

Zoning & Planning Committee Report

City of Newton In City Council

Monday, January 11, 2016

Present: Councilors Hess-Mahan (Chair), Danberg (Vice Chair), Leary, Yates, Baker and Kalis

Absent: Councilors Albright and Sangiolo

Also Present: Councilors Fuller, Lipof, Crossley, Brousal-Glaser, Lappin, Blazar, Norton and

Auchincloss

City Staff: James Freas (Acting Director, Planning Department), Steve Pantalone (Housing Development Planner), Liz Valenta (Housing Development Planner), Rachel Blatt (Urban Designer), Maura O'Keefe (Assistant City Solicitor), Karyn Dean (Committee Clerk)

Discussion: Housing Strategy Roundtable

In conjunction with the Planning Department, the Zoning and Planning Committee will be hosting a roundtable discussion for City Councilors on Housing in Newton as part of the on-going Housing Strategy work. The discussion will focus on the results of the November 22nd Housing Locations Workshop and issues and opportunities around the location of new homes in Newton. The City's consultant team from RKG and Sasaki will facilitate the conversation.

Note: Councilor Hess-Mahan introduced Kyle Talente, Fred Merrill and Chris Freda from RKG Associates and Sasaki Associates. Mr. Talente reminded the Committee that the purpose of this meeting was to present the findings of the November 22nd charrette on housing locations and to solicit feedback and questions from the City Council.

Mr. Freda addressed the Committee and noted that the housing strategy/location workshop on November 22nd was advertised to the community as an opportunity to engage in one of several steps in the process of completing this project for the City. The workshop objectives were to discuss the need, priorities, preferences and locations for more affordable and diverse housing. He wanted to clarify that the exercise was not designed to identify *specific* sites but instead to learn some general characteristics of areas that community members felt might be most appropriate to locate new housing and development.

In order to accomplish this, participants were asked to distribute a minimum of 300 Lego "studs" (the round nubs on Lego bricks) across the City map to signify which housing typologies would be most appropriate for which locations. A map was developed which identified information useful to placement decisions including public transportation nodes, park land, commercial areas, etc.

Approximately 100 community members attended and participated in the workshop/exercise and were divided into 8-10 member groups. Please refer to attached presentation for Housing Typologies and representative Legos along with the rules for their use in the exercise as well as the resultant maps from each table. An overlay of all the maps was then done to produce one map for an overall view.

Placement by typology broke down as follows: Single –family 24%; multi-family (2-4 units) 25%; townhouse 15%; and larger multi-family buildings 36%. More specifics on each of these categories may be found in the attached presentation.

Each table was also asked to write down what they felt were housing location principles. The most prevalent themes that were identified are listed in the attached presentation. The observations and trends that emerged from that exercise were: an interest in new construction of multifamily and townhouses in village centers; multifamily construction along major roadways and transit lines; creation of accessory apartments throughout the city's lower density neighborhoods; maintaining the character and density of neighborhoods; housing sited near retail and services; and infill development where possible.

Mr. Freda explained that the next steps will include posting all the workshop findings online with a summary document. Site recommendations will be evaluated and prioritized for development potential in a more technical way. Feedback from the public meetings, including this Committee meeting will be incorporated into those recommendations.

Committee Comments/Questions

Councilor Lappin asked if any demographic information had been taken from the participants such as age or which ward they lived in. Mr. Freda replied that the only information taken was their name. She suggested more information might be helpful. She noted that there are many and varied housing groups in the City, resources, documents etc. that can be mined for information that could be useful. The Planning Department has identified locations in the City that are and will be available for development and that would be useful information for the next meeting. Determining the state of the real estate development and housing market when the Comprehensive Plan was developed might be useful as well. Retaining the character and density of a neighborhood have different meanings for different people so a definition might be a good idea.

The consultants noted that many different resources have been consulted and studied and the workshop is not the only information they will be considering by any means. A series of interviews were done with various housing advocates and those not interested in development on all aspects of housing and development in Newton as well. Councilor Norton asked for a list of those interviewees. The consultants said they could be provided and would likely also publish them in the report. She also said she might have some suggestions of others to be interviewed.

