

SOUTH HADLEY 2018 DLTA REPORT

PUBLIC ENGAGEMENT AROUND IMPLEMENTING REGULATORY STRATEGIES IN SOUTH HADLEY'S HOUSING PRODUCTION PLAN

This work was undertaken by the Pioneer Valley Planning Commission in partnership with the Town of South Hadley with funding provided by the Governor Baker Administration via the Massachusetts District Local Technical Assistance (DLTA) program.

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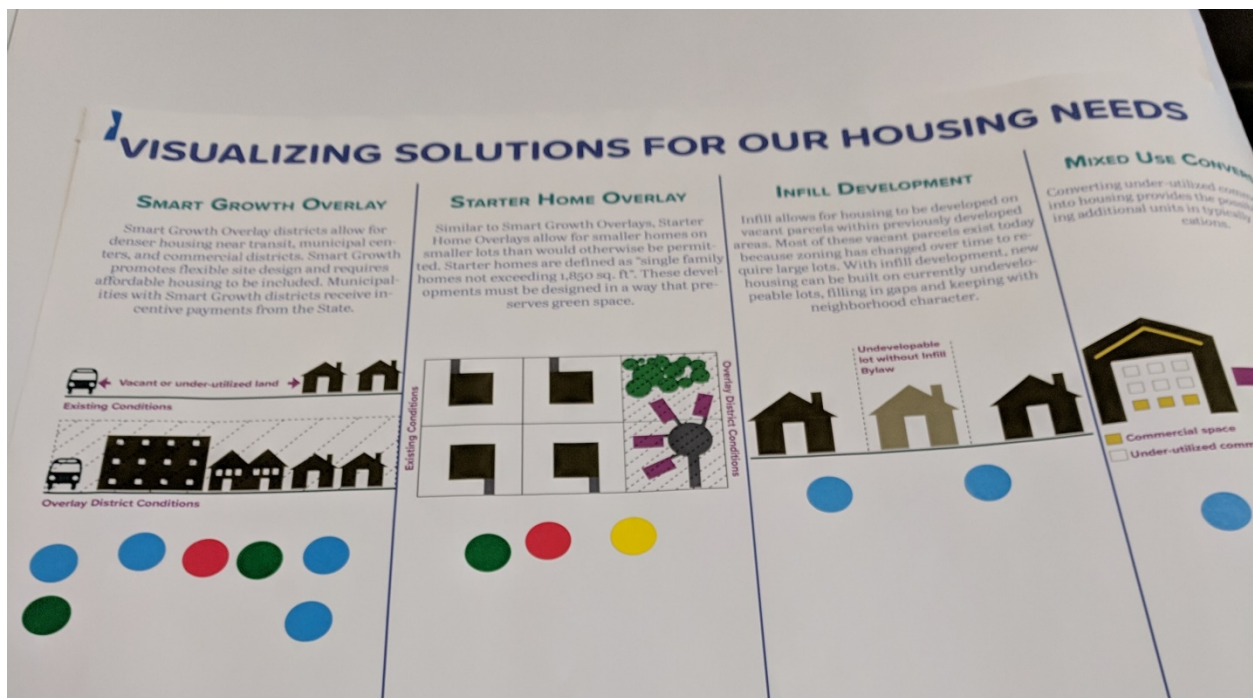
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EXECUTIVE SUMMARY/OVERVIEW

South Hadley is committed to advancing community goals of expanding housing choice, as articulated in the Town's approved Housing production Plan. Conducting a robust community education and engagement process focusing on a series of workshops to engage residents to identify locations for new housing is an integral component of this work. In 2018 South Hadley received DLTA funded technical assistance from PVPC to facilitate a series of three public workshops. While a relatively small number of residents participated in the workshops, Town staff affirm that the opinions expressed do seem to represent their understanding of residents' housing-related concerns and desires.

Residents agree that there is a need for expanded housing choice in South Hadley, but where to locate new housing is always a complicated process. Through this series of workshops and educational outreach, residents and Town officials came together around a shared interest in advancing availability, and development of, starter homes. It will be necessary to perform additional analysis as to the suitability of the sites, but participants did achieve consensus on potential locations for new starter homes. In addition, residents support the new 40R "Starter Home Overlay" option from DHCD, that, similar to the existing Smart Growth Overlays, allow for smaller homes on smaller lots than would otherwise be permitted. Starter homes are defined as "single family homes not exceeding 1,850 sq. ft". These developments must be designed in a way that preserves green space.

