

# DRAFT Supplement to FY11-15 Analysis of Impediments to Fair Housing Choice

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## Race and Ethnicity

5/29/2014

## **DRAFT - Supplement to Analysis of Impediments to Fair Housing Choice**

### **Objective**

This supplement to the Newton *FY11-15 Analysis of Impediments to Fair Housing Choice* (AI) aims to identify the spatial distribution or segregation of racial and ethnic groups and poverty within Newton's boundaries and the factors that impact this distribution. The analysis will then identify actions the City can take to address any identified concentrations of race, ethnicity and poverty.—The focus of this supplement was requested by the Fair Housing and Equal Opportunity Office (FHEO) of the United States Department of Housing and Urban Development (HUD).

### **Background**

The federal Fair Housing Act applies to most kinds of housing, whether federally funded or not, and it prohibits both intentional discrimination and neutral policies and practices that have a disparate impact on members of a protected class.<sup>1</sup> The Fair Housing Act requires HUD and its grantees to administer its funding programs “in a manner affirmatively to further the policies of the [Fair Housing] Act.”<sup>2</sup>

Under the federal HOME Investment Partnerships Program (HOME) and Community Development Block Grant (CDBG) statutes, the certification to affirmatively further fair housing requires entitlement communities such as Newton to 1) develop an Analysis of Impediments to Fair Housing Choice, 2) implement the recommendations that follow from that analysis, and 3) document its efforts to improve fair housing choice and accessibility in the community.

### **Methodology**

Advancements in Geographic Information Systems (GIS) and new techniques in recent years have become useful and effective tools in analyzing settlement patterns. This analysis draws from the following techniques and tools:

- *Opportunity mapping*, which is a research technique used to understand the geographic inequity of opportunities within a metropolitan area based on various key indicators
- *Racial Dot Mapping*, which provides a visualization of geographic distribution, population density, and racial diversity in every neighborhood in the country using 2010 Census data.<sup>3</sup>
- United States Census Bureau Housing Pattern metrics
- U.S. Department of Housing and Urban Development's Sustainable Community metrics

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<sup>1</sup> 42 U.S.C. § 3601 et seq.

<sup>2</sup> Title VIII of the Civil Rights Act of 1968 at Section 808

<sup>3</sup> *Weldon Cooper Center for Public Service, Rector and Visitors of the University of Virginia*

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- Comparative analysis based on US Census and American Community Survey estimates
- Public meeting discussion with the Newton Fair Housing Committee
- Public meeting discussion with interested residents on fair housing impediments

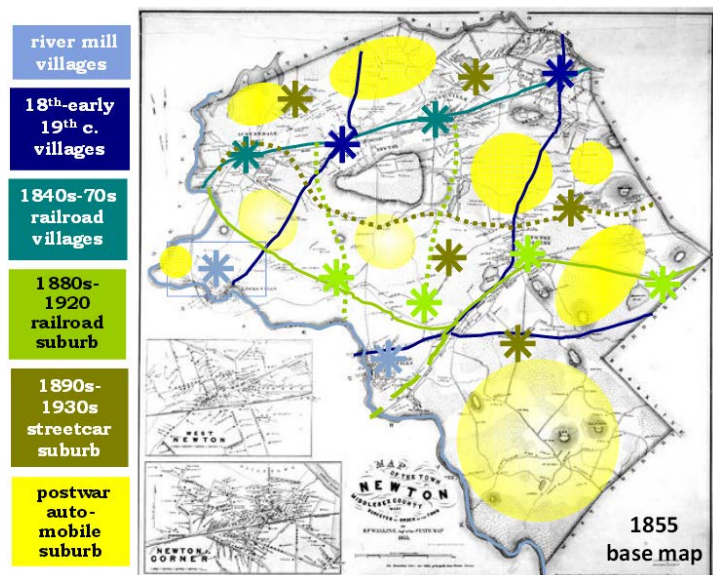
This analysis also draws from two fair housing analyses: the Massachusetts Department of Housing and Community Development (DHCD) *Analysis of Impediments to Fair Housing Choice* (2013) and the Metropolitan Area Planning Council (MAPC) *Fair Housing and Equity Assessment for Metropolitan Boston* (2014). These studies also provide a broader context for Newton's analysis.

It is important to note that some metrics are size-sensitive and have limited utility for very small geographic units and may not be accurate when replicated at the local scale. Where possible, this analysis uses U.S. Census 2010 and 2000 data. American Community Survey five-year estimates are also used if Census 2010 data is not available. The data is broken into the major race and ethnic nomenclature used by the U.S. Census Bureau: non-Hispanic white, Black/African American, Asian, and Hispanic/Latino.

### Community Background

The City of Newton is a suburban community of Boston of approximately 18.2 square miles and a population of 85,146 according to the 2010 Census, up from 83,829 in 2000. Newton has a population density of 7,765 per square mile. Newton has 13 villages interspersed with more residential areas.

The development of Newton's current residential character was largely shaped by the introduction of the Worcester Turnpike (also known as Route 9 and Boylston Street) and the Boston-Worcester Railroad. The construction of the Worcester Turnpike, which was completed in 1809, broadened Newton's commerce by providing a way for products to be transported more efficiently and in addition, brought people to Newton on their way to Boston. Frequent commuter rail service to Boston, which was the result of the completion of the first 10-mile leg of the Boston-Worcester Railroad in 1834, was also instrumental in establishing Newton as a desirable residential suburb. Currently, the City's land

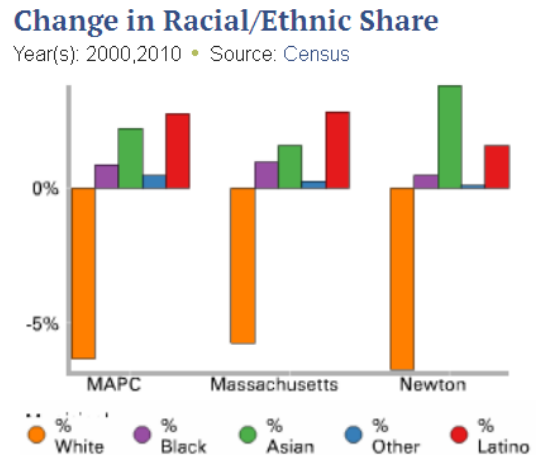


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area is nearly built out, with less than three percent of Newton’s land area being in parcels not already developed or permanently preserved from development.

### Demographics

Newton has grown more racially diverse since 2000. Between 2000 and 2010, the white population in Newton has declined 5.8%, from 73,831 (88.1%) to 70,074 (82.3%). The non-white population has grown the same 5.8% in those 10 years. In fact, the region’s growth since 2000 is due entirely to an increasing minority population, much of which is the result of increased immigration, according to MAPC.<sup>4</sup> Region-wide, the Latino/Hispanic population grew by 48%, the Asian population by 45%, and non-Hispanic Blacks by 16%. Meanwhile, the non-Hispanic White population declined by 6%.



According to the 2010 Census, the largest non-white populations in Newton are the Asian population (11.5%), Hispanic/Latino (4.1%) and non-Hispanic Blacks (2.5%). These three cohorts have also grown at the fastest pace over the past 10 years.

Newton Population by Race	2010	2000	Change
<b>White</b>	82.3%	88.1%	-5.8%
<b>African American / Black</b>	2.5%	2.0%	0.5%
<b>Asian</b>	11.5%	7.7%	3.8%
<b>Other</b>	1.2%	1.2%	0.0%
<b>Identified by two or more</b>	2.4%	1.5%	0.9%
<b>Hispanic or Latino (of any race)</b>	4.1%	2.5%	1.6%

Newton is in the upper quartile in Massachusetts for many racial and ethnic groups. Newton is home to 2.7% of Massachusetts’ Asian population; the 8<sup>th</sup> highest in the state. It was also the state’s sixth highest home-buying community for the Asian population between 2000 and 2006. Much of the State’s immigrant population is calling Newton home, as one of the 23 communities where 20% or more of the current population is foreign born.<sup>5</sup>

<sup>4</sup> The region as defined by the Metropolitan Area Planning Council as 101 cities and towns in Greater Boston, including coastal communities, older industrial centers, rural towns and modern cities

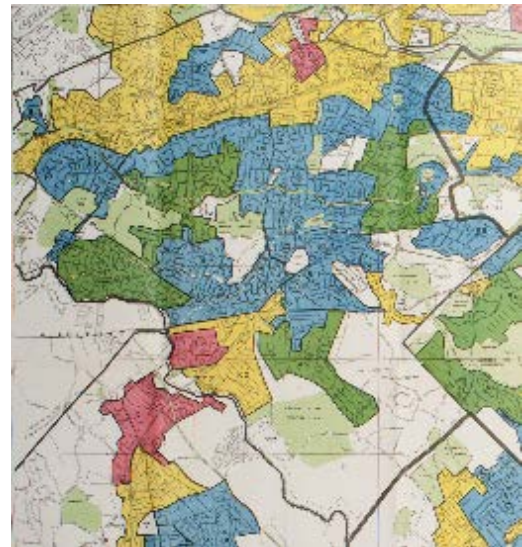
<sup>5</sup> *Analysis of Impediments to Fair Housing Choice*, Massachusetts Department of Housing and Community Development, 2013; Population, 2010 Decennial Census; Foreign born, 2011 5- Year American Community Survey,

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2010 Population	Total Foreign Born	% Foreign Born	% Foreign Born from Asia	% Foreign Born from Latin America	% Foreign Born from Africa	% Foreign Born from Europe
85,146	17,230	20.2%	44.9%	10.7%	3.1%	37.0%

### Geographic Segregation

Migration and living patterns result from numerous socio-economic factors as well as individual choice. However, racial discrimination was once an explicit component of federal housing laws, regulations, and practices that created unequal access to housing opportunity across the country and concentrated low-income people of color into the most opportunity-deprived communities in the nation.<sup>6</sup> All economic factors being equal, the lack of choice and opportunity created by institutional practice (e.g. redlining in the 20<sup>th</sup> century, as seen in the federal mortgage insurance redlining map to the right) and actions with discriminatory intent or effect can perpetuate geographic segregation and concentration.



The evidence of geographic segregation is, in many cases, still apparent today. While a full history of residential segregation is beyond the scope of this supplement to the *FY11-15 Analysis of Impediments to Fair Housing Choice*, numerous studies conclude that the greater Boston region is no different than other major metropolitan areas in this regard. In 2010, the Boston region was ranked as the 4<sup>th</sup> highest geographically segregated metropolitan area in the country.<sup>7</sup> The *Regional Analysis of Impediments to Fair Housing Choice* the WestMetro HOME Consortium is required to conduct in FY15 will address these regional impediments in greater detail.

Table B05006. Foreign born shares are estimates derived by applying the 2007 - 2011 estimate of foreign born and region of origin to the 2010 Decennial Census population count.

<sup>6</sup> Fair Housing Center of Greater Boston; *The Geography of Opportunity: Building Communities of Opportunity in Massachusetts*. The Ohio State University Kirwan Institute for the Study of Race and Ethnicity, January 2009

<sup>7</sup> William H. Frey, Brookings Institution and University of Michigan Social Science Data Analysis Network's analysis of 1990, 2000, and 2010 Census Decennial Census tract data

## **Racial Concentration and Separation: Who Lives Where**

The Racial Dot Map<sup>8</sup> below illustrates the spatial distribution of every household in the greater Boston area by race and ethnicity. The data is based on Census 2010 "census block," the smallest area of geography for which data is collected (equivalent to the size of a city block).<sup>9</sup> Blue represents the non-Hispanic white population; green represents Black /African American; red represents Asian; and orange represents Hispanic /Latino. Shades of purple, teal and other colors can be interpreted as a measure of racial integration in a particular area. The distribution and separation of different racial populations in greater Boston is evident, with a large concentration of the Black/African American population.



