



TOWN OF HADLEY

HOUSING PRODUCTION PLAN



PREPARED BY
TOWN OF HADLEY
WITH ASSISTANCE FROM PIONEER VALLEY PLANNING COMMISSION

Acknowledgements

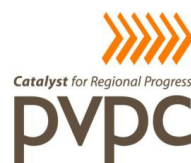
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**Pioneer Valley
Planning Commission**

Hadley Housing Production Plan

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Chapter 1 Introduction

1.1 Purpose

A Department of Housing and Community Development (DHCD)-approved Housing Production Plan (HPP) expresses a community's proposed approach to assuring affordable housing – prices and rents – for people who wish to live there. Although there are other community documents that may address housing, such as a Master Plan or Open Space and Recreation Plan, it is the purpose of an HPP to present a clear strategy that will enable the community to meet its housing needs in a manner consistent with Massachusetts General Law Chapter 40B and other related state and federal regulations. The Housing Production Plan is intended to address a five-year timeline and is effective for that period after it is approved by DHCD.

This Housing Production Plan Update presents similar themes as the 2017 Master Plan and the 2019 Affordable Housing Analysis: diversifying the housing stock and ensuring that it is affordable to all income ranges and especially to seniors, while also protecting the town's natural, scenic and historic resources.

1.2 Housing Production Plans and MGL Chapter 40B

This section summarizes the state laws and regulations that apply to local housing production plans. Under Massachusetts General Law Chapter 40B, municipalities are encouraged to ensure that at least 10% of their total housing stock qualifies as affordable to individuals and families who earn up to 80% of the area median income (AMI) for the region in which the municipality is located. Chapter 40B provides communities that have not reached this 10% goal with an incentive to do so: in these municipalities, a developer who proposes a significant number of affordable units is allowed to override most local zoning and wetlands laws and regulations by applying to the local zoning board of appeals for what is known as a "comprehensive permit," which the board is obligated by state law to issue.

A Housing Production Plan (HPP) is a proactive approach to help communities make progress toward the 10% goal, thereby avoiding the obligation to issue comprehensive permits and retaining their local control over housing development. The Massachusetts Department of Housing and Community Development (DHCD) encourages local governments to prepare and submit a Housing Production Plan (HPP).

The HPP program requires communities to:

- Complete a comprehensive housing needs assessment that takes into consideration both local and regional housing needs and identifies opportunities and constraints to meeting those needs.
- Develop strategies to enable the community to meet its affordable housing needs, including an explanation of how constraints will be mitigated. Specifically, the HPP must show how the community will meet its annual affordable housing production goal of 0.5%.

- The HPP must be approved by the local planning board, Select Board, and DHCD.

There are two major benefits for a community to have an HPP that is certified by DHCD. First, communities with approved and certified HPPs are given preference over non-HPP communities for certain state grant funds. Second, a municipality can retain its local authority to require developers to comply with zoning and wetlands laws (and avoid the Chapter 40B comprehensive permit) so long as the municipality has an approved and certified HPP in place and is making progress toward the 10% goal at a rate of at least 0.5% per year.

Any decisions by the local Zoning Board of Appeals to deny a comprehensive permit will be deemed consistent with local needs under Chapter 40B by the Massachusetts Housing Appeals Court, and the local zoning board of appeal's denial of a comprehensive permit application will be upheld, provided that the board complies with the requirements of 760 CMR 56.03(8). A developer may still appeal the denial of a comprehensive permit in such cases, first to DHCD and then to an interlocutory appeal with the Massachusetts Housing Appeals Committee, on an expedited basis. Additional information about the HPP program, including information on compliance, is provided on the DHCD website: www.mass.gov/hed/community/40b-plan/housing-production-plan.html.

This HPP was prepared according to the requirements of the HPP program. Once this HPP is approved by the Hadley Select Board, Planning Board, and DHCD, the Town of Hadley will remain eligible to be temporarily "appeal-proof" from the Chapter 40B comprehensive permit, so long as the affordable housing inventory remains above 10%. The plan is valid for five years from the date of approval.

1.3 Plan Process

The Town of Hadley's proposal to use District Local Technical Assistance (DLTA) funds to develop a Housing Production Plan was selected by the Pioneer Valley Planning Commission for funding in their 2022 DLTA program. PVPC worked with the town to develop this HPP in accordance with the requirements of 760 CMR 56.03(4). The Hadley Housing Plan Advisory Committee was the reviewing body for this plan, working cooperatively with other town boards and committees meeting routinely over the course of the process. Chapters were provided to the Housing Plan Advisory Committee in draft form for review and approval. PVPC staff met with the Housing Committee to review chapter drafts, identify and prioritize recommendations, prepare public presentations, and other related tasks.

A community forum on October 17, 2022 included a presentation of the planning process and a public comment period to receive input on the draft plan. Comments received at the meeting and other materials that were utilized during the meeting are found in the Appendices. Additionally, a Housing Survey was distributed widely, with 274 responses. The results of the survey were considered and utilized during preparation of the plan and can also be found in the Appendices.

1.4 Plan Method

Data about Hadley for this report was obtained from the following sources:

- Hadley Assessor's Office
- Hadley Building Department
- Pioneer Valley Planning Commission (PVPC)
- Citizens Housing and Planning Association (CHAPA)
- Massachusetts Housing Partnership (MHP)
- Massachusetts Department of Employment and Training
- Massachusetts Department of Revenue
- Massachusetts Department of Education
- Massachusetts Department of Housing and Community Development

The following documents were consulted frequently during the development of this HPP:

- Town of Hadley Affordable Housing Analysis (2019)
- Hadley Master Plan (2017)
- Hadley Zoning Bylaw, as most recently amended in 2022
- Hadley Open Space and Recreation Plan (2014)
- Pioneer Valley Regional Housing Plan (2014)

Chapter 2 Housing Needs Assessment

Community Overview

The Town of Hadley is located along the eastern bank of the Connecticut River bordered by Amherst on the east, Sunderland to the north, and South Hadley to the south. Route 9, a major state road, cuts through the community from I-91 to Amherst. While Route 9 bisects the town from east to west, Route 47 traverses north/south along Hadley's western border near the river. The corridor along Route 9 serves as the principal gateway to the community, and it encompasses the historic town center and most of the town's commercial development. Several of the town's municipal structures, including the library, Town Hall, post office and the middle school/high school are located along Route 9.

