollment of 2,132 in the 2020-2021 school year as shown in Figure III-5. This decrease reflects some declines in school-age children as there were 2,495 residents age five to 19 according to 2020 census data, down from 2,649 in 2010. It likely also reflects the growing affluence of some residents who choose to send their children to private schools in the area.



Source: MA Department of Elementary and Secondary Education

Between 2003 and 2021, the minority student population almost quadrupled, from 5.5% to 21.8%, as the Town's population became somewhat more ethnically and racially diverse. The proportion of economically-disadvantaged students also increased, from 3.5% to 18.6%. The extent of these trends is correlated to the overall increases in Swampscott's racial diversity, from 3.5% in 2000 to 13.0% by 2020, and level of lower income households at about 21% with incomes of less than \$35,000 according to 2020 census estimates.

⁸ Note that Nahant high school students attend school in Swampscott.

Figure III-6: Racial Composition of Swampscott Public School Students, 2020-2021**Figure III-7: Swampscott Public Schools Student Needs, 2020-2021**

Educational Attainment

As shown in Table III-12, 59.2% of Swampscott's residents earned a bachelor's degree or higher, which is considerably higher than county and state at 40.6% and 44.5%, respectively, per the 2020 census estimates. Additionally, far fewer residents age 25 or older had not graduated from high school or earned an equivalent degree, at only 2.5% for Swampscott compared to about 10.3% for the county and 8.9% statewide. This higher average educational attainment partially explains Swampscott's relatively higher income levels.

Table III-12: Educational Attainment of Those 25 Years of Age or Older, 2020

Place	High School without Diploma	High School with Diploma	High School or Higher	College without Degree	Bachelor's Degree or Higher
Swampscott	2.5%	16.9%	97.4%	13.7%	59.2%
Essex County	10.3%	24.5%	89.7%	16.3%	40.6%
Massachusetts	8.9%	23.5%	91.0%	15.3%	44.5%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2016-2020.

Employment

The 2020 census estimates indicate that of the 12,378 residents age 16 or over, 8,454 or 68.3% were in the labor force with 487 or 3.9% unemployed. About 64% of Swampscott's residents were involved in management, business or science occupations with the remaining employed in the largely retail and service-oriented jobs that support the local economy including construction and natural resources (5%), sales and office occupations (17%), production and transportation (4%), and service occupations (9%). While 80% of Swampscott workers were salaried and wage earners for private companies, 12% were government workers, and 8% were self-employed.

Swampscott's average weekly wage of \$974 translates into an annual income of about \$50,800. Given the median income of \$102,878 for Swampscott residents and a median home price of \$703,333, it is likely that many who work in town cannot afford to live here.

It should also be noted that 63% of workers drove alone to work and another 6% carpooled. Almost 17% of workers commuted by public transportation, and 12% worked at home. The average commuting time for those who did not work at home was 37 minutes suggesting that many likely commuted in the North Shore area or took the train to Boston. Almost 23% had jobs in Swampscott, while 41% worked outside of Essex County and another 2% worked outside of Massachusetts.

Local Employment

Table III-13 provides 2020 data (latest available) about those who were employed in Swampscott from the state's Department of Labor and Workforce Development. This information shows an average employment of 3,118 workers. The data also confirms the concentration of jobs in the construction, retail trade, and service sectors as well as health and social services. It should be noted that the 2019 data included three manufacturing establishments which are no longer operating in Swampscott according to this data, perhaps casualties of COVID-19.

Workforce data also shows the effects of COVID-19 over the past year. While the pre-pandemic employed labor force totaled 8,664 in 2019, it then fell to 7,799 workers in 2020 with unemployment rates of 2.4% and 7.6%, respectively. Since then, the economy has been recovering with an employment level of 8,304 workers in 2021 and an unemployment rate of 4.8%. Data for January 2022 shows continued improvement in the local labor market with a labor force of 8,780 workers, higher than the 2019 level, and an unemployment rate of 3.9%.

The average weekly wage for Swampscott of \$974 was about 43% of Boston's at \$2,281. Additionally, the 2020 average weekly wages were higher in the other nearby North Shore communities including \$1,090 in Marblehead, \$1,196 in Lynn, and \$1,160 for Salem.

Table III-13: Average Employment and Wages by Industry in Swampscott, 2020

Industry	# Establishments	Total Wages	Average Employment	Average Weekly Wage
Construction	46	\$11,763,177	199	\$1,137
Wholesale trade	13	\$2,163,626	25	\$1,664
Retail trade	30	\$21,750,019	763	\$548
Transportation and warehousing	8	\$2,157,877	44	\$943
Information	11	\$1,846,874	37	\$960
Finance & insurance	13	\$5,693,923	73	\$1,500
Real estate, rental and leasing	18	\$3,670,059	54	\$1,307
Professional and technical services	44	\$7,782,135	76	\$1,969
Administrative and waste services	27	\$3,826,029	67	\$1,098
Health care and social assistance	84	\$46,743,364	607	\$1,481
Arts, entertainment and recreation	6	\$845,171	49	\$332
Accommodation and food services	31	\$9,590,222	449	\$411
Other services, Exec., Public administration	59	\$3,489,986	140	\$479
TOTAL	401	\$157,928,106	3,118	\$974

Source: Massachusetts Executive Office of Labor and Workforce Development, 2020. Shaded areas involve industries with more than 150 workers.

Disability Status

The 2020 census estimates identify 1,581 residents as claiming a disability, representing 10.5% of the population but lower than the statewide level of 11.7%. The number and percentage of all residents who claimed a disability is presented in Table III-14. It is worth noting that 950 residents, or about one-third of those 65 years of age or older, claimed some type of disability. This will likely increase with the projected growth of this population.

These levels of disability indicate that there are significant special needs within the Swampscott community. They further suggest that the Town integrate special needs housing units that are handicapped accessible and/or include supportive services into future affordable housing development.

Table III-14: Residents with Disabilities by Age, 2020

Age Range	Number with a Disability	% Those with a Disability	% Residents in Age Range
Under 5 Years	0	0.0	0.0
5-17 Years	42	2.7	1.9
18-34 Years	119	7.5	4.7
35-64 Years	470	29.7	7.1
65-74 Years	408	25.8	24.9
Over 75 Years	542	34.2	46.8
Total	1,581	100.0	--

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2016-2020.

Because disabilities can compromise a person's ability to work, some residents with disabilities rely solely on federal SSI assistance and their limited incomes compromise housing choice. In fact, those with disabilities are often the most vulnerable residents in any community as they are not only challenged in finding housing that is affordable but also accessible to accommodate their special needs.

The 2020 census estimates also identify numbers of residents with particular disabilities, as summarized in Table III-15. It should be noted that some residents will have multiple challenges but about 42% of the 1,581 residents who claimed a disability experienced problems with living independently with 30.8% and 34.5% claiming hearing or ambulatory problems, respectively.

Table III-15: Types and Distribution of Disabilities, 2020

Type of Disability	# Residents	% Disabled	% All Residents
Hearing Difficulty	487	30.8	3.2
Vision Difficulty	286	18.1	1.9
Cognitive Difficulty	391	24.7	2.8
Ambulatory Difficulty	546	34.5	3.9
Self-care Difficulty	254	16.1	1.8
Independent Living Difficulty	669	42.3	5.6

Source: U.S. Census Bureau, Census American Community Survey 5-Year Estimates for 2016-2020.

B. Housing Profile

The following section examines Swampscott's current housing stock and how it has changed over time. The analysis of housing growth and occupancy patterns as well as costs contributes to an understanding of the current housing dynamic in Swampscott and helps inform the Town's future housing agenda.

Key Findings

- Swampscott's housing stock is relatively old as almost half of housing units were constructed prior to World War II and almost 80% were built before 1980. Consequently, many units likely have accessibility challenges, energy inefficiencies, and deferred maintenance problems.
- Swampscott permitted 366 new residential units between 2010 and 2020, including 40 single-family homes and 326 units in properties of two or more units. When added to the 2010 census total of 5,888 units, the total comes to 6,214 units which is somewhat lower than the 2020 census total of 6,362 units. Many of these new units were part of the 184-unit Hanover luxury rental complex on Paradise Road and the 84-unit assisted living facility located on Salem Street in the Vinnin Square area.
- About 73% of Swampscott households are homeowners, down from about 77% in prior decades.
- The 2020 census estimates identified a 256-unit net gain of rentals since 2000.
- Swampscott's housing market is tight with only a 1% vacancy rate for homeownership units and 6.7% for rentals.
- About 24% of units are in structures of three or more units, representing some notable diversity of the housing stock. This is up from 21% in 2010.
- Home sale prices are at unprecedentedly high levels with the median single-family home price of \$703,333 in 2021 according to Banker & Tradesman.
- Rents are also high with a typical two-bedroom apartment renting for more than \$2,000.

Housing Growth

As shown in Table III-16, almost half of Swampscott's housing growth occurred before World War II. The majority of older housing stock is found in and around the Frederick Law Olmsted Local Historic District. While these homes hold significant historical value, older structures may lack heating, energy efficiencies,

79% of housing units were built before 1980 and are more likely to have traces of lead-based paint that pose health hazards to young children. On the other end of the age range, older houses are more likely to require home modifications for those with special needs that include many older residents.

and compliance with building codes, which add to the monthly utility and maintenance costs. These additional costs have an impact on the affordability of older, outdated units for both owners and renters, suggesting some local investment in programs that provide technical and financial assistance to help with deferred maintenance needs and safety measures.

Housing growth has fluctuated over the decades from a high of 10.8% and 10.3% in the 1950s and 1970s, respectively, to a low of only 92 units and 1.4% growth between 2000 and 2009. The 2020 census figures identify

an additional 470 units, or 7.4% of the housing stock, built between 2010 and 2020 to a total of 6,360

housing units.⁹ This is higher than the level of growth summarized in Table III-17 that reflects new residential building activity between 2010 and 2020 of 366 total units, including 40 single-family homes and 326 units in properties of two or more units. Many of these new units were part of the 184-unit Hanover luxury rental complex on Paradise Road and the 84-unit assisted living facility located on Salem Street in the Vinnin Square area.

Table III-16: Housing Units by Year Structure Was Built, 2020

Time Period	#	%
2010 or later	470	7.4
2000 to 2009	92	1.4
1990 to 2000	147	2.3
1980 to 1989	605	9.5
1970 to 1979	652	10.3
1960 to 1969	302	4.7
1950 to 1959	690	10.8
1940 to 1949	288	4.5
1939 or earlier	3,114	49.0
Total	6,360	100.0

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2016-2020

It is also important to note that Swampscott has yet to experience much teardown activity involving the demolition of more modest homes and replacement of larger more expensive ones, a trend that is occurring in other relatively affluent communities.

Table III-17: Number of Residential Building Permits, 2010 – 2020

Year	New Single-family Units	New Multi-family Units (2+ Units)	Total New Units
2020	5	24	29
2019	2	6	8
2018	2	70	72
2017	5	0	5
2016	6	90	96
2015	1	115	116
2014	13	2	15
2013	2	15	17
2012	2	4	6
2011	0	0	0
2010	2	0	2
Total	40	326	366

Source: Swampscott Assessor data.

It should be noted that the 10% affordability goal under Chapter 40B is based on the decennial census information. It involves subtracting the number of seasonal or occasional units from the total unit count to get the number of year-round units on which the 10% affordability threshold and annual housing

⁹ The decennial figures for the 2020 census provide a count of 6,362 total housing units while the American Community Survey (ACS) 5-Year Estimates count 6,360 units.

production goals are based. Based on the 2020 census figures, the current year-round figure is 6,362 units as the number of seasonal or occasional units dropped to zero.

Housing Occupancy and Types of Dwellings

Table III-18 presents census data on housing occupancy trends, showing changes between 1990 and 2020 including:

- Fluctuations in growth*

The 2000 census figures reported 5,930 total housing units while the 2010 total was down by 42 units or 0.7% to 5,888 units. The 2020 census shows an increase to 6,362 units, representing a gain of 474 units or 8%.
- Fluctuations in vacancy levels*

The percentage of vacant units increased between 2000 and 2010, from 3.6% to 6.2%, and then decreased in 2020 to 4.7%. There were also increases in vacancy rates to 1% for homeownership and 6.7% for rentals in 2020. These rates are still relatively low, and the increase in the rental vacancy rate may be partially explained by the number of new units in multi-family developments that were coming on line yet not fully occupied.
- Increases in the rental housing stock*

Between 2010 and 2020, there was a net gain of 364 rental units that involved 56% of all new units created. This represents a departure from a net loss of 108 rentals between 2000 and 2010 and demonstrates increasing housing diversity in the community. This increase was partially the result of new development as part of Elm Place, The Residences at Machon School, and the rental complex on Paradise Road.
- Some proportionate decrease in owner-occupied units*

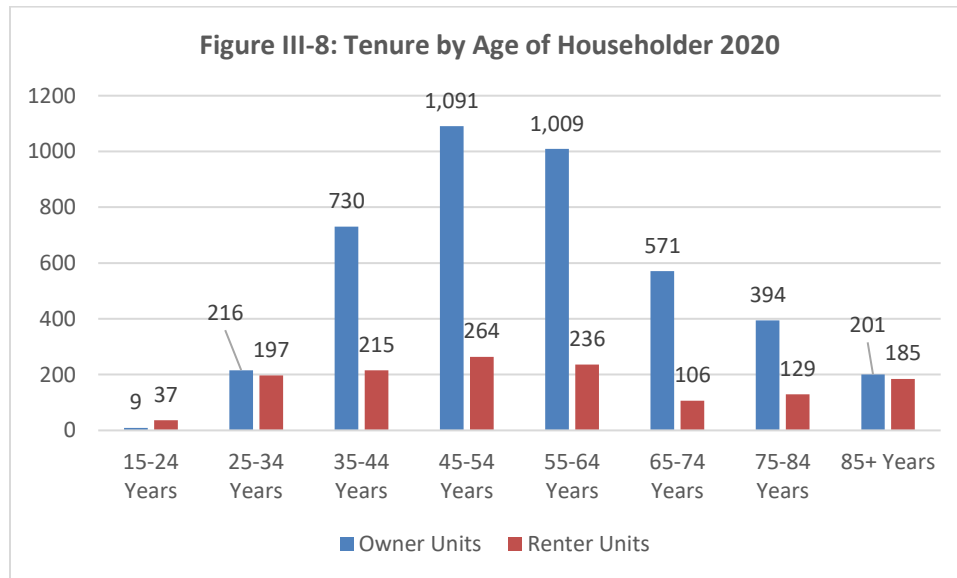
The owner-occupied housing stock continued to grow, particularly between 2010 and 2020 when it increased by 124 units or 2.9% compared to a net loss of 38 units between 2000 and 2010. Nevertheless, ownership units continue to predominate although as a percentage of the housing stock these units fell from 76.6% in 2000, 77.9% in 2010, to 73.7% in 2020.

Table III-18: Housing Occupancy Characteristics, 2000, 2010 and 2020

Characteristics	2000		2010		2020	
	#	%	#	%	#	%
Total # Units	5,930	100.0	5,888*	100.0	6,362*	100.0
Vacant Units	211	3.6	368*	6.2	314*	4.7
Occupied Units	5,719	96.4	5,620*	95.4	6,048*	95.3
Occupied Owner Units	4,378	76.6	4,340	77.9	4,464	73.7
Occupied Rental Units	1,341	23.4	1,233	22.1	1,597	26.3
Owner Vacancy	0.2%		0.0%		1.1%	
Rental Vacancy	0.5%		0.0%		6.7%	

Source: U.S. Census Bureau 2000 and 2010 decennial figures. Figures marked with an asterisk (*) are 2010 and 2020 decennial figures used for redistricting purposes and the rest are from the American Community Survey 5-Year Estimates, 2006-2010 and 2016-2020. Note: ACS census estimates for 2010 included 5,716 total units, 5,573 occupied units, and 143 vacant units. These American Community Survey (ACS) figures for 2020 included / total units, 6,061 occupied units, and 299 vacant units.

As shown in Figure III-8, renters in Swampscott are relatively evenly spread among the age ranges between 25 and 64 after which the level dips somewhat then increases again for those 85 years of age or older. Owner-occupancy is most prevalent in householders in the 45 to 64 age range, representing almost half of all owner households.



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2016-2020

Table III-19 shows changes in the distribution of units per structure from 1990 to 2020, identifying considerable fluctuations over the decades. It also suggests some significant housing diversity in the community with 23% of units with three or more units by 2020. There was also a modest net loss in single-family detached units, by 144 units between 2000 and 2020. Alternatively, there were not gains in all the other housing types with the exception of units in structures of 10 to 19 units and some fluctuations in properties of 20 or more units. The 2020 census data also identified 38 units in mobile homes which is inaccurate as Assessor records include no such units.

Table III-19: Units in Structure, 2000, 2010 and 2020

Type of Dwelling	2000		2010		2020	
	#	%	#	%	#	%
1 Unit Detached	3,493	58.9	3,369	58.9	3,349	52.7
1 Unit Attached	303	5.1	329	5.8	331	5.2
2 Units	876	14.8	810	14.2	1,177	18.5
3 to 4 Units	422	7.1	358	6.3	549	8.6
5 to 9 Units	141	2.4	88	1.5	215	3.4
10 to 19 Units	67	1.1	12	0.2	12	0.2
20 or more	628	10.6	750	13.1	689	10.8
Mobile homes	0	0.0	0	0.0	38	0.6
Total	5,930	100.0	5,716	100.0	6,360	100.0

Source: U.S. Census Bureau, 2000 Summary File 1 and American Community Survey 5-Year Estimates for 2006-2010 and 2016-2020.

Table III-20 presents the distribution of units by structure type according to tenure. About 77% of the owner-occupied units were in single-family structures (detached and attached) with another 17.2% in

small multi-family dwellings of two to four units, likely condominiums. The 2020 census estimates also identify some larger condo properties with 271 units, or 6.1%, in structures of five or more units, most in buildings with 20 or more units. The 2020 figures also show no mobile homes, which is in conflict with the data included in Table III-19 but in alignment with Assessor data that indicates that the Town no longer has such units.

About half of the 1,597 rental units were in small multi-family dwellings of two to four units with another 26.7% as part of larger properties with 20 or more units. This data shows that 193 single-family homes, both detached and attached, were part of the rental market which at 12.1% of all rental units is lower in comparison to 14.7% statewide.

The median number of rooms per housing unit was 6.4, indicating that the average home had three bedrooms. While 34% of units had five rooms or less, 48% had seven rooms or more including 13% with at least nine rooms.

Of the 6,061 occupied housing units, about half of the occupants moved into their units since 2010 with another 20.6% moving in between 2000 and 2009, indicating some significant mobility in the housing market. Almost 14% of residents have lived in the same unit since before 1990.

Table III-20: Units in Structure by Tenure, 2020

Type of Dwelling	Owner-occupied Units		Renter-occupied Units	
	#	%	#	%
1 Unit Detached	3,255	72.9	33	2.1
1 Unit Attached	171	3.8	160	10.0
2 Units	590	13.2	558	34.9
3 to 4 Units	177	4.0	233	14.6
5 to 9 Units	40	0.9	175	11.0
10 to 19 Units	0	0.0	12	0.8
20+ Units	231	5.2	426	26.7
Mobile Homes	0	0.0	0	0.0
Total	4,464	100.0	1,597	100.0

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2016-2020.

Housing Market Conditions

Housing costs within a community reflect numerous factors, but is largely based on the balance of demand and supply. If there is more demand than supply, costs tend to rise. In fact, there has been a considerable imbalance between housing demand and supply in the Greater Boston area for years, resulting in escalating market prices for land and housing. This has not only reduced the supply of private market housing that is relatively affordable, but has provided additional challenges for creating affordable housing as the gaps between what residents can afford and market prices widens.

Homeownership

Census data also provides information on housing values for homeownership units as summarized in Table III-21, showing sharp increases. For example, in 2000 more than half of owner-occupied units (57.8%) were valued at less than \$300,000, but the 2020 census estimates identify only 16.2% of such units, which are likely small and in poor condition. On the other end of the range, the 2000 census indicated that only 476

homes, or 13.8%, were valued at more than \$500,000 compared to 2,268 units and 50.8% in 2020. Additionally, the median price of all owner-occupied properties increased by 80.7% between 2000 and 2020, from \$279,900 to \$505,900, higher than the rate of inflation of 50.3%.

Table III-21: Housing Values for Owner-occupied Properties, 2000, 2010, and 2020

Value	2000		2010		2020	
	#	%	#	%	#	%
Less than \$99,999	102	2.9	52	1.2	95	2.1
\$100,000 to \$199,999	644	18.7	124	2.9	133	3.0
\$200,000 to \$299,999	1,250	36.2	705	16.2	496	11.1
\$300,000 to \$499,999	977	28.3	1,951	45.0	1,472	33.0
\$500,000 to \$999,999	404	11.7	1,271	29.3	1,959	43.9
\$1,000,000 or more	72	2.1	237	5.5	309	6.9
Total	3,449	100.0	4,340	100.0	4,464	100.0
Median (dollars)	\$279,900		\$432,900		\$505,900	

Source: U.S. Census Bureau 2000 Summary File 3 and American Community Survey 5-Year Estimates 2016-2020.

Additional market data from Banker & Tradesman indicates that housing prices were lowest during the economic recession of the early 1990s, and the housing market did not make a marked recovery until 2000. After 2000, housing values rose precipitously to their highest levels of \$516,150 for single-families and \$279,900 for condos in 2005. The financial recession pushed housing values down considerably to \$355,000 in 2011, including \$184,750 for condos. The housing market then began to recover, surpassing pre-recession levels in 2017 and continuing to increase to an unprecedented high of \$703,333 as of the end of 2021. This Banker & Tradesman information for 2010 through 2021 is presented in Table III-22.