Copies of presentations, handouts, infographics, and maps developed and used as part of this work are available for re-use and additional analysis.



PROCESS

We used a variety of means to educate and engage residents at a series of three forums held at: 1) Loomis Communities, 2) Town Hall and 3) The Plains School. The workshops were publicized via traditional media, social media including Facebook and by the Town.

PUBLIC FORUM #1 + #2

Goal: Educate residents, including elected and appointed officials about a range of housing needs and opportunities in South Hadley and talk through the various regulatory strategies that are recommended in the housing production plan. These meetings were used as a way to inform participants of the details of the Town's Housing Production Plan and gauge public interest regarding the various solutions available to facilitate/advance housing development in South Hadley, where the land is environmentally and otherwise constrained.



Housing in South Hadley

Did you know that 35% of residents in South Hadley are considered housing cost-burdened--meaning they spend 30% or more of their income on housing? Come learn about additional housing needs in town, potential solutions to remedy them, and provide input on where future housing development in town should be directed!

Join us at a public forum!

Wednesday October 10th
6:30 to 8:00 pm

Loomis Village Community Room
20 Bayon Drive
South Hadley, MA

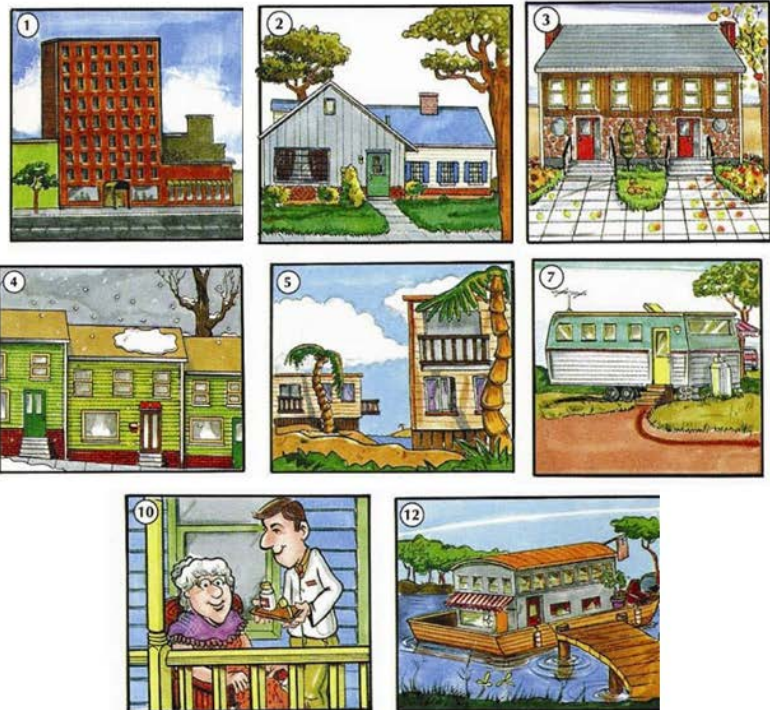
Wednesday October 24th
6:30 to 8:00 pm

South Hadley Town Hall
116 Main Street
South Hadley, MA

Meetings # 1 and 2 opened up with a short activity exploring, defining and explaining how most peoples' housing needs and preferences change over their lifetime. This interactive activity gave participants a chance to reflect on their personal need for a range of housing options, helping them to think of their fellow South Hadley neighbors the same way. Following the group activity, staff presented on housing needs in the community (PowerPoint and activity in Appendix) using the Town's approved Housing Production Plan as the basis for the content of the presentation. The activity yielded important information about many residents' lack of awareness of the Housing Production Plan and their feelings about the proposed regulatory solutions.

Have you lived in a.....?

- ▶ Single Family House
- ▶ Mobile Home
- ▶ Duplex
- ▶ Town House
- ▶ Condo
- ▶ Apartment
- ▶ Affordable Housing
- ▶ Senior Housing



The bulk of the meeting time was spent going over the six regulatory strategies to address the need for affordable housing in Town included in South Hadley's Housing Production Plan. These strategies include:

- Inclusionary Zoning Bylaw
- Mixed-Use Conversion Bylaw
- Accessory Dwelling Unit Zoning Bylaw
- Infill Bylaw
- Chapter 40R: Smart Growth District Overlay
- Chapter 40R: Starter Home District Overlay

Following is a summary of each regulation and the comments and concerns that were surfaced at the public forums.