Historic Hadley Center contains a significant number of municipal structures, historic residential neighborhoods, the Hadley Senior Center, the Farm Museum, the historic Town Common, and important local businesses and religious institutions. To the north on Route 47 lies North Hadley center, a small, compact village center with a former community hall, church, local businesses, and historic homes located along Lake Warner and the Mill River. Along the eastern part of Route 9, near the intersection with Route 116, is one of the larger concentrations of commercial and retail uses in the region.

One of the main concerns that has been stated by Hadley residents at public meetings, in opposition to "affordable" housing, is the prevalence of UMass students seeking multi-bedroom units to rent. Student renters are often inconsiderate neighbors and can harm the quality of life in a residential neighborhood. Another concern is the ability of the sewer system to handle growth. The system is in need of repairs and may not be able to handle significant new housing development. However, a third issue that is frequently named as a concern is not actually a genuine obstacle in Hadley; there is currently little danger of the school system being over-taxed by too many families with children moving into town, as it has capacity for increased enrollment.

2.1 Population Characteristics

Hadley is a growing community. Between 1990 and 2010, the population rose from 4,217 to 5,250. According to the 2020 Census, the current population is 5,325, a 1.4% increase since 2010.

Race

Residents of Hadley are mostly White, although there is a growing Hispanic and Asian population.

Population			
Race	Hadley	Hampshire County	Massachusetts
White	81.6%	87.9%	79.8%
Black	1.3%	3.6%	9.3%
American Indian or Alaskan Native	0.1%	0.3%	0.5%

Asian	6.6%	5.6%	7.5%
Native Hawaiian or Other Pacific Islander	0.00%	0.1%	0.1%
Other Race (unspecified)	0.3%	N/A*	N/A
2+ races	4.1%	2.6%	2.7%

Hispanic or Latino Origin

Population			
	Hadley	Hampshire County	Massachusetts
Hispanic or Latino	6.0%	6.4%	12.8%
Not Hispanic or Latino	94.0%	93.6%	87.2%

Source: 2020 U.S. Census; N/A = Not Available

Population Age

Like many communities in the Pioneer Valley, and throughout New England, the population of Hadley is aging. Current estimates show that 19.5% of Hadley's population is over the age of 65, which is almost 3 percentage points higher than the Hampshire County rate of 16.6%. A large percentage (83%) of residents are 18 years or older. This is higher than Massachusetts as a whole (80%), and the country (77.8%). As local residents age, they may wish to remain in their homes or downsize to smaller and/or lower-maintenance dwellings. Finding ways for aging residents to remain in, and move to, Hadley while accommodating demand for smaller, maintenance-free housing will be important. The town might capitalize on interest in mixed-use living close to amenities such as the village center or nearby college campuses.

Age	Hadley	Hampshire County	Massachusetts
Under 5 years	3.50%	3.3%	5.2%
18 and older	80.4%	85.2%	80.4%
65 and older	19.50%	17.9%	17.0%

Source: 2020 U.S. Census

Household Type

Hadley has 2,305 housing units. Of those, only 2,256 units are occupied; in other words, there are 2,256 households in Hadley. Households is defined as all the people who occupy a housing unit (as a result, this number does not account for vacancies), regardless of their relationship, including individuals alone. Of these, approximately 49.4% were married couple families, and 9.8% were cohabiting couple household. Approximately 23.0% of all households in Hadley had children under the age of 18. Almost 40.0% of households in Hadley had at least one person over the age of 65; this was 6.6% higher than Hampshire County.

(Please see table on next page)

**Various Households by Type – Data retrieved from
American Community Survey - SELECTED SOCIAL CHARACTERISTICS IN THE UNITED STATES¹**

HOUSEHOLDS BY TYPE	Hadley		Hampshire County		Massachusetts	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Total households	2256	100%	59,607	100%	2,646,980	100%
Married-couple family	1114	49.4%	27,166	45.6%	1,240,714	46.9%
With own children of the householder under 18 years	N/A*	N/A*	N/A*	N/A*	N/A*	N/A*
Cohabiting couple household	221	9.8%	4,595	7.7%	185,695	7.0%
With own children of the householder under 18 years	N/A*	N/A*	N/A*	N/A*	N/A*	N/A*
Male householder, no spouse/partner present	297	13.2%	10,925	18.3%	458,359	17.3%
With own children of the householder under 18 years	N/A*	N/A*	N/A*	N/A*	N/A*	N/A*
Householder living alone	200	8.9%	7,526	12.6%	316,591	12.0%
65 years and over	134	5.9%	2,188	3.7%	99,791	3.8%
Female householder, no spouse/partner present	624	27.7%	16,921	28.4%	762,212	28.8%
With own children of the householder under 18 years	N/A*	N/A*	N/A*	N/A*	N/A*	N/A*
Households with one or more people under 18 years	518	23.0%	14,599	24.5%	762,279	28.8%
Households with one or more people 65 years and over	903	40.0%	19,899	33.4%	815,668	30.8%
Total Housing Units in Hadley	2,305					
Total Occupied (renter & owner)	2,256					

Source: 2019 American Community Survey 5-year estimates; *N/A = Not Available

¹ [DP02: SELECTED SOCIAL... - Census Bureau Table](#)

Education

Like Hampshire County as a whole, residents of Hadley are very well-educated. Over 96% of Hadley residents are a High School Graduate or higher. Over 42% have a bachelor's degree or higher, which is slightly lower than Hampshire County and Massachusetts.