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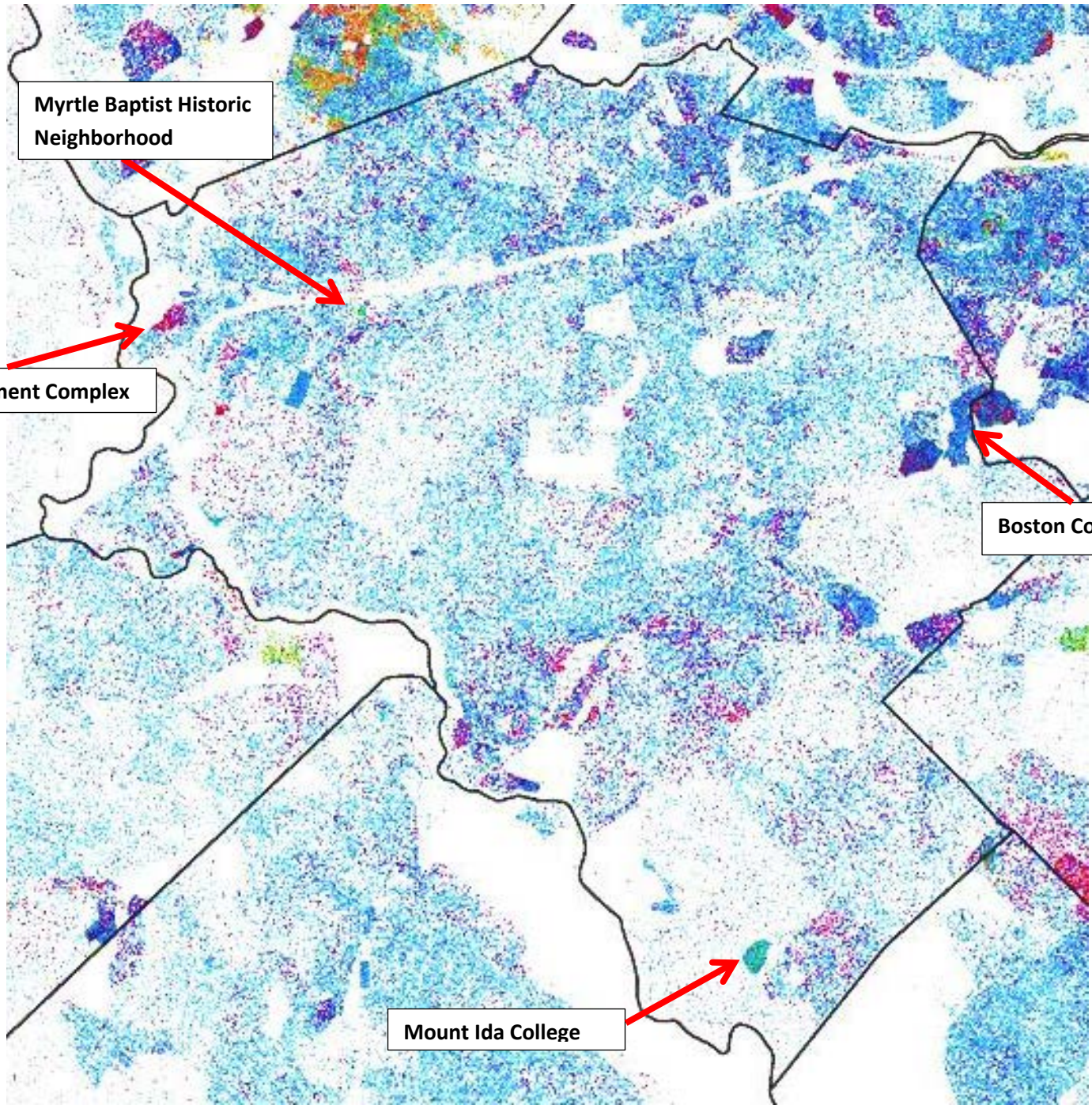
<sup>8</sup> *Image Copyright, 2013, Weldon Cooper Center for Public Service, Rector and Visitors of the University of Virginia (Dustin A. Cable, creator)*

<sup>9</sup> The locations of the dots do not represent actual addresses

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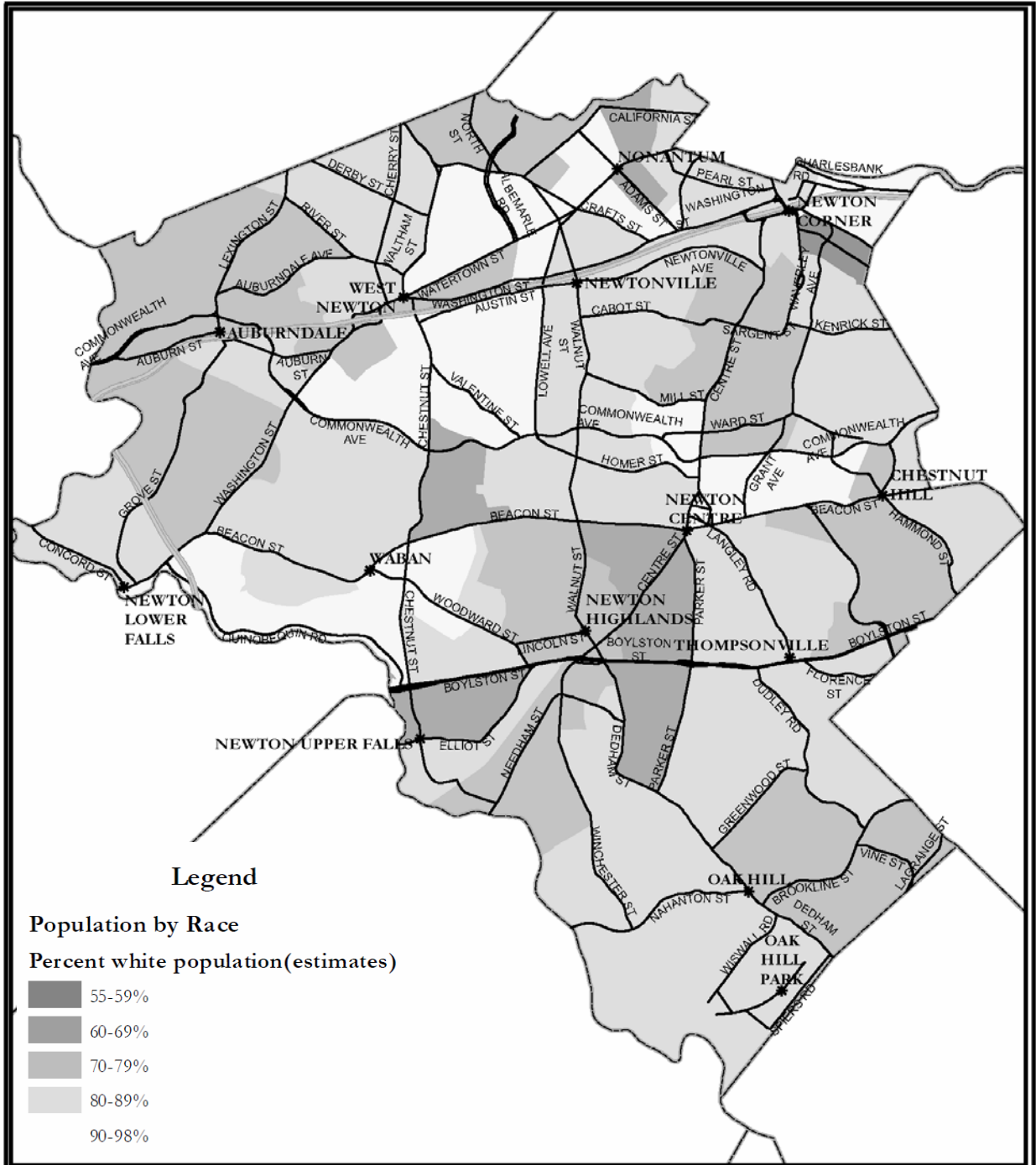
A closer view of Newton (on the following maps) shows the racial distribution and makeup of households in 2010. Racial integration and density are generally more evident in sections running parallel to and north of the Massachusetts Turnpike to the north, parts of Newton Upper Falls along Boylston and Needham Streets in the southwest and toward Thompsonville in the southeast. Most of the densest areas with the highest concentration of each representative colors are institutional, e.g. Mount Ida College in the southern-most section of the City and Boston College abutting Boston in the east near the Brighton line. Some areas of the City have a cultural significance or draw to them, likely based on individual choice. For example, one block group in Newton Corner has a concentrated Asian population perhaps due to a Chinese Cultural Center and former Chinese bilingual school in that area. Another area near West Newton, the Myrtle Baptist Neighborhood is a historically black/African American neighborhood that is on the National Register of Historic Places.

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**Population - Non-White**

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*City of Newton, Massachusetts*

CITY OF NEWTON, MASSACHUSETTS  
 Mayor - Scott D. Warren  
 GIS Administrator - Douglas Greenfield



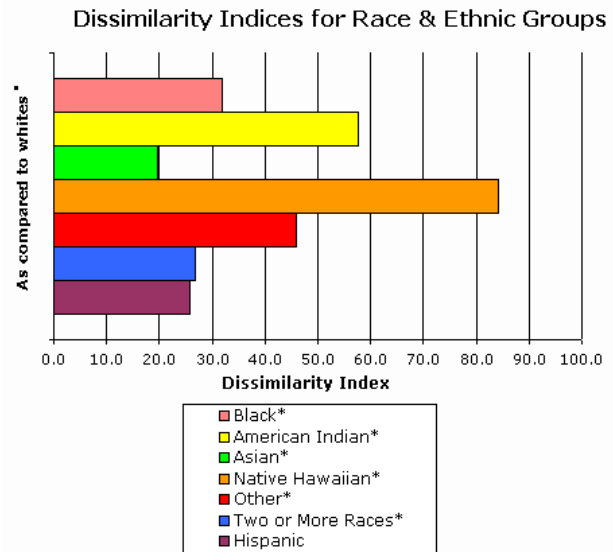
Map Date: May 23, 2014



The information on this map is from the Newton Geographic Information System (GIS). The City of Newton cannot guarantee the accuracy of this information. Each user of this map is responsible for determining its suitability for his or her intended purpose. City departments will not necessarily approve applications based solely on GIS data.

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The most common methods to quantify racial integration is the Dissimilarity Index. This index measures the spatial distribution of racial/ethnic groups across geographies.<sup>10</sup> The index measures the degree to which the major non-white groups are distributed differently than whites across census tracts. Values range from 0 (complete integration) to 100 (complete segregation). The value indicates the percentage of the minority group that would need to move to be distributed exactly like the white population. According to DHCD, a value of 60 or greater is generally considered indicative of a very high level of segregation. Values of 40 to 50 are usually considered indicative of a moderate level of segregation, and values of 30 or below are considered to be fairly low.<sup>11</sup> For example, if a city's white/black dissimilarity index were 65, that would mean that 65% of white residents would need to move to another census tract to make these two groups evenly distributed across all neighborhoods.



To put the index into context, in 2000, Boston had the highest white/black dissimilarity index of any Massachusetts city (75.8) and Everett had the lowest (22). Newton's racial and ethnic groups with the lowest dissimilarity value as compared to the white population were Asian (19.5), Hispanic (25.9) and a slightly higher value (31.8) for the Black/African American population.<sup>12</sup> Overall, these values indicate low spatial segregation, with the Asian and Hispanic populations having higher integration in the community. The dissimilarity value for American Indian (57.6) and Native Hawaiian (84.3) are much higher; however, it is difficult to discern meaning from these numbers due to the very low populations of these groups.

The United States Census uses four other dimensions of population distribution to measure racial and ethnic segregation in an area. These include:

**Exposure**, which measures the degree of potential contact, or the possibility of day-to-day interaction, between different racial and ethnic groups. The two related measures of exposure are interaction and isolation. Interaction measures the exposure of minority group members to

<sup>10</sup> *Analysis of Impediments to Fair Housing Choice*, Massachusetts Department of Housing and Community Development, 2013

<sup>11</sup> Ibid

<sup>12</sup> Data provided by [www.censuscope.org](http://www.censuscope.org). The dissimilarity index uses Census 2000 data.