INCLUSIONARY ZONING

Inclusionary Zoning is a zoning bylaw that requires the inclusion of affordable housing units in developments that have over a certain number of units. These bylaws can be applicable to developments in all zoning districts, certain zoning districts or on projects that require a special permit. Towns have the flexibility to set their own unit thresholds and the required number or percentage of affordable units that must be set aside. In most cases, Inclusionary Zoning is set up to require any developments with more than 10 units set aside 10% of the units as affordable. Inclusionary Zoning bylaws typically give developers a number of ways that they can meet the requirement. These include building the affordable units in the development that triggered the requirement, developing the affordable units off-site in another location, paying the town a fee that is equal to the costs associated with developing the unit, and/or donating land that would be equal in value to unit they aren't building. Additionally, towns have the option to include cost off-sets that developers may use to ease the burden of meeting the inclusionary zoning requirements.



Advantages:

- Creating mixed income developments and avoids concentrating affordable housing in one area
- Town can provide cost offsets such as reduced parking requirements, density bonuses, expedited permitting, etc, but able to get affordable units without contributing direct funding. This is especially useful in towns that don't have a dedicated funding source for the development of affordable housing (an affordable housing trust, community preservation act funds, etc.).

Disadvantages:

- Developer may not be familiar with the state's affordable housing regulations and procedures
- Town because responsible for the long term monitoring of these units.
- Unless the set aside is larger than 10%, inclusionary zoning will only help the town's subsidized housing inventory keep pace with development, not get it closer to their 10% goal.

Public Input:

There was a rather tepid response to inclusionary zoning at the public forums. The following were comments and concerns surfaced during the two public forums:

- Development costs in Town are already high; this will make development more expensive.
- Town needs to think through what type of zoning incentives they might be able to offer.
- Concerns that many developers might start to build developments that are one unit below the threshold that triggers Inclusionary Zoning requirement.
- Concern that there isn't much land left in South Hadley for the development of larger projects, so what impact would this have.
- Desire to require that more than 10% of the units be set aside and sold or rented at affordable prices in order for the Town to make progress towards 10% goal.
- Concern about loss of open space.

MIXED-USE CONVERSION

Mixed Use Conversions allow for the conversion of under-utilized commercial or retail space into housing which provides the possibility of building additional units in typically desirable locations.

Advantages:

- Additional housing in areas that have existing access to goods and services
- Provides additional housing stock while maintaining community character
- Ability to house growing population while preserving open space, farmland and forests

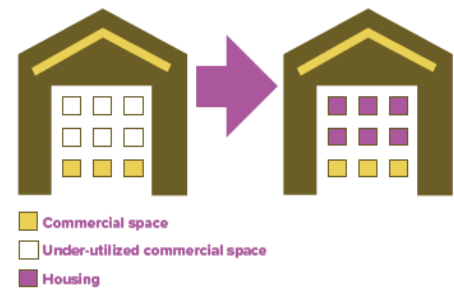
Disadvantages:

- Could limit existing commercial and retail space if adoption widespread

Public Input:

Public input on the conversion of underutilized commercial space to residential uses

- Like the idea; always need more apartments
- Mixed Use already exists in town and works well



A 4- story mixed use urban project on 585 Boylston Street overlooking one of the most famous Back Bay areas in Boston – Copley Square. A commercial condominium allowed for conversion of a new two-story CVS – one of CVS's best producers based on the strength of this location.

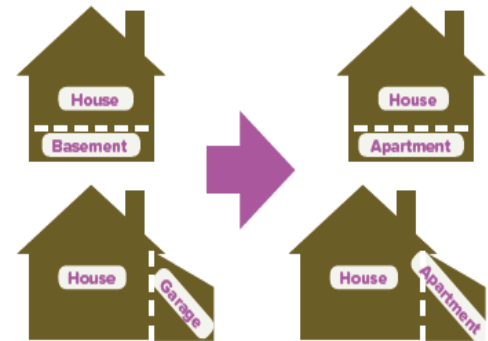


ACCESSORY DWELLING UNIT BYLAW

Accessory Dwelling Unit regulations allow homeowners to convert a portion of their home into a separated apartment, which they can rent for additional income or use to house family members.