Table III-22: Median Sales Prices, 2010 – June 2021

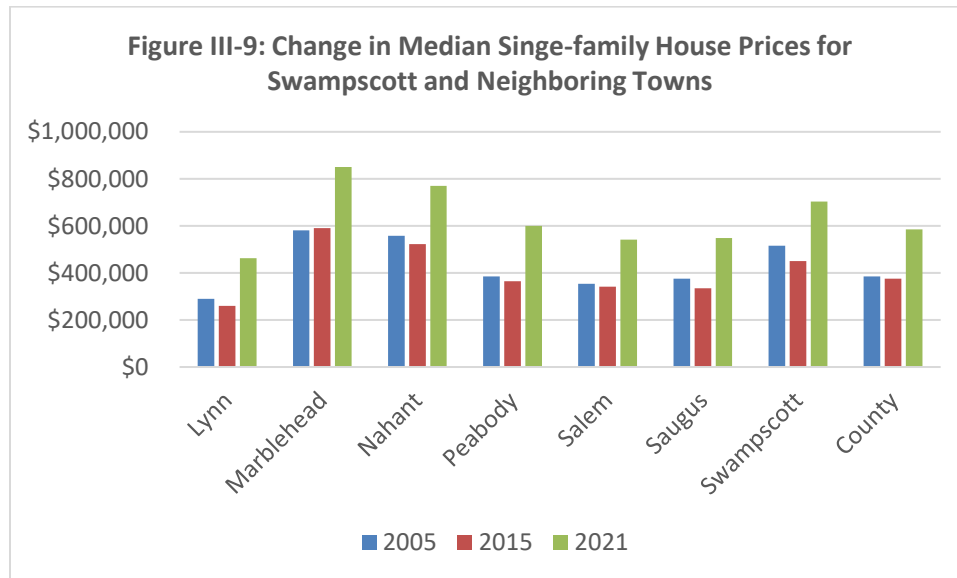
Year	Months	Single-family Homes		Condominiums	
		Median Value	# Sales	Median Value	# Sales
2021	Jan-Dec	\$703,733	155	\$410,000	91
2020	Jan-Dec	\$627,950	174	\$405,000	91
2019	Jan-Dec	\$580,000	169	\$351,500	80
2018	Jan-Dec	\$580,000	173	\$350,000	103
2017	Jan-Dec	\$519,000	147	\$300,750	74
2016	Jan-Dec	\$470,000	164	\$255,000	61
2015	Jan-Dec	\$450,000	195	\$244,900	69
2014	Jan-Dec	\$440,000	175	\$230,000	64
2013	Jan-Dec	\$435,000	182	\$229,000	43
2012	Jan-Dec	\$386,500	130	\$184,750	44
2011	Jan-Dec	\$355,000	143	\$187,500	33
2010	Jan-Dec	\$430,000	111	\$185,000	43

Source: The Warren Group, Banker & Tradesman, March 20, 2022.

The volume of sales has fluctuated considerably over the years, from a pre-recession high of 184 single-family home sales in 1999 to a low of 100 sales in both 2008 and 2009, coinciding with the “bursting of the housing bubble.” After that, sales activity increased significantly to a high of 195 sales in 2015. In 2020, 174 single-family homes were sold followed by a somewhat lower level of 155 sales in 2021. Condo sales

reached a high of 103 in 2018 from a low of 33 sales in 2011. There were 91 condo sales in both 2020 and 2021.

A comparison of median single-family home prices for Swampscott and neighboring communities, as well as the county, is included in Figure III-9. This clearly presents the fall-off in values following the recession and the rebounding of the market after that. Marblehead has maintained the highest market values followed by Nahant at \$850,000 and \$770,000, respectively. Swampscott's median of \$703,333 is significantly higher than the county at \$585,000.



Another analysis of housing market data is presented in Table III-23, which breaks down sales data from the Multiple Listing Service, as compiled by The Warren Group in Banker & Tradesman, for single-family homes and condos between July 2020 and June 2021. This data indicates that there was only one property that was listed for less than \$200,000. An additional 12 properties sold between \$200,000 and \$299,999, ten of which were condominiums. About 60% of the single-family homes sold in the \$500,000 to \$800,000 range while 78% of the condos sold between \$300,000 and \$500,000.

The higher-end market in Swampscott is relatively small with 54 properties, or about 20% of all sales, priced at \$800,000 or more including 25 homes and three condos that sold for more than \$1 million. The most expensive home sold for \$2,599,999. The median condo price was \$385,000, 58% the median single-family home price of \$667,500 during this period. There were also 17 two-family homes, 3 three-families, 2 four to eight-unit properties, and one mixed residential and commercial property as well as two foreclosures during this period.

A local realtor confirmed that it has been a seller's market and a high percentage of sales involve prices well over asking and multiple offers. COVID-19 has fed an already robust housing market with peak demand in late 2020 that has been softening somewhat. Homes in the mid-range have attracted the greatest interest.

Table III-23: Single-family Home and Condo Sales, July 2020 to June 2021

Price Range	Single-family Homes		Condominiums		Total	
	#	%	#	%	#	%
< \$200,000	1	0.5	0	0.0	1	0.4
\$200,000-299,999	2	1.0	10	11.6	12	4.3
\$300,000-399,999	5	2.6	35	40.7	40	14.4
\$400,000-499,999	19	9.9	20	23.3	39	14.1
\$500,000-599,999	37	19.4	12	14.0	49	17.7
\$600,000-699,999	43	22.5	4	4.7	47	17.0
\$700,000-799,999	34	17.8	1	1.2	35	12.6
\$800,000-899,999	11	5.8	1	1.2	12	4.3
\$900,000-999,999	14	7.3	0	0.0	14	5.1
> \$1 million	25	13.1	3	3.5	28	10.1
Total	191	100.0	86	100.0	277	100.0

Source: The Warren Group, *Banker & Tradesman*, August 2, 2021.

Information from the Town Assessor on the assessed values of residential property in Swampscott is presented in Table III-24, demonstrating that there is limited affordability remaining in the housing market. This data focuses on single-family homes and condos that comprise about 77% of all units and indicates the following:

- Less than 2% of these units, or 89 properties, is valued affordably below \$200,000, including mostly condominiums.
- Another 8.7% is valued between \$200,000 and \$299,999, still relatively affordable.
- Most of the properties with assessments of less than \$300,000 were condos, many on Paradise Road.
- Another 16.2% is assessed between \$300,000 and \$399,999, including 323 single-family homes and 432 condos. Almost 2,000 units, or 42.4%, are valued between \$400,000 and \$599,999.
- Condos are largely more affordable with 69% of the units assessed between \$200,000 and \$399,999.
- The majority of single-family homes (51.9%) had assessments ranging from \$400,000 to \$599,999.
- These price differentials are also reflected in median values at \$541,900 for single-family homes and \$317,300 for condos.
- On the other end of the range, 658 properties are assessed above \$800,000 that includes 14.2% of the single-family homes and condos. These units included 361 properties valued at more than \$1 million, demonstrating a small luxury market in Swampscott.

Table III-24: Assessed Values of Residential Properties

Assessment	Single-family Dwellings		Condominiums		Total	
	#	%	#	%	#	%
< \$200,000	13	0.4	76	6.5	89	1.9
\$200,000-299,999	24	0.3	382	32.5	406	8.7
\$300,000-399,999	323	9.3	432	36.7	755	16.2
\$400,000-499,999	917	26.5	118	10.0	1,035	22.2
\$500,000-599,999	879	25.4	58	4.9	937	20.2
\$600,000-699,999	459	13.2	20	1.7	479	10.3
\$700,000-799,999	267	7.7	21	1.8	288	6.2
\$800,000-899,999	173	5.0	11	0.9	184	4.0
\$900,000-999,999	108	3.1	5	0.4	113	2.4
Over \$1 million	303	8.7	58	4.9	361	7.8
Total	3,466	100.0	1,181	100.0	4,647	100.0

Source: Swampscott Town Assessor, fiscal year 2021.

Table III-25 summarizes Assessor information for small multi-family dwellings and mixed-use properties. There were 417 two-family structures (834 units) with the majority of dwellings assessed between \$400,000 and \$599,999 (61.6%). The 2020 census estimates indicate that these dwellings were relatively evenly split between owner-occupancy and renter-occupancy at 590 units and 558 units, respectively. It should be noted that these properties include some of the most affordable units in the private housing stock given the rental income that is provided to the owners. As this income is counted in mortgage underwriting, usually up to 75% of the projected rent, they are more affordable.

Table III-25 also indicates that there were 52 three-family properties, or 156 units, 27 mixed-use properties that were primarily residential, and another 11 that were primarily commercial. Assessor data also identified 10 properties with multiple houses on the same lot, 11 properties with four to eight units, and 4 with more than eight units.

Table III-25: Assessed Values of Multi-family Residential Properties

Assessment	Two-family Dwellings		Three-family Dwellings		Mixed-use Properties Primarily Res/Comm	
	#	%	#	%	#	%
< \$200,000	4	0.1	0	0.0	0/0	0.0/0.0
\$200,000-299,999	0	0.0	0	0.0	3/1	11.1/9.1
\$300,000-399,999	10	2.4	2	3.8	6/2	22.2/18.2
\$400,000-499,999	96	23.0	2	3.8	4/0	14.8/0.0
\$500,000-599,999	161	38.6	15	28.8	4/1	14.8/9.1
\$600,000-699,999	83	19.9	14	26.9	5/0	18.5/0.0
\$700,000-799,999	33	7.9	6	11.5	2/2	7.4/18.2
\$800,000-899,999	16	3.8	7	13.5	1/1	3.7/9.1
\$900,000-999,999	5	1.2	2	3.8	0/1	0.0/9.1
Over \$1 million	8	1.9	4	7.7	2/3	7.4/27.3
Total	417	100.0	52	100.0	27/11	100.0/100.0

Source: Swampscott Town Assessor, fiscal year 2021.

Rentals

Table III-26 includes census data on rental units for 2000, 2010 and 2020, showing changes in rent levels. The median rent more than doubled between 2000 and 2020, from \$957 to \$2,057, which was much higher than the 50.3% rate of inflation during the period. These rentals figures are likely to significantly underestimate market conditions as the census included 183 subsidized rents or 11.5% of the town's rental housing stock.

Of the 1,597 rental units identified in 2020, 20 units or 1.2% had gross rents of less than \$500, which are likely to be subsidized. Another 131 units or 8.2% were renting between \$500 and \$999. At the other end of the range, 1,118 units or 70% were renting for more than \$1,500 per month. A total of 66 units were reported as receiving no cash rent, many likely involving family members or caregivers. The 2020 median rent of \$2,057 was well above the median rent of \$1,298 for Essex County.

Table III-26: Rents, 2000, 2010, and 2020

Monthly Rent	2000		2010		2020	
	#	%	#	%	#	%
Under \$200	41	3.1	26	2.1	20	1.2
\$200-299	49	3.7	62	5.0		
\$300-499	89	6.6	25	2.0		
\$500-749	175	13.0	40	3.2	131	8.2
\$750-999	335	25.0	126	10.2		
\$1,000-1,499	428	31.9	566	45.9	254	15.9
\$1,500 +	156	11.6	342	27.7	1,118	70.0
No cash rent	68	5.1	46	3.7	66	4.1
Total	1,341	100.0	1,233	100.0	1,597	100.0
Median rent	\$957		\$1,281		\$2,057	

Source: U.S. Census Bureau, 2000 (Summary Table 3 – sample data) and American Community Survey 5-Year Estimates 2006-2010 and 2016-2020.

Rental listings show even higher prices as shown in Table III-27. The lowest listing involved a 500-square foot studio apartment at \$1,550 with the highest at \$4,793 for a three-bedroom, two-bath unit as part of The Landing at Vinnin Square. Most of the listings were in the \$2,000 to \$2,500 range although there were several one-bedroom units for somewhat less than this amount. A local realtor indicated that market rents for a two-bedroom unit would typically run in the \$2,200 to \$2,400 range, depending upon location.

These year-round market rents are generally higher than HUD Fair Market Rents (FMRs) at \$1,742 for an efficiency unit, \$1,924 for a one-bedroom unit, \$2,336 for a two-bedroom unit, \$2,906 for three bedrooms, and \$3,168 for four bedrooms based on 2021 limits. Fair Market Rents (FMRs) are the maximum rents allowed by HUD in the Section 8 Housing Choice Voucher Program. The maximum rents are updated and published annually and represent HUD's estimate of market rents for an apartment in the conventional, non-luxury marketplace, although they typically underestimate actual market conditions. HUD sets the FMRs by unit size (number of bedrooms) and by region in each state, for the Boston-Cambridge-Quincy MA-NH Metro area in the case of Swampscott. Through the Housing Choice Voucher Program, HUD will pay the landlord the difference between a percentage of a household's income and the FMR, but these vouchers, including the state's relatively comparable Massachusetts Rental Voucher Program (MRVP), are very limited.

Table III-27: Market Rental Listings, August 2021

Apt. Type	# Bedrooms	# Bathrooms	Square Feet	Rent
Studio	0	1	500	\$1,550
The Landing at Vinnin Square	1-3	1-2	714-1,464	\$2,116-\$4,793
Apt. in house	1	1	350	\$1,600
Apt. in house	1	1	600	\$1,725
1 st floor of Victorian house	1	1	NA	\$1,925
3 rd floor of house	2	1	1,500	\$2,000
Apt. in house	2	1	1,000	\$2,100
2 nd floor apt. in house	2	1	1,900	\$2,200
Condo for rent	2	2	1,177	\$2,450
Condo for rent	2	1	843	\$2,500
Vantage Pointe Apt.	2	2	1,300	\$2,511-\$2,541
Condo for rent	4	2	999	\$3,000

Source: Internet Listings, August 2, 2021.

C. Housing Affordability Analysis

While it is useful to have an understanding of housing cost trends, it is also important to analyze the implications of these costs on residents' ability to afford them.

Key Findings

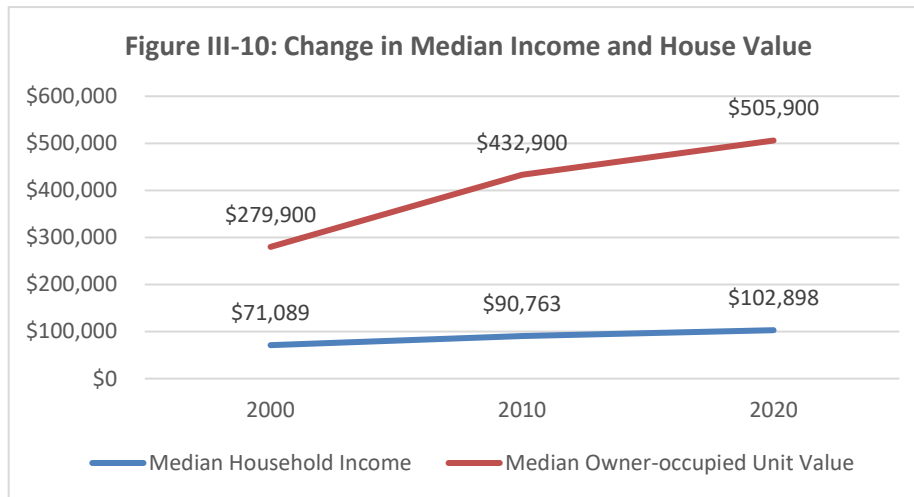
- Approximately 27% of Swampscott households were estimated to have incomes at or below 80% of area median income (AMI) and could potentially be eligible for housing assistance through federal and state programs based on income alone.
- There are particularly high instances of low-income status among elderly households 62 years of age or older, with about half of them with incomes at or below 80% AMI.
- The 2020 census estimates suggest that 2,457 households or 40.5% of all Swampscott's households were living in housing that is by common definition beyond their means and unaffordable as they were spending more than 30% of their income on housing costs.
- Special tabulations of data compiled by HUD, based on five-year estimates from 2014 to 2018, suggest lower costs burdens with about 30% of all households paying 30% or more of their income on housing costs including almost 13% spending more than half of their income, referred to as having severe cost burdens.
- More than 31% of renter households were experiencing cost burdens as were 24% of homeowners.
- Of the 1,492 households with incomes at or below 80% AMI, 997 or two-thirds were overspending including 582 or 39% with severe cost burdens.
- Most rentals are out of reach for lower wage earners as a person earning the minimum wage of \$14.25 per hour would earn \$29,700 annually, assuming 40 hours of work per week without time off. Such workers could afford a unit renting for no more than \$742

per month given this income level and without the additional costs of utilities. This is not even close to what is available in the Swampscott rental market without subsidies.

- The greatest need is for rental housing targeted to those with incomes at or below 50% AMI.
- Affordability gaps based on what households can afford are high and widening.

Homeownership

A traditional rough rule of thumb has been that housing is affordable if it costs no more than 2.5 times the buyer's household income. By this measure, the median income household earning \$102,898 in Swampscott could afford a house of approximately \$257,245, half the median house price of all owner-occupied units of \$505,900 based on the 2020 census estimates and 37% the median single-family home of \$703,333 based on Banker & Tradesman data for 2021. *This implies that the household in the middle of the town's income range faced an "affordability gap" of about \$446,088.*



Housing prices have in fact risen faster than incomes, making housing less affordable as demonstrated in Figure III-10. As time went by, the gap between median household income and the median owner-occupied house price widened. While incomes increased by 45% between 2000 and 2020, the median house price

increased by 81% based on census data and doubled based on *Banker & Tradesman* data. Moreover, the gap between income and house value was \$208,811 in 2000 but increased significantly to \$403,000 by 2020.

Another way of calculating the affordability gap is to estimate the difference between the median priced house and what a median income earning household can afford to pay based on spending no more than 30% of income on housing costs, the commonly-applied affordability threshold. To afford the median sales price of a single-family home of \$703,333, based on *Banker & Tradesman* data as of the end of 2021, a household would have to earn an estimated \$158,200 with 80% financing, \$163,423 with 95% financing.¹⁰ These incomes are much higher than the median household income for the Town per 2020 census estimates of \$102,898, and point to a sizable affordability gap.

The median income-earning household could likely afford a single-family home of about \$388,000 based on 95% financing. *The affordability gap is then about \$315,333* - the difference between the price of the

¹⁰ Figures based on 80% financing, interest of 4.5%, 30-year term, annual property tax rate of \$12.83 per thousand, and insurance costs of \$6 per thousand for single-family homes. The calculations are also based on the purchaser spending no more than 30% of gross income on mortgage (principal and interest), taxes and insurance. It also assumes that in the case of 95% financing, the purchaser would need to pay Private Mortgage Insurance (PMI) of 0.3125% of the mortgage.

median priced single-family home (\$703,333) and what a median income household can afford (\$388,000). In the case of 80% financing, requiring a 20% down payment, the affordability gap is about \$245,833, the difference between the median house price and what a median income earning household could afford or \$457,500. It is also worth noting that while the affordability gap for the 80% financing option is lower, the 20% down payment and closing costs, close to \$100,000, can be a challenge for many purchasers, particularly first-time homebuyers without the benefit of equity from a former home. These up-front costs can then effectively add to the affordability gap.

The affordability gaps would in fact be significantly greater if not for low mortgage interest rates that have made housing more affordable in Swampscott and throughout the country.

For those earning at the 80% of area median income limit (\$90,950 for a family of three), this gap is \$347,333, the difference between the maximum they could afford of \$356,000 and the median single-family house price of \$703,333.¹¹ These figures are based on 95% financing, which can still be found through first-time homebuyer programs such as the state's One Mortgage Program or MassHousing's mortgage offerings.¹²

Rentals

In regard to rentals, the gross median rent of \$2,057, based on 2020 census estimates, requires an income of approximately \$90,280 which was not affordable to approximately one-third of Swampscott residents based on the extrapolation of 2020 income data.¹³ Market rents, however, are somewhat higher and to afford the \$2,200 rent of a typical two-bedroom unit, a household should earn about \$96,000, assuming average utility costs of \$200 per month and spending no more than 30% of income on housing-related costs. This is considerably higher than the 2020 median renter household income of \$55,913.

Most rentals are therefore out of reach for lower wage earners. For example, a person earning the minimum wage of \$14.25 per hour would earn \$29,700 annually, assuming 40 hours of work per week without time off. Such workers could afford a unit renting for no more than \$742 per month given this income level and without the additional costs of utilities. This is not even close to what is available in the Swampscott rental market without subsidies. It is not surprising, therefore, that many lower wage workers hold second jobs or are part of households with at least two wage earners, which still may be insufficient to afford housing in Swampscott without subsidies.

Moreover, as noted earlier, most rentals require first and last month rent plus a security deposit before the lease can be signed. These substantial up-front cash requirements create additional barriers to accessing housing in Swampscott even if one can afford the monthly rent.

¹¹ Figures based on 80% financing, interest of 4.5%, 30-year term, annual property tax rate of \$12.83 per thousand, and insurance costs of \$6 per thousand for single-family homes. The calculations are also based on the purchaser spending no more than 30% of gross income on mortgage (principal and interest), taxes and insurance. It also assumes, that in the case of 95% financing, the purchaser could qualify for subsidized mortgage financing from the ONE Mortgage Program or MassHousing mortgage offerings and therefore pay no private mortgage insurance (PMI).

¹² The affordable purchase price of \$356,000 for a single-family house is for those earning at the 80% AMI limit. Sales prices for actual affordable SHI units that are marketed to new purchasers are calculated with a marketing window and for households earning at 70% AMI with some other assumptions based on state requirements.

¹³ Assumes average utility bills of \$200 per month and the occupant paying no more than 30% of income on housing costs.

Cost Burdens

The U.S. census also provides data on how much households spent on housing whether for ownership or rental. Such information is helpful in assessing how many households were overspending on housing, defined as spending more than 30% of their income on housing.

Based on 2020 census estimates, 321 homeowners in Swampscott were spending between 30% and 34.9% of their income on housing and another 1,354 were spending more than 35% of their income on housing expenses. This suggests that 37.5% of homeowners were overspending on their housing. In regard to renters, 69 renters were spending between 30% and 34.9% of their income on housing, and another 713 were spending at least 35% of their income on housing costs. Consequently, 44.6% of renter households were overspending or experiencing housing cost burdens.

This census data suggests that 2,457 households or 40.5% of all Swampscott's households were living in housing that is by common definition beyond their means and unaffordable. This level of cost burdens is higher than the state level, at about one-third, as well as the county at 36.6%.

HUD provides additional data on housing affordability through special tabulations of 2014-2018 census estimates (the latest report available) that identify cost burdens by household type and tenure, also offering a breakdown of households within specific income categories as summarized in Table III-28. For example, the first cell indicates that there were 180 elderly renters (62 years and older) with incomes at or below 30% AMI, and of these 55 were spending between 30% and 49% of their income on housing costs while 100 were spending at least half of their income on housing, referred to as experiencing severe cost burdens. It is likely that those without cost burdens were living in subsidized housing or not paying rent at all.

This report indicates that *1,656 households or 30% of all households in occupied units were spending too much on their housing. Of these, 701 households or about 13% were experiencing severe cost burdens as they were spending more than half of their income on housing costs, including 364 renter households and 337 owner households.*

Of the 1,492 households with incomes at or below 80% of area median income, 997 or two-thirds were overspending including 582 or 39% with severe cost burdens.

This data is considerably lower than the 2020 census estimates at 40% summarized above. Of particular concern are the 595 households with incomes at or below 30% of area median income, referred to by HUD as extremely low-income households, 58% who were experiencing severe cost burdens. This included 195 renter households and 159 homeowners.

Other major findings for this report include the following:

Renters

- Seniors and single individuals under age 62 had comparable representation among renter households at about 28% each with small families representing almost 37% of renter households.
- More than half of all renter households, 53.2% or 616 households, were spending more than 30% of their income on housing expenses with 364 or 31% spending more than half of their income on housing.