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members of the majority group. Isolation measures the degree to which minority members are exposed only to one another. The isolation and interaction indexes will always sum to 1.0. Higher values of the Isolation Index indicate segregation.<sup>13</sup>

Year 2000		Asian	Black/African American	Hispanic
Isolation Index (Exposure)	Newton	0.095	0.033	0.03
	Boston MSA	0.163	0.504	0.33

The results for Newton show very low isolation values, which translates to very high interaction of minority groups with members of the majority group. The isolation values are considerably lower than the Boston-Cambridge-Quincy Metropolitan Statistical Area (MSA) for all minority groups. Although the differences between each Newton minority group are minimal, the Asian group had the highest isolation value.

**Clustering**, which describes the extent to which different populations live in segregated enclaves, spatially disparate from one another. One measurement of clustering is the Spatial Proximity Index. The index will equal 1.0 if there is no differential clustering between minority and majority group members. The index will be greater than 1.0 when members of like groups live nearer to one another.<sup>14</sup>

Year 2000		Asian	Black/African American	Hispanic
Spatial Proximity Index (Clustering)	Newton	1.003	1.002	1.001
	Boston MSA	1.067	1.444	1.160

Newton's values for each race are very similar, and again less pronounced than the MSA as a whole. In contrast to Newton, Hispanic and Black/African American households tend to live closer to members of their own groups in the MSA.

**Concentration**, referring to the relative amount of physical space occupied by a minority group of people. Minority groups of the same relative size occupying less space is considered more concentrated, and therefore more segregated.<sup>15</sup> This measure ranges from -1.0 to 1.0. A score of 1.0 means that a group has achieved the maximum spatial concentration possible, while a score of -1.0 means the group is the most dispersed (experiencing no segregation). A score of

<sup>13</sup> *Analysis of Impediments to Fair Housing Choice*, Massachusetts Department of Housing and Community Development, 2013

<sup>14</sup> *Racial and Ethnic Segregation in the United States: 1980 – 2000*. Page 121. United States Census Bureau.

<sup>15</sup> *Racial and Ethnic Segregation in the United States: 1980 – 2000*. Page 121. United States Census Bureau.

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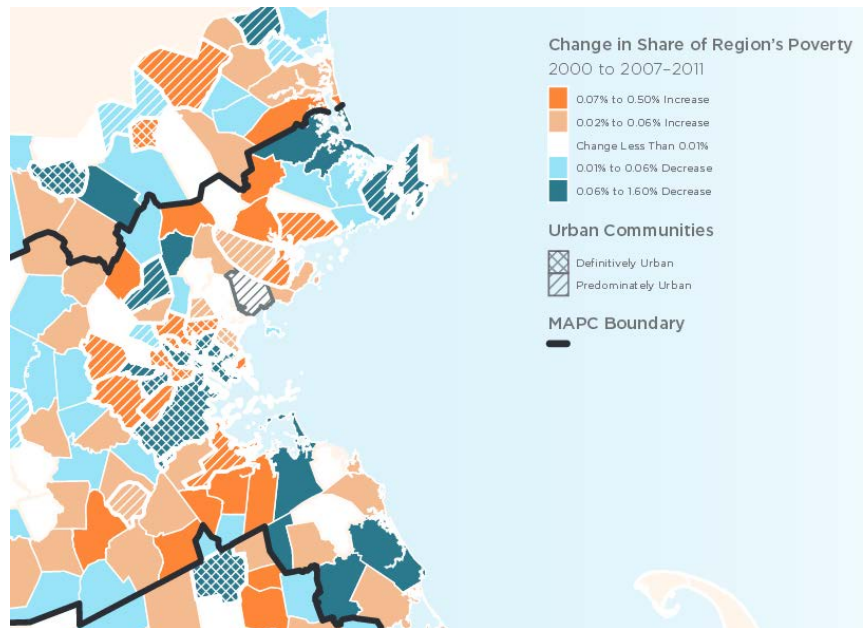
0.0 means that the minority and majority groups are equally concentrated.<sup>16</sup>

Year 2000		Asian	Black/African American	Hispanic
Concentration Index (Concentration)	Newton	0.556	0.549	0.614
	Boston MSA	0.760	0.825	0.749

Both the MSA and Newton values indicate that the three minority groups are more spatially concentrated than the majority groups. The Hispanic/Latino group was slightly more concentrated than the other two minority cohorts.

### Race and Poverty

Income distribution is one area where fair housing and affordable housing overlap. The Commonwealth's *Analysis of Impediments to Fair Housing Choice* affirms that statewide, poverty rates and income levels are correlated with race, and a disparity exists between white and non-Hispanic white populations. Statewide, high poverty areas are 3 percent of non-Hispanic White households, 28 percent Black/African American and 26 percent of Hispanic households.



The 2014 poverty threshold for a family of four in the United States is \$23,850.<sup>17</sup> In the greater Boston area, the number of households living in poverty has increased by 18% from 2000 to 2011 estimates.<sup>18</sup> Smaller cities took on a share of the growth of urban poverty, including Newton, which saw a slight increase in the number of households living in poverty (from 4.3% 2000 to 6% in 2010).

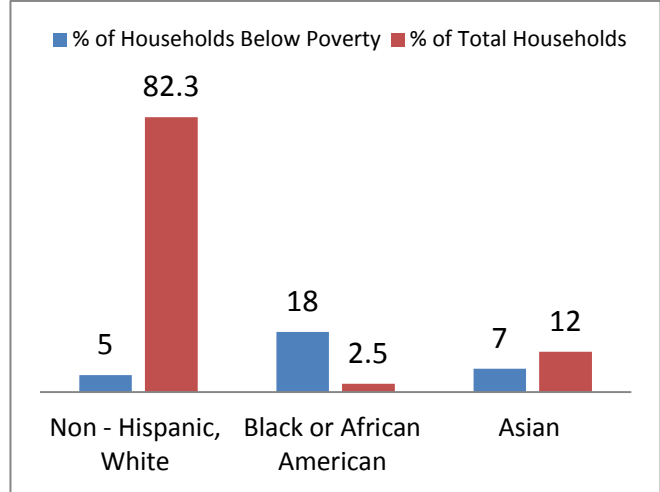
<sup>16</sup> Ibid

<sup>17</sup> U.S. Department of Health and Human Services. 2014 Poverty Guidelines <http://aspe.hhs.gov/poverty/14poverty.cfm>

<sup>18</sup> [http://metrobostondatacommon.org/site\\_media/calendar/MAPC-02-February.pdf](http://metrobostondatacommon.org/site_media/calendar/MAPC-02-February.pdf)

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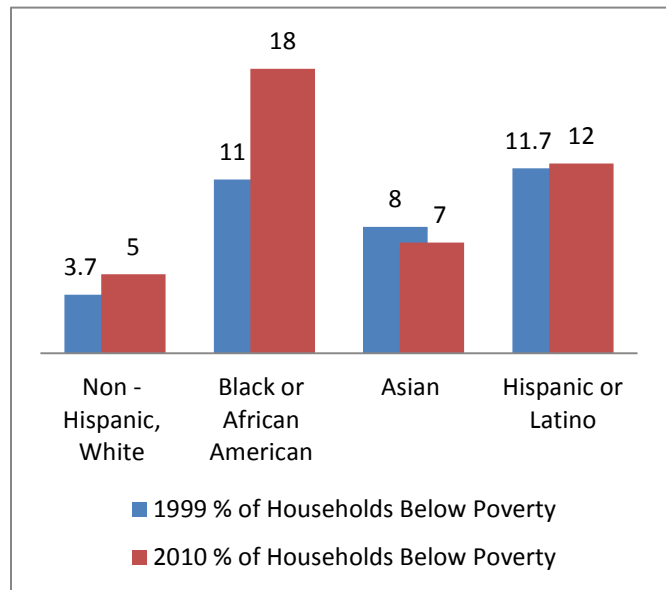
The State trend is also true for Black/African American households living in Newton. Although the Black/African American households represent 2.5% of Newton's population, an estimated 18% of these households are living below the poverty line. This is compared to 5% of non-Hispanic white, and 7% of Asian households living below the poverty line.<sup>19</sup> Newton's non-Hispanic white population is 82.3%, while the Asian population is approximately 12%. Data for Hispanic households was not readily available.



Household poverty status has also increased the most for Black/African-Americans from 1999 to 2010 out of the racial and ethnic cohort studied. Non-Hispanic white and Hispanic/Latino household poverty rates have also increased, but at a lower rate. Asian households are the only group where poverty rates declined (1% since 1999), as shown in the comparative chart, below.

### Racially and Ethnically Concentrated Areas of Poverty

The U.S. Dept. of Housing and Urban Development (HUD) has created an additional tool to assess the interaction between segregation and poverty on a census tract-based analysis. To meet HUD's threshold of a Racially and Ethnically Concentrated Area of Poverty (RCAP), a census tract must have a non-white population of 50 percent or more (i.e., non-Hispanic whites must be in the minority). To meet the poverty threshold the tract must have the lower of 40 percent or more of the population living at or below the poverty line or a poverty rate that is three times the average tract rate, weighted by population, for the metro area/region.<sup>20</sup>



<sup>19</sup> Source: U.S. Census Bureau, 2008-2012 American Community Survey, Table: B17001B

<sup>20</sup> *Analysis of Impediments to Fair Housing Choice*, Massachusetts Department of Housing and Community Development, 2013

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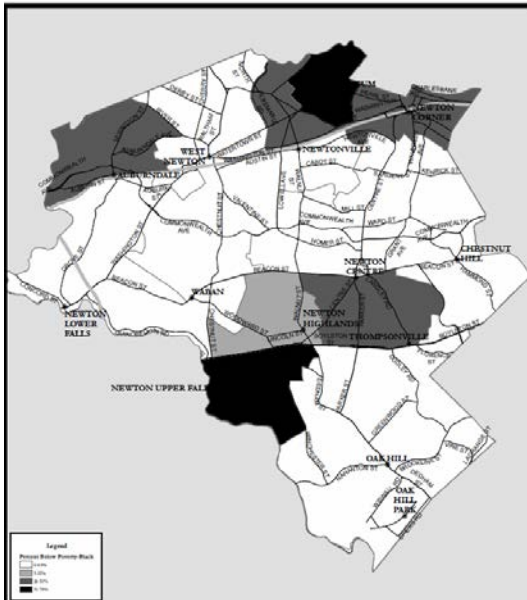
None of Newton’s census tracts meet either of these thresholds. In fact, RCAP’s are rare in Massachusetts. Out of 1,455 census tracts in the Commonwealth, 68 meet RCAP thresholds.<sup>21</sup> However, these areas are concentrated within specific geographic areas. Boston and Chelsea are the only such communities in the greater Boston area with census tracts meeting the RCAP thresholds. Three Newton census tracts have poverty rates higher than 10%, according to 2008 – 2012 Census data estimates.