Councilor Fuller noted that she was at the November 22nd workshop and while she was pleased that the Mayor is undertaking a housing strategy, she was concerned with the organization and

general principle of the workshop. As was witnessed in the Austin Street development discussions, individual Council members and the community at large have very different visions for housing. She felt the workshop assumed some things and developed rules around those assumptions that left other points of view out of the discussion. For example, the rules required the placement of 300 studs on the map while there were participants who would have preferred to place anywhere from zero to some number far less than 300 on the map. Not everyone is interested in increasing the number of housing units in the City. There is a tension between maintaining the character and density of existing neighborhoods, which most participants said they wanted, and finding ways to add diverse and affordable housing. She did not feel this exercise was helpful in creating a common vision.

The consultants said that they included in their report that a number of participants did not want to add any housing. The intent of this event what to discern where in the City housing might be located IF more was any to be added and which areas would be undesirable, less desirable and more desirable. The number of studs that were put on the map was in no way an indication of the number of units that would be developed or the number each participant desired. Further, participation in the event did not automatically indicate support of additional housing. The exercise did allow for all points of view by soliciting written comments as mentioned earlier. The idea was to determine tiered choices of possible locations in order to provide information in forming housing strategy.

The consultant noted that it was their job to put the City in the position to be successful with the policies and regulations to meet the need, and to the best possible extent, to also meet the desires of those in the community. The ultimate number of units is something to be determined between the Mayor, the City Council and the residents once that information has been delivered.

Councilor Fuller would like to understand if the consultants have been charged to find locations for the 800 units the Mayor said he would like to add by 2021 and how would the City Council and the community figure into that. Mr. Freas said the intent of the study is to look at the City to identify its needs for housing if the presumption is that the City would like to maintain its existing standard of diversity and inclusiveness. The study is also designed to identify a range of strategies the City can use to best pursue that or any housing objectives. The Mayor's announced objectives play into what the Planning Department is doing and is the impetus in part for doing this housing strategy. The Mayor would like a pathway and a set of tools to reach that goal, but the report is not going to come back with recommendations on where to place 800 units. Instead, it will be a guide to determine where housing might go.

The consultants added that the scope of services in the contract with the City of Newton is to look at the needs within the City based on current and projected future demand for housing that looks at maintaining the diversity of residents. The other task is to look at areas in the City wherein additional housing could be accommodated by including physical realities, location realities, ownership realities, and public preference realities and challenges. Then use that information to determine what areas might be suitable for particular types of development. The final piece is to

look at policies locally, regionally and nationally that the City could implement in order to be more effective and efficient in the resources they use to encourage a diversity of housing. This is all to provide the Mayor and the City Council with the information to make informed decisions. It is unlikely that there will be unanimous agreement on decisions, as it hardly ever is. But as an elected body and a community decisions needs to be made based upon a variety of tools, and this will be one of them.

Councilor Lipof felt it was important to do this research and to figure out the opportunities and locations for added housing, if housing is to be added. He noted that the average age of the participants in the November 22nd workshop was probably 70. This was probably attributed to the fact that it was a Saturday afternoon during sports season so parents with school age children were probably unable to attend. He wondered if the results would have changed with a wider demographic of residents. He felt they were credible results and understood the theory, however, and felt it was a good response to those in the community that have been asking to be involved in these kinds of processes.

Councilor Kalis asked what other municipalities the consultants have worked with on a similar project and what the high level results were. Mr. Freda noted that they had worked with Alexandria, Virginia which is not dissimilar from Newton. It is a fairly affluent community and a suburb of Washington DC. The exercise was slightly different as they rolled in an additional data point: the cost of developing housing. Otherwise, the work very closely mirrored what is being done here in Newton. People were interested in adding housing but wanted it in a different area of the city than where they lived. The face-to-face conversations started to break down the fears and creative responses started to emerge. Then the common themes started to drive the recommendations that ultimately came out of the study.

Councilor Kalis asked how participants came to consensus on how to place their bricks as there must have been different points of view. The consultant noted that there was a fair degree of self-selection, so they saw tables with consensus. But there were also tables with mixed points of view and there was healthy debate and objections. There were opportunities for those who objected to the decisions of the majority of the group to record their comments, which were included in the summary. However, the objective was to reach consensus at the table and get mixed perspectives and as diverse a range of opinions as possible. To this end, for example, some areas were protected as a compromise, in order maintain the character and density in neighborhoods, which was of high concern to those who opposed additional housing.