Advantages:

- Can provide homeowners with additional income
- Could allow aging in place or for adult children to stay in community
- Provides additional housing stock while maintaining neighborhood character
- Ability to house growing population while preserving open space, farmland and forests



Disadvantages:

- Unlikely to increase 10% affordable housing goal as SHI requirements are too burdensome for homeowners.
- ADD OTHERS

Public Input:

- Concerns about adequacy of parking on existing lot and related traffic concerns
- Concerns regarding possible tenants, “riff raff”
- Concerns that property owners would take advantage and use for AirBNB versus for permanent residents
- Should be Owner-occupied
- Have had success in town with conversion of one to two families
- Need to ensure that architecture and neighborhood character are preserved. Should still look like a single family home
- Preference to restrict to family members

INFILL BYLAW

Infill allows for housing to be developed on vacant parcels within previously developed areas. Most of these vacant parcels exist today because zoning has changed over time to require large lots. With infill development, new housing can be built on currently undevelopable lots, filling in gaps and keeping with neighborhood character.



Advantages:

- Provides additional housing stock while maintaining neighborhood character
- Ability to house growing population while preserving open space, farmland and forests

Disadvantages:

- Unlikely to increase 10% affordable housing goal
- May need design guidelines to ensure that infill fits into the character of existing neighborhoods

Public Input:

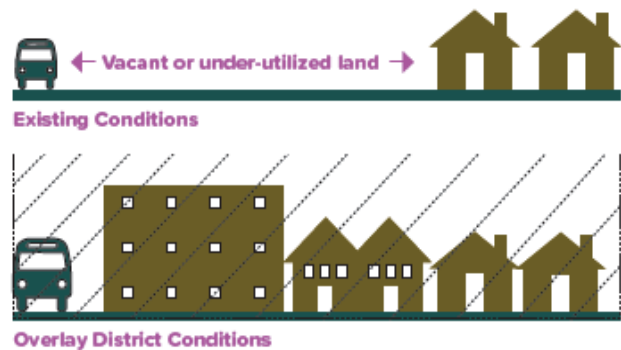
- Major concerns regarding infill
 - Undevelopable lot next door was the expectation that was bought into
 - Loss of open space in neighborhood that is created by vacant lot
- Desire to have more outreach around this including information on where impacts might be
- Resident shared how successful in Chicopee
 - Cleaned up areas full of trash
 - Provided additional housing site that already have town infrastructure (roads, sewer, water)
 - Preserved neighborhood character, because development was same size as historic pattern

CHAPTER 40R: SMART GROWTH OVERLAY DISTRICTS

Smart Growth Zoning District is an overlay zoning district that promotes housing development.

Eligible Locations include:

- areas near transit stations
- areas of concentrated development, including town and city centers, existing commercial centers and existing rural village districts



Advantages:

- Additional housing in areas that have existing access to goods and services
- Provides both market-rate and affordable housing (Moves town closer to 10% goal)
- Ability to house growing population while preserving open space, farmland and forests
- Town receives incentives payments for adopting zoning and permitting units under the zoning

Disadvantages:

- Developers may be unfamiliar with the state's affordable housing regulations
- Incentive payment can only be used for capital expenses
- Town responsible for monitoring of affordable units

Public Input:

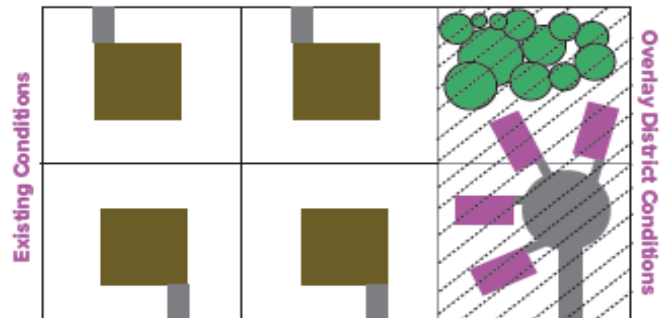
In general this was quite favorably received by participants who seemed to have a good experience with the first smart growth districts that have been created in Town.

- Concern that market rate costs are so high that this will not work for affordable housing
- Concerns that height and architectural details not aligning

CHAPTER 40R: STARTER HOME OVERLAY DISTRICTS

Similar to Smart Growth Overlays, Starter Home Overlays allow for smaller homes on smaller lots than would otherwise be permitted. Starter homes are defined as “single family homes not exceeding 1,850 sq. ft. These developments must be designed in a way that preserves green space.