Percentage of Households Below Poverty Level					
Census Tract	White alone	Black alone	Asian alone	Hispanic	Total
<b>3741</b>	<b>6.7%</b>	<b>77.8%</b>	<b>33.9%</b>	<b>0.0%</b>	<b>14.3%</b>
<b>3732</b>	<b>6.9%</b>	<b>63.0%</b>	<b>16.8%</b>	<b>37.4%</b>	<b>12.5%</b>
<b>3736</b>	<b>11.9%</b>	<b>0.0%</b>	<b>2.5%</b>	<b>5.0%</b>	<b>11.1%</b>
3731	8.9%	35.1%	1.8%	9.0%	9.2%
3738	7.4%	25.5%	0.0%	1.2%	8.0%
3746	6.6%	0.0%	19.8%	5.1%	7.9%
3744	8.2%	0.0%	0.0%	0.0%	7.1%
3747	7.3%	25.8%	0.0%	3.2%	6.1%
3735	3.7%	0.0%	17.6%	9.7%	5.3%
3742	3.7%	14.9%	1.2%	20.6%	4.6%
3734	0.9%	n/a	25.0%	0.0%	4.2%
3739	5.0%	n/a	0.0%	0.0%	3.9%
3733	3.5%	33.3%	0.0%	0.0%	3.7%
3740	2.6%	0.0%	8.0%	0.0%	3.5%
3743	2.9%	0.0%	0.4%	0.0%	2.6%
3748	2.0%	0.0%	0.2%	25.0%	2.6%
3737	2.4%	2.6%	0.0%	0.0%	2.5%
3745	1.2%	0.0%	1.0%	7.1%	1.3%
Source: 2008-2012 American Community Survey 5-Year Estimates					

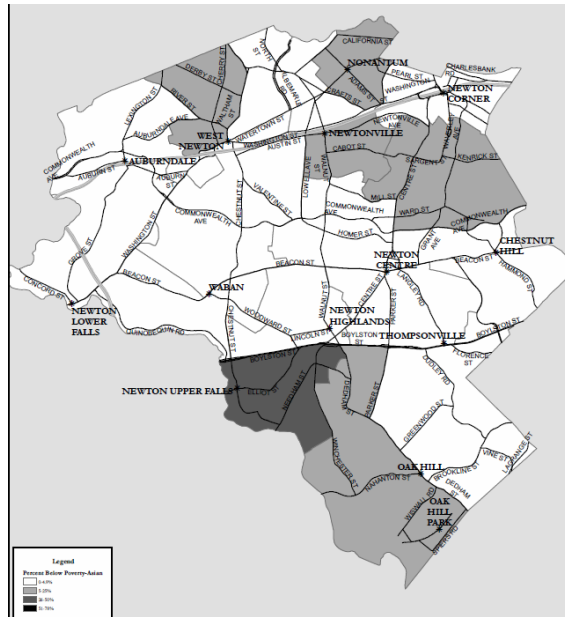
The census tracts with the greatest concentration of minority households living in poverty are found in census tracts 3741, 3732, 3731, 3742 and 3733, respectively. The maps below indicate poverty rates by race at the census tract level (see Appendix A for greater detail). The majority of non-white households living in poverty are within the central section of Newton, (near Newton Upper Falls and Newton Highlands), in west Newton (near West Newton and Auburndale) and northeast (near Nonantum, Newtonville and Newton Corner).

<sup>21</sup> Ibid

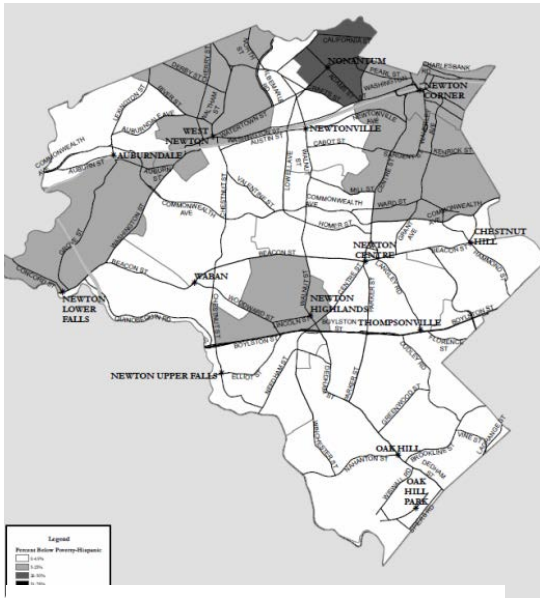
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*Black/African American Households*



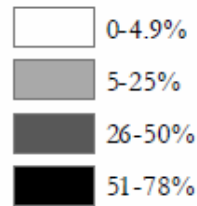
*Asian Households*



*Hispanic Households*

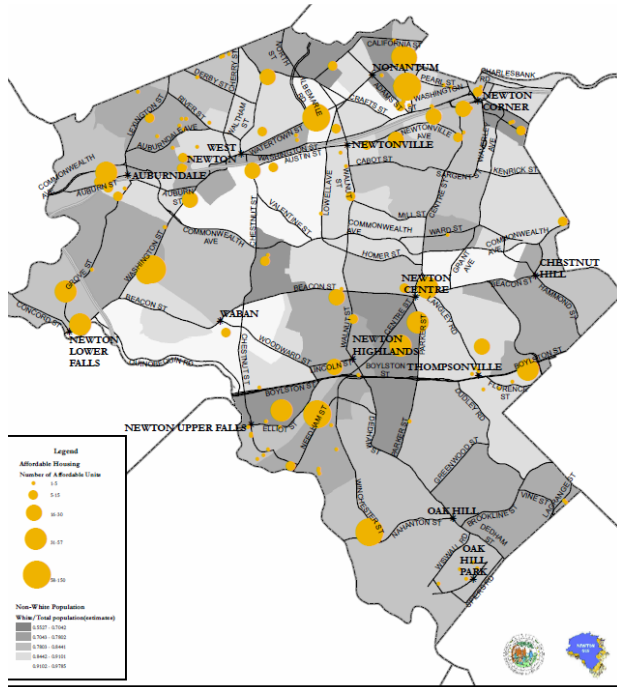
**Legend**

**Percent Below Poverty:**

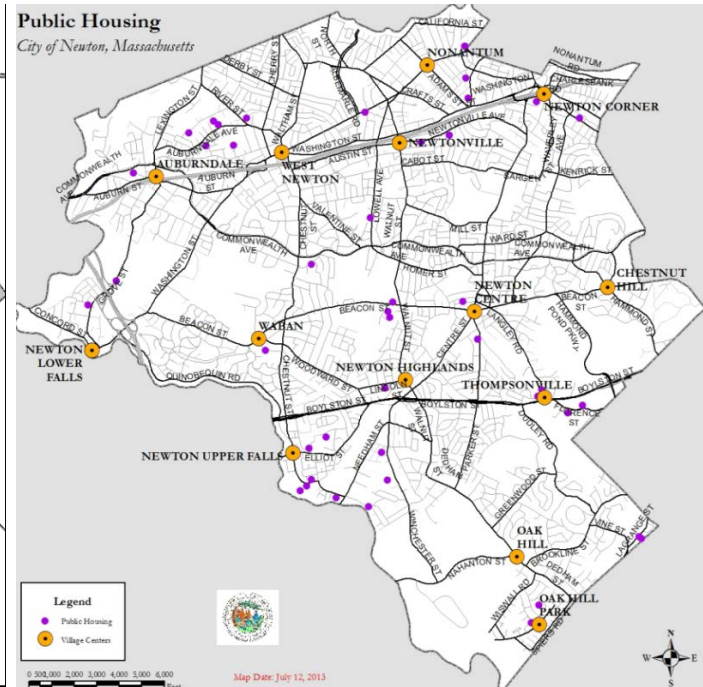


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There also appears to be a correlation between the census tracts with the highest concentration of minorities and the number of all subsidized housing units.<sup>22</sup> The map on the left shows the percentage of non-white population in each block group as well as the number of all subsidized housing units in the City. The map to the right shows the location of only public housing developments.<sup>23</sup> These maps are available in greater detail in Appendix B.



Affordable Housing and Non-White Population



<sup>22</sup> For the purpose of this report, subsidized housing units are defined as units restricted to households earning below 80%, 50% or 30% of the area median income through requirements of zoning and/or financial subsidy provided by the city, state and/or federal government to a private developer, or the Newton Housing Authority.

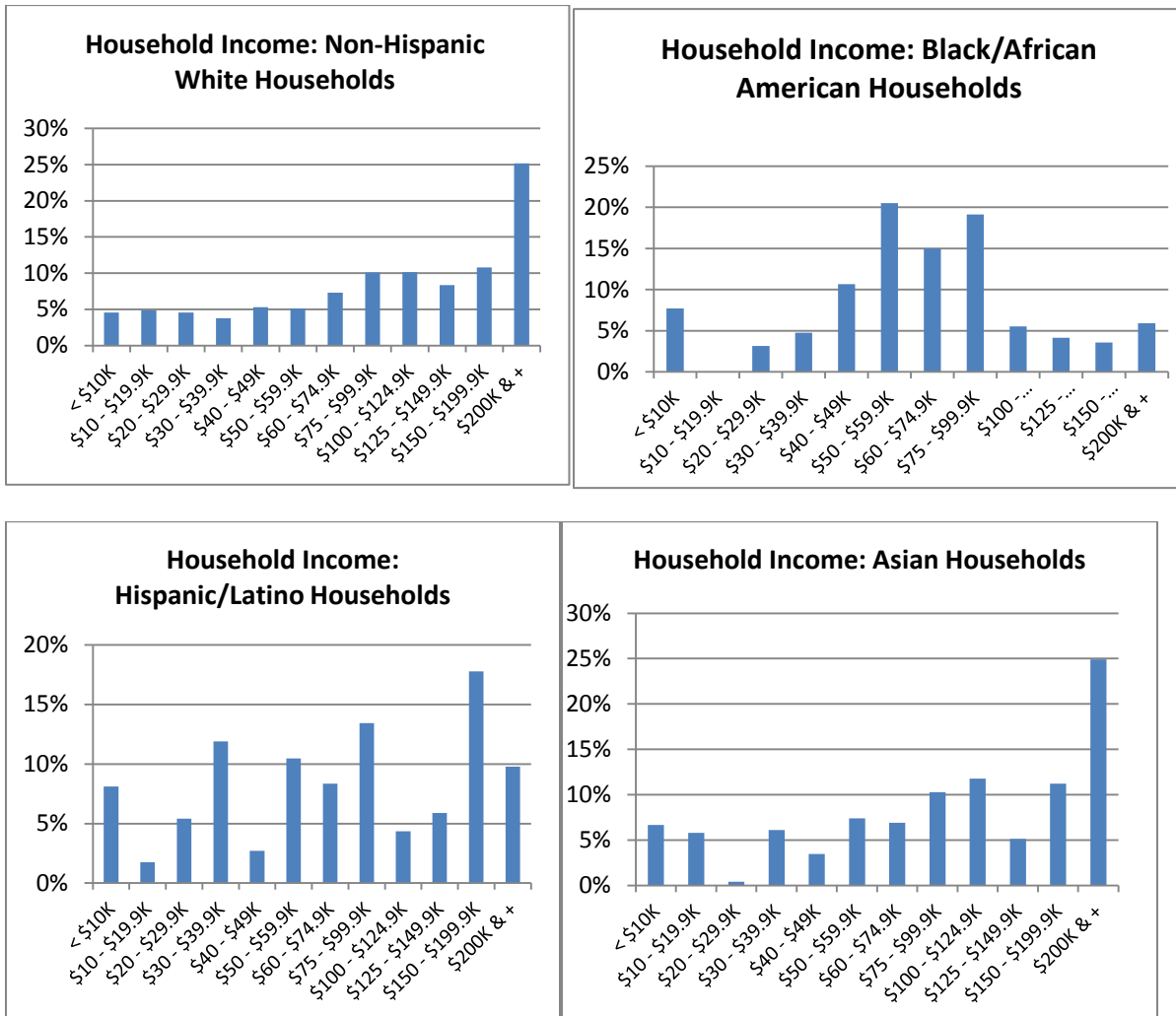
<sup>23</sup> For the purpose of this report, public housing developments are defined as units restricted to households earning at or below 50% of area median income that are owned/operated by the Newton Housing Authority



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### Income Distribution amongst Race

Just as a lack of affordable housing supply can create barriers to entry into a community, a change in affordability within the existing supply can also affect the ability of current residents to maintain residency. As home prices and market rents increase due to market demand, middle- and moderate-income earners will be more vulnerable. The charts below show Newton’s distribution of income by household race and ethnicity.<sup>24</sup> This data indicates the general resiliency of a group to withstand potential housing price increases. The estimates show that a majority of Newton’s Black/African American households (66%) have incomes between \$40,000 and \$99,000 (the highest percentage of households in this income range of any race cohort), whereas 53% of Asian and 54% of non-Hispanic white households earn \$100,000 or higher. Hispanic/Latino households have peaks in moderate (16%), middle (31%) and high incomes (28%).



<sup>24</sup> Source: U.S. Census Bureau, 2006-2010 American Community Survey, Table B19001

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### **Predicted versus Actual Racial/Ethnic Make – Up**

HUD created an alternative to the dissimilarity index because it is often not best suited for smaller geographic areas.<sup>25</sup> Using 2009 CHAS data, HUD measured racial make-up based on regional income distribution by race. The goal was to determine minority population predicted to live in an area based on given income levels versus the actual racial and ethnic make-up of that population. This methodology was applied to each community in the Commonwealth. In Newton, HUD’s data showed that the number of Asian households living in Newton was “severely below predicted” (0-50% more households were predicted). Black/African American households living in Newton were “above predicted” (over 10% more households than predicted), and Hispanic households were “mildly below predicted” (10 – 30% more households were predicted). The results have likely changed since 2009, as the populations of these cohorts have increased, particularly among Asian households.