Education Levels

Education	Hadley	Hampshire County	Massachusetts
High school or equivalent	16.6%	34.8%	51.1%
Some college or Associate's degree	19.7%	76.1%	43.4%
Associate's degree	4.9%	9.0%	7.7%
Bachelor's degree or higher	42.6%	56.9%	63.6%
Graduate or professional degree	23.4%	24.6%	20.0%
<i>High School Graduate or higher</i>	96.7%	95.1%	91.10%

Source: [U.S. Census Bureau QuickFacts: Massachusetts](#) | [U.S. Census Bureau QuickFacts: Hampshire County, Massachusetts](#) |

[S1501: Census Bureau Table](#)

Labor Force

A community's labor force includes all civilian residents 16 years and over with a job or in the market for a job. Hadley's labor force includes approximately 3,008, or 56.48% of the total population. Over 95% of the labor force is employed.

Workers who reside in Hadley rely exclusively on car, truck or van transportation for commuting, with 90.7% commuting in this fashion, while the remaining 9.3% worked from home. The average commute time is 25 minutes, suggesting workers who reside in Hadley are able to take advantage of the many business centers in the region. The percentage of people who work from home may be in flux due to the COVID-19 Pandemic.

Employment in Hadley was spread across industries, although the largest percentage (35.3%) worked in educational services, and health care and social assistance.

Disability

Disability is a protected class under federal law. The U.S. Census Bureau defines a disability as a long-lasting physical, mental or emotional condition. This condition can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning or remembering. This condition can also impede a person from being able to go outside the home alone or to work at a job or business. Many residents with one or more disabilities face housing challenges due to a lack of housing that is affordable and physically accessible.

An estimated 9.7% of Hadley's population is considered disabled. Ambulatory difficulty and Independent

Living Difficulty were listed as the most prevalent types of disability. An estimated 10.7% of elderly residents reported having one or more disability. Hadley's elderly population is expected to continue to increase, which will likely raise demand for affordable and barrier-free housing.

Civilian Population in Hadley

Total Civilian Noninstitutionalized Population	5211	100%
With a disability	506	9.7%
Under 18 years	978	978
With a disability	0	0%
18 to 64 years	2968	2968
With a disability	37	1.2%
65 years and over	1,265	1,265
With a disability	135	10.7%

Source: [2020 disability data by population,... - Census Bureau Tables](#)

Income

The ability to exercise housing choice bears a strong relationship to the amount of money a household can afford to spend on housing. Housing that is affordable to lower income households is critical to creating household stability and economic self-sufficiency. Housing that is affordable to working class and middle class households is critical to building and retaining talent and for improving the region and the state's overall economic competitiveness.

Hadley residents have relatively high incomes, compared with other parts of the state and region. The median household income is \$86,960, significantly higher than Hampshire County and slightly higher than Massachusetts. At the same time, the poverty rate in Hadley was 6.7% in 2020; lower than both Hampshire County and Massachusetts as a whole.

The rate of poverty for children under 18 stands at 3.1%. Further, 5.6% of households received SNAP/food stamps in the past 12 months. This suggests that, while Hadley is a generally wealthy community, there are households that are likely to be cost burdened (defined as those spending more than 30% of their income on housing costs) or extremely cost burdened (defined as those spending more than 50% of their income on housing costs).

Median Income

	Hadley	Hampshire County	Massachusetts
Median Household Income	\$86,960	\$73,518	\$84,385
Poverty Rate	6.7%	9.3%	9.4%

Source: [U.S. Census Bureau QuickFacts: Hampshire County, Massachusetts](#) & [U.S. Census Bureau QuickFacts: Massachusetts](#)

2.2 Housing Supply Characteristics

The purpose of this section is to review the characteristics and types of housing in Hadley to assess how its housing stock is responding to changing demographics, affordability pressures and market conditions. Where homes have been built and will continue to get built as well as the type and characteristic of housing is a reflection of land use policies, the strength or weakness of the housing market, mortgage lending practices, housing discrimination, transportation networks, topography, and public infrastructure, some of which are discussed in this chapter as well as the next chapter on housing development conditions. Settlement patterns and the built environment are also a reflection of structural issues that were discussed in the first section of this chapter such as economic security and educational attainment, which taken together, can encourage self-sufficiency, mobility and residents' abilities to obtain and maintain housing. The Town needs a full range of housing opportunities that are affordable to households of all racial and ethnic backgrounds, abilities, and income ranges to ensure that the town and region remain economically competitive. As noted previously, Hadley's future housing needs include the ability for older residents, both currently living and incoming, to downsize and still live in town and also to develop more affordable units for all other age and socioeconomic levels.

Housing Units

Analysis of homeownership levels and renter opportunities is an important feature of a housing assessment. Data on owner-occupancy and renter-occupancy is used to aid in the distribution of funds for government programs, including mortgage insurance and public housing programs. It also allows planners to evaluate the overall viability of housing markets, to assess the stability of neighborhoods and to aid in the planning of housing programs and services.

Hadley has an occupancy rate of 97.87%. In Hampshire County, occupancy rate was 93.9% based on the most recent data from the 2020 U.S. Census. As shown below, the vacancy rate in Hadley is currently at 2.13%, which is relatively low.

Housing Occupancy Ratios

	Hadley	%	Hampshire County	
Total Housing Units	2,305	100%	66,245	100%
Occupied	2,256	97.87%	61,774	93.2%
Vacant	49	2.13%	4,471	6.74%

Source: U.S. Census 2020 & [U.S. Census Bureau QuickFacts: Hampshire County, Massachusetts](#) & [U.S. Census Bureau QuickFacts: Belchertown town, Hampshire County, Massachusetts](#)

Age of Housing

The age of a town's housing stock and areas with concentrations of older housing are important to consider when developing a housing production plan as certain public monies may be available to improve the housing condition of substandard housing. Hadley has taken advantage of these types of funding in

the past (e.g. Community Development Block Grants) for housing rehabilitation. Owing to the volume of residential construction in recent decades, Hadley has an older housing stock when compared to its neighboring communities and region. According to the latest data from the American Community Survey, 30.7% of all housing units were built after 1979. The percentage of housing stock built before 1940 is 26.8%, suggesting the continued need for maintenance and rehabilitation efforts.