- Location Requirements
 - District must have at least 3 contiguous acres of developable land
 - Must fall into one of the following three categories:
 - 1 mile from rapid transit, commuter rail, bus or ferry terminal
 - Concentrated Area of Development
 - Town Center or Rural Village
 - Served by Town Sewer
 - Underlying use is commercial or mixed use (mainly applies to Smart Growth)
 - Area zoned residential if pedestrian destination no more $\frac{3}{4}$ mile away
 - “A location that pedestrians frequently use, such as an elementary or high school; a college or university; a hospital; a Municipal office building, public library, post office, public safety facility, or other civic facility; a general or neighborhood commercial or business area with substantial employment, retail or entertainment activity; an active recreational facility open to the public; public transit or bus stop along a route serving an Eligible Location or Adjacent Area at a minimum of hourly frequency during peak periods.”
- Physical Development Requirements
 - Starter Home is defines as “a single family home not exceeding 1,850 square feet” in size
 - Can have Accessory Dwelling Units that are 600 square feet or smaller
 - 50% of homes in the district must have 3 bedrooms or more
 - Minimum by-right density of 4 units per acre.
 - Can higher unit per acre number
 - Site must be designed with Low-Impact Development or Cluster Development
- Affordability Requirements
 - 20% of the units must be affordable to households earning no more than 100% of the Area Median Income. At this range, not eligible for SHI.
 - Can require deeper levels of affordability to qualify for SHI
- Incentive Payments
 - Town receives a payment upon adopting 40R district (Smart Growth or Starter Home)
 - Payment is based number of additional units permitted under 40R districts vs. underlying zoning.
 - Example underlying zoning allows 50 units, while 40R permits 200 units, would be considered 150 newly allowed units with incentive payment of \$200,000



- Additional \$3,000 bonus payment per unit permitted

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

Advantages:

- Provides both market-rate and affordable housing (Moves town closer to 10% goal)
- Smaller houses on smaller lots provides opportunities for first time homebuyers and those looking to downsize
- Lot sizes closer to some existing neighborhoods
- Town receives incentives payments for adopting zoning and permitting units under the zoning

Disadvantages:

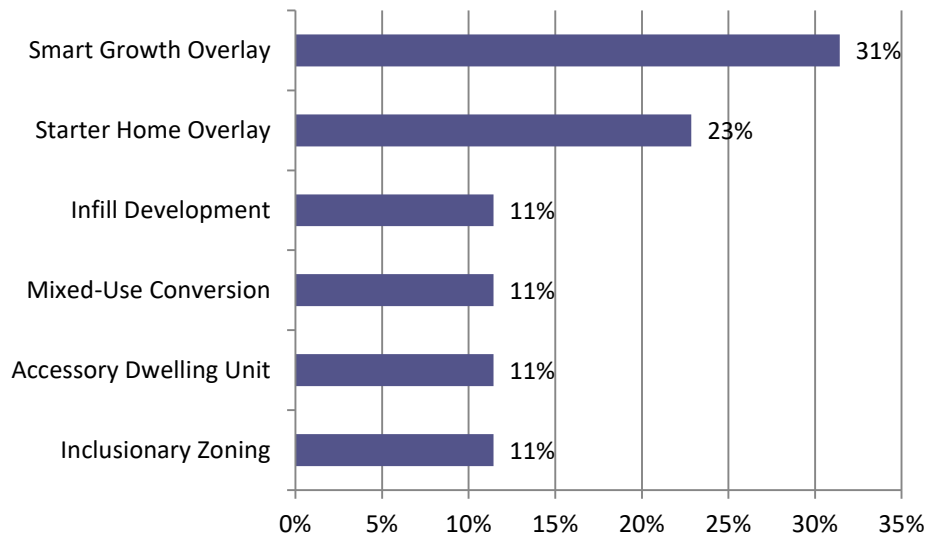
- Developers may be unfamiliar with the state's affordable housing regulations
- Incentive payment can only be used for capital expenses
- Town responsible for monitoring of affordable units

Public Input:

- Interest in lowering home size
 - 1,850 square feet is really big
 - With cost of construction, an 1,850 square foot home would be almost \$300,000—not exactly a starter home price
- Rebrand this- not just a starter home could also be great for downsizing
- Can't do at least 8 units per acre
 - If this the case, why wouldn't a developer just go in under 40B
- Excited about vegetative and open space because of open space development

As participants were leaving the meeting, they were given two stickers to vote for the strategies they considered the most important for the Town of Andover. An additional Smart Growth Zoning Overlay District or new Starter Home Zoning Districts were considered the most preferable by meeting attendees.