### **Implications of Settlement and Segregation Patterns**

The region’s growth is due entirely to an increasing working age minority population. MAPC has concluded that patterns of settlement and geographic segregation have important regional labor market and planning implications. MAPC points out that the municipalities with the largest increases in the non-white populations were also those that experienced the largest growth in the working age population. Meanwhile, the municipalities that generally gained very little racial and ethnic diversity since 2000 have fewer 18-64 year olds than they did 10 years ago. MAPC concludes that if such patterns continue, “many exclusive communities will be increasingly reliant on workers commuting in from other municipalities, affecting both traffic and economic growth.”<sup>26</sup>

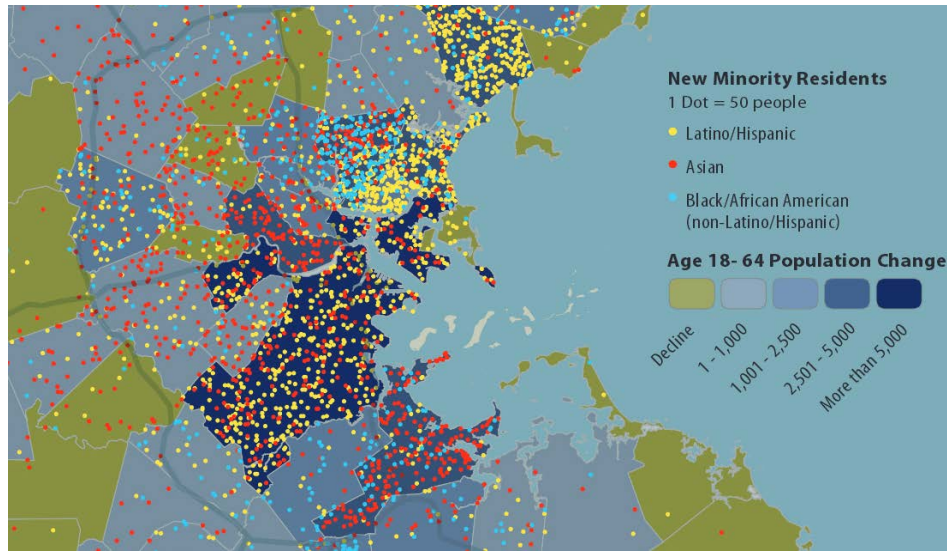
The map below shows that Newton saw very modest population growth in the 18-64 age bracket from 2000 to 2011. Settlement patterns of new minority residents are concentrated in Boston, Quincy, Cambridge, Somerville, Malden, Medford and Everett. With Newton’s share of <35 year olds expected to increase by 2030 and the expected increase in minority residents in the greater Boston area, housing stock will need to accommodate the anticipated demand to minimize traffic and foster economic growth.

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<sup>25</sup> *Analysis of Impediments to Fair Housing Choice*, Massachusetts Department of Housing and Community Development, 2013

<sup>26</sup> [http://metrobostondatacommon.org/site\\_media/calendar/MAPC\\_Calendar\\_2012\\_02.pdf](http://metrobostondatacommon.org/site_media/calendar/MAPC_Calendar_2012_02.pdf)

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**Access to Communities of Opportunity**

In 2008, the Ohio State University’s Kirwan Institute for the Study of Race and Ethnicity conducted an “opportunity mapping analysis” of Massachusetts. Opportunity mapping is a technique that utilizes data and GIS to analyze opportunity in metropolitan areas.<sup>27</sup> Kirwan Institute defines the geography of opportunity as “environmental conditions or resources that are conducive to healthier, vibrant communities are more likely to be conducive to helping residents in a community succeed.”<sup>28</sup>The goal of the study was to understand how low-income racial and ethnic groups were positioned in relation to “communities of opportunity.” The study assigned an opportunity rating to every census tract in the state, based on an analysis of the following indicators:

Educational Opportunity	Economic Opportunity	Neighborhood/Housing Quality
Student Expenditures	Unemployment Rates	Home Values
Student Poverty Rate	Population on Public Assistance	Neighborhood Vacancy Rate
Students Passing Math Tests	Proximity to Employment	Crime Index / Crime Rate
Students Passing Reading Tests	Economic Climate (Job Trends)	Neighborhood Poverty Rate
Dropout Rate	Mean Commute Time	Home Ownership Rate
Graduation Rate		Proximity to Toxic Waste Release Sites
Number of Certified Teachers		Proximity to Superfund Sites

The report concluded that racialized isolation from opportunity neighborhoods and communities was very evident in Massachusetts. According to the report, the State has “one of

<sup>27</sup> *Analysis of Impediments to Fair Housing Choice*, Massachusetts Department of Housing and Community Development, 2013

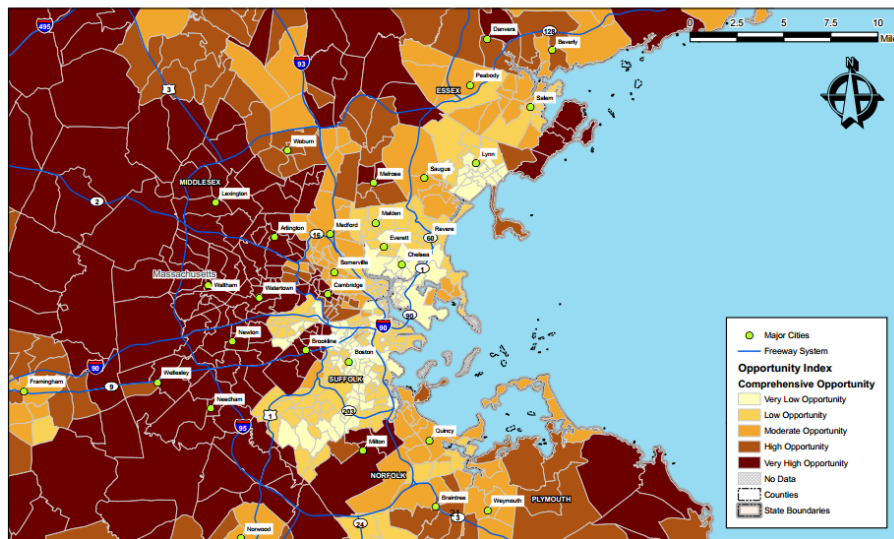
<sup>28</sup> *The Geography of Opportunity: Building Communities of Opportunity in Massachusetts*, Kirwan Institute for the Study of Race and Ethnicity, The Ohio State University, January 2009.

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the highest rates of opportunity segregation found” in any of the Kirwan Institute’s research analyses conducted across the country. In fact, more than 90% of Black/African American and Latino households lived in the lowest opportunity neighborhoods in the Commonwealth, compared to only 31% of White, non-Latino households.

Finally, and perhaps most relevant to this supplement, the authors noted that racial isolation [in low-opportunity areas] was far more pronounced than class-based segregation, and they concluded that while both race and class play a role in who has access to high-opportunity communities, race may play the stronger role.<sup>29</sup> The map below displays the spatial pattern of distribution of opportunity based on the report’s indicators. Greater Boston’s very high opportunity census tracts exist primarily in the suburbs. Each Newton census tract scored as a “Very High Opportunity” area (see Appendix C for greater detail).

Source: US Census 2000; County Business Pattern; ESRI; EPA; Massachusetts Department of Education; MA State Police Date: July 17, 2008



In its *Analysis of Impediments to Fair Housing Choice*, the Commonwealth of Massachusetts notes that “Areas that generally offer high quality education, economic opportunity and excellent public health outcomes (“non-impacted areas”) are not accessible to many persons of color and with disabilities, thereby perpetuating residential segregation.”<sup>30</sup>

The conclusions of the Kirwan Institute report and the Commonwealth’s *Analysis of Impediments* indicate the importance of existing affordable housing, community development and fair housing resources and best practices to continually be a welcoming community with excellent economic and social opportunities for all persons.

<sup>29</sup> *Analysis of Impediments to Fair Housing Choice*, Massachusetts Department of Housing and Community Development, 2013

<sup>30</sup> Page 217

## Regulatory Analysis

### Zoning

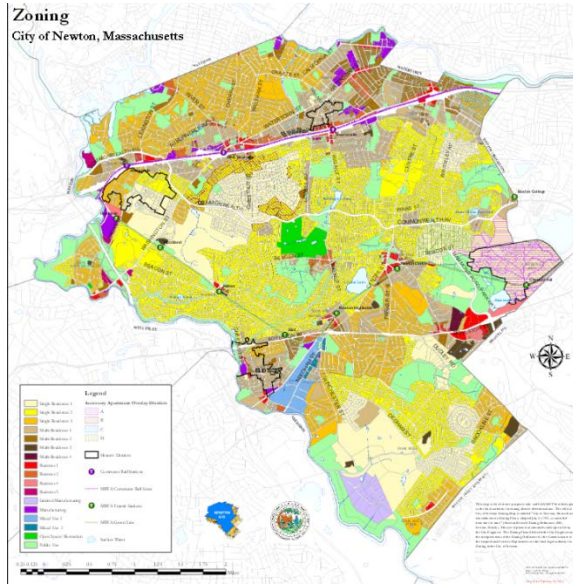
Newton's zoning is very much a legacy system. As Newton's *Comprehensive Plan* articulates, the "structure and pattern of Newton's early land use was shaped by water and land qualities, while later development reflected transportation change more than anything else."<sup>31</sup> The City has a pattern of established village centers surrounded with a mix of single- and multifamily dwellings interwoven with protected open space.<sup>32</sup>

As the FY11-15 *Analysis of Impediments* points out, zoning can be an important and effective tool in affirmatively furthering fair housing since it can limit, or alternatively, can support a variety of patterns and types of housing development enabling a more diverse population to be served. The most recent Commonwealth of Massachusetts and MAPC AI and various other studies<sup>33</sup> support this claim and acknowledge the inextricable linkages between zoning and its impact on housing affordability and protected classes such as race, disability and families with children.

It is apparent that the zones with higher allowable density by right tend also to be more diverse. These multi-residence zones are largely focused around Newton's village centers. These areas also offer smart growth opportunities proximate to retail, public space, amenities and alternative transportation options.

As the maps in Appendix D indicate, assessed housing value is very different in single-family zoned areas than multifamily zones. Numerous studies including the state and MAPC *Analysis of Impediments to Fair Housing Choice* note the disparity between race and ethnicity and housing value. Preponderance of single-family over multifamily housing development may very well impact social disparities in the City.

The City's current zoning requirements offer tools to further fair housing and increase economic and racial diversity within its housing stock. The usefulness of these tools are



<sup>31</sup> Newton Comprehensive Plan, 2007, (pg. 3-1)

<sup>32</sup> Newton Comprehensive Plan

<sup>33</sup> Pioneer Institute for Public Policy Research and the Rappaport Institute for Greater Boston

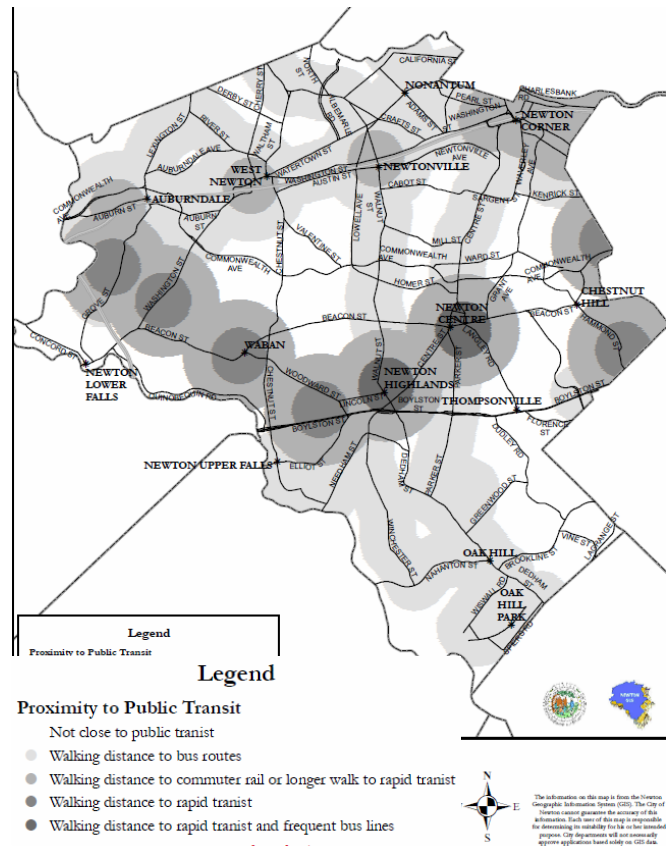
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articulated in great detail in the *FY11-15 Analysis of Impediments to Fair Housing Choice* and include the City's Inclusionary Zoning Ordinance, Newton's Accessory Apartment Ordinance, as well as the Massachusetts Comprehensive Permit Law / Chapter 40B.