- Those with incomes of more than 100% AMI were not experiencing cost burdens.
- The data suggests that 223 elderly renters had cost burdens, involving two-thirds of these households and including 160 or about half with severe cost burdens. All of the seniors with cost burdens had incomes at or below 80% of median. Of particular concern are the 150 severely cost burdened seniors with incomes at or below 50% AMI.
- There were 129, or 30% of the 425 small families, that were experiencing cost burdens, all with incomes at or below 80% AMI. Of particular concern are the 45 small families with incomes at or below 30% AMI, all with severe cost burdens.
- There were 74 large family renters, 29 or 39% with cost burdens and all with incomes at or below 80% AMI.
- There were 330 single, non-elderly adults and 180, or 55%, had incomes at or below 80% AMI. Of particular concern are the 65 extremely low-income households, 77% with severe cost burdens. Additionally, almost all of these individuals with incomes between 30% and 80% AMI were paying too much for their housing. *This suggests that new rental unit construction should consider smaller affordable units for this population such as studios or one-bedroom apartments, also requiring rental subsidies.* It is also important to note that some of these individuals are likely to have a disability and rely solely on Social Security Disability income. These households are not only challenged in finding housing that is affordable, but also units that are accessible.

Table III-28: Type of Households by Income Category and Cost Burdens, 2018*

Type of Household	<30% MFI ¹⁴ / # with cost burdens **	>30% to < 50% MFI/ # with cost burdens	>50% to < 80% MFI/ # with cost burdens	>80% to < 100% MFI/ # with cost burdens	> 100% MFI/ # with cost burdens	Total/ # with cost burdens
Elderly Renters	180/55-100	85/0-50	30/8-10	4/0-0	30/0-0	329/63-160
Small Family Renters	45/0-45	40/20-0	85/4-60	35/0-0	220/0-0	425/24-105
Large Family Renters	0/0-0	4/0-4	25/25-0	0/0-0	45/0-0	74/25-4
Other Renters	65/15-50	60/15-45	55/50-0	80/50-0	70/10-0	330/140-95
Total Renters	290/70-195	189/35-99	195/87-70	119/50-0	365/10-0	1,158/252-364
Elderly Owners	215/0-80	240/140-25	155/29-0	115/45-40	745/65-30	1,470/279-175
Small Family Owners	55/0-35	4/0-4	60/10-35	80/55-4	1,825/205-0	2,024/270-78
Large Family Owners	0/0-0	4/4-0	30/25-0	20/10-0	270/20-25	324/59-25
Other Owners	35/0-35	0/0-0	20/15-4	20/0-0	440/80-20	515/95-59
Total Owners	305/10-159	248/144-29	265/79-39	235/110-44	3,280/370-75	4,333/703-337
Total	595/70-345	437/179-128	460/166-109	354/160-44	3,645/380-75	5,491/955-701

Source: U. S. Department of Housing and Urban Development (HUD), SOCDs CHAS Data, and American Community Survey, 2014-2018 (* latest report available). ** First number is total number of households in each category/second is the number of households paying more than 30% and up to 50% of their income on housing (with cost burdens) – and third number includes those that are paying more than half of their income on housing expenses (with severe cost burdens). Small families have four (4) or fewer family members while larger families include five (5) or more members. Elderly are 62 years of age or older. “Other” are non-elderly (under age 62) and non-family households, largely single-person households.

¹⁴ Median Family Income (MFI) is used in this data but is the same as Area Median Income (AMI).

Owners

- An estimated 24% of all owner households, or 1,040 such households, were spending more than 30% of their income on housing; and of these, 337 or 7.8% had severe cost burdens.
- Elderly owners were experiencing considerable cost burdens as 274 or 45% of the 610 such owners with incomes at or below 80% AMI were overspending. This included 105 or 17% spending more than half of their income on housing. Also, owners over the age of 62 account for about 34% of all owners. Unfortunately, due to the build-up of equity for many of these owners, it is difficult for them to qualify for affordable housing that qualifies as SHI units due to asset limitations.
- Of the 119 small families with incomes at or below 80% AMI, 84 or 71% had cost burdens that included 74 or 62% with severe cost burdens. Of particular concern are the 39 families earning at or below 50% AMI who were experiencing severe cost burdens.
- There were only 34 large-family owners with incomes at or below 80% AMI, 29 or 85% with cost burdens, none with severe cost burdens.
- Of the 55 non-elderly, single individuals who earned at or below 80% AMI, all but one had cost burdens including 39 or 71% with severe cost burdens.

D. Subsidized Housing Inventory (SHI)

Key Findings

- Of the 6,362 year-round housing units in Swampscott, counted by the state based on 2020 census data, 251 or 3.95% qualified for inclusion in the Town's Subsidized Housing Inventory (SHI) by the Commonwealth of Massachusetts.
- The 120 units as part of the Elm Place development will be eligible for the SHI when the comprehensive permit is issued which will bring the total SHI units to 371 units or 5.8%.

Under M.G.L. Chapter 40B, affordable housing units are defined as housing that is developed or operated by a public or private entity and reserved by deed restrictions for income-eligible households earning at or below 80% of the AMI. In addition, all marketing and resident selection efforts must comply with Affirmative Fair Housing Marketing Guidelines as established by the Massachusetts Department of Housing and Community Development (DHCD).

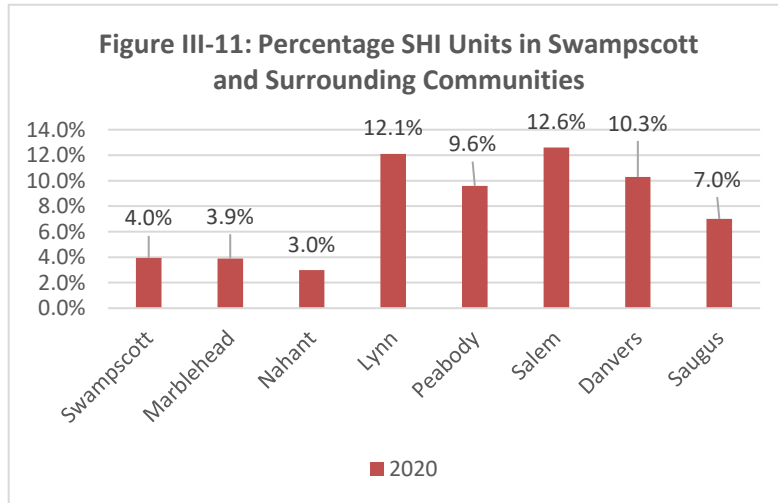
Housing that meets these requirements, if approved by DHCD, is eligible for inclusion in the Subsidized Housing Inventory (SHI). A municipality's SHI fluctuates with new development of both affordable and market-rate housing. The percentage is determined by dividing the number of affordable units by the total number of year-round housing units (total housing units minus seasonal or occasional ones) according to the most recent decennial U.S. Census. As the denominator increases, or if affordable units are lost, more affordable units must be produced to reach, maintain, or exceed the 10% threshold. The 2020 census data identified no seasonal or occasional units in Swampscott and thus the denominator equals the total number of housing units or 6,362 units.

Current Inventory

Of the 6,362 year-round housing units in Swampscott, counted by the state based on 2020 census data, 251 or 3.95% qualified for inclusion in the Town's Subsidized Housing Inventory (SHI) by the Commonwealth of Massachusetts. In the near-term, the 120 units that part of the Elm Place development

will further boost the SHI to 371 units or 5.8%. The list of units included in Swampscott's Subsidized Housing Inventory (SHI) is summarized in Table III-29.

The state has ruled that if a municipality has less than 10% of its year-round housing stock set aside for low- and moderate-income residents that comply with state affordability requirements, it is not meeting the local and regional need for affordable housing. Not meeting this affordability standard makes the locality vulnerable to an override of local zoning if a developer wants to build affordable housing through the comprehensive permit process.¹⁵ This means that Swampscott has a current gap of 265 qualifying SHI units to meet the 10% affordability goal assuming the inclusion of the Elm Place units.



As shown in Figure III-11, most of the nearby cities have exceeded the 10% affordability threshold as they have access to greater resources to support housing production. The smaller towns, however, have made comparable progress to Swampscott and are at less than 4%. These affordability levels do not take housing growth since 2010 into consideration. Additionally, as noted above, Swampscott is in a position to increase its SHI significantly.

In 1969, M.G.L. Chapter 121B, Section 3, was passed to allow for the creation of housing authorities by cities and towns in Massachusetts. The Swampscott Housing Authority (SHA) serves the needs of very low-income households through units it owns and manages including 128 rental units at the following four locations.

- Cherry Street with 36 units: originally built in 1946 for veterans of WWII and serving families.
- Duncan Terrace with 40 units: built in 1961 for the elderly and disabled.
- Doherty Circle/Burrill Street with 44 units: built in 1963-64 for the elderly and disabled.
- Ryan Place with 8 units: renovated in the 1990's primarily for households with hearing impaired individuals.

The SHA indicated that they have a waitlist of more than 8,000 applicants which grows almost daily. Of these, about 70% are families applying for SHA's limited number of family units as part of their Cherry Street development.

¹⁵ Chapter 774 of the Acts of 1969 established the Massachusetts Comprehensive Permit Law (Massachusetts General Laws Chapter 40B) to facilitate the development of affordable housing for low- and moderate-income households – defined as any housing subsidized by the federal or state government under any program to assist in the construction of low- or moderate-income housing for those earning less than 80% of area median income – by permitting the state to override local zoning and other restrictions in communities where less than 10% of the year-round housing is subsidized for low- and moderate-income households.

Other SHI units include *Bertram House* with 59 units of senior rental housing, only a portion of which are actually affordable. However, because the project was a rental and built through the comprehensive permit process, all units count towards the SHI. (Thus, there are actually fewer deed-restricted units.)

Another 25 units include two ownership units as part of the *Ocean Watch* development, and 24 *group home units* operated by the Department of Developmental Services (DDS) and Department of Mental Health (DMH). Each DDS or DMH SHI unit represents a bedroom in a group home.

Senior Residences at the Machon were recently added to the SHI, involving the redevelopment of the Machon Elementary School by B'nai B'rith Housing with property management conducted by Peabody Properties. The property had been vacant since 2007 and included a large masonry building built in 1920 as well as an addition that was built in the 1960s. The 1920 building and the replacement of the one-story 1960s addition were converted to 38 one-bedroom affordable units for seniors. Financing included Low Income Housing Tax Credits, HOME Program, and state Affordable Housing Trust Fund. Of the total 38 units, 30 are targeted to those with incomes at or below 60% AMI with eight units supported by project-based rental assistance (Section 8 and Massachusetts Rental Voucher Program) for those with incomes at or below 30% AMI.

The ZBA approved the project through a comprehensive permit in February 2020. It should be noted that the development includes a part-times Residential Services Coordinator who will help the residents create a sense of community and access important support and services. This is included as a priority housing need in this Housing Production Plan.

The SHA also administers seven Massachusetts Rental Voucher Program (MRVP) rental subsidies that fill the gap between a qualifying household's income and the HUD Fair Market Rent (FMR). These units cannot be included on the SHI but provide much-needed financial support to low-income renters.

Table III-29: Swampscott's Subsidized Housing Inventory (SHI)

Project Name	# SHI Units	Project Type/ Subsidizing Agency	Use of a 40B Permit	Affordability Expiration Date
Cherry Street*	36	DHCD/Rental	No	Perpetuity
Duncan Terrace*	40	DHCD/Rental	No	Perpetuity
Doherty Circle/Burrill St.*	44	DHCD/Rental	No	Perpetuity
Ryan Place	8	DHCD/Rental	No	Perpetuity
Bertram House	59	MassHousing/Rental	Yes	7/1/38
Ocean Watch	2	MassHousing/Ownership	Yes	Perpetuity
DDS Group Homes	19	DDS/Special Needs Rentals	No	NA
DMH Group Homes	5	DMH/Special Needs Rentals	No	NA
Senior Residences at the Machon	38	DHCD/Rental	Yes	Perpetuity
Total	251	249 rental units 2 ownership units	99 units with 40B permit	191 units affordable in perpetuity

Source: Massachusetts Department of Housing and Community Development, March 22, 2022.

* Swampscott Housing Authority (SHA) units

Pipeline of Potential Units

There are other projects that are nearing completion or in the planning or conceptual stages that might also include affordable housing including:

- *Elm Place*

WinnDevelopment is planning a 120-unit, mixed-income rental project adjacent to the commuter rail station that was scaled-back from an initial proposal of 128 units. Table III-30 includes the breakdown of incomes for the project with 41% to be affordable and the remaining 59% as middle-income or market units. Because this project will be permitted through the “friendly 40B” comprehensive permit process under the state Local Initiative Program (LIP), all units will qualify for inclusion in the SHI. Unit sizes include 7 studios, 77 one-bedroom units, 24 two-bedrooms, and 12 with three bedrooms. Financing includes the Low Income Housing Tax Credit and other sources that enables the project to reach lower-income households at 60% and 30% AMI, which this Housing Needs Assessment identifies as a population with the greatest housing needs.

Table III-30: Mixed-Income Breakdown for Elm Place

Income Range	# Units	% Units	Income Limit (2-Person Households)*
Market Units	43	36%	--
Middle/Workforce Units @ 120% AMI	16	13%	\$128,880
Moderate-income Units @ 80% AMI	12	10%	\$80,850
LIHTC @ 60% AMI	34	28%	\$64,440
LIHTC @ 30% AMI	15	13%	\$32,200
Total	120	100%	--

Source: WinnDevelopment Presentation, July 13, 2021. *2021 HUD income limits.

- *Pine Street*

A 20-unit rental development on Pine Street was proposed, which included two affordable units. This development was permitted, but the property was subsequently sold. The new owner will likely develop the property as permitted although no permits have been issued thus far.

- *Hadley Elementary School*

The Town has appointed an advisory committee to explore reuse opportunities for the Hadley Elementary School. The conversion to affordable housing will be part of these discussions.

- *Potential Improvement and Expansion of SHA Properties*

The SHA is exploring state financing options to support much-needed improvements to its aging properties and potential expansion of new subsidized rental units.

- *Others?*

E. Priority Housing Needs

As the above affordability analysis indicates, gaps remain between what many residents can afford and the housing that is available. In fact, the current housing market is for the most part off-limits to low- and moderate-income households.

It is unlikely that if the Town reached the 10% affordability threshold under Chapter 40B, the affordable housing that is produced would be sufficient to meet existing need and demand, much less potential future needs, based on the following indicators:

- The 2020 census estimates suggest that 2,457 households or 40.5% of all Swampscott's households were living in housing that is by common definition beyond their means and unaffordable as they were spending more than 30% of their income on housing costs.
- Special tabulations of data compiled by HUD, based on the five-year period from 2014 to 2018, indicate that of the 1,492 households with incomes at or below 80% of area median income, 997 or two-thirds were overspending including 582 or 39% spending more than half their income on housing costs (364 renters and 337 homeowners).
- The 2020 census estimates identified 1,581 residents as claiming a disability, representing 10.5% of Swampscott's population. This included 950 seniors, or about one-third of those 65 years of age or older. As Baby Boomers continue to age, the number of those with special needs will climb.
- According to 2020 census estimates, there were 739 individuals who were living below the poverty level, representing 4.9% of all residents.
- The Swampscott Housing Authority has extensive wait lists with more than 8,000 applicants with very little turnover, particularly for family rental units and those directed to the nonelderly disabled.

In regard to seniors, some Baby Boomers are looking to downsize in the community but are finding very limited housing that is appropriate for their current lifestyles, that are accessible based on growing needs for home modifications, and are also affordable. Most want to remain in their homes but find it increasingly difficult to negotiate stairs to their bedrooms and baths. Additionally, some parents of existing residents are looking to move into the area to be closer to their families. This pent-up demand is not finding the housing that it needs.

There is therefore a sizable population of those who are seniors, have special needs, and/or have low or even moderate incomes who have significantly reduced capacity to secure decent, safe and affordable housing in Swampscott. A broader range of housing options is required to meet these varied needs including more subsidized rental housing, more first-time homeownership opportunities, and greater housing choices for those with special needs as summarized below.

Rental housing is the first priority

The Town of Swampscott has a substantial need for rental housing based on the data summarized in this Housing Needs Assessment. The redevelopment of The Residences at the Machon School, new units at Elm Place, as well as potential new funding to improve and expand Swampscott Housing Authority (SHA) units address some of this need.

Existing private-market rentals are becoming increasingly out of reach for local residents. For example, to afford an estimated \$2,200 rent of a typical two-bedroom unit, a household should earn about \$96,000, assuming average utility costs of \$200 per month and spending no more than 30% of income on housing-related costs. Consequently, it is not surprising that so many renters are spending far too much for their housing as 53% of all renter households, or 616 households, were spending more than 30% of their income on housing expenses with 364 or 31% spending more than half of their income on these costs. More subsidized rental housing is required.

Most new units produced will be rentals based on the above indicators of need as well as the following considerations:

- Target the needs of the community's most vulnerable residents with very limited financial means as rental housing is typically more affordable and requires less up-front cash.
- Promote greater housing diversity as more housing options are necessary to meet the needs of those who are priced out of the housing market including people who grew up in Swampscott and want to raise their own families locally as well as empty nesters for example.
- Offer greater local control over affordable housing development as all units in a Chapter 40B rental development count towards the Town's 10% affordability goal and annual housing production goals as opposed to only the actual affordable units in homeownership developments. Meeting these goals will enable the Town to obtain a safe harbor against what it might consider to be inappropriate 40B applications that do not address local housing needs.
- Leverage other funds as state and federal resources are almost exclusively directed to rental housing development, family rentals in particular. Because of the leveraging potential, rental housing can typically be built at a larger scale.
- Invest local subsidy funds in support of greater numbers of households/occupants over time as rentals turnover more regularly than ownership units.
- Provide more appropriately sized units for increasing numbers of smaller households.
- Provide opportunities for some seniors who are "over-housed" and spending far too much of their fixed incomes on housing to relocate to more affordable and less isolated settings, opening up their homes to families requiring more space.
- Enhance the ability to qualify occupants for housing subsidies as state requirements for including units on the SHI make it very difficult for long-term homeowners to be eligible for subsidized or assisted housing based on asset limitations.
- Provide opportunities for mixed-income housing where several different income tiers can be accommodated within the same project, particularly for the lower income ranges.
- Address some of the pent-up demand for subsidized rentals as demonstrated by more than 8,000 applicants on the Swampscott Housing Authority waitlist.
- Address recent state Guidelines for rezoning areas near transit for by-right, multi-family housing development.

Homeownership Needs

In addition to rental housing, there remains a need and demand for new homeownership opportunities for income-eligible, first-time homebuyers. While mortgage interest rates have remained low over the recent past, making housing more affordable, other challenges have widened housing affordability gaps including more stringent lending requirements, rising prices, and large up-front cash requirements for financing; all making homeownership extremely challenging for those without equity in a former home or

substantial savings. Swampscott should also invest in ways to make living in town more affordable for young families which would ultimately contribute to the social and economic diversity and vitality of the community. Some towns are implementing first-time homebuyer initiatives, and the state is also providing mortgage financing for affordable new ownership.¹⁶

It should also be noted that an estimated 24% of all owner households, or 1,040 such households, were spending more than 30% of their income on housing; and of these, 337 or 7.8% had severe cost burdens as they were paying more than half of their income on housing costs. While state requirements with respect to asset limits make it very difficult to provide assistance to long-term owners with substantial home equity, there are other measures that the Town could take to reduce their cost burdens including some tax relief, assistance for making health and safety improvements, or producing alternative housing models that are more affordable, appropriate, and accessible for older adults.

Special Needs Housing

As mentioned above, 1,581 residents or 10.5% of Swampscott's population claimed a disability. Moreover, the Swampscott Housing Authority's wait list for its senior housing developments had 1,154 applicants interested in handicapped-accessible units. While Swampscott has 24 units in group homes for Department of Developmental Services (DDS) and Department of Mental Health (DMH) clients, as well as eight units as part of SHA's Ryan Place, more housing that is directed to serving the special needs of the disabled are required.

Moreover, as the Baby Boomers continue to age, they will experience increasing challenges in affording to remain in the community and in finding housing that is accessible. It will be important to incorporate support services into new development for seniors to help them live independently and remain connected to the community, as is being done through a part-time Residential Services Coordinator at The Residences at Machon. The Town currently has only two assisted living facilities, one at Bertram House that includes some affordable units, and another as part of the Residences at Vinnin Square which is cost-prohibitive for most Swampscott seniors.

In preparing the Community Needs Assessment, the Swampscott for Initiative conducted a survey that provided some insights into housing needs. For example,

Respondents to a survey conducted by the Swampscott for All Ages Initiative indicated that their biggest concerns for being able to stay in Swampscott as they get older include the cost of housing and associated taxes.

15% of homeowners and 34% of renters reported to be economically insecure and struggling financially. Survey participants were also asked what housing they would prefer if they needed to move from their current residence. Those between age 60 and 79 preferred apartments, condos, or townhomes while those 80 and older reported a preference for a senior independent living community. In response to the "other" category, most respondents indicated that if they needed to move, they would unlikely

remain in Swampscott due to high housing costs and lack of supportive, age-appropriate housing.

¹⁶ Up to 70% of the affordable units available at initial occupancy in many affordable housing developments can typically be reserved for those who live or work in the community, referred to as local preference units.

Existing Housing Condition Needs

About half of Swampscott's housing stock was built prior to World War II with 79% built before 1980. Such older units are more likely to have traces of lead-based paint that pose safety hazards to children, as well as problems concerning aging system and structural conditions. Programs that continue to support necessary home improvements, including de-leading, modifications for the physically disabled, and historic restorations should be promoted for units occupied by low- and moderate-income households, particularly the elderly living on fixed incomes. They should also include investor-owned properties tenanted by qualifying low and moderate-income households.

Summary Housing Needs

Table III-31 presents targeted affordable housing development goals based on priority housing needs over the next five years. The total figure of 160 units is based on the annual housing production goal of 32 units.

As noted in the opening parts of this section, given a list of considerations, rental housing should be the Town's top priority. This table suggests a breakdown of 90% to 10% of rental to homeownership units or 144 to 16 affordable units, respectively.

There is only one homeownership project included on the SHI, Ocean Watch with two affordable units, and it is likely that additional ownership development will occur on a small scale as well, particularly given very limited housing subsidies to fill affordability gaps. Units for those with incomes between 80% and 100% AMI might also be considered for those who do not meet state affordability requirements but are still priced out of the housing market. CPA funding could apply and any internal subsidies from market units might also help in promoting project feasibility. Nevertheless, any units for those above the 80% AMI threshold would not qualify for inclusion in the SHI.