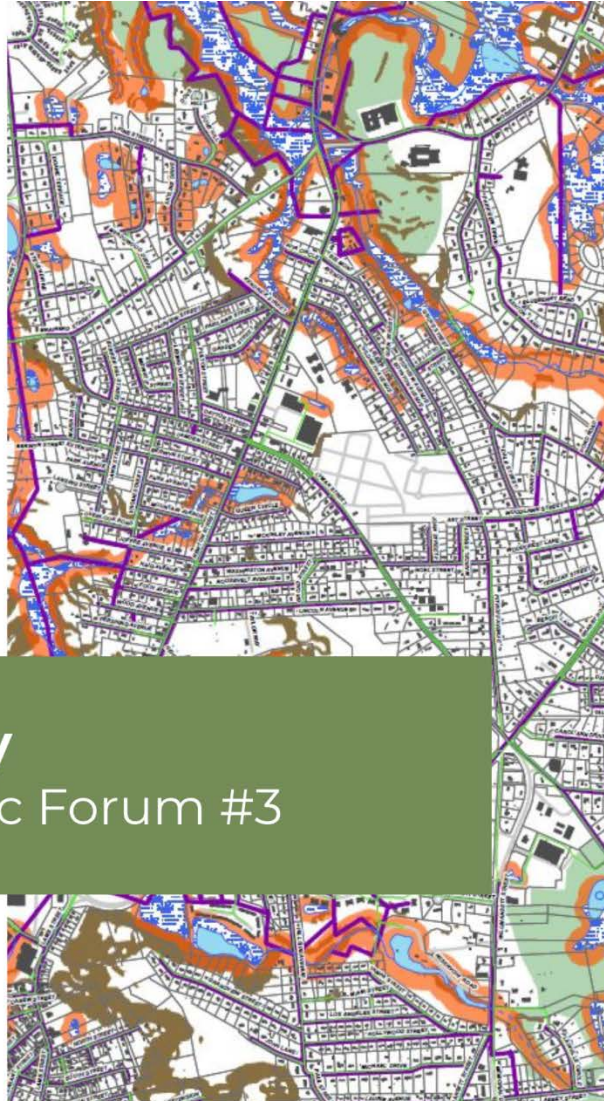


General concerns/desires heard throughout the process:

- Study impacts that new housing growth could have on Schools (Fiscal Impact Analysis)
 - How will class sizes and school budget be impacted
 - Concern that cost to educate a child is higher than new taxes generated from unit
- With Chapter 40 projects—both Smart Growth and Starter Home—desire to dedicate the incentive payments to specific project. Want some type of assurance that funding is being used to better the surrounding area (example: create a small park on the conservation land component of a Starter Home project) and not just going into the General Fund
 - Richard said this is possible. The incentive payment from the 40R project in the falls has been used for engineering work and to leverage other grant funding as a match.
- Would like to see the Town partner with Pioneer Valley Habitat for Humanity to create affordable homeownership opportunities
- Desire to see increase height allowed for apartments
- Need to continue to advocate for expanded and more frequent public transportation access. High density development is more successful when paired with public transportation.
- Increasing taxes is burdensome and is a major challenge to staying in one's home. Needs to be addressed.

PUBLIC FORUM #3

Goal: Provide a summary of the 1st and 2nd public forums; delve deeper into the Chapter 40R starter home districts information AND give community members an opportunity to identify areas that they feel might be a good fit for 40R districts.