Challenges of Older Housing Stock

Well-maintained older homes are an important part of a community's local history and help preserve historic character. However, older homes can have many challenges. These can include:

- Increased need for maintenance and repairs
- Poor past maintenance and repair history
- Design not well-suited for people with mobility impairments (particularly relevant with an aging population)
- Outdated and inefficient heating, cooling, and insulation systems
- Lead paint, asbestos, and lead pipes that present health risks (particularly true in housing built before 1978).

Since the cost to rehabilitate and achieve code compliance in older houses can be extremely high, some landlords and homeowners may not be able to afford to make these improvements or some may not invest in their properties because they fear that a low home value does not justify the cost of capital or maintenance improvements. Deferred maintenance and repairs can result in unsafe or poor quality housing for renters.

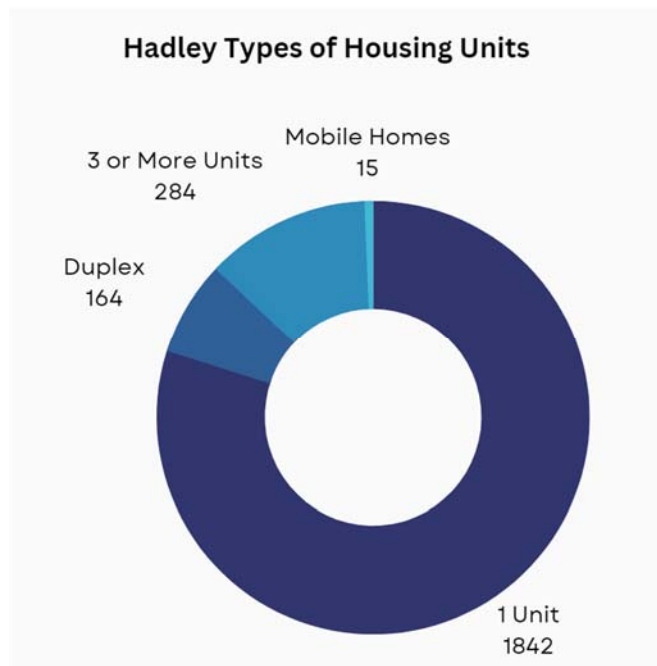
Housing Structure Type

Housing affordability is closely related to the housing structure type. Multi-family housing, two-family housing, and smaller single-family homes on smaller lots tend to be more affordable to a wide range of households than larger single-family homes on large lots. While the majority of housing units in Hadley are single-unit (detached or unattached), there are some multi-family options in town (see chart below).

Reliance on a narrow range of housing types may become problematic in the future. In the near-term, as household sizes continue to shrink and the population ages, many long-time residents may find themselves with over-sized homes and seek smaller and maintenance-light housing. Since there are few market-rate units geared to small households and individuals in Hadley, these households may choose to leave town.

In the longer term, as the stock of larger single-family houses ages and requires higher maintenance and rehabilitation investments, high enough returns will be necessary to justify these investments. Otherwise, catering to a growing student and young adult rental demand will become an attractive option for property owners. It will be important to investigate options to provide rehabilitation assistance to owners

of older properties.



Source: 2019 ACS 5-Year Estimates

Affordable Housing Inventory

Hadley has 275 units on the state's subsidized housing inventory (SHI), which amounts to 11.9% of the town's total year-round housing stock. Through Chapter 40B, Massachusetts municipalities are encouraged to keep their overall percentage of affordable units to 10% or more.

Group Home Units

Thirty-six (36) units on the town's SHI are listed as group homes. A group home is a state-licensed facility intended for occupancy by elderly persons and/or persons with disabilities. Except for live-in aides, all persons living in a group home, whether assisted or not, must be elderly persons or persons with disabilities who do not require continuous medical or nursing care. A group home consists of bedrooms for residents, which can be shared by no more than two people, and a living room, kitchen, dining area, bathroom, and other appropriate social, recreational, or community space that may be shared with other residents. No more than 12 persons may reside in a group home including assisted and unassisted residents and any live-in aides. Group homes are subsidized in part through funding appropriated by the Massachusetts legislature to the state agency providing services to the residents in the home and in some cases other funding sources. The group homes in Hadley are subsidized by the Massachusetts Department of Developmental Services; in accordance with the state and federal Health Insurance Portability and Accountability Act (HIPAA) statute, the locations of group homes are kept confidential

Section 8 Housing Voucher and Other Rental Assistance Programs

Section 8 Housing Choice Voucher Rental Assistance is a federal housing assistance program that is managed in Massachusetts by the Department of Housing and Community Development. Under this program, eligible individuals are issued a voucher to locate and rent decent, safe, and affordable housing of their choice in the privately-owned market, subject that the unit meets the program's criteria. Participants pay thirty percent of their monthly income for rent and utilities and the government pays the balance directly to the property owner.

Section 8 Housing Vouchers typically are tied to an individual and not to a unit and, for this reason, a unit inhabited by an individual with a Section 8 Housing Voucher does not count toward a town's subsidized housing inventory. This information is presented in this section because it is a common misunderstanding that these units count as subsidized housing units.

Wayfinders administers a large percentage of Section 8 vouchers for the region on behalf of the state, with the organization administering the Housing Choice Voucher Program in Hadley.

Chapter 3 Housing Development Constraints: Opportunities and Challenges

Local housing development is influenced by a variety of conditions. Some conditions have to do with the specific characteristics of the community and site conditions where homes can potentially be built. These characteristics include the availability of land, presence of roads and infrastructure, environmental constraints, proximity to jobs and accessibility to desirable amenities. Other conditions that impact development include local and state land use and development regulations. These regulations include zoning and subdivision regulations, permitting processes, building codes and environmental regulations. Other factors including the economy and availability of housing financing can impact whether or not development is feasible or likely in a community. This chapter will look at the various conditions impacting development in Hadley.