Rental projects can involve some significant scale and reach households earning at or below 50%-60% AMI, also with some potential inclusion of units for households with incomes of less than 30% AMI, as was done through The Residences at Machon School and Elm Place. This is accomplished through a mix of state and local financing, including the Low Income Housing Tax Credit Program, to produce higher numbers of units towards meeting housing goals.

These priorities also address another priority housing need related to providing barrier-free units and supportive services where feasible, representing at least 20% of the one-bedroom units and 10% of the two- and three-bedroom units.

Table III-31: Summary of Priority Housing Needs and Targeted Development Goals

Rental Units	Seniors + Single Persons/ One Bedroom Units @ 40%	Small Families/ 2 Bedrooms @ 50%	Large Families/ 3+ Bedrooms @ 10%	Total 5-Year Goal
Rental @ 90%	58	72	14	144
Ownership Units	Seniors + Single Persons/ One Bedroom Units @ 25%	Small Families/ 2 Bedrooms @ 25%	Large Families/ 3+ Bedrooms @ 50%	Total/5-Year Goals
Ownership @ 10%	4	4	8	16
<i>Total</i>	<i>62</i>	<i>76</i>	<i>22</i>	<i>160</i>
Special Needs* (% of total units)	(12)	(8)	(2)	(22)

Source: Karen Sunnarborg Consulting * Represents at least 10% of all units created in family housing and 20% in senior and single-person housing. For example, of the total 60 projected total one-bedroom units produced, largely directed to seniors, individuals, or those with disabilities, at least 20% or 12 would include handicapped accessibility and/or supportive services.

IV. CHALLENGES TO PRODUCING AFFORDABLE HOUSING

It will be a great challenge for the Town of Swampscott to create enough affordable housing units to meet the state's 10% affordable housing standard, production goals, and local needs, particularly in light of current constraints to new development. In addition to describing these challenges, this Plan highlights remediation measures to be taken to help resolve barriers.

Limited Developable Land

An analysis of Swampscott's existing land use patterns shows that the majority of town land (excluding open space and school properties) is developed as single and two-family residential, with small pockets of multi-family residential, particularly in and around the Vinnin Square area and along Burrill and Humphrey Streets. Table IV-1 shows the distribution of land uses in the community demonstrating the predominance of residential zoning at low densities.

Table IV-1: Swampscott Land Use Distribution

Land Use Category	Total Acres	%
Residential Uses	1071	54%
<i>Single Family Residential</i>	903.2	45.4%
<i>Two- and Three- Family Residential</i>	76.0	3.8%
<i>Condominium</i>	76.7	3.9%
<i>Multi-family Residential</i>	8.9	0.5%
Commercial Uses	70	4%
<i>Mixed Use/Residential</i>	4.4	0.2%
<i>Commercial/Retail</i>	55.0	2.8%
<i>Office</i>	6.7	0.3%
<i>Mixed Use/Commercial</i>	3.7	0.2%
Industrial Uses	113	6%
<i>Light Industrial</i>	4.3	0.2%
<i>Industrial</i>	108.8	5.5%
Open Space	149	8%
<i>Open Space and Recreational</i>	148.6	7.5%
Transportation	264	13%
<i>Right of Ways</i>	264.3	13.3%
Institutional/Exempt	217	11%
<i>Exempt - Public</i>	188.3	9.5%
<i>Exempt - Institutional</i>	28.3	1.7%
Vacant	89	5%
<i>Vacant – Developable Residential</i>	18.9	1.0
<i>Vacant – Developable Commercial</i>	0.4	0.0%
<i>Vacant – Undevelopable Residential</i>	68.1	3.4%
<i>Vacant – Undevelopable Commercial</i>	1.7	0.1%

Source: MassGIS and MAPC

A closer look at the potential for additional housing development indicates that there is very limited available developable land in Swampscott. According to Mass GIS (L3 parcel file), there are only 19 acres of developable residential land left in Swampscott (1% of total land area), mostly on scattered sites. Thus, the majority of new residential development would have to be redevelopment of underutilized parcels. Redevelopment can be more expensive given the costs for preservation, rehabilitation, demolition or other expenses.

Figures IV-1 through IV-4 present maps that illustrate natural resource related development constraints including wetland resources, habitat, protected open space, flood hazards, and topography that further limit development.

*Mitigation Measures: This Housing Plan presents strategies that will promote redevelopment in appropriate locations where there is greater opportunity for residents to live close to goods and services and be less reliant on the automobile. It also focuses on efforts to preserve existing housing which is particularly important in a community like Swampscott with an older and historic housing stock and includes the promotion of Accessory Dwelling Units (ADUs) that can provide many benefits. Moreover, new development will largely rely on infill parcels where some smaller-scale housing can fit into existing neighborhoods, responding to the missing middle concept of housing development.*¹⁷

¹⁷ The New Urbanism movement has focused on developing housing types that restore the ‘missing middle’ – row houses, duplexes, apartment courts, and other small to midsize housing designed at a scale and density compatible with single-family residential neighborhoods.” This missing middle concept is adaptable to a wide range of housing types including:

- Small pocket neighborhoods
- Accessory Dwelling Units (ADUs)
- A cluster of townhouses
- Group homes
- House sharing/lodging opportunities
- Redevelopment of vacant lots.
- Redevelopment of underutilized properties, potentially assembling adjacent site.
- Adaptive reuse of existing nonresidential properties in the neighborhood, converting them to residential uses

Figure IV-1: Development Constraints

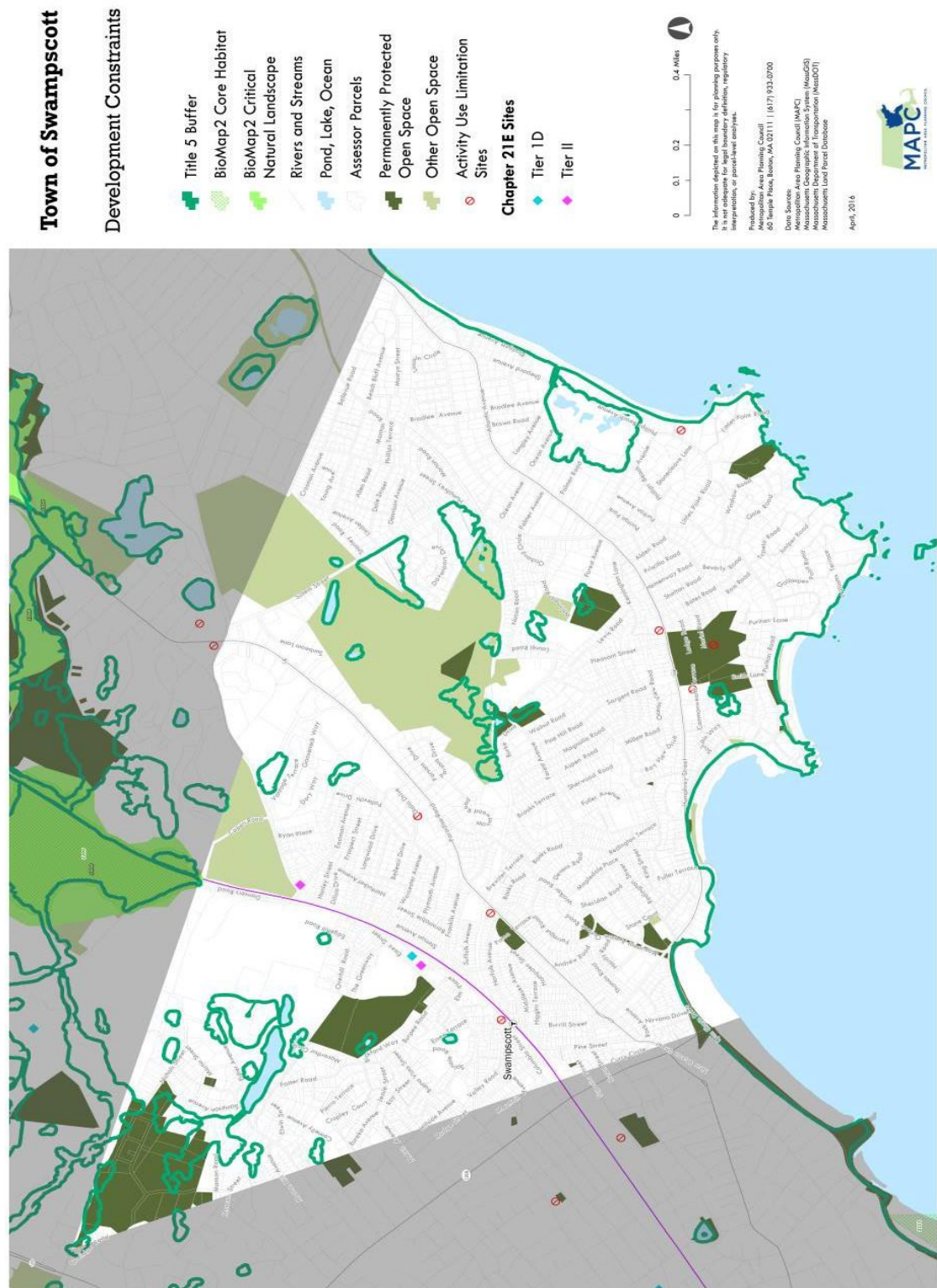


Figure IV-2: Wetlands and Protected Open Space

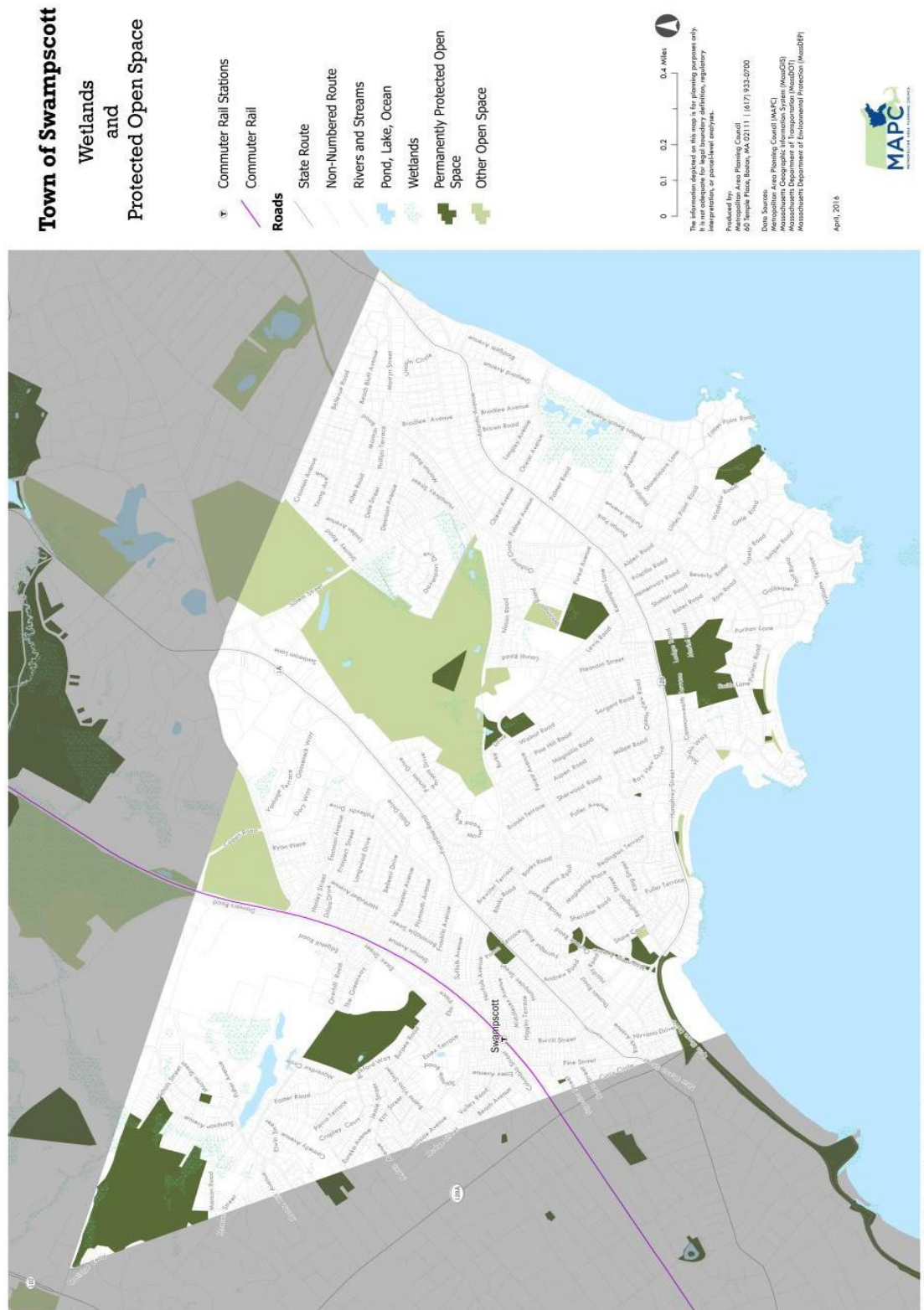


Figure IV-3: Flood Hazards

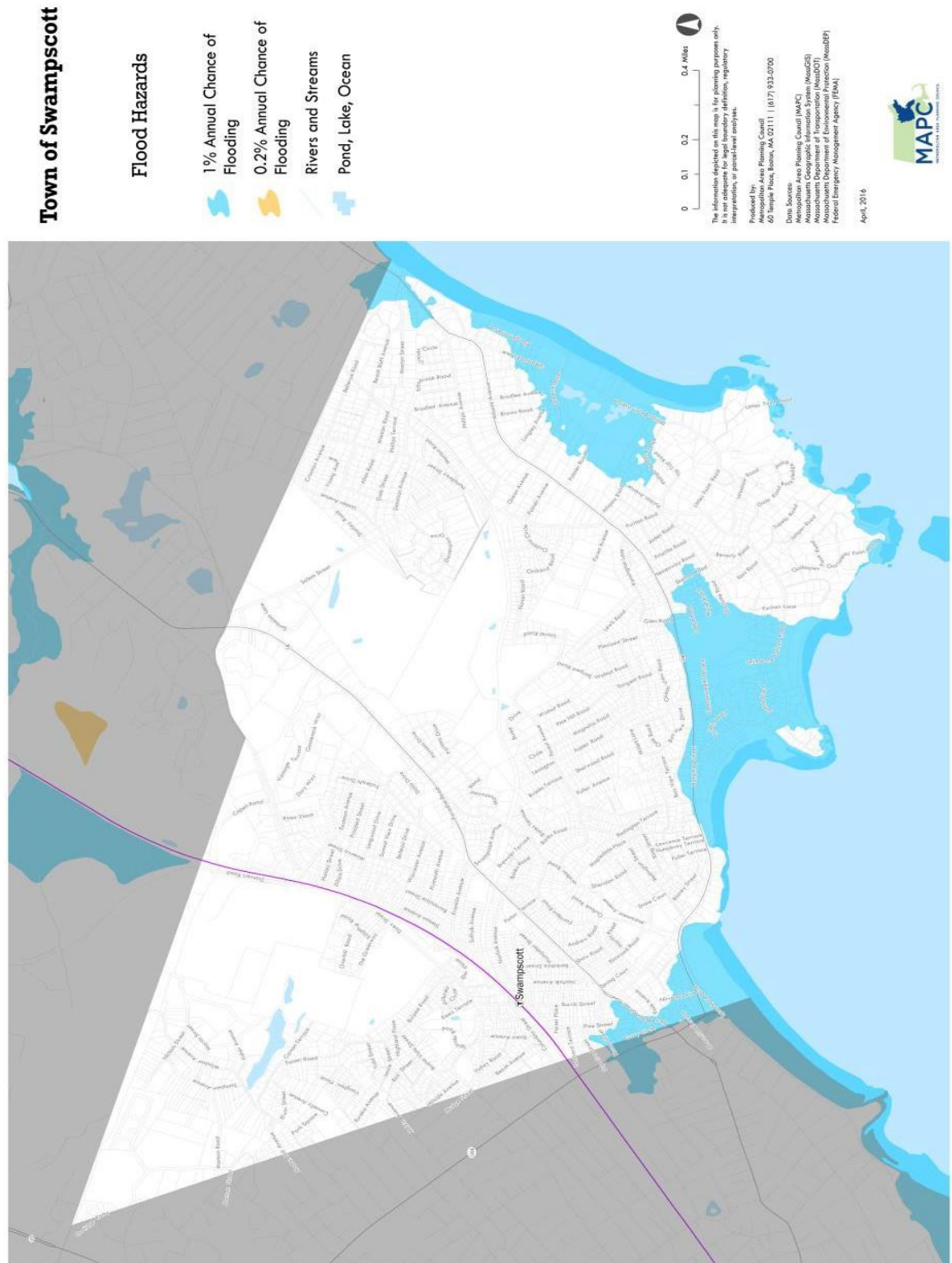
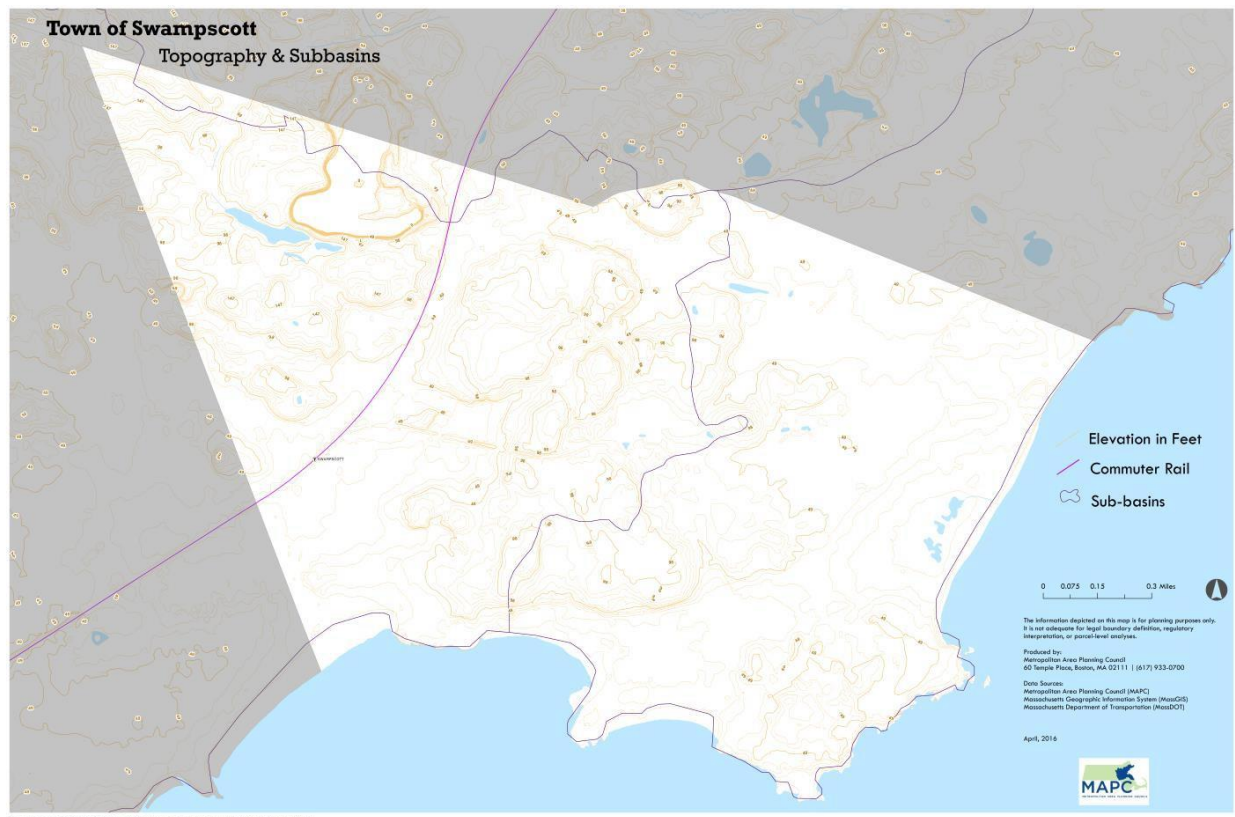


Figure IV-4: Topography

Municipal Infrastructure Constraints (School Capacity, Water/Sewer Capacity)

Swampscott Schools

Swampscott has three elementary schools, one middle school, and one high school. The Swampscott High School was completed in 2007, and the former high school is now used as the Middle School. There have been some concerns in the past about the future of the elementary schools. During 2014, the School Committee explored the consolidation of grades 1-4 into a single new school. This school was proposed for the site adjacent to the Middle School and would have had a capacity of 635 students. This proposal did not pass at Special Town Meeting in October 2014 and was rejected by voters in November 2014. Since then, alternatives have not been developed. **How does the Machon School fit into this?**

Student enrollment in the Swampscott School District demonstrates consistent declines that do not suggest school capacity problems in the near future. Swampscott schools had a peak enrollment in the 2006-2007 school year with 2,435 students.¹⁸ Since then, enrollment has been steadily declining to a total student enrollment of 2,132 in the 2020-2021 school year. This decrease reflects some declines in school-age children as there were 2,495 residents age five to 19 according to 2020 census data, down from 2,649 in 2010. It likely also reflects the growing affluence of some residents who choose to send their children to private schools in the area.

Additionally, as highlighted earlier in this document, the majority of residential development has been

¹⁸ Note that Nahant high school students attend school in Swampscott.

one- and two-bedroom apartments in multi-family properties, which primarily attract smaller households including downsizing seniors and professionals without children.

Mitigation Measures: Any discussion of future development often triggers concerns about school capacity issues. Given declining public school enrollments, it is unlikely that schools will be unduly affected by capacity pressures on existing schools. Are there problems with physical school conditions?

Water and Sewer

Swampscott's water is supplied by the Massachusetts Water Resources Authority (MWRA) through a sixteen-inch water main on New Ocean Street. Swampscott's sewer treatment is handled by a regional plant in Lynn that serves Swampscott, Lynn, Nahant, and Saugus. The Town's Water and Sewer divisions have conducted water quality projects including the design and construction of new water mains, town-wide backflow testing, a drainage study, and environmental cleanup projects. Although not a capacity issue, the Department of Public Works (DPW) has been addressing a Federal Consent Decree from the Environmental Protection Agency (EPA) to eliminate flows of stormwater runoff pollutants into the ocean.

Mitigation Measures: The Town has prepared a Stormwater Management Plan that includes (1) a public education program in order to affect public behavior causing stormwater pollution, (2) an opportunity for the public to participate and provide comments on the stormwater program, (3) a program to effectively find and eliminate illicit discharges within the MS4, (4) a program to effectively control construction site stormwater discharges to the MS4, (5) a program to ensure that stormwater from development projects entering the MS4 is adequately controlled by the construction of stormwater controls, and (6) a good housekeeping program to ensure that stormwater pollution sources on municipal properties and from municipal operations are minimized.