South Hadley Housing Public Forum #3

Date: Wednesday, Nov. 14th

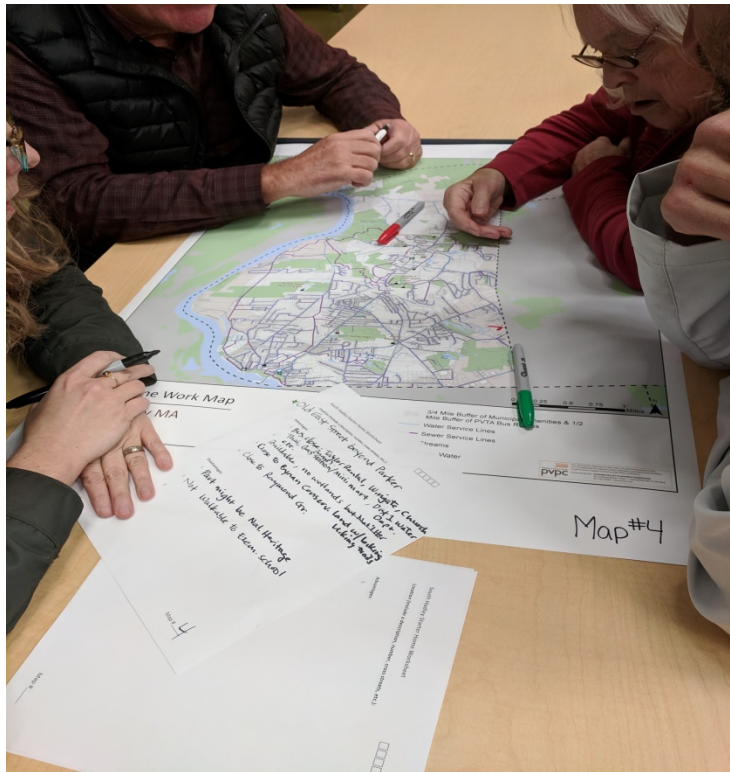
Time: 6:30-8:00 pm

Location:
Plains School
00 Lyman Street
(Corner of Granby Rd + Lyman St)

The Town of South Hadley is seeking feedback on where future housing growth in town should be directed. Join us for a discussion on various locations and their associated advantages and disadvantages!



For more information:
email: aeaton@pvpc.org
phone: 413-781-6045



The focus of the third meeting was a map based activity to identify locations in South Hadley for a starter home district. The meeting also provided a chance to update residents on the first two meetings and share those results. A detailed PowerPoint from the meeting is included in the Appendix.

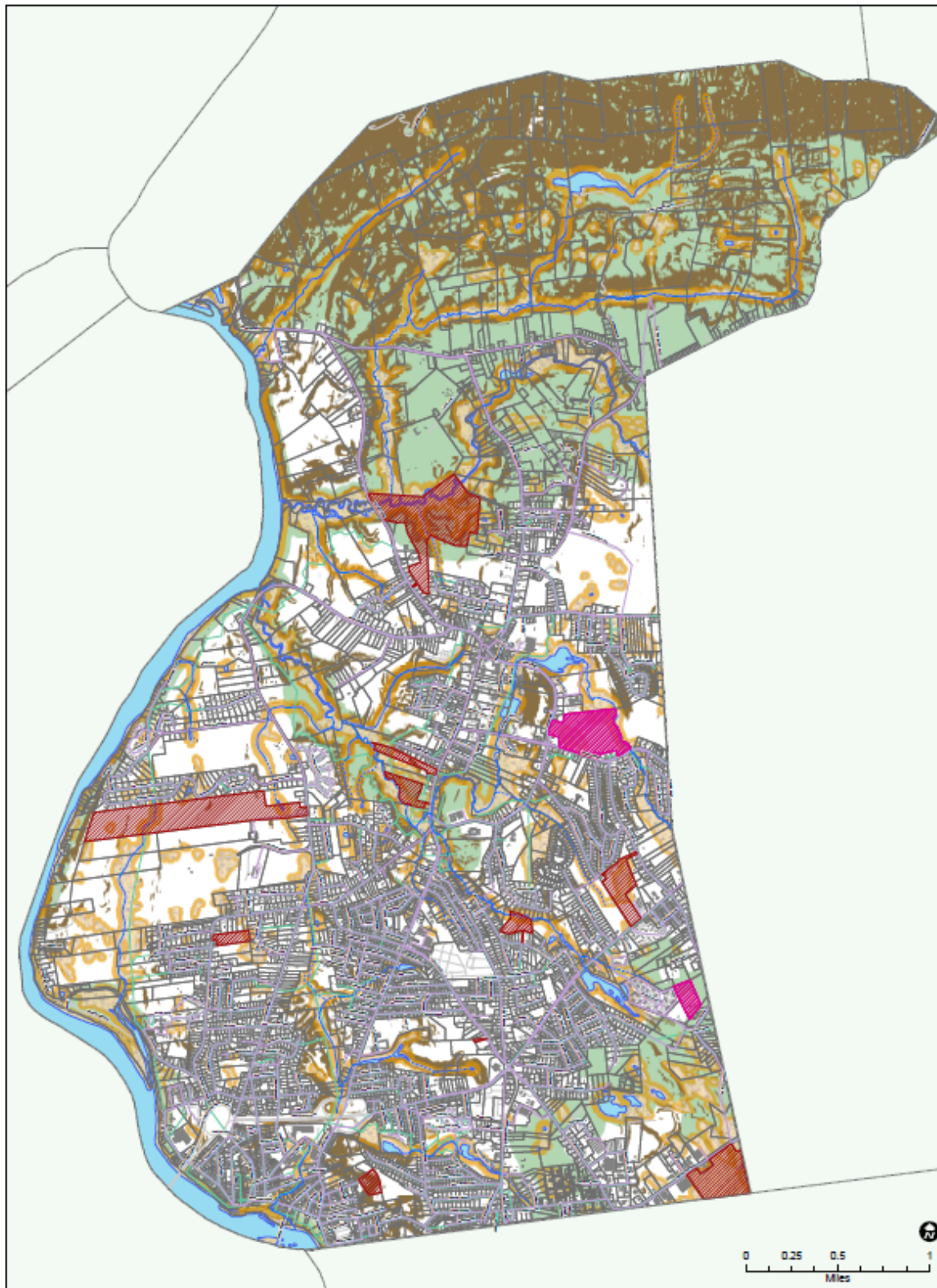
Massachusetts has continued to struggle to address the high costs of housing in the Commonwealth. In 2016 the legislature amended Massachusetts General Laws chapter 40R Smart Growth Zoning and Housing Production, by creating a new “Starter Home” program. Municipalities can now create Starter Home Districts on land areas greater than three (3) acres with a minimum density of 4 units per acre and dimensional zoning requirements that may differ from the underlying zoning which emphasize cluster development, common