3.1 Housing Market

Housing by Cost

Housing is a basic human need and is often the largest expenditure for a household. As a whole, the state of Massachusetts is an expensive place to live. According to the Council for Community and Economic Research (C2ER)², Massachusetts has the 5th highest cost of living in the nation both as an index and with the cost of housing, trailing behind only Hawaii, District of Columbia, New York and California. While single-family homes prices and rents are more affordable in the western half of Massachusetts than the eastern part of the state, prices in the Pioneer Valley and in Hadley are still more expensive than in many places across the country.

Single-Family Home Market

Hadley Assessor's data shows that there are 1,842 detached single family homes, 164 two-family duplexes, 284 units of 3 or more, and 318 manufactured (mobile) homes in the Town in 2020.

The average sale price of a home in Hadley was \$435K in September 2022, down 5.9% since last year. The average sale price per square foot is \$254, up 14.6% since last year. On average, homes in Hadley sell after 20 days on the market compared to 28 days last year. There were 14 homes sold in August this year, down from 20 last year.³ In 2019, the median sales price of a single-family home was \$349,000.

The high cost of housing in Hadley will continue to affect residents and will dramatically change the future demographics of the town, if alternatives are not provided. Recent census data shows that 31% of Hadley homeowners and 39% of renters are considered "housing-cost burdened," meaning that they spend 30% or more of their household incomes on housing-related costs (U.S. Census 2020). These

² Cost of Living Data Series. <https://meric.mo.gov/data/cost-living-data-series>

³ <https://www.redfin.com/zipcode/01035/housing-market>

numbers will increase if more affordable options are not created, and the town will become more homogeneous and exclusionary.

Median Sales Price of a Single-Family Home, August 2022

	Hadley	Hampshire County	Massachusetts
Median Sales Price of a Single-Family Home	\$434,525	\$410,000	\$599,000

Sources: Hadley - marketstatsreports.showingtime.com/MAR_z4jps/sst/202208/00sf.htm | Hampshire County - [2022-08_County.pdf \(netdna-ssl.com\)](#) | Commonwealth MA - [MAR_MarketOneSheet_2022-08.pdf \(netdna-ssl.com\)](#)

Average Monthly Homeowner Costs

Avg Monthly Homeowners Cost	Hadley	Hampshire County	Massachusetts
With a mortgage	\$2,233	\$1,867	\$2,268
Without a mortgage	\$613	\$739	\$829

Building Activity

New residential building permit activity has slowed down since 2018, when new residential units being built averaged about 22 per year from 2016-2018. Additional units will be needed to accommodate Hadley's growing population.

Building Permits in Hadley

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total Units	10	10	4	10	4	3	22	20	25	7	8
Units in Single-Family Structures	10	10	4	10	4	3	22	20	25	7	8

3.2 Development Constraints, Limitations and Opportunities

Like many communities in the region, the amount of developed land in Hadley continues to increase. Hadley is situated between the two larger communities of Amherst and Northampton and has been experiencing significant residential and commercial growth. This section addresses the physical and regulatory conditions relating to housing development.

Steep Slopes

Generally, any slope zero to fifteen (15) percent is considerable suitable for development. Slopes greater

than 15 percent are considered “excessive” or “steep” for residential uses. It is generally preferred to leave steep slopes undeveloped due to the high potential for erosion. Hadley's landscape is characterized by extensive acreage of contiguous farmland situated on the flood plain of the Connecticut River. The predominantly flat topology is only interrupted by the steep slopes of the Holyoke Range in the south and Mt. Warner in the north. Steep slopes are not a significant constraint for housing development in Hadley.

Protected Lands

Protected lands are public or semi-public parcels which are permanently protected for conservation purposes, or private lands that have been permanently protected with a Conservation Restriction (CR) or Agricultural Preservation Restriction (APR). Hadley farmers, town boards and local land trusts have preserved so many acres of farmland that Hadley now boasts the largest amount of preserved farmland (nearly 3,000 acres) in the Commonwealth [Preserving Hadley's Cultural Landscapes \(umass.edu\)](https://www.umass.edu/landscapes)

According to the MassGIS Open Space datalayer and information provided by the Hadley Conservation Commission and Assessor, Hadley has approximately 5,490 acres of land with some degree of protection from development. Roughly half of this land (2,695 acres) is permanently protected under Agricultural Preservation Restrictions (APR). The next largest category of landowner is state and federal conservation entities and non-profit land trusts with 1,858 acres.

The majority of Hadley's open space is farmland, and the greatest amount of its protected open space is land that has been placed under APR (2,695 acres) with the assistance of the Department of Agricultural Resources (MADAR). MADAR's program for the purchase of development rights from farmland is especially important to Hadley due to the significant development pressure and large portion of the community involved in active agricultural operations.

The majority of active farmland (5,800 acres) is enrolled in Chapter 61A, an important tax relief program incentive for farmland. Just under half of those Chapter 61A acres (46%) are permanently protected by APRs. In addition to parcels enrolled in 61A, another 130 acres is enrolled in Chapter 61, and 128 acres enrolled in Chapter 61B. Chapter 61 is a tax relief program for working woodlands, and Chapter 61B for passive or active recreation. There are also 347 acres of private land protected through Conservation Restrictions, and the Commonwealth of Massachusetts has protected 160 acres in Hadley as part of the Connecticut River Greenway.

The Mount Holyoke Range and the Mt. Warner area are both significant forested areas and foci for preservation efforts. The Massachusetts Department of Conservation and Recreation (DCR) has acquired a great deal of land, especially on the Range and along sections of the Connecticut River shoreline. The Massachusetts Department of Fish & Game owns 94 acres on Mt Warner as the Lake Warner Wildlife Management Area.

The Fort River watershed area and the Great Meadow are two areas that have garnered significant attention in recent years. The Fort River Initiative is a group of local interests that want to protect

both the farming interests in the Fort River area and the important wildlife habitats. The Great Meadow consists of the original farming plots of the first settlement of Hadley, and is an important historic area not currently protected from encroaching development.