Councilor Danberg asked how much of the budget has been spent so far on this effort and what is the schedule of meetings going forward. The consultants explained that they are about half way through the budget. There will be a public meeting on January 25th where they will present best practices for policies based on the market analysis, the need assessment, feedback from interviews, public sessions, charrettes and tonight's meeting. Those recommendations will be coalesced and in the meantime Sasaki will be working on the location assessment. The consultants

will come back to the City Council in February to present preliminary findings. In early March the draft recommendations strategy will be presented at a public meeting.

Councilor Danberg noted that the Austin Street development debate showed how the City is struggling with what needs to be built and where it should be built. Also issues of zoning and the need for reform have highlighted other issues with development in the City including maintaining character of neighborhoods. She asked that the consultants take all of these points of view into consideration in their work. The consultant noted they can give their recommendations on policy and tools and it is ultimately up to the stakeholders to make the decisions.

Councilor Baker attended the beginning and end of the November 22nd session. He was concerned that the apparent mission was how and where to develop additional housing and not whether or not it would be developed. He did not see some of the hard work that was developed in the Comprehensive Plan which relates to development in this material. Some of the smaller housing stock is being lost to larger housing development through the by-right system. Is there anything in the strategy that would recommend anything to preserve those. There have been conversations about moratoria, whether the FAR is too liberal for small lots, whether demolition and rebuilding is being encouraged without oversight, among other things. He does not see any of that addressed and the policy questions are very real. There also does not seem to be anything relative to City resources to support development and that all has to be taken into consideration. This City Council is going to have to make some decisions on what is being built and not by consensus, but by votes.

The consultants replied that they have been looking at policy options and strategies to address the small lot re-development issue and that will be forthcoming. Councilor Baker said he hopes that the report would give them the option of saying the Council could downsize the FAR, for example, to require any house of a certain size to go through a special review. He hopes those kinds of mixed recommendations will be in the report, so there is a menu of choices and not just options all skewed in the direction of further development.

Councilor Baker asked that the consultants receive the original Accessory Apartment Subcommittee report. His concern was accessory apartments turning into student housing the Boston College area. The Comprehensive Plan reflects the legislative consensus at the time as it was passed by the Board of Aldermen, so it has more weight, in his mind. Whatever outreach strategy is implemented, this is a City of 85,000 people, and a far, far smaller number of people are going to show up to workshops and meetings. The challenge is to represent the people who may not show up and are not part of the conversation. Because the Council is made up of 24 members, there is a good opportunity to be able to do that.

Councilor Norton asked the consultants if they felt the findings of the November 22nd meeting represented a consensus or even representative view of the residents of Newton. They responded that it was representative of the participants that showed up to the meeting. Certainly there are a number of other perspectives and they would like to hear them. More opportunities for participation will be offered and they hope people attend. Councilor Norton would like that to be

made very visible in the report as she felt, as Councilor Lipof mentioned, that the residents with children who may have had other obligations on a Saturday afternoon, were by and large not present at this meeting. She wondered if there were any more opportunities for public input. The consultants noted the meetings that were mentioned earlier, and there is an online forum for which people can submit comments on every step of the process. The findings of the summary are available on that My Sidewalk page as well as other materials.

She noted that one can agree that maintaining diversity in the City is important and that the path there does not necessarily need to involve more development. For example, there are a number of apartments at the corner of Washington and Walnut Streets that are charging about \$1000/month rent, which is fairly inexpensive for Newton. This building is slated for development and will very unlikely replace units for that price, so development does not always lead to providing diverse or affordable housing stock.

Councilor Yates shared the views of Councilors Fuller, Baker and Norton. He was unsure of the Lego's process and had heard from one resident who was in attendance that it didn't seem like a productive exercise. He felt the land uses of the City had to be considered and were not reflected by the various typologies. Adding second and third stories onto village center buildings would be a something to look at. The village centers seem "half-baked" without them. The diversity of housing is being destroyed through teardowns of modest and smaller homes, more than any other factor. The City is more diverse and inclusive than most people understand and could be maintained by finding a solution to that problem. He also feels that Lower Falls has a problem with transportation which should be analyzed.