open space and low-impact development techniques. Homes may be no larger than 1850 SF and at least 50 percent of the units must have three (3) bedrooms. Communities establishing a Starter Home district will be eligible for incentive payments from the state for the creation of the district and housing within the district. At least 20 percent of the homes in the district must be affordable and occupied by households with incomes at or below 100% of Area Median Income. The new Starter Home law provides developers and communities with a much needed tool to provide desperately needed workforce housing. Under Section 140 of Chapter 219 the Starter Home law takes on January 1, 2017. Efforts are underway to create implementing regulations.¹

- Map based activity
 - Directive was to identify parcels that might be suitable for starter home districts. Had to meet the following criteria:
 - Be in a white area on the map (white highlighted parts of town 3/4mile from ped destination). If not in a white area had to explain how might be in proximity to a ped destination we hadn’t mapped. This was the case in one group. They pointed out that there were shops and services nearby that we had mapped.
 - Not have environmental constraints on the site. (were provided with environmental constraints map to cross reference.)
 - Be three acres in size or larger

Results are presented on the map on the following page.

¹ National Law Review 9/27/16



Community Identified Properties for 40R Starter Home Districts

SOUTH HADLEY, MA



- Community Identified Properties
- Community Identified Properties (identified by multiple working groups)

Infrastructure

- Water Service
- Sewer Service
- Roads
- Building Footprints
- Tax Parcel Boundaries

Environmental Constraints

- Streams
- Intermittent Streams
- Open Water
- Wetlands
- Wetlands 100ft & Open Water 200ft Buffer (Overlay)
- Areas of Steep Slope (15% or Greater)
- NHESP Priority Habitat of Rare Species & Estimated Habitat of Rare Wildlife

Participants identified these possible locations and their advantages and disadvantages:

Leahy Ave/116

Advantages:

- Close to Village Center
- Close to Bus service
- Close to Middle/Elementary schools
- Screened from 116

Disadvantages:

- Steep slopes
- Water access
- Site access
- Wet areas

North Main Street

Advantages:

- Sewer access
- Water access
- 3+ acres

Disadvantages:

- Ownership?
-

Beaudreau Property

Advantages:

- Sewer access
- Water access
- Near transportation
- Near a school

Disadvantages:

- Ownership?
- Need to work around wetland
-

Old East Street beyond Parker

Advantages:

- Close to Bus and many services
- Buildable, no wet lands
- Close to conservation land and rec trails
- Close to Raymond ctr

Disadvantages:

- Part might be natural heritage
- Not walkable to Elem School
-
-

Arrow

Advantages:

- Use wetlands as open space
- Close to 5 Corners, MHC, Commons
- Bus Route & Schools

Disadvantages:

- Wetlands cannot be used for recr
- Need to extend water/sewer

NEXT STEPS

As a result of this public engagement process, and building on the foundation of South Hadley's long-term commitment to expanding housing choice, there does seem to be some consensus in the community about the need to move forward to facilitate access to 'starter homes'. South Hadley will need to launch a more in depth housing development process at each of the appropriate locations. This process showed how useful, and yet time-consuming and expensive it is, to substantively engage residents in planning ahead for housing growth.



APPENDIX

1. Housing Needs Hand Out
2. Visualizing Solutions Hand Out
3. Slides
4. Fliers and press releases

Other????