The Silvio O. Conte National Fish and Wildlife Refuge is also in Hadley. The Conte Refuge was established by the U.S. Fish and Wildlife Service to conserve the abundance and diversity of native plants and animals and their habitats in the 7.2-million-acre Connecticut River watershed in Connecticut, Massachusetts, New Hampshire, and Vermont.

The existence of so much open space, protected land, and natural beauty in Hadley is a significant draw for new residents. The challenge will be to moderate development with land protection in order to maintain the elements that the community values.

Note: Section 5 of the Town's Open Space and Recreation Plan has a detailed inventory and discussion of protected open space.

Soils

Soils classified as important farmland soils are an important natural resource that is lost once development occurs on the lands. Prime farmland is a federal designation that defines land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops, and is also available for these uses. On the other hand, state and locally important farmland soils include land other than prime farmland that is used for the production of specific high value food and fiber crops, as well as land that is of statewide importance for the production of crops. Generally, farmland of statewide importance includes lands that are nearly prime farmland and that economically produce high yields of crops when treated and managed according to acceptable farming methods.

The soils in Hadley are some of the most fertile agricultural soils in the United States. The Natural Resources Conservation Service has mapped five significant soil associations in Hadley.

1) Hadley, Winooski and Limerick Soils

Adjacent to the Connecticut and Fort Rivers, is a grouping of Hadley, Winooski and Limerick soils. These soils are deep, silty loams that typically form in alluvial material on flood plains. Both Hadley and Winooski soils are considered to be prime agricultural soils. Typically found in areas prone to flooding, this series has severe development limitations, with a high potential for frost action that can damage buildings, roadways and other structures (USDA, SCS 1981). This association underlies Hadley center.

2) Hinckley-Merrimac-Windsor Soils

The Hinckley-Merrimac-Windsor association extends from along Route 47 just north of the Holyoke Range to the Rainbow Beach meander bend. Another grouping of these soils is found in North Hadley, adjacent to Route 47. Merrimac soils are considered prime agricultural

lands. This group is moderately difficult to develop since they are found on slopes and may be susceptible to erosion. In addition, these highly permeable soils are poor filters for septic systems (USDA, SCS 1981). Sand and gravel are often extracted from areas covered by this association.

3) Amostown-Scitico-Boxford Soils

The Amostown-Scitico-Boxford association is the primary soil group in Hadley stretching from the base of the Holyoke Range up into North Hadley. These loamy to somewhat clayey soils can be moderately well to poorly drained. Both Amostown and Boxford soils are classified as prime agricultural lands that have demonstrated relatively high rates of crop production. These slow draining soils present development limitations: the sites are wet and generally unsuitable for septic systems. Also there is a moderate to high potential for frost action on these soils (USDA, SCS 1981). This association underlies the most highly developed section of town, the Route 9 corridor.

4) Rock Outcrop-Narragansett-Holyoke Soils

Capping the Holyoke Range and atop Mt. Warner is the Rock Outcrop-Narragansett-Holyoke association. This group of shallow soils is found on gentle to steep slopes. The association is made up of generally well-drained loamy soils that formed in glacial till. These soils are not productive and are also not appropriate for development given the shallow depth to bedrock and the excessive slopes. Much of the land is forested, and a portion is contained within Skinner State Park (USDA, SCS 1981).

5) Gloucester-Montauk-Paxton Soils

The Gloucester-Montauk-Paxton soil association parallels the Connecticut River. This group of deep, well drained, moderately sloping soils are found on the sides and lower slopes of hills, often with seasonally perched water table. Due to their slope and the stony Paxton series in some places, these soils are not well-suited to farming and likely forested where not encroached upon by active agriculture.

Soil types and percolation rates is one of the major limiting factors for development and influences land uses. As the demand for new homes increases, developers, and engineers are devising new technologies to overcome previous obstacles such as steep slopes and unsuitable soils. Soil types and subsurface geology affect water infiltration and surface drainage. Consequently, soils are a major factor in determining natural wildlife population communities as well as land use, where and what type of development in a given area. Soil types and drainage have been considered and incorporated into the Town's zoning bylaw and regulations.

Stormwater and Erosion Control

Hadley addresses stormwater and erosion control in its General Bylaws, Article III, Section 195-17 to 195-22. Applicants must comply with the standards and guidelines outlined in the Massachusetts Stormwater Handbook and Stormwater Standards by the Massachusetts Department of Environmental Protection, coordinating requirements prescribed by state regulations promulgated under the authority of the

authority of the Massachusetts Wetlands Protection Act G.L. c. 131, § 40 and Massachusetts Clean Waters Act G.L. c. 21, §§ 23-56.

Flood Plains and Flood Hazard Areas

The 100-year floodplain is defined as an area with 1% chance of flooding in a given year. The floodplain serves as a critical habitat for many plant and animal species and provides some of the most fertile soils in the region. Hadley has been inundated by Connecticut River floodwaters several times since the turn of the 20th century, and a large earthen dike was constructed to protect the Town Center. Still, the western section of the peninsula and the area along Aqua Vitae Road remain susceptible to flooding. Nearly all of Hadley Center is mapped as being in the range of a one-hundred-year flood.

The Conservation Commission attempts to lessen the impact on dwellings by encouraging homeowners to elevate existing homes above the one-hundred-year flood level. Projects that are permitted must provide compensatory storage for floodwaters and be constructed in accordance with FEMA standards for elevations and utilities. The Town has zoned some of the most flood-prone land for agriculture use only; no new non-agricultural building is allowed. The Commission has identified land within the Floodplain Overlay District as a critical resource area and will attempt to acquire partial interests on portions of land in this area to protect critical floodwater staging areas from development.