The Town has undertaken significant work to update its stormwater infrastructure through a targeted IDDE Program. Since 2016, Swampscott has prioritized infrastructure improvements in the Stacey's Brook catchment area, and is now working to expand beyond Stacey's Brook and into other areas of the Town.

Zoning Constraints

There are significant barriers to developing affordable housing given that larger multi-family structures are prohibited in over 91.5% of Town.

Zoning by-laws regulate the type and location of development within a community. As shown in Table IV-2, the vast majority of land in Swampscott is zoned for residential uses (85%) in three residential districts – A-1, A-2 and A-3. The A-1 and A-2 districts, which in combination comprise over 70% of total land area, only allow single-family development.

Table IV-2: Land Distribution by Zoning District

Zoning	Acres	Percent
A-1	315.43	19%
A-2	874.36	53%
A-3	206.87	13%
B-1	25.79	2%
B-2	12.76	1%
B-3	101.83	6%
I	108.05	7%
PDD	4.96	0%
TOTAL	1650.05	100%

As summarized in Table IV-3, the development of two- or more-unit dwellings is very limited. The A-3 district allows for single- and two-family development as of right, but requires a Special Permit for multi-family dwellings under eight units in size. Multi-family structures with more than eight units are not allowed in this district, even by Special Permit.

Multi-family development is allowed, however, in all three of Swampscott's Business zoning districts – B-1, B-2, and B-3 – but only by Special Permit and within the Humphrey Street Overlay District. This accounts for approximately 9% of total land area in town. Multi-family housing is also allowed as-of-right in the Vinnin Square Smart Growth Overlay District. (See Requirements for Affordable Housing section below.)

Table IV-3: Residential Use Table

	A-1	A-2	A-3	B-1	B-2	B-3	I	Humphrey St. Overlay⁴
Single-family dwelling	Y	Y	Y	SP	N	N	N	A-3: Y B-1: SP
Two-family dwelling	N	N	Y	SP	N	N	N	A-3: Y B-1: SP
Multi-family dwelling of 3 or more units	N	N	SP	SP	SP	SP	N	C-
Multi-family dwelling containing not more than 8 dwelling units	N	N	SP	SP	SP	SP	N	SP (< 6 units)
Multi-family dwelling containing more than 8 dwelling units	N	N	N	SP	SP	SP	N	SP (> 6 units)
Mixed-Use Residential – up to 10 units and 20,000 s.f. of non-residential gross floor area	N	N	N	N	N	N	N	SP
Accessory Apartment	SP	SP	SP	SP	SP	SP	N	SP

Assisted Living Facility or Independent Living Facility	SP	SP	SP	N	N	N	N	A-3: SP B-1: N
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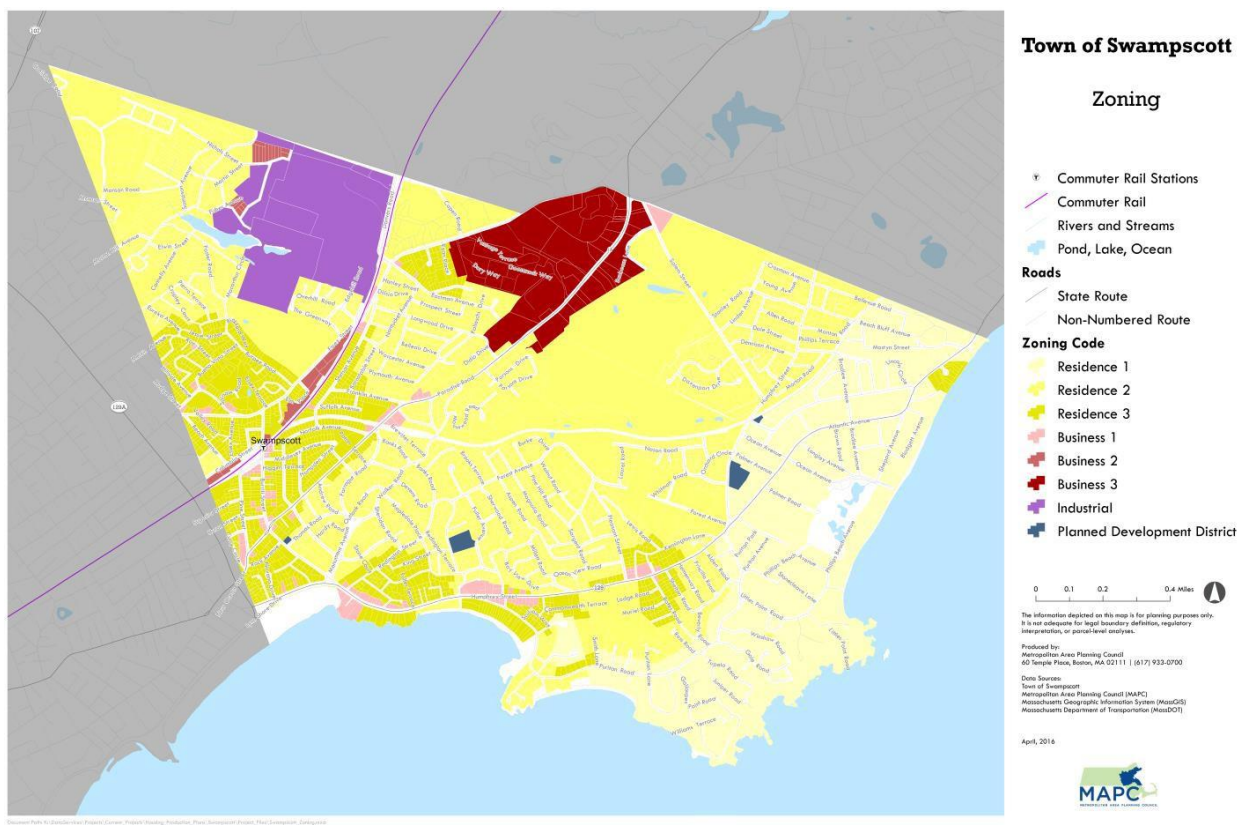
Source: Swampscott Zoning By-law

Section 5.11 of the Zoning By-law contains the standards and requirements for the approval of accessory apartments. They are allowed by Special Permit in all districts except the Industrial district if it is within a single-family dwelling (not within a detached accessory building). The by-law includes design standards for accessory apartments such as the location of entrances on the side or rear of the structure, limiting the size of the apartment to more than 800 square feet, and that the utilities cannot be separate from that of the primary dwelling unit. A use restriction in the deed is required and the new owner needs to re-apply for the Special Permit.

Parking Requirements

Residential parking requirements are relatively low for a suburban municipality with a maximum of 1.5 parking spaces per residential unit. Interestingly, single-family homes require less off-street parking (1 space) than multi-family (1.5 spaces). The Vinnin Square 40R Smart Growth Zoning District requires the most parking at two spaces for every unit. Furthermore, the parking for multi-family development does not take into account the number of bedrooms. Thus, a one-bedroom apartment requires 1.5 spaces, the same as a three-bedroom unit (or two if in the SG Vinnin Square district). Parking for multi-family residential developments should instead be correlated to the number of bedrooms. For example, a one-bedroom could require one space, whereas two- and three-bedroom units could require 1.5 spaces.

Figure IV-5: Zoning Map



Requirements for Affordable Housing

Swampscott's zoning by-law includes inclusionary zoning provisions in Section 4.8.0.0 that require 10% of units in projects of ten or more units to be affordable and eligible for inclusion in the Subsidized Housing Inventory (SHI). Affordability requirements are also mandated as part of the Chapter 40R Smart Growth Overlay District in Vinnin Square. Within the Vinnin Square 40R Smart Growth District, 20% of total units must be affordable and eligible for inclusion in the Subsidized Housing Inventory (25% for rental units), and 25% of those units are limited to occupancy by elderly persons and/or by those with disabilities. The Greenwood Planned Development District also includes a requirement that at least 15% of the units be affordable.

Humphrey Street Overlay District

The Humphrey Street Overlay District (HSOD) encourages a mix of uses along a portion of Humphrey Street to promote pedestrian-oriented compact development, protect and enhance historical and cultural resources, and connect the district to the waterfront. The Overlay District allows for multi-family and mixed-use development (up to ten residential units), but requires a Humphrey Street Design Review approval process by the Planning Board, and/or a Site Plan Special Permit approval by the Planning Board, and in some cases requires a Special Permit from the Zoning Board of Appeals.

Mitigation Measure: This Housing Production Plan recommends a number of zoning changes that will better promote housing affordability and diversity as described under Section VI.A.

Limited Public Transportation

Swampscott has a commuter rail station located at Burrill Street and Railroad Avenue as part of the Newburyport/Rockport line. Nevertheless, residents point out that Swampscott's transportation pattern is largely based on one road in, one road out along ? Avenue with some limited bus services.

Mitigation Measures: This Housing Plan recommends a number of approaches to reducing resident reliance on the automobile including complying with the MBTA Communities Guidelines under Section 3A of the Zoning Act and adopting a new Chapter 40R Smart Growth Overlay District.

Community Perceptions

Residents in most communities are concerned about the impacts that any new development will have on local services, the environment, and quality of life. Despite the general opinion that the entire Greater Boston region is in need of more housing, some residents may also have negative impressions of what more affordable housing will mean in the community. Therefore, local opposition to new affordable developments is more the norm than the exception, and there has been vocal opposition to land use reforms and affordable housing in Swampscott in the past.

On the other hand, more people are recognizing that the new kindergarten teacher, their grown children, or an elderly neighbor may not be able to afford to live or remain in the community. Greater support also comes from the awareness that up to 70% of affordable units in any particular development can, with state approval, be set-aside for those who live or work in town or have a child attending local schools. This understanding of the benefits of affordable housing is continuing to spur communities such as Swampscott to support affordable housing initiatives.

Mitigation Measures: Swampscott proposes the continuation of an ongoing community outreach and education to better inform local leaders and residents on the issue of affordable housing to provide up-to-date information on new opportunities and to garner political support (see details on this in strategy

Draft 11-8-22

VI.C.1).

V. ANNUAL HOUSING PRODUCTION GOALS

The Massachusetts Department of Housing and Community Development (DHCD) administers the Housing Production Program that is meant to provide municipalities with greater local control over housing development. Under these Program requirements, cities and towns are required to prepare and adopt a Housing Plan that demonstrates the production of an increase of 0.50% over one year or 1.0% over two-years of its year-round housing stock eligible for inclusion in the Subsidized Housing Inventory (SHI).¹⁹

If DHCD certifies that the locality has complied with its annual goals or that it met two-year goals, the Town could, through its Zoning Board of Appeals, potentially deny what it considers inappropriate comprehensive permit applications for one or two-years, respectively.²⁰ These housing goals translate into an annual goal of at least 32 affordable units or 64 units for two years based on the 2020 year-round housing unit total of 6,362 units, a daunting challenge.²¹

Using the strategies and housing objectives summarized under Section V and priority needs established in Section III, the Town of Swampscott has developed a Housing Production Program to chart affordable housing activity over the next five (5) years. The projected goals are best guesses at this time, and there is likely to be a great deal of fluidity in these estimates from year to year.

¹⁹ Massachusetts General Law Chapter 40B, 760 CMR 31.07 (1)(i).

²⁰ Massachusetts General Law Chapter 40B, 760 CMR 56.00.

²¹ It should be noted that all units in Chapter 40B rental developments count as part of annual production goals and the 10% state goal as opposed to only 25% for homeownership projects.

Table V-1: Swampscott Housing Production Goals

Strategies by Year and Tenure	Affordable Units < 80% AMI*	Market Units or Ineligible SHI Units	Total # Units
Year 1 – 2023			
Private property development at Pine Street /inclusionary zoning (rental)	2	18	20
Accessory Dwelling Units	0	2	2
Nothing else in pipeline			
<i>Subtotal</i>	2	20	22
Year 2 – 2024			
Private property development/"friendly 40B" (rental)	32	(24)	32
Accessory Dwelling Units	0	3	3
<i>Subtotal</i>	32	27 with 24 SHI units	35
Year 3 – 2025			
Public property development/"Friendly 40B"/ Hadley School (rental)	30	0	30
Private property development/special needs group home (rental)	5	0	5
Accessory Dwelling Units	0	4	4
<i>Subtotal</i>	35	4	39
Year 4 – 2026			
Private property development/40R mixed-use development (rental)**	20	(15)	20
Private property development/"friendly 40B" (rental)	6	(2)	6
Private property development/MBTA Communities compliance (rental)	3	27	30
Private property infill development/ inclusionary zoning (condos/homeownership)	2	18	20
Private infill development/conversion of large house through "friendly 40B" or new zoning (condos/homeownership)	1	3	4
Accessory Dwelling Units	0	5	5
<i>Subtotal</i>	32	70 with 17 SHI units	85
Year 5 – 2027			
Public property development/SHA sites (rental)	30	0	30
Private infill development/"Friendly 40B"/ pocket neighborhood (homeownership)	2	6	8
Accessory Dwelling Units	0	5	5
<i>Subtotal</i>	32	11	43
Total	133	132 with 41 SHI units	224

* AMI = Area Median Income (see Table II-1 on page 10)

** All units in a Chapter 40B rental development are eligible for inclusion in the SHI even though only 20% (with

affordability at 50% AMI) or 25% (with affordability at 80% AMI) are required to be actually affordable.
Numbers in parentheses () represent market-rate units that are eligible for inclusion in the SHI.

VI. HOUSING STRATEGIES

The strategies included in this Housing Production Plan, as outlined below, are derived through a number of sources including the previous 2016 Housing Plan, an updated Housing Needs Assessment, a Community Housing Workshop, the Swampscott for All Ages Committee Community Needs Assessment, other local input, and the experience of other comparable localities in the area and throughout the Commonwealth. They also reflect the aspirational housing goals listed in Section II, the priority housing needs summarized at the end of Section III, and the quantitative housing production goals included in Section V.

The proposed strategies are grouped according to the type of action – Zoning Strategies, Housing Development and Preservation Strategies, and Building Local Capacity. They are also categorized according to priority. Those to be implemented within Years 1 and 2, where some immediate action is required, are identified as a higher priority than those within Years 3 to 5. A summary of these actions is included in Table I-1.

The strategies also reflect state requirements that ask communities to address all of the following major categories of strategies to the greatest extent applicable:²²

- *Identification of zoning districts or geographic areas in which the municipality proposes to modify current regulations for the purposes of creating affordable housing developments to meet its housing production goal;*
 - Comply with MBTA Communities Guidelines (strategy VI.A.1)
 - Adopt a new Chapter 40R district in the General Glover area (VI.A.2)
- *Identification of specific sites for which the municipality will encourage the filing of comprehensive permit projects;*
 - Allow a wider range of housing types (VI.A.4)
 - Continue to make suitable public property available for affordable housing (strategy VI.B.1)
- *Characteristics of proposed residential or mixed-use developments that would be preferred by the municipality;*
 - Allow a wider range of housing types that (VI.A.4)
 - Redevelopment of existing nonresidential structures
 - New development with some open space
 - More rental units for all segments of the population
 - Mixed-use development in appropriate locations to encourage pedestrian-friendly neighborhoods (“top of the shop” housing)
 - Conversion of existing housing to affordability
 - Accessory Apartments

²² Massachusetts General Law Chapter 40B, 760 CMR 56.03.4.

- *Municipally owned parcels for which the municipality commits to issue requests for proposals to develop affordable housing.*
 - Continue to make suitable public property available for affordable housing (see strategy VI.B.1)
- *Participation in regional collaborations addressing housing development*
 - Continued participation in the North Shore HOME Consortium (VI.B.1 and VI.B.2)

It will be important to also ensure that affordable units produced through this Plan get counted, to the greatest extent possible, as part of the Subsidized Housing Inventory (SHI), which is managed by the state's Department of Housing and Community Development (DHCD). The Town is fortunate to have professional support to not only ensure that all affordable units meet state, regional and local requirements, but to also implement and administer housing policies, programs and projects through its Office of Community Development.

It should be noted that another goal of this Plan is not only to strive to meet the state's 10% affordability threshold under Chapter 40B, but to also serve the range of local housing needs. Consequently, there are instances where housing initiatives might be promoted to meet these needs that will not necessarily result in the inclusion of units in the Subsidized Housing Inventory. Examples include, but are not limited to Accessory Dwelling Units (ADUs) and units included in developments that include income tiers above 80% of area median income that are not part of Chapter 40B rental projects.

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

A. Zoning Strategies

The State Economic Development Bill and Housing Choice legislation enacted in 2021 changed zoning approval requirements for housing-related amendments to zoning from a supermajority to a simple majority, making the passage of such new zoning somewhat less daunting.

Housing production is contingent not only on actual development projects but on the planning and regulatory tools that enable localities to make well informed decisions to strategically invest limited public and private resources and guide future development. To most effectively and efficiently execute the strategies included in this Plan and meet production goals, greater flexibility will be needed in the Town's Zoning By-law.

Despite provisions in Swampscott's Zoning By-law that are not conducive to affordable housing development, such as limits on multi-family housing development and other use and dimensional constraints, the Town has made significant progress in reforming local zoning through the passage of a number of by-laws or regulatory policies. These have included a Chapter 40R Smart Growth Overlay District, an Accessory Dwelling Unit ((ADU) by-law, and the Humphrey Street Overlay District for example.

1. Comply with MBTA Communities Guidelines

Timeframe: Years 1-2

Responsible Party: Planning Board

Background: The State, through the Department of Housing and Community Development, issued Draft Guidelines on December 15, 2021 for new requirements for complying with Massachusetts General Law, Chapter 40, Section 3A of the Zoning Act. The final MBTA Communities Guidelines were released on August 10, 2022.

A principle of DHCD’s guidelines is that MBTA communities benefit from having transit stations and should provide the opportunity for multi-family housing development around these assets. The required “unit capacity” is a percentage of the total existing housing units in the municipality, determined by the type of MBTA community. Section 3A identifies Swampscott as a commuter rail community with the requirement that the district(s) minimum unit capacity be at least 15% of the town’s total housing units or 954 units.

The purpose of Section 3A is to encourage the production of multi-family housing by requiring MBTA communities²³ to adopt zoning districts where multi-family housing is allowed as of right, and then meet other requirements set forth in the statute. These Guidelines require that an MBTA community have at least one zoning district of reasonable size that also includes the following provisions:

- Amend existing zoning within ½ mile of MBTA transit stations to accommodate multi-family housing at an average minimum density of 15 units per acre, which must be allowed by-right, not by Special Permit, though site plan review may be required.
- Zoning target areas are to be a minimum of 50 acres with at least one site of 25 contiguous acres within ½ mile of a transit station. Swampscott will have to rezone approximately 64 acres, however, to comply with Guidelines given the need to have an average minimum density of 15 units per acre, including the requirement that 20% of the acres be within ½ mile of transit. This translates into Swampscott’s multi-family zoning district including the ability to build 191 units within ½ mile of a commuter rail station.
- Zoning districts may allow mixed-use buildings that include both commercial and residential uses provided that the allowed density for housing units is at least 15 units per acre and the housing units are all allowed by-right, including stand-alone multi-family housing.
- Zoning cannot include age restrictions.
- Affordable housing mandate were initially limited to 10% of the units to be created unless such requirements were part of existing district zoning that predates January 2021. These requirements have recently been changed to enable communities to require higher affordability levels, but not more than 20%, provided the community can demonstrate to DHCD through a third-party feasibility study that a reasonable variety of multi-family housing types can be feasibly developed at the higher percentage. The changes also give communities the option of requiring a percentage of “workforce housing” units occupied by households with incomes of more than 80% AMI, once again with DHCD review of feasibility.
- Zoning districts cannot restrict the size of the units, number of bedrooms, size of the bedrooms, or the number of occupants.

²³ There are 175 identified MBTA communities including Swampscott.

An MBTA community that fails to comply with Section 3A will not be eligible for funds from a number of sources including the Housing Choice Initiative, the Local Capital Projects Fund and the MassWorks infrastructure program. The final Guidelines reference that determinations of compliance may also inform other state funding decisions regarding discretionary grant programs.

The Town has brought on a consultant from Harborlight Community Partners to provide guidance in its efforts to comply with the Guidelines. It has also applied to the state for technical assistance resources. **Any specifics on what you requested?**

Recommendations: The Town has preliminarily identified the Vinnin Street area for rezoning as part of compliance with Section 3A as it currently is the most liberally zoned area in the Town for multi-family development.

In November 2022, DHCD will have a Compliance Model Workbook available that will enable communities to calculate multi-family unit capacity and the overall density of particular areas to better inform district designation(s) and zoning changes. After receiving state technical assistance resources, the Town will use the Compliance Model to test various scenarios.

DHCD's Section 3A Guidelines allow an MBTA community to obtain "interim compliance" before it adopts a compliant zoning district by submitting an Action Plan that establishes an achievable path to zoning adoption. The Town will have to submit the Action Plan to DHCD by January 31, 2023, describing preliminary plans regarding potential rezoning opportunities and articulating a public engagement process. After that, the Town, largely through the Planning Board, will formally engage the community with information about new multi-family district requirements and possibilities, locate districts, and create the zoning text. DHCD staff will be available to provide technical assistance and respond to inquiries about whether a proposed district complies prior to the Town going to Town Meeting. Inquiries must be submitted to DHCD at least 90 days prior to any vote. Swampscott must adopt the zoning no later than December 31, 2024 to be in final compliance with Section 3A.

2. Adopt a Chapter 40R Smart Growth Overlay District at the General Glover Site

Timeframe: Years 3-5

Responsible Parties: Planning Board

Background: The Town approved a Chapter 40R Smart Growth Zoning District at its May 2014 Town Meeting as part of Section 4.6.0.0. of the Zoning By-law. The Overlay District includes an area of about 2.3 acres in the vicinity of Vinnin Square. The key components of 40R include:

- Allows local option to adopt Overlay Districts near transit, areas of concentrated development, commercial districts, rural village districts, and other suitable locations.
- Allows "as-of-right" residential development of minimum allowable densities.
- Provides that 20% of the units be affordable although most bylaws require at least 25% of the units be affordable in rental developments to enable all units to be counted as part of the SHI as is the case with Swampscott's by-law.
- Allows mixed-use and infill development.

- Provides two types of payments to municipalities (incentive payments based on the number of projected housing units) and density bonus payments of \$3,000 for each residential unit issued a building permit).
- Encourages open space and protects historic districts.