Councilor Brousal-Glaser found that the term "village centers" can be amorphous as they are often not tidy, defined areas. This needs to be taken into consideration in these housing conversations as well and how village centers factor into plans.

The consultants noted that they are very familiar with the City's excellent Comprehensive Plan and have studied it carefully. There is also a zoning process that is going on so they are trying to connect the dots in the Plan and the zoning in order to come to some conclusions.

Councilor Crossley attended the workshop and was a member of the Comprehensive Plan advisory group for many years. She was not surprised at the results from 100 people as they are the results the Councilors have been hearing from people in the community for years. There is a battle over how to reach goals of affordable housing, but the interest is there. Development of anything is an opportunistic event. The struggle with Austin Street showed how difficult it can be to take projects up one by one and keep in mind an overall view or master plan. If there can be guidelines that come of this study that help map the potential in the community in order to dovetail with a more robust master planning process, that would be helpful. Perhaps there could be communication tools, other than the online forum, to allow people to participate. It is not easy to get people to come to things and yet there will be criticism that a representative sampling didn't provide input.

Councilor Crossley is interested in the pattern book for zoning and hopes it will show large districts of the City are in fact laid down with 4K, 5K, 7K foot lots and none of them are conforming any longer, for example. She would like to understand next steps and how those will be shared.

The consultants noted that all of the information being gathered will be considered and communicated. They have been implementing a communications plan since the beginning of the process which includes all the meetings and reports and online resources. That is a fairly comprehensive approach and falls within their budget. Even given a bigger budget, it is unlikely further efforts would yield much more data.

Councilor Yates would like links provided to any online resources that were mentioned to the City Council and Neighborhood Area Councils. There are other groups that could be added as well that work within the neighborhoods. The local newspaper is not universally read so don't assume everyone will see things published there. He also suggested checking historic street directories to show if there were additional addressed in those locations that were once upper stories. Showing that could be helpful in the community in terms of acceptance. As for accessory apartments, efforts to reach out to those in the community with units was difficult as they were concerned they would get in trouble and lose income. The fiscal restrictions were a big consideration in bringing units up to code.

Mr. Freas said that the task of communication is ongoing. He has created a new position within the Planning Department of Communications Manager which was just advertised. A key task of this position is to develop a robust communications platform that is web-based as well as traditional in terms of meetings, etc. There will be a Transportation Strategy meeting with the City Council on January 26th as well. That will be followed up by a 3-day workshop on February 4-6. The intention of the roundtables was really to promote conversations between the Councilors and not necessarily a question and answer period for the consultants.

Councilor Hess-Mahan announced the February 25th Zoning & Planning Committee meeting will be cancelled in order to accommodate attendance at the next public meeting as mentioned earlier. The place and time is still to be determined.

He thanked everyone for their participation and attendance. The roundtable format was meant to encourage feedback and he felt that was well accomplished.

#170-15 Discussion of HUD settlement relative to creating 9-12 affordable units ALD. HESS-MAHAN, JOHNSON, CROSSLEY AND ALBRIGHT requesting a discussion relative to the HUD Settlement with Supporters of Engine 6, the Fair Housing Center of Greater Boston and the Disability Law Center in conjunction with the Law and Planning Departments, to explain the settlement and possible implications for the Zoning Board of Appeals and the Board of Aldermen in terms of the City's obligation to identify sites and facilitate the creation of, and issue permits for, affordable housing for 9-12 chronically homeless persons in Newton. [07/06/15 @ 4:18 PM]

Action: Held 6-0

Note: Councilor Hess-Mahan explained that the agreement attached to the agenda is one that is meant to resolve the HUD complaint by the parties mentioned in the docket item and obligates the City to identify locations for 9-12 housing units for the chronically homeless and promote the creation of those units.

Mr. Freas noted that the agreement lays out milestones for the first year to identify five sites than could potentially accommodate 9-12 units in support of the chronically homeless. Those milestones included hiring a consultant team to support in the effort, conducting Fair Housing Law training which was just completed, among others. They also meet regularly with representatives of the partners in the conciliation agreement to provide updates. The housing strategy which was just discussed in the previous conversation is helping with identifying locations. A five-year timeframe is set to accomplish the development of those units on one or more of those sites as appropriate.