In addition to the Connecticut River floodplain, other areas in the 100-year flood zone in Hadley are also those lands adjacent to and including the open water areas. These floodplains include:

- Fort River
- Mill River
- Lake Warner
- Hadley Lower Reservoir
- Russellville Brook
- Hadley Cove
- Hockanum Flat

Wetlands and Vernal Pools

Hadley has a range of wetland resources, including floodplain forests, forested swamp and wet meadows. Much of the wetlands lie in heavily forested areas along the Connecticut River and its tributaries. Wet meadows are more common along the Fort River near Hockanum Flat and Hadley Cove. Many wetlands and wooded swamps in Hadley were drained for agricultural use as Hadley once had more extensive wetland areas, specifically around Lake Warner, the Fort and Mill Rivers, along the Connecticut River, and behind Stop and Shop. The remaining wetlands are a critical element in the wildlife habitat for many common and rare species, and storm water management systems of the town. Encroaching residential and commercial development threaten the important wetlands of Hadley.

In addition to the rivers and streams, the Wetlands Protection Act of 1972 protects Hadley's wetlands. This Act protects all inland wetlands and establishes a buffer of 100 feet to ensure habitat protection. Wetlands includes lakes and ponds, rivers and streams, floodplains, intermittent streams, vernal pools, swamps, marshes, bogs, floodplains, wet meadows, and man-made ponds and ditches. The Wetlands Protection Act is enforced by the Conservation Commissions.

It can be a challenge for housing to be developed on parcels that have wetlands or areas that are low-lying for the purposes of stormwater and ensuring that there will be no impact to the natural resources that Hadley prides itself on.

Aquifer

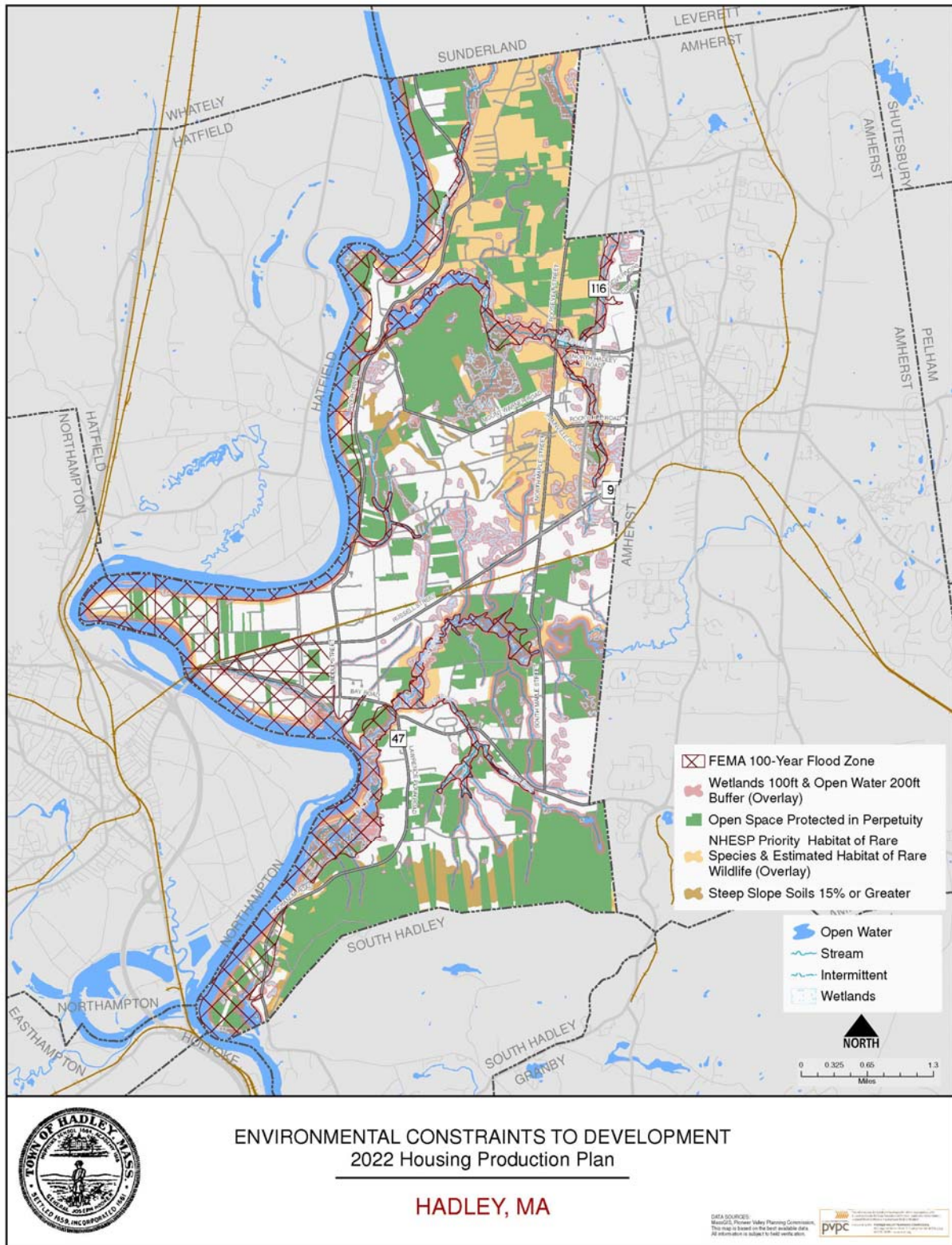
The Fort River and its floodplain comprises the aquifer recharge zone for the Callahan Wells, Hadley's public water supply. These groundwater resources in Hadley provide base flow for the streams and rivers in the town and provide potable water for the town's residences and businesses, accessed via groundwater wells. Most Hadley residents are on the town water supply, although some farmers use private wells for irrigation and related purposes.

Hadley's Aquifer Protection District is divided into two zones: Zone I and Zone II. Zone I is the protective 400-foot radius around public groundwater wells, and by state law, must remain in public control and undeveloped. Zone II is the primary groundwater recharge area for the public wells, and includes areas that contribute water to the public wells under the most severe pumping conditions. The total area of the Aquifer Protection Overlay District is 5,198 acres, or 33% of the town.