### Transportation

Adequacy of transit can affect the ability of residents to secure and maintain employment. This is especially true for minority households, where a disparity in access to jobs exists in the greater Boston area.<sup>34</sup> The location of much of Newton's non-white populations, and areas with non-white populations living in poverty is within close proximity to multiple transportation options. These options enhance the ability to access job opportunities as well as trips to and from schools, errands and other travel as part of household daily routine.

This accessibility to alternative modes of transportation also helps reduce household cost burdens. A report by the Urban Land Institute analyzed the combined costs of housing and transportation in 330 cities and towns in the greater Boston Area. Newton's transportation cost is 11%, compared to 19% of the Boston area as a whole.<sup>35</sup> While Newton's housing costs are high, its transportation costs are relatively low. Smart growth capitalizes on this benefit. The report highlighted the importance of "building mixed-income housing near public transit and job centers and zoning for a mix of uses to reduce the need to drive long distances to meet basic needs" to help keep the overall cost burden low.



The MBTA Commuter rail has stops in Newtonville, West Newton and Auburndale, while the MBTA Green Line has stops near Waban, Newton Upper Falls, Newton Highlands, Newton Centre and Chestnut Hill. The City is also currently involved in enhancing alternative transportation modes that can contribute in further reducing household living expenses.

<sup>34</sup> *Fair Housing and Equity Assessment for Metropolitan Boston*. Metropolitan Area Planning Council. 2014.

<sup>35</sup> The Boston Regional Challenge. Urban Land Institute Terwilliger Center for Workforce Housing. 2010.

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In addition to refining its zoning, the City is also encouraging smart growth efforts near many of these transportation nodes in the near term through development proposals. One such example is the reuse of a municipal parking lot in Newtonville. The idea for this mixed-use development emerged from the Newton's *Comprehensive Plan* as a way to use underutilized City-owned land, create mixed-income village housing and add vitality to the village center. The site is within walking distance to the Newtonville Commuter Rail Station and MBTA bus routes. The City issued a request for proposals in February, 2013. The RFP required 18 residential units at minimum (including 25% affordable housing), open space, public parking and commercial space. The Mayor recently selected a developer for this parcel and the design development is expected to begin in the summer of 2014.

### **Affirmative Marketing and Selection Procedures**

The concept of affirmative marketing is to conduct both broad and targeted outreach to contact those otherwise least likely to apply for available affordable housing units.<sup>36</sup> Both HUD's HOME Program (24 CFR 92.351) and the Massachusetts Department of Housing and Community Development (DHCD) require affirmative marketing and selection procedures in most circumstances. Beyond legal requirements, affirmative marketing and outreach strategies are critical in connecting the goal of affirmatively furthering fair housing with actual people.

Affirmative marketing has proven effective in Newton by ensuring that a broad range of households are notified of and apply for affordable housing opportunities in the City. As part of this analysis, the application demographics of the past five deed-restricted homeownership projects built or available for resale were reviewed. 70 percent of the over 100 eligible applicants identified themselves as minorities. 47% of those minority eligible applicants already lived, worked, or went to school in Newton. In this sense, the creation of affordable housing and use of affirmative marketing in these developments is making Newton a more welcoming and diverse community.

### **Proposed Actions**

#### **Zoning Reform**

Perhaps the most impactful action to address spatial diversity in the City currently underway is a comprehensive zoning reform effort, the first since 1987. This initiative will help shape the City's diversity for decades to come. The first phase of clarifying the existing ordinance is currently underway. The second phase will consider substantive updates to Newton's zoning ordinance to incorporate policy changes to further the goals of the City's *Comprehensive Plan*.<sup>37</sup>

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<sup>36</sup> <http://www.mapc.org/AffirmativeMarketingHousingToolkit>

<sup>37</sup> Zoning Reform Final Report, Newton Zoning Reform Group, December 11, 2011

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Funds have been appropriated to hire a consultant to aid in this effort. The request for proposals for Phase Two, which is scheduled for release in 2014 and will require the hired consultant to address fair housing and the negative disparate impact that zoning can have in a community, particularly on race, people with a disability and families with children.

### **Economic Initiatives in a Community of Opportunity**

The City is also currently in the design stage of piloting a comprehensive human services program with the goal of moving families and children toward self-sufficiency and economic independence. The City has adopted benchmarks set forth by the Brookings Institution to measure success, is in the process of forming a coalition with non-profits and businesses, and planning a pilot intervention program with the Crittenton Women's Union. This goal of this initiative is to model a program to successfully move families of all backgrounds out of poverty and into the middle class through evidence-based efforts and benchmarks to measure success.

### **Enhancing Alternative Modes of Transportation**

The City is currently adding additional bike lanes in the village of Newtonville. This is addition to the approximate five miles of bike lanes already existing. Different areas of the City are also slated to receive bike accommodations. The City is also closely following the visions set forth by the Massachusetts Department of Transportation for 2024. Within MassDOT's plan is a reconfiguration of the commuter rail line into a rapid transit line and an expansion of this line to the Riverside Train Station. If funded, the change to the Commuter Rail will have a tremendous impact on transportation options and accessibility into Boston.

### **Affirmative Marketing**

The City will continue to utilize its *Guidelines for Uniform Local Resident Selection Preferences in Affordable Housing*, which guides the City and developers on how marketing is conducted for affordable housing units. These Guidelines are also codified in the current Inclusionary Housing Ordinance. As the data indicates, the Guidelines are contributing to increasing the City's racial diversity in its affordable housing developments.

### **Community Engagement and Education**

Many participants in the discussion group held on May 20, 2014, cited that decisions based on an opposition impacts the ability to further fair housing if a protected class is disparately impacted. The City has also received requests to outline a clear and transparent process for community engagement regarding Chapter 40B affordable housing proposals.

In response, the City's Planning and Development Department is embarking on an opportunity to better engage and listen to resident concerns and provide fair housing education. To do so,



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the Department is currently formalizing community engagement procedures for its affordable housing funding and Chapter 40B review processes.<sup>38</sup> The purpose of formalizing a process is to create opportunities for inclusive dialogue between residents, City Planning staff and the developer early in the development process. Part of the early engagement will include listening to neighborhood needs, setting parameters, sharing development ideas and educating attendees on the federal Fair Housing Act and the City's fair housing responsibilities therein.

The policy discussion has already included meetings with the chairs of Newton's CDBG, HOME and local Community Preservation Act funding advisory committees: the Newton Housing Partnership, the Fair Housing Committee, the Planning and Development Board and the Community Preservation Committee. The Board of Aldermen's Zoning and Planning Committee will also provide feedback on the community engagement process in the summer of 2014 before it is finalized. Once final, the process will be integrated within Newton's Citizen Participation Plan as part of the *FY16-20 Consolidated Plan* process, which will be submitted to HUD no later than May 15, 2015.

### **Conclusion**

The goal of this analysis is to identify any racial or ethnic segregation in the City and identify any actions that the City can reasonably take in an affirmative manner to address any such segregation.<sup>39</sup> According to the U.S. Census data and various methodologies HUD uses to determine the spatial distribution of race, the City appears to be well integrated, and more so than the Metropolitan Statistical Area (MSA) as a whole. The segregation indices also show a very low rate of isolation amongst non-white populations and a lower rate of clustering with the same racial group than compared to the MSA. With this said, it appears that the City is more diverse in its most dense neighborhoods. The maps in this analysis show that the most racially diverse areas tend to be lower in land value, and are areas with higher poverty rates.

As the *FY11-15 Analysis of Impediments* notes, the high cost of housing, high development costs, land acquisition and lack of available land for new development limits opportunities, diverse siting of affordable housing and housing choice. While the siting and creation of affordable housing is largely an economic function, the City acknowledges that economics is not

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<sup>38</sup> This policy will only apply where the proposed project is seeking a change to the existing zoning ordinance. The policy would not apply to projects that are by-right under current zoning.

<sup>39</sup> It is acknowledged that the greater Boston region is segregated, as the Racial Dot Map clearly indicates. This dynamic will be addressed further in the *Regional Analysis of Impediments to Fair Housing Choice* for the WestMetro HOME Consortium.

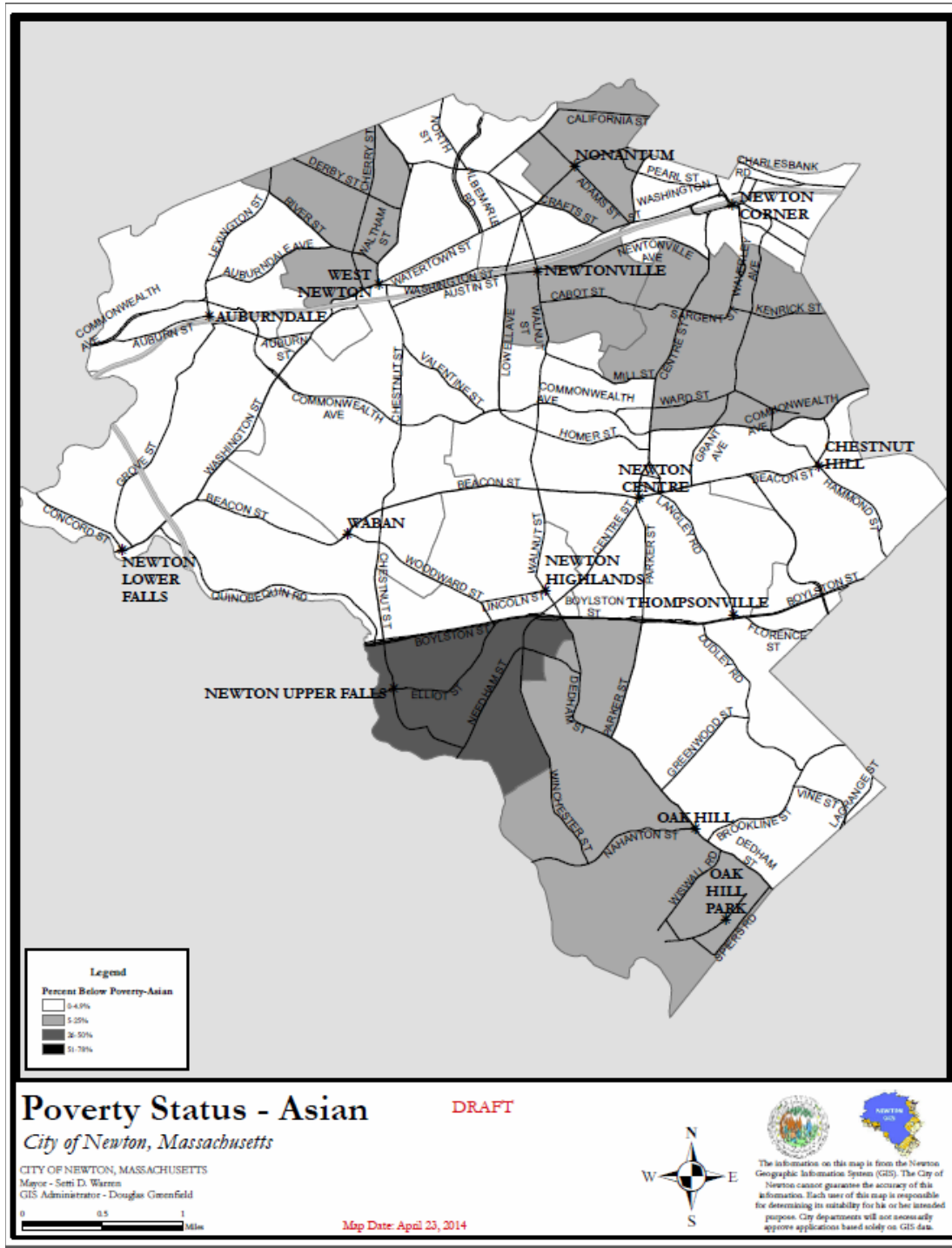
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the sole factor for housing choice, as the *FY11-15 Analysis of Impediments* articulates in further detail.