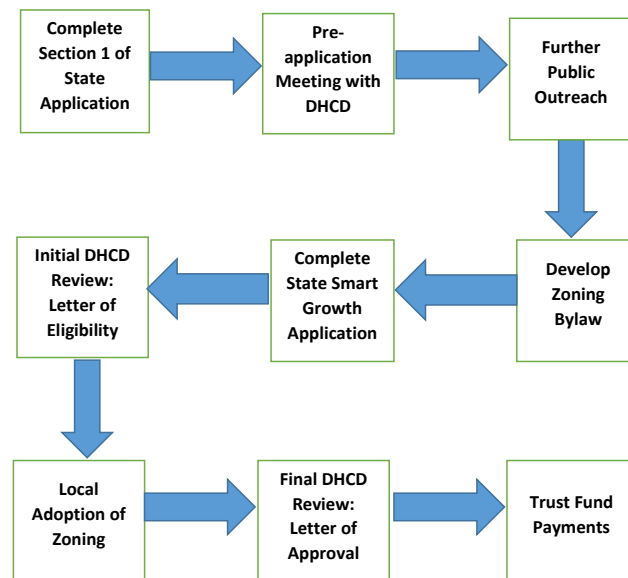
It should also be noted that additional benefits come with the adoption of 40R districts besides the payments noted above. For example, municipalities with 40R districts become more competitive for a wide range of state discretionary funds, including school and infrastructure financing. Additionally, the state has upheld some local decisions to deny Chapter 40B applications when the community has made progress in developing housing as part of its 40R district.

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

Recommendations: Because little progress has been made with respect to new development as part of the current 40R Overlay District (reasons?), and the Town is considering the former General Glover restaurant area as a more promising location for a new Chapter 40R District. This would enable the Town to take advantage of the development potential of the waterfront.

The Town should move ahead with the necessary process of establishing a Chapter 40R Smart Growth Overlay District as summarized in Figure VI-2. The Town has acquired a key waterfront property, and is negotiating with an owner of the General Glover restaurant property to promote mixed-uses and multi-family housing. The Overlay Zoning Districts will require approval by the Planning Board and Town Meeting although only simple majority approvals will be required given new state zoning provisions.

Figure VI-1: Approval Process for Chapter 40R Smart Growth Overlay Districts



3. Modify Accessory Apartment By-law

Timeframe: Years 3-5

Responsible Parties: Planning Board

Background: Section 511 of Swampscott's Zoning By-law allows Accessory Apartments, also known as Accessory Dwelling Units (ADUs) or in-law apartments, under Special Permit for the purposes of:

- Provide for flexibility within the existing zoning By-Law to afford an opportunity to accommodate additional living arrangements;
- Offer a plan for changing demographics and economic climate;
- Increase the supply of affordable housing;
- Provide housing options for extended family; and
- Ensure compliance of new and existing accessory apartments with building, safety, fire code standards and zoning provisions.

The by-law defines an Accessory Apartment or AA as “an area contained within an owner-occupied single-family dwelling unit that maintains internal access and circulation to the dwelling unit, restricted to not more than two (2) bedrooms and no more than three (3) occupants, consisting of provisions for bathing, cooking and sleeping. The inclusion of an AA within a single-family dwelling unit does not create a two-family dwelling. Furthermore, internal walls and doors, for purposes of privacy and additional means of access/egress are not precluded. The AA shall be ancillary/subordinate in size, location and function to the primary dwelling unit. An AA shall only be permitted within a single-family dwelling and not within a detached accessory building.”²⁴ As of ?, the Town had ? permitted AAs.

The AA must also meet the following requirements:

- Only one (1) AA may be created per lot.
- All new entrances shall be located on the side or rear of the structure, if proposed.
- The AA shall not have more than three (3) occupants.
- The AA shall not have separate or independent utilities, such as water, sewer and electricity, from the primary dwelling unit.
- An AA shall not exceed eight hundred (800) square feet.
- The owner(s) of the residence in which the AA is created must continue to occupy either the primary dwelling unit or the AA as their primary residence, except for bona fide temporary absences.
- The Board of Appeals shall have the discretion to review and require additional on-site parking. All parking requirements for the AA shall be provided on the property within existing designated parking areas.
- In order to provide adequate dwelling units for disabled and handicapped individuals, the Board of Appeals will allow reasonable deviation from the stated conditions where necessary to install features that facilitate access and mobility for disabled persons in addition to any requirements in accordance with the Mass. State Building Code and as exempt pursuant M.G.L. Chapter 40A, Section 3.
- To ensure continued compliance with owner-occupancy and other requirements by current as

²⁴ Swampscott Zoning By-law, Section 511.

well as by any subsequent owners, AA's permitted under this By-Law shall be subject to a Use Restriction to be recorded in the Essex Registry of Deeds and provided by the Inspector of Buildings

Recommendations: There has been considerable support throughout this planning process for better promoting Accessory Apartments, particularly during the Community Housing Workshop held in August 2022. In an effort to do so, the following modifications to the existing by-law are recommended:

- Allow Accessory Apartments by-right if they are located within the existing primary structure and meet the other requirements listed above.
- Consider allowing an AA in a detached structure by Special Permit.
- Given the time and costs involved in enforcement, consider changing the requirement of annual inspections of the Building Inspector to every three (3) years.
- Consider increasing the maximum size of the AA to better accommodate two bedrooms, perhaps to 950 square feet.

4. Allow a Wider Range of Housing Types in More Areas

Timeframe: Years 3-5

Responsible Parties: Planning Board

Background: As noted in Section IV, the development of two- or more-unit dwellings is very limited in Swampscott. The A-3 district allows for single- and two-family development as of right, but requires a Special Permit for multi-family dwellings under eight units in size. Multi-family structures with more than eight units are not allowed in this district, even by Special Permit.

Multi-family development is allowed, however, in all three of Swampscott's Business zoning districts – B-1, B-2, and B-3 – but only by Special Permit and within the Humphrey Street Overlay District. This accounts for approximately 9% of total land area in town. Multi-family housing is also allowed as-of-right in the Vinnin Square Smart Growth Overlay District.

Several areas have been identified through this planning process as having the potential for redevelopment that could include new multi-family housing opportunities including Humphrey Street, the Train Depot, some areas along the commuter rail line, and Vinnin Square. These areas are also identified as Growth Opportunity Areas in the Master Plan and the 2016 Housing Production Plan.

The Humphrey Street Overlay District (HSOD) encourages a mix of uses along a portion of Humphrey Street to promote pedestrian-oriented compact development, to protect and enhance historical and cultural resources, and to connect the district to the waterfront. This Overlay District allows for multi-family and mixed-use development (up to ten residential units), but requires a Humphrey Street Design Review approval process by the Planning Board, and/or a Site Plan Special Permit approval by the Planning Board, and in some cases requires a Special Permit from the Zoning Board of Appeals.

It is likely that the focus of complying with the state MBTA Communities Guidelines under Section 3A of the state Zoning Act will be targeted to the Vinnin Square area where some higher density housing is suitable.

The focus on the missing middle will enable the Town to promote greater infill development in existing neighborhoods and thus scatter housing throughout the community.

There are other opportunities to promote more scattered-site, infill housing in other areas of town. As reported by the Lincoln Institute of Land Policy, “Urban planners and public officials are focused on developing housing types that restore the ‘missing middle’ – row houses, duplexes, apartment courts, and other small to midsize housing designed at a scale and density

compatible with single-family residential neighborhoods.” The “missing middle” concept grew out of the New Urbanism movement “to inject more moderately-priced housing into residential neighborhoods, from shrinking or subdividing lots to adding accessory dwelling units (ADUs), to expanding legal occupancy in homes.”²⁵ It recommends housing types that “typically have small to medium-size footprints with a body width, depth, and height no larger than a single-family homes. These can blend into a neighborhood as compatible infill, encouraging a mix of socioeconomic households and making more effective use of transit and services.”²⁶



It is also worth noting that local preferences for new development have largely shifted to redevelopment instead of green-field development, making this concept of infill development in existing neighborhoods a higher priority.

Recommendations: This Housing Plan provides a number of recommendations to amend the Zoning By-law and encourage a broader range of housing types to meet a wide range of housing needs, including the integration of affordable housing. These recommendations have emerged as local preferences from this planning process, including:

- Redevelopment of existing nonresidential structures
- New development with some open space
- More rental units for all segments of the population
- Mixed-use development in appropriate locations to encourage pedestrian-friendly neighborhoods (“top of the shop” housing)
- Conversion of existing housing to affordability
- Accessory Apartments

Some of Swampscott’s existing by-laws might be revisited to determine whether changes might better incentivize the development of more diverse housing types that respond to the missing middle concept,

²⁵ McCormick, Kathleen, “Gentle Infill”, *Land Lines*, Lincoln Institute for Land Policy, July 2016.

²⁶ Ibid.

including some expansion of allowed density under certain conditions.

While Swampscott has attempted to promote more diverse housing types, such as through the Humphrey Street Overlay District and Chapter 40R District, further efforts to encourage greater housing diversity and affordability deserve exploration. Other housing types might include small-scale multi-family dwellings with shared circulation or that look like large homes, duplexes and even stacked duplexes, congregate living arrangements, single-family attached units, two-family homes in all residential zoning districts, buildings composed of single rooms/studios, etc. Modifications to zoning use restrictions could enable more of these housing types to be built in more areas.

At some point in the future, the Town should revisit design standards to ensure the character and aesthetics of developments are consistent with the desires of the community and quality redevelopment. It should also be noted that the “friendly” comprehensive permit process is a useful tool for approving worthwhile projects that do not meet all local regulations and thus can bypass the need for zoning amendments.

Additionally, a number of comments were raised about AirBnB’s during the planning process. Given the ability to obtain income from high-priced short-term rents, owners are attracted to such units that also involve much less wear and tear and inconvenience in comparison to permanent rental units. These units have not only attracted concerns from abutting owners about noise and parking problems, but also impact the supply of available year-round rental units, reducing the supply and driving up prices. They also potentially reduce the availability of affordable dwelling units for purchase. At some point in the future, the Town might review AirBnB restrictions that have been adopted in other communities for consideration in rezoning.

5. Consider Changes to the Inclusionary Zoning By-law

Timeframe: Years 3-5

Responsible Parties: Planning Board

Background: Swampscott’s zoning by-law includes inclusionary zoning provisions in Section 4.8.0.0 that require the inclusion of affordable units that must be eligible for counting as part of the Subsidized Housing Inventory (SHI). These provisions involve projects that result in a net increase of ten (10) or more dwelling units, whether by new construction or by the alteration, expansion, reconstruction, or change of existing residential or non-residential space; subdivisions of land for development of six (6) or more dwelling units; and assisted or independent living facility developments that include five (5) or more assisted or independent living units and accompanying services.

Permitting is through a Special Permit of the Zoning Board of Appeals or Planning Board in the case of subdivisions. At least 10% of the units created must be affordable by one or more of the following measures, as approved under the sole discretion of the Affordable Housing Trust:

- New multi-family development or rehabilitation on the site of the proposed project.
- Provision of new units or those involving rehabilitation at an off-site location.
- Fees in-lieu of actual units equal to 75% of the most current Total Development Cost per unit for projects of similar nature and size for the Metro Boston/Suburban Area as made available by DHCD in its annual Qualified Allocation Plan (QAP). The Swampscott Affordable Housing Trust will make the final determination of the acceptable per unit fee.

- Donations of land, either on-site or off-site, as long as the value is equal or greater than the value of the affordable units to be constructed under the bylaw.

The by-law also allows density bonuses up to two (2) additional market-rate units on the lot for each one (1) affordable unit required, potentially reducing the minimum lot area, maximum height, and/or maximum building coverage in the applicable zoning district by that amount necessary to permit such additional units. The net increase in housing units cannot exceed fifty percent (50%) of the original property yield, meaning the number of units that would be allowed in compliance with zoning but for this Voluntary Inclusionary Housing Bonus, before any density bonuses were applied.

Recommendations: The Planning Board should work with the Affordable Housing Trust to revisit the current provisions of the Town's inclusionary zoning, review progress to date, and identify potential changes that would make the zoning more effective. Given changing market conditions, rising housing values in particular, it may be prudent for the Swampscott Planning Board and Affordable Housing Trust to consider the following potential changes to the by-law:

- Increase the percentage of required affordable units from 10% to 15%. There is a precedent for this as the Greenwood Planned Development District currently has a 15% affordability requirement.

It should be noted that the MBTA Communities Guidelines also enable communities to require affordable units at some level. The affordable housing mandate was initially limited to 10% of the units to be created unless such requirements were part of existing district zoning that predates January 2021. These requirements were recently been changed to enable communities to require higher affordability levels, but not more than 20%, provided the community can demonstrate to DHCD through a third-party feasibility study that a reasonable variety of multi-family housing types can be feasibly developed at the higher percentage. The changes also give communities the option of requiring a percentage of "workforce housing" units occupied by households with incomes of more than 80% AMI, once again with DHCD review of feasibility. Consequently, the Town might consider conducting the necessary third-party study to extend the 15% level on a community-wide basis or have a lower threshold for the specific Section 3A multi-family district.

- Reduce the project size that triggers inclusionary zoning requirements from 10 to six (6) units.
- Increase the percentage from 75% to 100% of the most current Total Development Cost per unit as part of DHCD's annual QAP in the calculation of the payment-in-lieu of unit calculations. Watertown has adopted this approach for example, and Needham has done so for a Neighborhood Business District.

Table VI-1 summarizes inclusionary zoning requirements in a sample of communities, indicating that a required percentage of affordability at 15% with a minimum project size of six units is relatively common.

Table VI-1: Inclusionary Zoning Requirements in Other Communities

Municipality	Required Percentage of Affordable Units	Minimum Project Size	Payment-in-lieu of Affordable Units
Amherst	Based on project size Ranges from 7% to 12%	10 Units	No
Arlington	15%	6 Units	Yes
Belmont	10%, 12.5% or 15% depending on project size	6 Units	Yes
Berlin	15%	6 units	No
Brookline	15%	6 Units	Yes
Cambridge	15% of total dwelling unit net floor area per project	NA	Yes
Duxbury	10%	6 Units	Yes
Ipswich	15%	7 Units	Yes
Manchester	10%	6 Units	Yes
Medway	10% to 20% depending on project size	6 Units	Yes
Newton	15%	4 Units	Yes
Scituate	15%	6 Units	No
Somerville	12.5% to 20% depending on location	6 Units	Yes
Tewksbury	15%	4 Units	Yes
Watertown	12.5% to 15%	6 Units	Yes
Wellesley	20%	5 Units	Yes
Yarmouth	20%	5 Units	Yes

B. Housing Development and Preservation Strategies

As emphasized in other sections of this Housing Plan, to meet production goals it will be essential for the Town of Swampscott to continue to reach out to the development community and sources of public and private financing to secure the necessary technical and financial resources. While some of the units produced will rely on the participation of existing homeowners, most of the production will require joint ventures with developers, both for-profit and non-profit. Competitive Requests for Proposals (RFP's) for the selection of developers will be necessary to build on publicly-owned property, as was the case with The Residences at Machon School for example.

In addition to the active participation of the development community, it will be important for Swampscott to actively seek support from state and federal agencies and effectively leverage its very limited Housing Trust Funds or potential HOME Program funding from the North Shore HOME Consortium. Because Swampscott does not have access to Community Preservation Act (CPA) funds, the level of available local resources is much more limited than in many other communities in the region and state. Moreover, because affordable housing is rarely developed without private financing, project developers will need to reach out to private lenders as well.

Comments from this planning process surfaced the need for the Town to find creative solutions to financing new development or redevelopment efforts, including incentives for developers to incorporate

universal design and visitability standards, particularly given the increasing number of seniors in the community. Developments that also provide high performance, sustainable buildings to significantly reduce energy consumption should also be promoted.

The following strategies provide the basic components for the Town to meet its housing production goals:

1. Make Suitable Publicly-owned Property Available for Affordable Housing

Timeframe: Years 1-2

Responsible Parties: Board of Selectmen, Housing Trust and Swampscott Housing Authority

Background: The contribution or “bargain sale” of property owned by the Town or other public entities but not essential for government purposes is a component of housing production goals. There is a precedent for conveying surplus municipal property for affordable housing development in Swampscott. For example, The Residences at Machon resulted in the creation of 38 units for seniors, 30 targeted to those with incomes at or below 60% AMI with eight units supported by project-based rental assistance (Section 8 and Massachusetts Rental Voucher Program) for those with incomes at or below 30% AMI. Financing included Low Income Housing Tax Credits, HOME Program, and state Affordable Housing Trust Fund for example.

Throughout this planning process, including the Community Housing Workshop held on August 29, 2022, suggestions for new affordable housing development have highlighted opportunities for also converting the Hadley School to residential use. The Blaney School was also mentioned as a possibility. **Others we should mention?**

Recommendations: For any municipal property that is identified as potentially suitable for new residential development or redevelopment, including some amount of affordable housing, the Housing Trust should conduct preliminary feasibility analyses of site conditions, including properties identified at a later time that might potentially include some amount of affordable housing.

Following the necessary analysis and approvals for conveying the property for affordable housing, the Housing Trust, in coordination with the Town’s Chief Procurement Officer, a housing professional, or the Office of Community Development should prepare a Request for Proposals (RFP) to solicit interest from developers based on the Town’s specific project requirements and select a developer based on identified criteria included in the RFP. Projects may require densities or other regulatory relief beyond what is allowed under the existing Zoning By-law, and the Town in concert with the developer may choose to use the “friendly” comprehensive permit process through DHCD’s Local Initiative Program (LIP) instead.

Additionally, the Housing Trust can be helpful in advocating for the necessary financial, technical and political support. Evidence of municipal support is critical when seeking financial or technical assistance from state or federal agencies. Given the costs involved in creating affordable housing, the Town could convey the property through a transfer of the deed or a long-term lease for a substantially discounted or nominal amount. Additionally, because this conveyance represents an important opportunity to produce affordable housing through an existing public property, the public benefits should extend beyond the 25% affordability requirement of Chapter 40B to at least a majority and ideally all units.

Another potential housing development and preservation opportunity involves the redevelopment and potential expansion of the Swampscott Housing Authority (SHA) properties. The SHA serves the needs of

very low-income households through the 128 rental units of subsidized housing that it owns and manages at four locations. The majority of units serve the elderly and disabled (92 units), and there are 36 units for families.

This inventory of deeply affordable housing involves about half of Swampscott's Subsidized Housing Inventory (SHI) and is home to some of the community's most vulnerable residents. However, SHA's properties are aging and, in many cases, antiquated and requiring considerable upgrades. Over the decades, the state and federal governments have provided insufficient resources to make necessary improvements to improve system and structural conditions or to improve handicapped accessibility and energy efficiencies.

Nevertheless, more recently the state and federal governments have introduced some new resources including:

- *American Rescue Plan Act (ARPA) Funding*

The federal government has made American Rescue Plan Act (ARPA) funding available for housing and homeless assistance in HOME Program participating jurisdictions which includes the North Shore HOME Consortium of which Swampscott is part. Such jurisdictions must prepare an Allocation Plan to receive funds. Qualifying populations (eligible beneficiaries), as defined in HUD guidelines, include those who are:

1. Homeless
2. At risk of homelessness
3. Fleeing domestic/dating violence, sexual assault, human trafficking
4. Households with severe housing instability (limitations apply)
5. Veterans if eligible under 1-4 above

Eligible activities include:

- Rental Housing: Acquisition, Construction, and Rehab
- Tenant Based Rental Assistance (TBRA)
- Supportive Services: McKinney-Vento; Homelessness Prevention; Housing Counseling
- Non-Congregate Shelters: Acquisition, Construction, Rehab
- Operating Assistance & Capacity Building
- Administration & Planning: To develop the HOME/ARP Plan and administer the grant

This funding is available as part of a one-time allocation, and all funding must be expended by September 30, 2030. There may be opportunities for the SHA to access some of this funding to improve their properties, provide important services, and/or offer additional rental assistance to tenants and other vulnerable residents in the community.

- *Public Housing Innovations Fund*

In 2021, DHCD issued a Notice of Funding Availability (Innovations II NOFA) for the Public Housing Innovations Program for Local Housing Authorities (LHAs) to request funds for the transformation of state-aided public housing developments, including \$50,000 in funding to conduct planning and feasibility studies. The Innovations Program provided awards that fund rehabilitation and redevelopment of public housing, using innovative methods including, but not limited to, mixed-

income redevelopment including market-rate production, alternate funding sources with new management or capital structures potentially including affordable housing production, or conversion to federal public housing. The goal of the program was to develop and promote innovative and cost-effective means of modernizing public housing and preserving it for the long term while reducing or eliminating the need for future state-funded capital and/or operating subsidies for the development. There may be opportunities for the SHA access such funding if it becomes available again in the future.

- *Other State Financing Programs*

Some Housing Authorities have accessed state financing programs to upgrade and expand their properties including programs such as Low Income Housing Tax Credits, HOME Program, state Affordable Housing Trust Funds, etc.

Projected # Affordable Units Produced: 60 units (based on estimates in Table V-1)

2. Continue to Partner with Developers on Privately-owned Properties

Timeframe: Years 1-2

Responsible Parties: Planning Board and Affordable Housing Trust

Background: To implement the actions included in this Housing Plan, it will be essential for the Town to continue to reach out to the development community and sources of public and private financing to secure the necessary technical and financial resources. While some of the units produced may rely on the participation of existing property owners, most of the production will continue to focus on joint ventures with developers – for-profit and non-profit – to create affordable units. Recent partnerships have included those with B’nai B’rith Housing for The Residences at Machon and WinnDevelopment at Elm Place for example.

Because government financing for affordable housing continues to be limited and competitive, it will be essential for the Town to strongly advocate for important development opportunities and to use tools such as new zoning, the “friendly” 40B process, and 40R, for example, that rely on mandates for including affordable housing as well as internal subsidies to boost affordable housing production.

Recommendations: The Town, with staff support from the Office of Community Development, should continue to forge partnerships with developers and service providers to produce diverse housing types to meet the identified range of housing needs in Swampscott as summarized in Section III of this Housing Plan. The Town is particularly interested in focusing on housing development opportunities that 1) increase the allowable size and scale of development in appropriate locations, and 2) address smaller-scale infill and conversion alternatives. The Town will focus on the following approaches to creating new affordable units on privately-owned parcels in line with “smart growth” principles and diverse housing needs:

- *Zoning Changes:* Existing zoning as well as the zoning strategies that are proposed in this Housing Production Plan should help provide the necessary framework and incentives to attract new development that will include affordable housing. These zoning changes suggest greater zoning incentives for the inclusion of affordable or workforce housing in new development, including the promotion of small year-round rentals through accessory apartments, more multi-family housing, and a wider range of housing types.

- *Chapter 40B*: Comprehensive permits, particularly the “friendly” 40B process through the state’s Local Initiative Program (LIP), have proven to be a useful tool in many communities for projects that require significant waivers of local zoning but meet local needs and priorities. Because public funding for financing affordable housing is so limited, development options that take advantage of market units to cross subsidize affordable ones are pragmatic approaches to financing housing in the short-term, particularly in Swampscott where market prices still tend to be high. Also, because the development of multi-family housing in Swampscott is so limited by zoning, the waivers of existing provisions greatly streamline the regulatory process.