Aside from working with the housing strategy consultants and meeting with the partners, Mr. Freas said the next steps will include looking at possible locations and working with Ward Councilors. They will then need to work on getting another consultant team to work on the actual development plans and RFPs for potential developers.

Once appropriate locations are chosen and potential developers are identified it was asked what the role of the City Council would be. Mr. Freas said the process could run through the City Council or a 40B approach through the ZBA. It depends on what will make the most sense when identified. Development to accommodate this particular population may not line up with the City's zoning specifications even with a special permit so perhaps the 40B process would be employed for greater flexibility in design in order to meet the needs.

Councilor Hess-Mahan noted that if the City does not approve a Comprehensive Permit or a Special Permit to create this housing within the required five years, there are possible consequences for the City as mentioned in the agreement. Mr. Freas commented that the issue of Fair Housing is extremely important and the department is looking forward to engaging more on the topic with the City Council and how it pertains to all these decisions.

It was asked what Fair Housing Law training entailed. Mr. Freas explained that it was a half-day training session run by an expert in the field and included everyone in the Planning Department and Law Department involved in land use and planning activities. There was also a few people from other departments such as the ADA Coordinator, Purchasing Director and staff from Health and Human Services.

Councilor Hess-Mahan discussed this with staff of the Fair Housing Committee of which he is a member. They will be getting the training materials to him and he has docketed an item requiring that City Council members, ZBA members and anyone involved in this area receive training on the Fair Housing Law.

Councilor Yates moved to hold this item and the Committee voted unanimously to hold.

#9-16 Nomination of Episcopal Parish of the Messiah building for Landmark Designation

<u>COUNCILOR SANGIOLO</u> requesting the City Council nominate the building currently housing the Episcopal Parish of the Messiah, located at 1900 Commonwealth

Avenue in Auburndale for Landmark Designation. [12/24/15 @ 9:40 AM]

Action: No Action Necessary 5-0 (Councilor Baker not voting)

Note: Councilor Hess-Mahan explained that Councilor Sangiolo has requested a vote of No Action Necessary on this item. After discussion with the staff of the Newton Historical Commission, she was advised of a more effective process with which to make this request which she is pursuing.

The Committee voted No Action Necessary unanimously.

Meeting adjourned.

Respectfully Submitted,

Ted Hess-Mahan, Chair

Attachment: RKG/Sasaki PowerPoint Presentation



Newton Housing Strategy

Housing Location Selection Workshop Summary January 11, 2016



City of Newton

Housing Strategy Location Selection Workshop

November 22, 2015 1:00pm - 4:30 pm Newton North High School Cafeteria

Participants will walk through the opportunities, challenges, and constraints of developing new diverse housing options in Newton. This project will provide the City with valuable feedback on what types of housing and in which locations, participants would like to see new housing built.

www.newtonma.gov/housingstrategy RSVP Requested Please email RSVP to housing@newtonma.gov kids activity table will be included in this event

Housing Location Workshop

Workshop Objective

- Continue the conversation about the need for more affordable and diverse housing in Newton
- Identify the community's priorities for new housing
- Collect community feedback on preferences for new housing locations and development types
- Incorporate community feedback into housing strategy, planning, and housing development site recommendations



Workshop Exercise

What: Identify principles and locations (not necessarily specific sites) for the construction/addition of new affordable and diverse housing units in Newton.

How: Distribute at least 300 LEGO "studs" across the map to signify which housing typologies are most appropriate for which locations.

Time: 60 minutes



LEGO Blocks = Housing Typologies

Each table is tasked with distributing 300 studs. Using studs as the unit of measurement allows us to compare each group's distribution apples-to-apples. The important thing to remember is that each brick type represents a different share of units (e.g. one multifamily brick is many more units than a single family brick).