As a community of opportunity, the City is actively finding ways to further equal housing opportunity through its regulatory capacities to encourage smart growth through zoning reform, engaging and providing fair housing education to interested residents regarding affordable housing developments, creating additional transit options to enable greater mobility and access to economic and social opportunities and fostering the reuse of the Austin Street parking lot to create more diverse and affordable housing stock. The City is also currently in the design stage of piloting a comprehensive human services program with the goal of moving families and children toward self-sufficiency and economic independence. These specific actions will help continue to expand diversity citywide and further an open housing market.

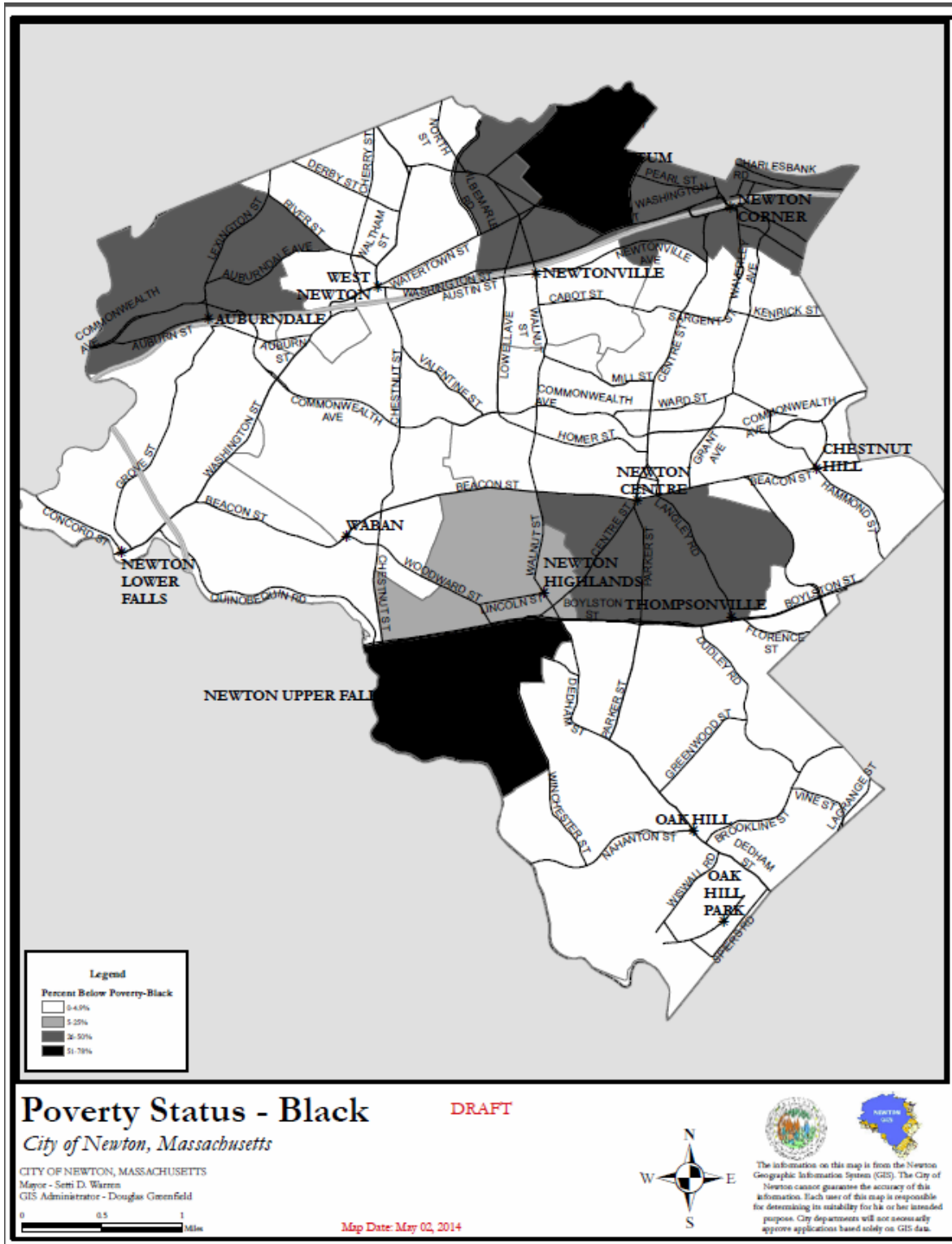
Appendix A.

Poverty Status by Race and Census Tract – Asian Households

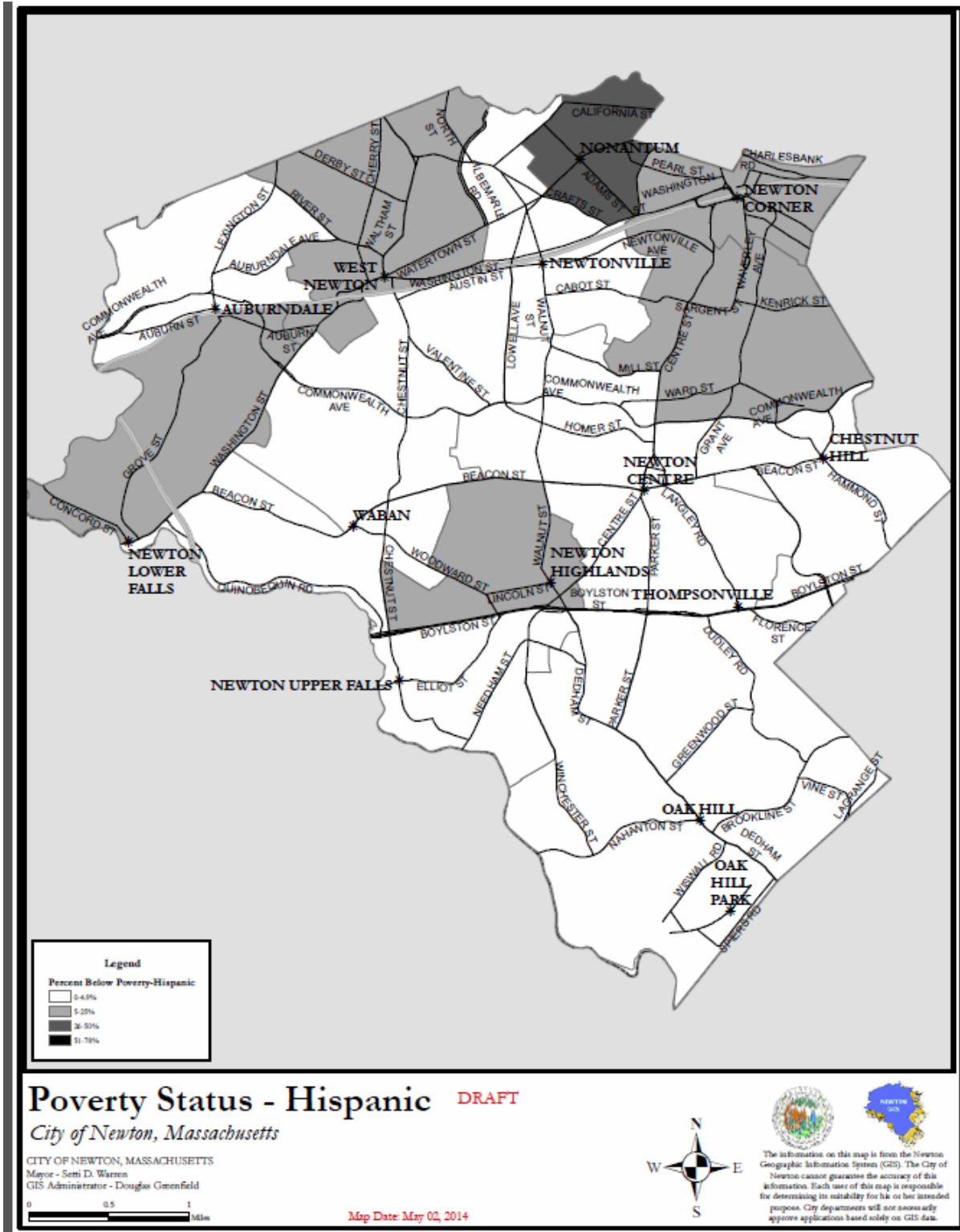


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**Poverty Status by Race and Census Tract – Black/African American Households**

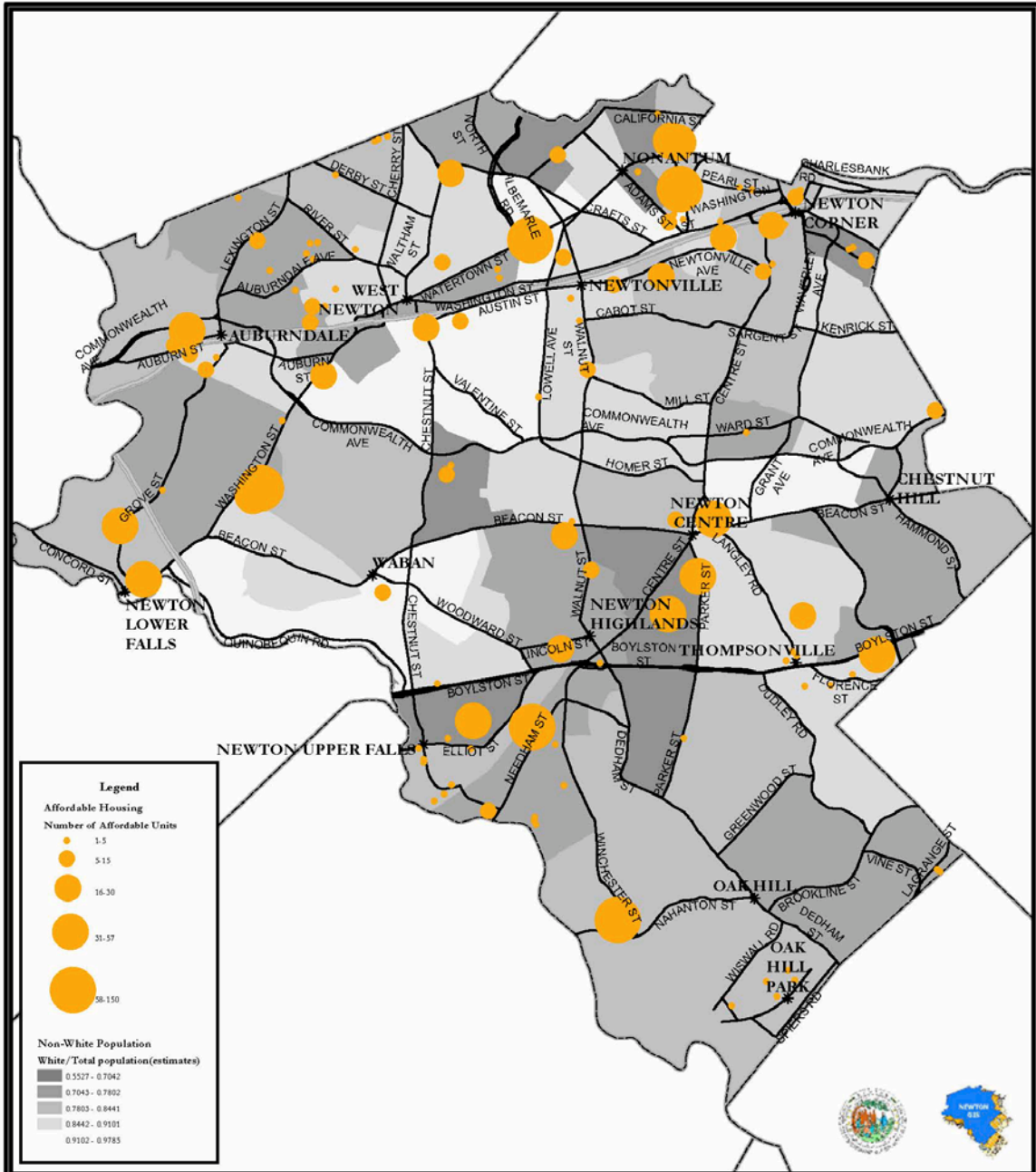


Poverty Status by Race and Census Tract – Hispanic Households



Appendix B

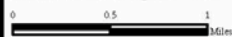
**Affordable Housing and Non-White Population**