The Town will also encourage developers to incorporate a number of important principles into their developments including:

- Universal design and “visitability” standards, particularly given the high number of seniors and those with special needs in the community.
- Sustainable development principles that include a balanced set of integrated principles such as social equity, environmental respect, and economic viability, which preserves a high quality of life for current occupants and future generations.

It has been suggested that the Town consider improving walkability through the adoption of a Complete Streets Policy in areas that offer retail and transportation amenities as well as access to recreation.

- High energy efficiency requirements that result in reduced operating costs.
- Communication and cooperation with neighboring property owners during the development process.
- Working partnerships with human and health care service providers to better integrate linkages with older-adult housing developments as they are constructed.

While traditional models of rental and ownership housing tend to be the norm in most communities, largely in response to zoning and financing constraints, there are innovative housing types that have proven effective in many communities. Such models that address particular housing needs, including affordability and units for those with disabilities, and should be considered in future development including:

- *Adaptive reuse*: Adaptive reuse involves the conversion of nonresidential properties – such as institutional, commercial and even industrial properties – into housing. An example of adaptive reuse is The Residences at Machon that involved the conversion of school to senior housing.
- *Mixed-use, “above the shop” type housing*: The Zoning Bylaw does not allow housing above commercial or retail space except in the Humphrey Street Overlay District or Chapter 40R Overlay District. Such development provides a number of benefits for the community by creating housing opportunities in close proximity to services and transportation, thus reducing the reliance on the automobile; directing housing to areas that can accommodate greater density; promoting the vitality of business areas after store hours; and providing smaller units for individuals and smaller households. Clearly artist live/work space would fit in well with this type of development as any number of communities are promoting.
- *Group homes*: Groups homes provide small settings for those with special needs in existing homes

in residential neighborhoods. Each bedroom in a group home is eligible for counting in the Subsidized Housing Inventory. Swampscott has 19 such units sponsored by the state's Department of Developmental Services (DDS) and an additional five sponsored by the state Department of Mental Health. SHA properties also include units for those with disabilities such as the eight units at Ryan Place for households with hearing-impaired individuals and at least 13.5% of the units at its other developments.

- *Congregate settings:* Congregate housing can take many forms and other names for such housing have included supported housing, life-care homes, congregate retirement housing, congregate senior communities, residential care, sheltered housing, enriched housing, single room occupancy (SRO) housing, enhanced single room occupancy (ESRO), safe havens,²⁷ and even assisted living. Cohousing and group homes also share elements of congregate living.
- *Cottage-style or bungalow type housing clusters:* This type of housing has been popular in the West Coast of the country where there is an intense focus on smart growth development principles. The model involves the development of small cottages or bungalows that are clustered around a community green space. This housing type targets empty nesters, single professionals, and young couples. Such development provides opportunities for the ownership of small, detached dwellings within or on the fringe of existing neighborhoods (sometimes referred to as pocket neighborhoods), often enhancing affordability while simultaneously encouraging the creation of more useable open space for the residents through flexibility in density. This model also provides an infill housing option in areas with reasonable proximity to transportation and businesses. It is worth noting that some of these projects have shared parking lots or on-street parking, reducing the costs of each unit having its own driveway and parking garage, which for small projects can end up being a real cost and land consumer.
- *Service-enriched housing for seniors:* As discussed in the Housing Needs Assessment, population projections suggest an upsurge in the population 65 years or older by 2030. Clearly there is a compelling need for the development of additional affordable housing for the elderly, including service enriched housing through assisted living developments or units with some array of supportive services to help seniors, particularly the very low-income frail elderly, live independently in place. There is also a need for more single-story units to support the living conditions of those who have accessibility limitations that include the use of stairs.
- *Cohousing:* The cohousing concept originated in Denmark with a focus on knowing one's neighbors and providing a safe and nurturing environment for children. These developments are cooperative neighborhoods, typically with homes clustered around a common building with facilities that are shared by all residents (dining room, kitchen, play rooms, library).

Many of these models can be developed on an infill basis as mixed-income housing, serving a range of needs. The approaches, with only a couple of exceptions, can also be adapted as rental or ownership, depending upon the goals of the project sponsor and available financing. Some rezoning or the use of the comprehensive permit would likely be required to adapt some of these approaches to Swampscott.

The promotion of affordable housing through more innovative and "smart" development opportunities

²⁷ Safe Haven Programs are directed to providing service-enriched housing for the chronically homeless mentally ill.

to meet priority housing needs will involve the following types of Town support:

- *Rezoning:* As noted above, the zoning changes described in this Plan should help encourage the development of these housing models, incorporating affordability. Zoning amendments to better promote infill housing and higher density development should help diversify the housing stock in locations that are most appropriate.
- *Predevelopment funding:* Potential funding from the Housing Trust could provide resources to support preliminary feasibility analyses for new developments. Such funds could be offered as a grant if it is ultimately found that the project is infeasible and as a loan to be repaid if the project is developed. State assistance under various programs, might also be accessed in support of predevelopment funding. CPA funding, if adopted, could also provide an important predevelopment resource.
- *Community outreach and advocacy:* Efforts will need to be made to provide information to the community, abutters in particular, on new developments to help bolster local support as discussed in strategy VI.C.1. Also, it will be important for local leaders, including members of the Board of Selectmen, Planning Board and Affordable Housing and Trust to get behind affordable housing developments to help fine-tune development proposals to best meet local needs, address community concern, and then advocate for their support and financial feasibility.
- *Gap financing:* Local funding – including Affordable Housing Trust Funds – would also be useful as “gap fillers” to help reduce the gap between the total costs of development and the affordable rent or purchase price of the units. This local commitment is often critical in leveraging other public and private financing. This Housing Plan recommends that the Town pursue Community Preservation Act (CPA) approval to offer another important local resource in support of housing. Swampscott might also access HOME Program funding from the North Shore HOME Consortium.

To effectively guide development, the Affordable Housing Trust will meet with developers of proposed projects that involve affordable housing from their early conceptual stage, providing important feedback on preliminary plans and advocacy in permitting and obtaining financing.

Projected # Affordable Units Produced: 73 units (based on estimates in Table V-1)

3. Provide Support to Seniors to Help Them Remain in Their Homes

Timeframe: Years 3-5

Responsible Parties: Board of Selectmen

Background: This Housing Plan documents that some seniors are struggling to remain in their homes and community. First, many are spending too much for their housing, defined as spending more than 30% of their income on housing costs and having cost burdens. For example, 274 seniors age 62 or over, or 45% of the 610 such owners with incomes at or below 80% AMI, were overspending. This included 105 or 17% spending more than half of their income on housing. Also, owners over the age of 62 account for about 34% of all owners. Unfortunately, due to the build-up of equity for many of these owners, it is difficult for them to qualify for affordable housing that is eligible for inclusion in the SHI units given asset limitations.

Second, Swampscott For All Ages (SfAA) conducted a survey that found that the number one concern respondents gave about aging in Swampscott involves the costs of housing and being able to maintain it. More than two-thirds of respondents under age 60 would prefer a smaller single-family home in the future, while respondents age 60-79 would prefer an apartment or condominium. Those respondents age 80 and older indicated a preference for senior independent living communities. More than half of survey respondents reported that their current residence does not have a bedroom and bathroom on the first floor. Also, shortfalls in the availability of housing options are identified as problematic, including not just more affordable units, but the lack of opportunities to reduce costs associated with living in Swampscott for older residents. Also identified as problematic are regulations that prohibit the use of the existing housing stock for the development of alternative housing models like cohousing or more variations of accessory dwelling units.

Recommendations: Recommendations that were suggested in the August 2022 Community Housing Workshop included the need for additional measures to reduce the cost burdens of seniors so that they can afford to remain in town, including potential freezes on property taxes. Additionally, the Swampscott For All Ages 2021 Action Plan includes the implementation of the following actions:

- Advertise, promote and educate the community to increase the participation rate of those taking advantage of the Town's existing tax work-off program.
- Freeze property taxes for those 70 years of age or older.
- Review the details of the tax work-off program to identify any potential areas for improvement.
- Survey peer communities to seek out best practices.
- Promote tax abatement program through Talk About Town.

In addition to revisiting property tax policies, SfAA is recommending support for introducing a "Village" concept for Swampscott. This model provides an opportunity for older residents to come together to share resources for services and increase social interaction. Resource-sharing might include transportation, meals, and errands.

Another consideration is adopting a model program that the Town of Needham implemented through its Council on Aging and Department of Public Health. Referred to as the Safety at Home Program, it was funded through a Healthy Aging grant to help Needham's older adults age in place and continue to live independently. Through the Program, the Town conducted home assessments (performed by a Social Worker or a Public Health Nurse) for Needham residents age 60 or older. Home assessments included a thorough review of home hazards, especially regarding potential trips and falls, as well as a discussion of other fall risk factors such as exercise and nutrition. Education and recommendations were provided throughout the visit, and free supplies (such as night lights, pill boxes, etc.) were distributed. Referrals were made as needed, and participants were encouraged to attend the evidence-based fall prevention class, Matter of Balance, offered for free at Needham's Senior Center. All participants received a follow-up call to monitor the actions that were taken and to provide additional resources as needed.

The Small Repair Grant Program, described in strategy VI.B.4 below, would also be a useful tool for supporting the aging in place of Swampscott seniors.

Projected # Affordable Units Produced: These programs, while helpful in preserving existing units, will not result in units that will qualify for the Subsidized Housing Inventory (SHI).

4. Support Efforts to Improve the Housing Stock

Timeframe: Years 3-5

Responsible Parties: Board of Selectmen

Background: Swampscott's housing stock is relatively old as almost half of its housing units were constructed prior to World War II and almost 80% were built before 1980. Consequently, many units likely have accessibility challenges, energy inefficiencies, and deferred maintenance problems. Nevertheless, given such high housing costs, owners might be hard-pressed to afford necessary repairs much less more cosmetic improvements. Moreover, the pandemic and supply challenges have precipitated rising costs of construction for labor and materials.

In addition to upgrades of structural and system conditions, other types of improvements are also important to promote in the community including those related to encouraging greater energy efficiencies to reduce utility costs, installing home modifications to make homes safer for an increasingly older population and those with disabilities, and preserving structures of historic significance.

Recommendations: It will be important for the Town to identify resources of important home improvement programs and make efforts to inform residents of these programs and services. Examples of such resources include:

- *MassHousing Home Improvement Loan Program (HLP)*
The MHFA Home Improvement Loan Program (HILP) is targeted to one- to four-unit, owner-occupied properties, including condominiums, with a minimum loan amount of \$10,000 up to a maximum of \$50,000. Loan terms range from five to 20 years based on the amount of the loan and the borrower's income and debt. MassHousing services the loans. Income limits are \$92,000 for households of one or two persons and \$104,000 for families of three or more persons. To apply for a loan, applicants must contact a participating lender.
- *Get the Lead Out Program*
MassHousing's Get the Lead Out Program has been offering financing for lead paint removal on excellent terms. Based on uncertain future legislative appropriations, some changes in program requirements were made to ensure that eligible homeowners with lead poisoned children would have funding available for a longer period. All income eligible families who are under court order to delead or who have a child under case management with the Commonwealth's Lead Paint Prevention Program, will continue to receive 0% deferred loans. Owners wanting to delead their homes for preventive purposes must qualify for an amortizing loan with a 3% interest rate if earning within 80% of area median income, 5% interest if earning over 80% AMI and up to the program maximum. Applicants must contact a local rehabilitation agency to apply for the loan.
- *Septic Repair Program*
Through a partnership with the Massachusetts Department of Environmental Protection and Revenue, MassHousing offers loans to repair or replace failed or inadequate septic systems for qualifying applicants. The interest rates vary according to the borrower's income with 0% loans available to one and two-person households earning up to \$23,000 and three or more person households earning up to \$26,000 annually. There are 3% loans available for those one or two person households earning up to \$46,000 and three or more persons earning up to \$52,000. Additionally, one to four-family dwellings

and condominiums are eligible for loan amounts of up to \$25,000 and can be repaid in as little as three years or over a longer period of up to 20 years. To apply for a loan, applicants must contact a participating lender.

- *Home Modification Loan Program*

This state-funded program provides financial and technical assistance to those who require modifications to their homes to make them handicapped accessible. Community Teamwork, Inc. (CTI) administers these funds on behalf of the state for communities on the North Shore.

- *State and Federal Programs Promoting Energy Efficiencies*

There are other state and federal programs that offer technical assistance, subsidies, and complete financing for renewable energy sources and energy saving home-upgrades.²⁸

The Town might also consider introducing specific programs that are directed to improving the health and safety of existing residences by adapting models that have been effectively implemented in other communities such as the Small Repair Grant Program described below.

- *Small Repair Grant Program*

The Town of Needham, through its Affordable Housing Trust, has been operating the Small Repair Grant Program since 2019 which provides limited financial assistance to qualifying senior and disabled households with incomes at or below 80% of area median income, to help repair and rehabilitate existing owner-occupied housing units in Needham. The purpose of the Program is not only to help fund needed home repairs, but to also help owners live more safely in their homes. The confidential application and grant process is designed to be simple. The process requires an application, estimate(s) for the proposed work, and copies of required documents including recent Federal tax returns or other verifiable documentation of income.

Grants, currently up to \$5,000, are awarded twice per year. These grants are provided on an unsecured basis as there is no repayment required unless the grant recipient does not comply with the Grant Agreement or sells or transfers the home within one year. Applications are evaluated and prioritized based on program funding, health and safety considerations, and the financial need of the applicant. Three rounds of funding, each with allocations of \$50,000, have been approved by Town Meeting as part of the general budget.

The Town of Scituate has also recently introduced its Small Repair Grant Program that is not age restricted with grants of up to \$3,500, also offered on an unsecured basis without any repayment required unless the grant recipient does not comply with the Grant Agreement or sells or transfers

²⁸ The Town currently provides assistance through the Renewable Energy Committee, the Director of Community Development, and the Big Blue Energy Initiative (www.bigblueenergy.org), although it is focused on three or fewer unit homes. Other resources include, but are not limited to: the Massachusetts Utility-Funded Low-Income Multi-Family Energy Retrofit Program, Mass Save Multi-Family Retrofit Program, Massachusetts Residential New Construction Program, the Massachusetts Department of Housing and Community Development's Weatherization Assistance Program, and the Commonwealth Solar Hot Water Program. A complete list of Massachusetts-specific renewable and energy efficiency retrofit incentives can be found on the Database of State Incentives for Renewable and Efficiency (DSIRE) website: <http://dsireusa.org/incentives/homeowner.cfm?state=MA&re=0&ee=0>.

the home within one year. Income limits are set at 100% of area median income. Its first funding round with \$25,000 in funding resulted in 23 applications.

Projected # Affordable Units Produced: These programs, while helpful in preserving existing units, will not result in units that will qualify for the Subsidized Housing Inventory (SHI).

C. Capacity Building Strategies

1. Conduct Community Outreach and Education

Timeframe: Years 1-2

Responsible Parties: Housing Trust

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

Recommendations: The presentation of this Housing Production Plan and work that is commencing on an updated Master Plan offer important opportunities to bring attention to the issue of affordable housing, providing information on housing needs and proposed strategies that can help attract community support for new initiatives. In addition to interviews with key housing stakeholders, the planning process included a community meeting on August 29, 2022 and another on (TBD?) to offer information on housing conditions and obtain further resident input into this Housing Plan.

Other education opportunities should continue to be pursued during the term of this Housing Production Plan including additional special forums on all new housing initiatives, annual or biannual housing summits, public information on existing or new programs and services, enhanced use of public access television, an expanded website, and educational opportunities for board and committee members as well as professional staff.

It should also be noted that comments from the August 2022 Community Housing Workshop included a concern that residents be fully notified when major zoning changes or new development plans are being considered. It may be useful to consider additional measures to ensure such notification.

Moreover, it is important to ensure that Swampscott residents are aware of various programs and services that are available on a local, regional, and state basis regarding home financing and rehabilitation, tenant assistance, first-time homeownership, energy-saving measures, and foreclosure or eviction prevention. Through the Affordable Housing Trust, Council on Aging, and Swampscott For All Ages Committee, for example; the Town can raise public awareness on important issues and resources, also making appropriate referrals. For example, the Swampscott For All Ages Committee has sponsored a virtual speakers series under a program referred to as “Stay Connected”.

Additional efforts to boost public awareness of housing-related issues might include the following:

- Disseminate information to all Town boards, commissions, departments, and elected officials about fair housing laws and other housing regulations and conduct training for municipal staff.
- Promote workshops for residents on existing housing rehabilitation, financing, and other assistance programs.
- Hold an annual housing forum to discuss progress towards housing goals and to celebrate successes.
- Informational materials and references in the Town's website on housing programs and services available for qualifying residents, including new affordable housing opportunities.

1. Continue to Capitalize the Affordable Housing Trust Fund

Timeframe: Years 1-2

Responsible Parties: Board of Selectmen

Background: The state enacted the Municipal Affordable Housing Trust Fund Act on June 7, 2005, which simplified the process of establishing housing funds that are dedicated to supporting affordable housing. The law provides guidelines on what trusts can do and allows communities to collect funds for housing, segregate them out of the general budget into an affordable housing trust fund, and use these funds without going back to Town Meeting for approval. It also enables trusts to own and manage real estate, not just receive and disburse funds.

The Town established the Swampscott Affordable Housing Trust in 2017, pursuant to a key recommendation of the 2016 Housing Production Plan. The Trust Fund has grown to \$600,000 through payments in-lieu of affordable units made by developers pursuant to the Town's inclusionary zoning by-law (Section 4.8.0.0)

Recommendations: Payments in-lieu of affordable units will likely continue to capitalize the Affordable Housing Trust Fund, however, other opportunities to raise funding for affordable housing should be explored. Most communities have relied on Community Preservation Act (CPA) funding to support Housing Trust initiatives, which is not currently available in Swampscott although included as a potential strategy for further consideration by the Town (see strategy VI.C.3 below). The Town of Harwich has committed lease payments from its cell tower as well as sale proceeds of a Town-owned property (fetching more than a million dollars) to fund its Housing Trust Fund in addition to CPA funds. Other communities have also obtained funding from developers through negotiations on proposed development or marketing/lottery fees, donations and contributions from other sources.

2. Adopt the Community Preservation Act (CPA)

Timeframe: Years 3-5

Responsible Parties: Board of Selectmen

Background: The Community Preservation Act (CPA)²⁹ establishes the authority for municipalities in the Commonwealth to create a Community Preservation Fund derived from a surcharge of 1% to 3% of the property tax, to be matched at some level by the state.³⁰ Once adopted, the Act requires at least 10% of

²⁹ Massachusetts General Laws Chapter 44B.

³⁰ The state has established a special trust fund by imposing a surcharge on documents recorded at the Registry of

the funding raised to be distributed to each of three categories – open space/recreation, historic preservation and affordable housing – allowing flexibility in distributing the majority of the money to any of these uses as determined by the community.

Additionally, as part of adopting CPA, communities can decide whether to accept up to four different exemptions to the CPA surcharge that include:

- Property owned and occupied by a household defined as low-income (earning up to 80% AMI) or a low- or moderate-income senior (age 60 or over earning up to 100% AMI);
- Class three, commercial, and class four, industrial, properties with classified (“split”) tax rates (few communities have adopted this exemption);
- The first \$100,000 of the taxable value of residential property; and
- The first \$100,000 of the taxable value of class three commercial properties or class four industrial properties.

Since its enactment in 2000, CPA has had a significant impact on affordable housing, historic preservation, open space preservation and recreational activities across the Commonwealth, now adopted in 189 communities with another six on the ballot in the fall 2022.³¹ These CPA communities include the municipalities of Salem, Peabody and Manchester for example. A map of these CPA communities is included in Appendix 3.

CPA progress to date includes the following accomplishments:

- Over 23,000 affordable housing units have been created and supported by CPA.
- Over \$2.65 billion has been raised to date for community preservation funding statewide.
- 14,037 CPA projects have been approved by local legislative bodies.
- 32,566 acres of open space have been preserved.
- Over 6,300 appropriations have been made for historic preservation projects.
- Over 3,000 outdoor recreation projects have been initiated.

Adopting CPA does not have to place significant burdens on residents. Table VI-2 provides some examples of the amount of the per unit annual surcharge based on a range of house values and exemptions. For example, if Swampscott was to adopt the exemption of the first \$100,000 of property value and the 3% surcharge on the median single-family property of about \$700,000, the annual cost would be \$230.94, the equivalent of less than \$20.00 per month.

It should be noted that state matching funds vary from year to year, but those communities opting for the

Deeds or Land Court. s CPA was adopted by more communities and the real estate market declined, the base trust fund distribution decreased dramatically. To address this decline, Governor Patrick signed legislation to update CPA in 2012. The bill included a new revenue source to provide additional funding for the trust, over and above the revenue from the recording fees at the state's Registries of Deeds. The state legislature can dedicate funding to the CPA Trust Fund from the state budget surplus, assuming that these funds available at the end of the budget process. As a result, \$25 million from the state's FY13 budget surplus was added to the trust fund prior to the November 15, 2013 distribution, another \$11.4 million was added in 2014, \$10 million in 2015, \$10 million again in 2018, \$20 million in 2019, and \$10 million in 2021.

³¹ Communities include Worcester, Natick, Westborough, Burlington, Boylston, and Shelburne.

higher surcharge levels fare much better in the formula for matching funds.

Most towns that have made significant progress with respect to affordable housing development have had CPA funding available to subsidize locally-sponsored or supported initiatives and to build local capacity to coordinate such activities through a professional staff person or consultant. This funding could be particularly helpful to Swampscott in preserving its historical assets and open space while creating greater housing affordability.

Table VI-2: Estimated CPA per Property Expenditures

Property Assessment	1% Annual Surcharge	2% Annual Surcharge	3% Annual Surcharge
\$200,000	\$25.66	\$51.32	\$76.98
\$200,000 with \$100,000 exemption	\$12.83	\$25.66	\$38.49
\$300,000	\$38.49	\$76.98	\$115.47
\$300,000 with \$100,000 exemption	\$25.66	\$51.32	\$76.98
\$400,000	\$51.32	\$102.64	\$153.96
\$400,000 with \$100,000 exemption	\$38.49	\$76.98	\$115.47
\$500,000	\$64.15	\$128.30	\$192.45
\$500,000 with \$100,000 exemption	\$51.32	\$102.64	\$153.96
\$600,000	\$76.98	\$153.96	\$230.94
\$700,000	\$89.81	\$179.62	\$269.43
\$800,000	\$102.64	\$205.28	\$307.92
\$900,000	\$115.47	\$230.94	\$346.41
\$1 million	\$128.30	\$256.60	\$384.90

Based on \$12.83 tax rate per thousand.