Single Family

All yellow 2-stud bricks are single family. Each table is given a total of 70 yellow bricks



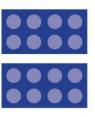
Multifamily (2-4 units)

All orange 4-stud square bricks are multifamily (2-4 units). Each table is given a total of 50 orange bricks



Townhouse

All red 4-stud linear bricks are townhouse. Each table is given a total of 50 red bricks

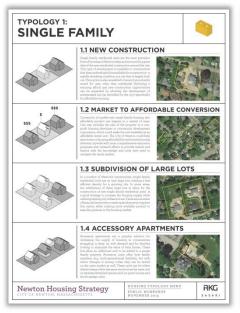


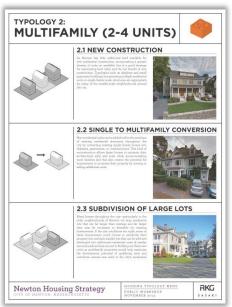
Multifamily (apt/condo)

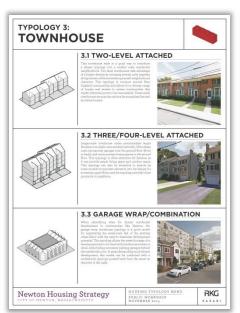
All blue 8-stud bricks are multifamily (apt/condo). Each table is given a total of 20 blue bricks

LEGO Blocks = Housing Typologies

Each table has a set of Housing Typology Menus that describe examples of housing developments can be considered within each typology. These menus are for informational purposes only. If you'd like to specify which type of housing you prefer within each typology, feel free to write them on the map or in the comments section of your Worksheet (but you don't have to!).





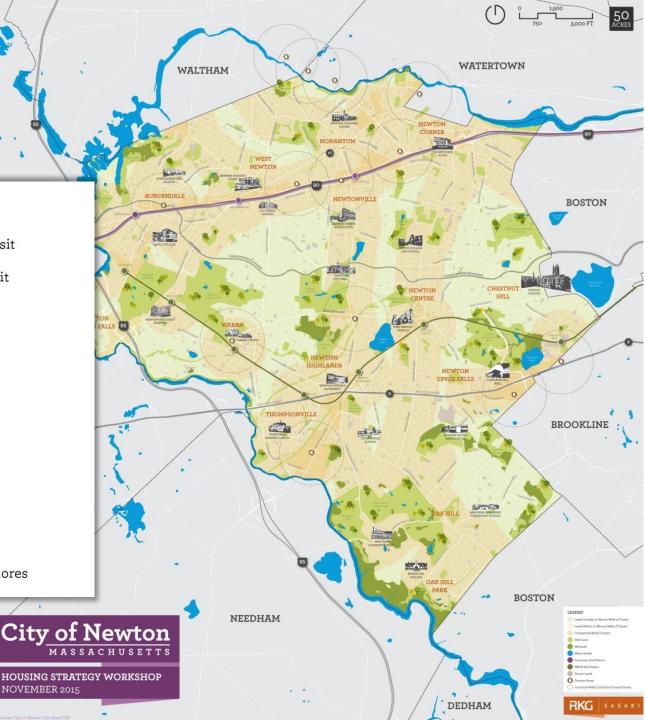




Materials Overview

LEGEND

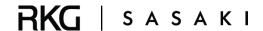
- Lands Outside 10-Minute Walk of Transit
- Lands Within 10-Minute Walk of Transit
- Commercial/Retail Centers
- Park Land
- Wetlands
- Water Bodies
- Commuter Rail Station
- MBTA Rail Station
- Vacant Lands
- Grocery Stores
- 10-minute Walk Circle from Grocery Stores



Rules of the Game

To ensure that we can take your feedback and incorporate it into our Housing Strategy in a consistent way, there are some rules to this game.

- 1. A minimum of 300 studs must be distributed across the map.
- 2. At least one of each brick type must be used.
- 3. Feel free to stack bricks on any given location.
- 4. Write on the maps! If there is something specific you want to say about a particular distribution/location, use the pens at your table to tell us.





Key Findings

Turnout

The workshop was attended by approximately 100 community members

10 participant tables with approximately 8-10 participants each.