**Affordable Housing and Non-White Population**

*City of Newton, Massachusetts*

CITY OF NEWTON, MASSACHUSETTS  
Mayor - Seth D. Warren  
GIS Administrator - Douglas Greenfield



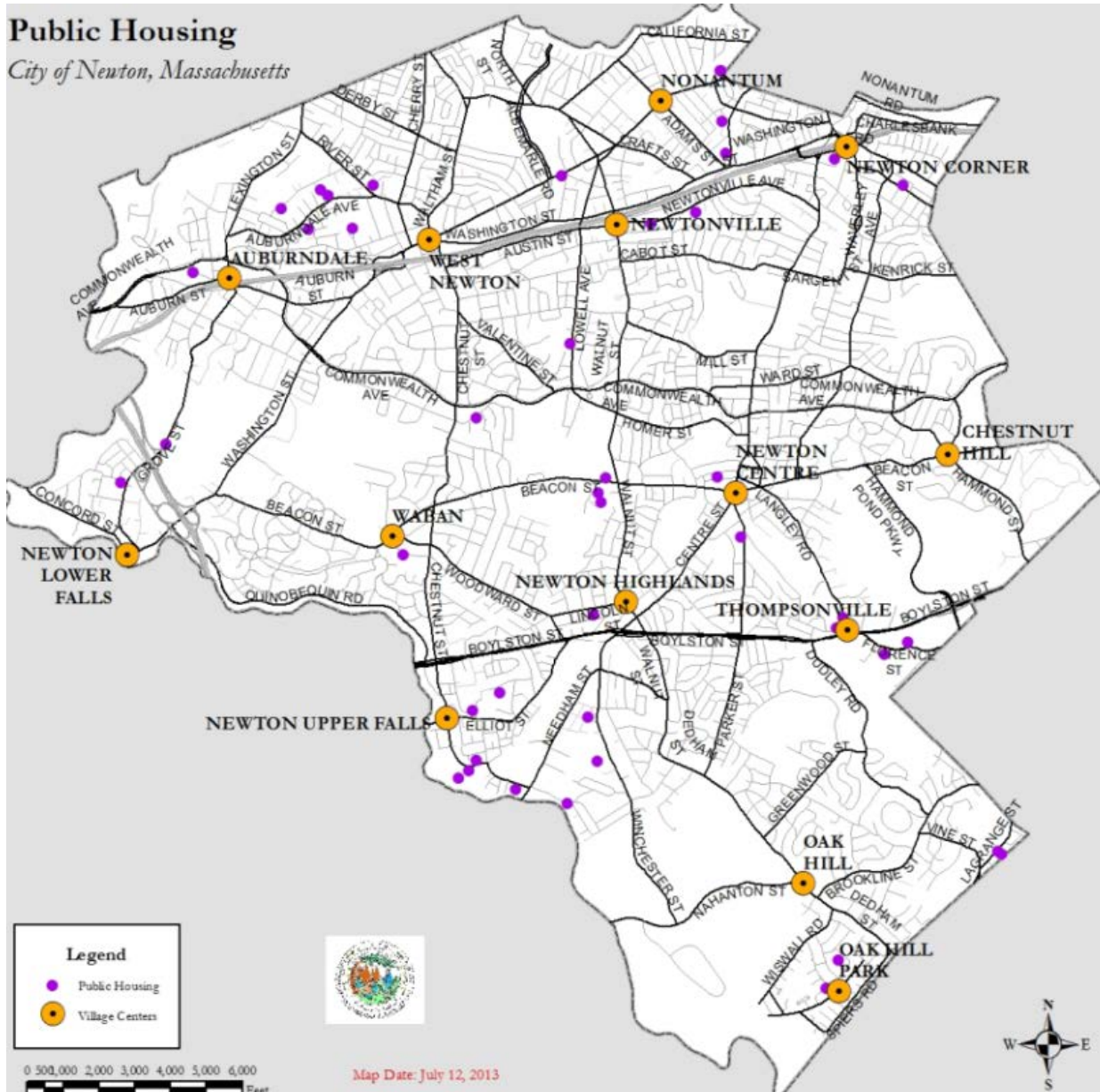
Map Date: April 23, 2014

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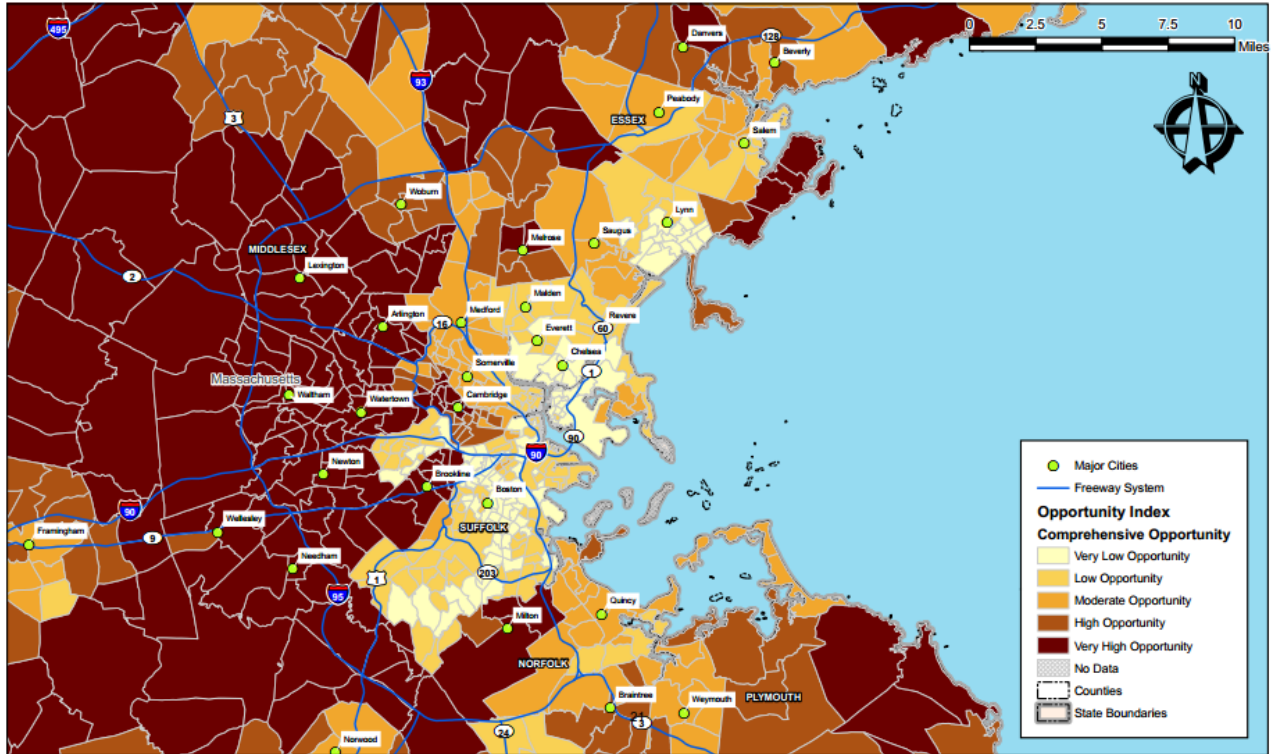
The information on this map is from the Newton Geographic Information System (GIS). The City of Newton cannot guarantee the accuracy of this information. Each user of this map is responsible for determining its suitability for his or her intended purpose. City departments will not necessarily approve applications based solely on GIS data.

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### Appendix C – Opportunity Index

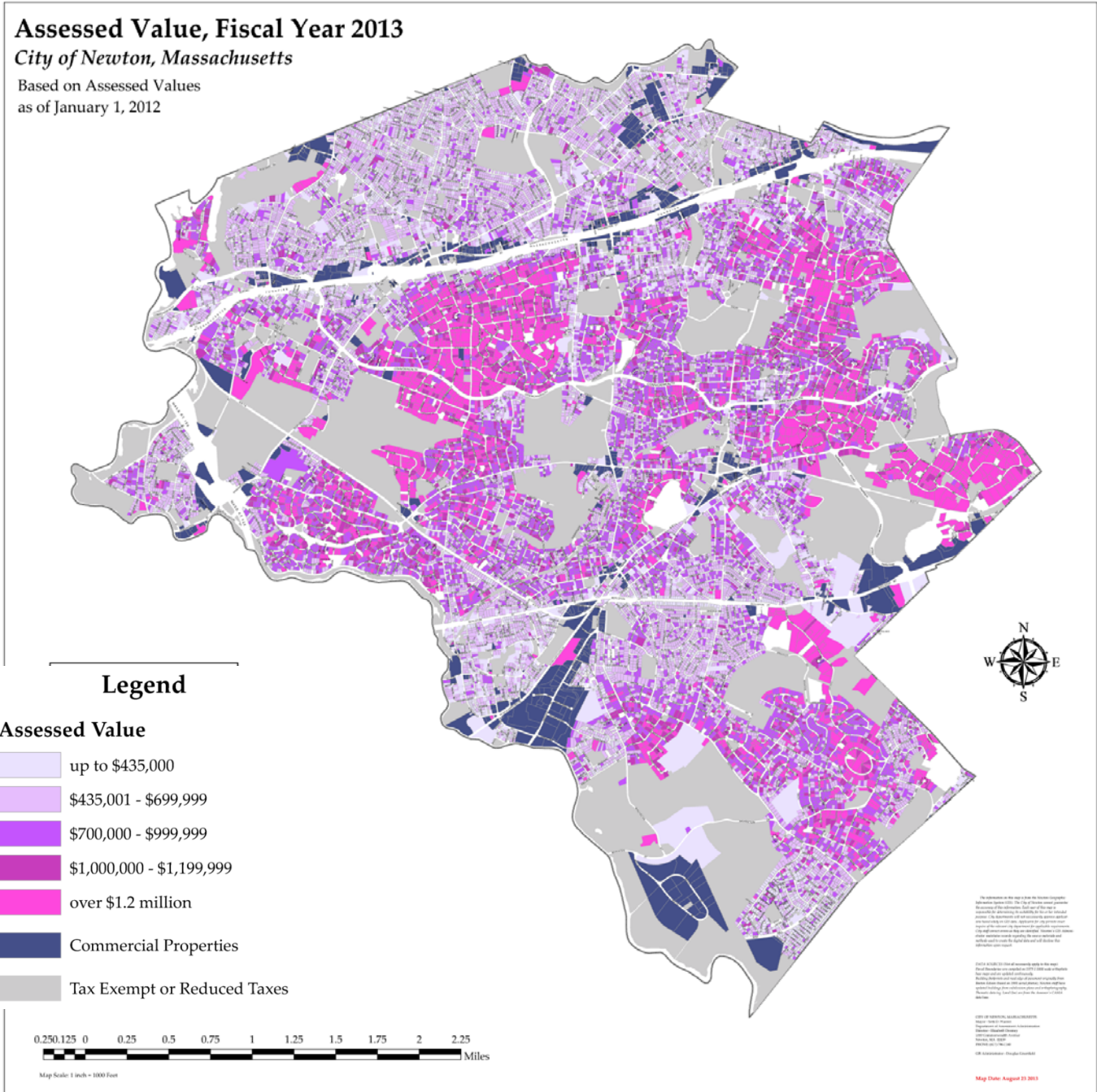
Source: US Census 2000; County Business Pattern; ESRI; EPA; Massachusetts Department of Education; MA State Police Date: July 17, 2008





Appendix D

Assessed Value of Newton Residential Properties, 2013



**Newton Zoning Map**