It should be noted that state matching funds vary from year to year, but those communities opting for the higher surcharge levels fare much better in the formula for matching funds.

Recommendations: The Town's Board of Selectmen should contact the Community Preservation Coalition, which represents an alliance of open space, historic preservation and affordable housing organizations that work with municipalities to help them understand, adopt and implement the Community Preservation Act. Representatives of the organization can be available to attend local meetings to explain CPA, its benefits, and its track record throughout the state. The Coalition also has an excellent website at www.communitypreservation.org.

CPA approval can be obtained through the following two methods:

- *Legislative Body Action:* Under this option, a majority of Town Meeting members must approve a specific proposal to adopt CPA that is followed by a ballot question of local voters at the next regularly scheduled municipal or state election.
- *Ballot Petition:* If Town Meeting does not accept the Act and approve the surcharge, the voters may file a ballot petition to have the question seeking acceptance of CPA (including the surcharge amount and any exemptions) placed on the ballot at least 90 days before a regular municipal election or 120 days before a regular state election.

Appendix 1: Existing Local and Regional Housing Resources

Swampscott is fortunate to have a number of important resources including Town government, local non-profit organizations and regional entities that have made contributions to the promotion of affordable housing in the community or have the resources to contribute in the future. These resources, including their contact information, are briefly summarized below.

Town Government

Office of Community Development

The Office of Community Development provides a wide range of services in an effort to achieve the goals of established planning documents and to improve the level of service provided to the community. The Office works directly with the following Town Boards:

- Affordable Housing Trust
- Conservation Commission
- Historic District Commission
- Open Space & Recreation Plan Committee
- Planning Board
- Rail Trail Design & Construction Advisory Committee
- Renewable Energy Committee
- Zoning Board of Appeals

In addition to coordinating the work of preparing this Housing Production Plan, the Department's specific duties include:

- Technical and administrative support to the Planning Board in the form of residential, commercial and subdivision project review and approval procedures as set forth under the Massachusetts General Laws and the Town of Swampscott Zoning By-law and Subdivision Rules and Regulations;
- Technical and administrative support to the Renewable Energy Committee in the form of energy efficiency programs and grants - for both municipal and private benefit;
- Coordinating project review with other Town officials and agencies;
- Assisting petitioners with Planning Board procedures and requirements;
- Meeting with abutters and other interested parties to elucidate applicable by-laws and regulations for projects proposed in their neighborhoods; and
- Acting as a liaison between the Planning Board, the public and other Town departments, boards and committees as needed.

Given these responsibilities, the Office will have a major role in implementing key strategies that are included in this Housing Production Plan.

Contact Info: 22 Monument Avenue; 781-596-8829

Swampscott Affordable Housing Trust

The Swampscott Affordable Housing Trust Fund and its Board of Trustees was created in 2017 through the Town's General By-Laws in order to encourage, facilitate, and support the creation of affordable rental and homeownership opportunities in Swampscott. Affordability is defined by standards set by the Massachusetts Department of Housing and Community Development.

The Board of Trustees is comprised of five Swampscott residents and one member of the Select Board. Affordable Housing Trust Funds are used to support the development of affordable housing in Swampscott at the discretion of the Board of Trustees with the approval of the Board of Selectmen. The Trust Fund may be increased through payments in lieu of affordable units made by developers pursuant to the Town's inclusionary zoning by-law, donations, and contributions from other sources.

Swampscott Council on Aging

The Swampscott Council on Aging is a Town department that supports the quality of life of Swampscott elders through a wide variety of services including the operation of the Senior Center that offers a number of important services to residents 60 years of age or older including a full-time adult day program (five days per week from 9:00 AM to 3:00 PM), a wide range of social services, referral information, daily lunches (temporarily suspended given COVID), health clinics, day and special recreational activities and classes. The Council also operates a van service to those who need transportation, including those requiring wheelchair access. Such services are becoming increasingly important as the community's population ages.

Contact Info: The Swampscott Senior Center is located at 200R Essex Street, Rear. The building is adjacent to Swampscott High School. 781-596-8866

Swampscott for All Ages Committee

Swampscott for All Ages is a local Committee that supports Town efforts to become a more age-friendly community. They have prepared an Action Plan and conducted a recent Community Needs Assessment that is referenced above in Section III and provides guidance for this Housing Plan. The following represents some of the more significant year one (2021) SfAA committee goals:

1. Create a Director of Aging Services position
2. Launch in "Stay Connected," a webinar series featuring subject matter experts discussing topics that would improve the quality of life in Swampscott for all residents.
3. Create a Volunteer Telephone Outreach Program to offer social contact, shopping and food assistance to all Swampscott residents over age 60 during the initial scare and through the height of COVID.
4. Establish a Facebook page.
5. Establish a "Swampscott Village."
6. Establish Swampscott as a dementia-friendly community.
7. Explore options for affordable housing.
8. The opening of The Machon, an affordable housing community for elderly.
9. Investigate locations and funding for a new state-of-the-art community life/senior center.

Local Agencies and Organizations

Swampscott Housing Authority (SHA)

In 1969, M.G.L. Chapter 121B, Section 3, was passed to allow for the creation of housing authorities by cities and towns in Massachusetts. The Swampscott Housing Authority serves the needs of very low-income households through units it owns and manages. As of 2015, the Swampscott Housing Authority owned and operated 128 rental units of housing at four locations. The majority of units serve the elderly and disabled (92 units), and there are 36 units for families. The four buildings are as follows:

- Cherry Street: originally built in 1946 for veterans of WWII
- Duncan Terrace: built in 1961 for the elderly and disabled
- Doherty Circle/Burrill Street: built in 1963-64 for the elderly and disabled

- Ryan Place: renovated in the 1990's primarily for households with hearing impaired individuals
Contact Info: 6 Duncan Terrace; 781-593-5516

Regional Agencies and Organizations

North Shore HOME Consortium

Swampscott is a member of the North Shore HOME Consortium, which is administered by Peabody's Department of Community Development and Planning. The Consortium administers federal HOME Program funding to support a wide range of housing activities with 30 participating communities that are geographically spread throughout the North Shore and Merrimack Valley, including Swampscott.³²

Key housing objectives in recent years have included:

- Objective A: Develop an adequate supply of safe, decent rental housing that is affordable and accessible to residents with a range of incomes including those with special needs.
- Objective B: Reduce individual and family homelessness.
- Objective C: Preserve, maintain and improve the existing stock of affordable housing, particularly units occupied by extremely low and very low-income households.
- Objective D: Expand homeownership opportunities for low-income households.

The Consortium has approximately \$1.4 million available per year and divides its annual allocation on a formula basis among the thirty (30) participating communities. It also manages a competitive pool of approximately \$700,000 annually to be available to those localities that have encumbered all of their funding or for special initiatives. This competitive pool is available not only to participating municipalities but to nonprofit organizations and private developers with housing projects in those communities as well.

Contact Info: 24 Lowell Street in Peabody; 978-538-5777; <http://www.peabody-ma.gov/home%20consortium.html>

Gloucester/Haverhill/Salem/Essex County Continuum of Care (CoC)

The Continuum of Care is designated as the regional entity to provide a continuum of support from emergency shelters to transitional housing and ultimately to permanent housing serving those exiting homelessness. The Continuum of Care, like the HOME Consortium, is staffed by Peabody's Department of Community Development and Planning and includes representatives from the major housing service providers in the area. A major component of the CoC's work is the preparation and submission of an application to HUD for McKinney-Vento Homeless Assistance funding. The planning process associated with this application takes place throughout the year, including an annual "point in time" census count of the homeless (both sheltered and unsheltered individuals and families).

Contact Info: 24 Lowell Street in Peabody; 978-532-3000; www.peabody-ma.gov

Community Teamwork, Inc.

Community Teamwork, Inc. serves as the regional housing agency for northern Middlesex County and Essex County among other functions. As the regional housing agency, it provides housing and community services to low and moderate-income individuals and families including rental assistance programs,

³² Communities include Amesbury, Andover, Beverly, Boxford, Danvers, Essex, Georgetown, Gloucester, Hamilton, Haverhill, Ipswich, Lynnfield, Manchester, Marblehead, Merrimac, Methuen, Middleton, Newburyport, North Andover, North Reading, Peabody, Rockport, Rowley, Salem, Salisbury, Swampscott, Topsfield, Wenham, West Newbury, and Wilmington.

elderly housing services, first-time homebuyer programs to support closing and down payment costs, housing advocacy, and support for the homeless. It also has created subsidiary organizations such as Common Ground Development Corporation and Community Housing, Inc. that develop affordable housing and can own and manage already developed properties, respectively. Their Home for Good Program also provides affordable housing marketing and lottery services for affordable housing development and serves as a monitoring agent to enforce affordable use restrictions.

Contact Info: 167 Dutton Street in Lowell; 978-459-0551; www.comteam.org

North Shore Community Development Coalition (NSCDC)

The North Shore Community Development Coalition (CDC), which evolved from the former Salem Harbor CDC, is committed to building and preserving affordable housing in North Shore communities. This organization has completed more than 300 units to date, primarily in Salem, Beverly and Ipswich, but has the interest and capacity to serve other North Shore communities as well, including Peabody.

Contact Info: 102 Lafayette Street in Salem; 978-825-4009; www.northshorecdc.org

Harborlight Community Partners

Harborlight Community Partners was established as a non-profit organization to provide service-enriched, affordable housing to communities in Essex County. Founded by the First Baptist Church in Beverly, the organization initially focused on the development of senior housing. It has grown considerably since then, taking over several other housing-related organizations including the North Shore Housing Trust³³ and We Care About Homes.³⁴ The organization also provides property management and housing marketing/compliance services to non-profit organizations.

Contact Info: 978-922-1305; www.harborlightcp.org

Essex County Community Foundation (ECCF)

The Essex County Community Foundation (ECCF) provides funding support to non-profit organizations serving the needs of residents in Essex County. The organization raises this funding from individuals and families who are searching for ways to donate to their communities, but had no means of doing so without establishing their own private foundation or moving their funds outside of the county until the Foundation was formed. The Foundation works closely with donors to serve their charitable interests and manage funds that benefit specified organizations, defined purposes and provide scholarships.

ECCF supports many organizations and programs. In relation to development, it created the Essex County Forum (previously called the Environmental Stewardship Initiative) to build connections among area organizations and individuals for promoting long-term sustainable growth in Essex County while averting the negative impact of unplanned growth. The Essex County Forum offers educational and informational events and other outreach on smart growth issues.

Contact Info: 175 Andover Street in Danvers; 978-777-8876; www.eccf.org

³³ The North Shore Housing Trust (NSHT) was an outgrowth of the North Shore Affordable Housing Task Force that was formed by Wellspring House of Gloucester in 1998 to begin to address the issue of affordable housing on a regional basis. NSHT's goal was to become a regional force to develop affordable housing in areas of the North Shore where local affordable housing development capacity was lacking.

³⁴ We Care About Homes, a non-profit organization that acquired properties and rented units to very low-income families. Based in Beverly, the organization rents 20 units at seven (7) scattered-site properties.

Habitat for Humanity of the North Shore

Habitat for Humanity is an ecumenical, non-profit Christian ministry dedicated to building simple, decent homes in partnership with families in need that has grown over the past several decades into one of the largest private homebuilders in the world. The organization has almost 1,600 U.S. affiliates and over 2,100 affiliates worldwide. Habitat for Humanity of the North Shore is based in Lynn and serves a number of communities, including Swampscott.

Contact Info: 14 Park Street, Danvers; 781-598-0310; <http://www.habitatforhumanity-northshore.com/>

Merrimack Valley Housing Partnership (MVHP)

The Merrimack Valley Housing Partnership (MVHP), based in Lowell, is a private, non-profit organization that promotes homeownership opportunities for low- and moderate-income earners. Services include down payment and closing cost assistance as well as first-time homebuyer training programs.

Contact Info: 978-459-8490; www.mvhp.org

Coastal Homebuyer Education, Inc.

Coastal Homebuyer Education, Inc. helps prospective homebuyers in eastern Massachusetts make homeownership a reality. Certified by CHAPA and MassHousing, the organization provides homebuyer counseling, which is often a prerequisite for many financing programs. Seminars are held over four (4) evening meetings or two (2) Saturdays throughout the year for a fee of \$60 per household. The organization recently added post purchase classes as well.

Contact Info: www.coastalhbedu.org

Citizens for Adequate Housing (CAH)

Citizens for Adequate Housing is a non-profit organization whose mission is to end homelessness one family at a time, serving families from the North Shore, eastern Massachusetts, and sometimes the Merrimack Valley. In addition to providing housing, CAH offers other services to help individuals and families find permanent solutions to ending their homelessness.

Contact Info: 40 Washington Street in Peabody; 978-531-9775; info@cahns.org

Metropolitan Area Planning Council (MAPC)

The Metropolitan Area Planning Council (MAPC) is Swampscott's regional planning agency serving 101 communities in the Greater Boston area. Guided by its regional plan, "MetroFuture: Making a Greater Boston Region", the agency works with participating communities towards "sound municipal management, sustainable land use planning, protection of natural resources, efficient and affordable transportation, a diverse housing stock, public safety, economic development, an informed public, and equity and opportunity among people of all backgrounds". MAPC worked with the Town on its previous Housing Production Plan.

Contact Info: 60 Temple Place, Boston 02111; 617-451-2770; www.mapc.org

The Caleb Group

The Caleb Group provides secure, affordable homes and builds stable communities that offer diverse populations the tools and resources to empower individuals to make positive changes in their lives. Caleb acquires, develops, preserves and manages housing communities to create positive, supportive, encouraging communities through the efforts of Service Coordinators and the related programs and Community Opportunity Centers associated with each community.

Community members are offered resources and programming that help to stabilize and improve their lives

through service coordination programs. The Caleb Group is based in Swampscott and has expressed interest in developing a project in the community.

Contact Info: <http://www.thecalebgroup.org/wp1/>

Fuel Assistance and Weatherization Resources

There are many local programs offering fuel assistance, weatherization and other programs that help to improve living conditions for low-income households. For a full listing of these programs, visit:

http://www.massresources.org/massachusetts_energy_assistance_d.html

Appendix 2: Summary of Community Housing Workshop

Housing Production Plan – Community Meeting
Monday, August 29, 2022

Town Staff: Marzie Galazka, Director of Community and Economic Development
Marissa Meaney, Coordinator for Community and Economic Development
Karen Sunnarborg, Housing and Planning Consultant

Introduction – Marzie Galazka

- Explains what the Housing Production Plan is
- Introduces team

Presentation – Karen Sunnarborg ([Click here to see full presentation](#))

1. Benefits of Housing Production Plan
2. What is a Housing Production Plan
3. Affordable Housing
4. Affordable Housing in Swampscott
5. Key Demographic Trends
6. Key Economic Trends
7. Key Housing Trends
8. High Housing Costs
9. Wide Affordability Gaps
10. Substantial Cost Burdens
11. Priority Housing Needs
12. Housing Goals in 2016 Plan
13. Next Steps

Questions & Comments – Residents and Community Participants

1. Cynthia Tennant – where did the disability figure come from?
 - Answer: American Community Survey (ACS), Census Data
2. Siobhan Giantis – concerned about AirBnb located next to her property, would like to see regulatory measures be implemented
 - a. Housing is being created without parking on Blaney Street
 - b. Her property was put into a zoning overlay district without her knowledge
3. Kim Martin-Epstein – what does it mean to set goal and then be held accountable?

Breakout Session

1. Group One – Mike Proscia (Moderator, Planning Board member), John Giantis, Siobhan Giantis, Joan Honig
 - a. Biggest problems in Town – Lack of available space
 - i. Hadley School is great location for senior affordable housing (if funding secured)

- ii. Blaney St school also a good idea
 - b. Appropriate Housing Goals
 - i. 10% affordable housing – helps Town determine its own destiny
 - ii. AirBnB bylaw needed to prevent two-unit conversions; preserve rentals
 - c. Best locations for new housing
 - i. Street that runs parallel to railroad – convert commercial property
 - ii. Vinnin Square – plenty of space for high-rise buildings that can help meet goal
 - d. Most important strategies/actions
 - i. Least impactful, most beneficial (ie. School street redo)
 - ii. Vinnin Square – biggest bang for buck
 - iii. Elderly housing should be always considered
 - iv. Placemaking
 - e. Goals
 - i. Spaces for play and walking – where do teenagers go?
 - ii. Redevelopment of existing non-residential units as housing
 - iii. Any new development should have greenspace
 - f. Other Comments
 - i. Notification needed for big plans in Town
 - ii. Natick Mall development is good example
- 2. Group Two – Aaron Berdofe (Moderator, Resident), Heidi Whear (Director, Swampscott Senior Center), Angela Ippolito (Chair, Planning Board), Michele, Martha
 - a. Biggest challenges in Town
 - i. Too much traffic, density, too many condos
 - ii. Resident pushback, NIMBYism
 - iii. Complaint calls about Machon
 - iv. Accessibility, walkability, everyone who goes to train has one or two cars
 - v. Zoning bylaws
 - vi. General understanding of what affordable housing
 - vii. Look at more demographics, more single female baby boomers
 - viii. ADU concern is new people moving in
 - b. Appropriate Housing Goals
 - i. More Accessory Dwelling Units (ADUs)
 - ii. Create overlay district
 - iii. Create senior housing at Hadley
 - c. Best locations for new housing – Hadley, Glover, Vinnin Square, Commuter Rail
 - d. Most Important Strategies/Actions
 - i. Education, Housing Summit
 - ii. Home modification dollars
 - iii. Getting to ADUs, getting to accessibility
 - iv. Tax credits for elderly so they can stay, tax freeze
- 3. Group Three – Marzie Galazka (Moderator), Cynthia Tennant, Bill DiMento, Sue Burgess, Deb Newman
 - a. Biggest challenges in Town

- i. Lack of usable land for creation of housing
 - ii. Financial burden – low and middle income individuals and families
 - iii. No action regarding Hadley (loss of focus and lack of land)
 - iv. Change focus to affordable housing vs subsidized
 - b. Appropriate housing goals
 - i. Increase number of affordable rental units for all segments of the population
 - ii. Engage Housing Authority to be more active in creating subsidized units
 - iii. Work with owners of Vinnin Square to create housing
 - c. Best locations for housing – Glover, Vinnin Square, Lally’s Garage, lot across from Whole Foods
 - d. Most Important Strategies/Actions
 - i. Working with Affordable Housing Trust Fund (AHTF) and town to provide creative financing options for developers
 - ii. Work with AHTF to identify sites that can be subsidized
 - iii. Buy down units in new construction to offer more affordable units
 - iv. Education – offer first-time homebuyer programs, down payment assistance, information about affordable housing lottery and others
4. Group Four – Kim Martin-Epstein (Moderator, Chair of Affordable Housing Trust)

Recap Session

1. Group Marzie – Town to focus on redevelopment of Hadley School and create affordable and mixed-use housing in Vinnin Square
2. Group Aaron – Need an accessibility/walkability study; would like to see trial ADU/caregiver Overlay District
3. Group Mike – Discussion was more site-specific; regulation for AirBnB
4. Group Kim – How townspeople should work together to achieve common goal; some together to understand that they need to achieve compromise

Next Steps – second community meeting later in the fall

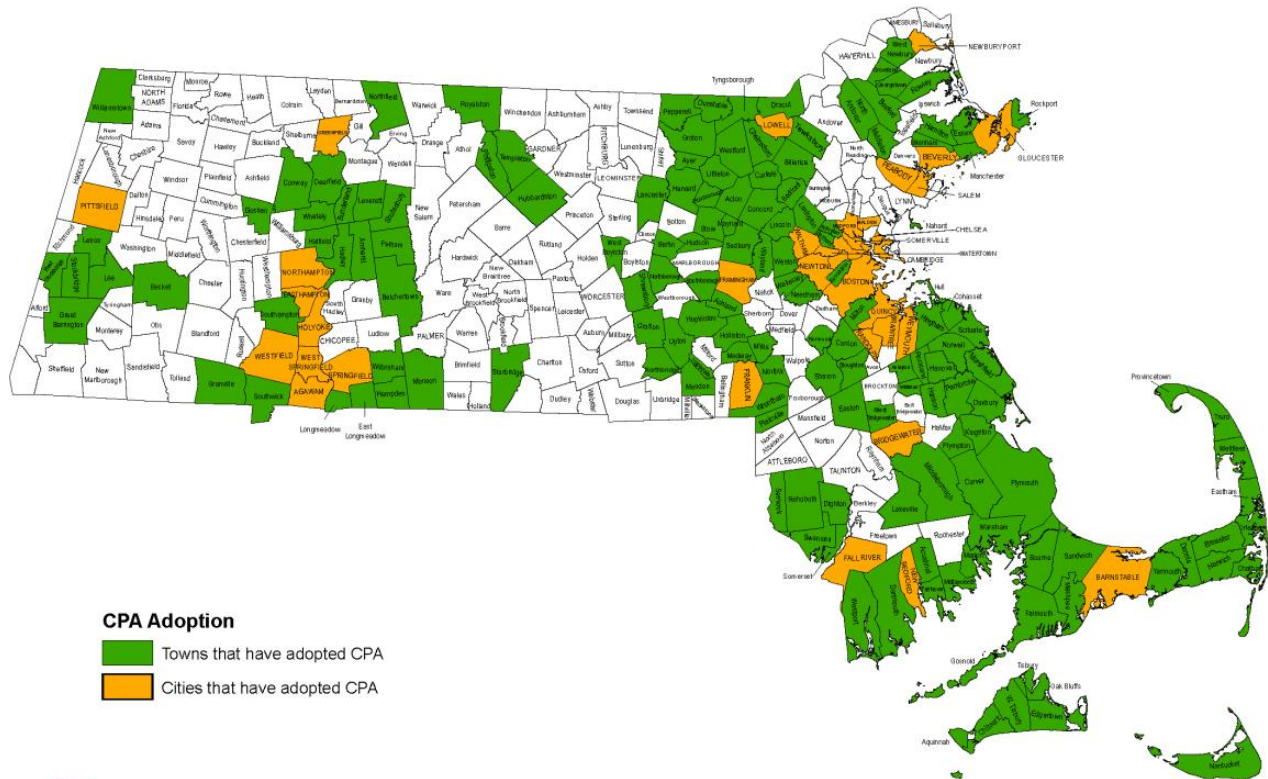
Last Comments

- Tie in discussion of systemic racism into overall housing crisis
- Would need to move forward in way that is least impactful (ie. Not too much density) but most beneficial

Appendix 3: Map of CPA Communities

Community Preservation Act Adoption

April 2022



CPA Adoption

- Towns that have adopted CPA
- Cities that have adopted CPA