Housing Location Principles

- Allow accessory apartments (by-right) (with appropriate regulation)
- New housing should be built in close proximity to transit
- New housing construction is appropriate in village centers
- New units should be accessible for seniors and those with disabilities (single-level units/elevators)
- Green/open space should be preserved
- Transit service in the Oak Hill neighborhood should be improved
- New housing should be built in close proximity to retail/services
- Avoid/minimize tearing down existing housing stock
- New housing should be made available for families at a range of income levels
- New housing should be made available for families/people at different stages of life
- More multifamily housing should be built



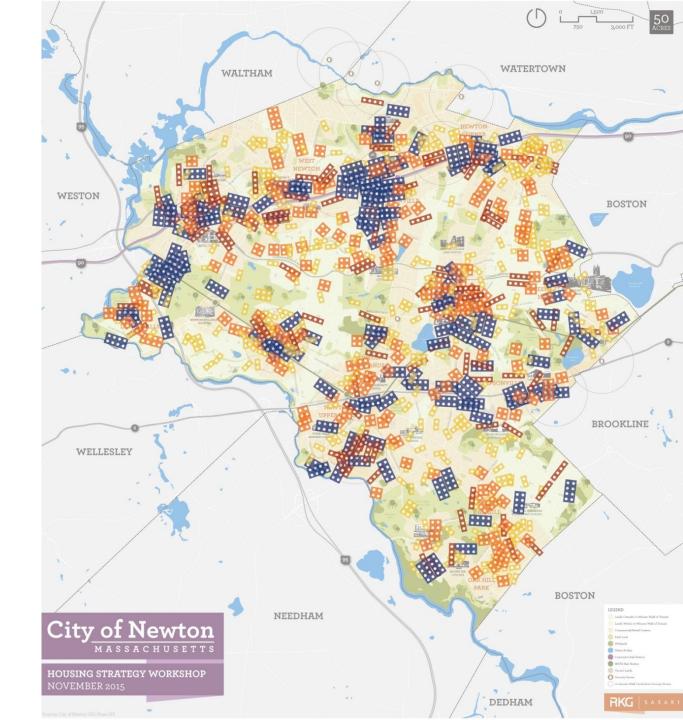
10 Participant **Tables**







Key Findings



Observations & Trends

New construction in village centers

Participants expressed an interest in new multifamily and townhouse construction within village centers.

Multifamily along major roadways and transit lines

New multifamily (apt/condo) construction was particularly preferred along Route 9 and I-90.

Accessory apartments throughout the city

Participants nearly universally supported accessory apartments throughout the city's lower density neighborhoods.

Maintain the density and character of neighborhoods



Observations & Trends

New housing sited near retail and services

Close proximity to retail, grocery stores, schools, commercial centers and other community services was important to several participant tables.

Infill development where possible

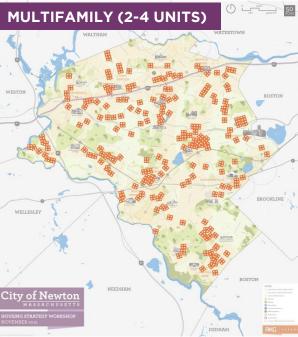
In neighborhoods where there are vacancies or large lots that could be subdivided into smaller lots, infill development was a preferred option.

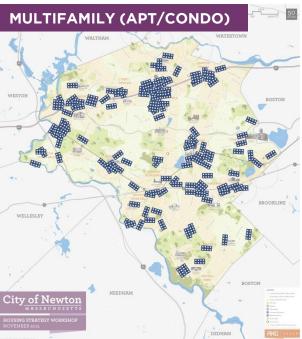


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TOWNHOUSE

City of Newton





Placement by Typology



Placement by Typology

Single family - 24% of total

- Mostly distributed across lower density neighborhoods
- Several participant tables noted that yellow single family bricks were intended to represent accessory apartments
- Some tables distributed these bricks uniformly throughout the city

Multifamily (2-4 units) - 25% of total

- Construction/conversion of residential units in village centers or above retail spaces
- Conversion of large single family structures or lots into multifamily properties
- Prevalence just outside of village centers



Placement by Typology

Townhouse - 15% of total

- Focused around village centers
- Near commercial centers, transit lines, major roadways

Multifamily (apt/condo) - 36% of total

- Very popular typology
- Concentrated within and around village centers and along transit lines and major roadways



Next Steps

Workshop findings showcased online

- Participant maps
- Participant principles
- Workshop summary document

Site Recommendations

- Sasaki & RKG Associates will evaluate and prioritize sites across the City of Newton for their housing development potential.
- Community feedback from the Housing Location Selection Workshop—as well as other public engagement efforts—will be incorporated in the recommendations.