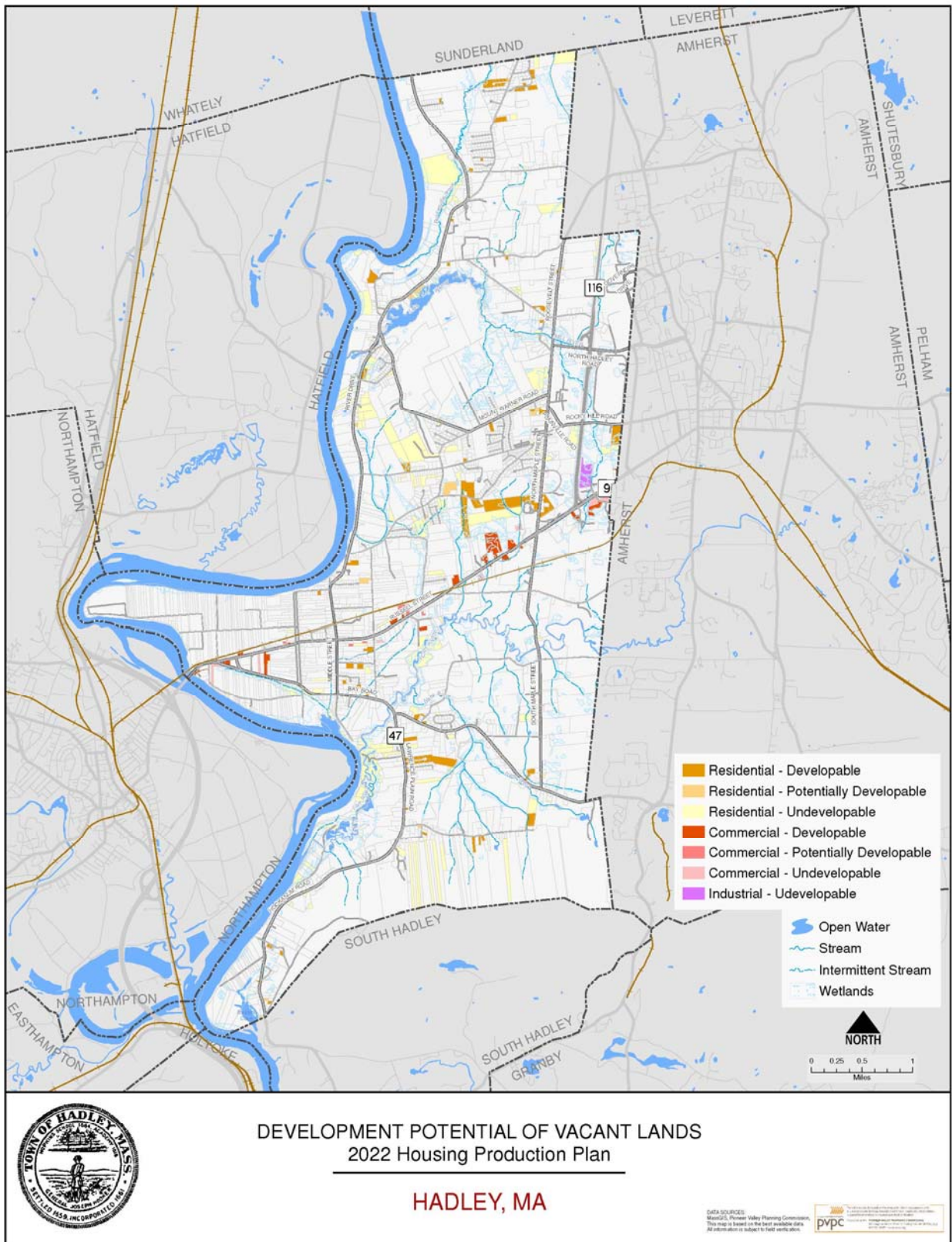
The average permitted water usage was exceeded in 2001 in the North Hadley Mt. Warner wells; however, water use has since been reduced. The town currently enforces a water restriction policy in the summer months where residents alternate watering on odd and even days. Furthermore, the town has adjusted water rates to promote water conservation.

See Map 1 for Environmental Constraints to Development in Hadley. This map includes wetland areas, open waters, areas that would be protected under the Wetlands Protection Act like the Natural Heritage and Endangered Species Program (NHESP), and areas in town where the slope is over 15 percent.

Map 1 Environmental Constraints to Development in Hadley



Map 2 Development Potential in Hadley



Zoning

Hadley's Zoning Bylaw was last updated in 2022.

The Hadley Zoning Bylaw establishes six base zones and seven overlay zones:

- Two residential zones – Agricultural-Residential (AR) and Residential (R)
- Three commercial zones – Limited Business (LiB), Local Business (LoB), and Business (B)
- One industrial zone – Industrial (I)

The overlay zones include:

- Aquifer Protection
- Flood
- Wireless Communication Services
- Farmland Preservation and Receiving Districts
- Municipal
- Village Center
- Senior Housing

The Zoning bylaws also include regulations and requirements for Transfer of Development Rights, Accessory Apartments, and Senior Housing.

Residential Uses Allowed in Hadley and Permitting Procedures

Use	R	AR	LoB	LiB	B	I
One-family detached dwelling	P	P	P	P	P	N
Conversion to Two-family dwelling	SZBA	SZBA	SZBA	SZBA	SZBA	N
Trailers or Mobile Homes	N	N	N	N	SZBA	N
Senior housing conversion	SPB	SPB	SPB	SPB	SPB	N
New senior housing*	SPB	SPB	SPB	SPB	SPB	N
Accessory apartment	SPB	SPB	SPB	SPB	SPB	N

*must be in Senior Housing Overlay District

N = Not Permitted

P = Permitted

SZBA = Special Permit by Zoning Board of Appeals

SPB = Special Permit by Planning Board

Master Plan

Hadley completed a Master Plan Update in 2017.

The Master Plan identified the following housing-related issues in Hadley:

- Maintain Hadley's stable housing stock, housing market and low tax rate.
- Reduce foreclosures, vacant housing, or deteriorating stock.
- Provide more senior housing and housing that working people can afford.

The Master Plan included the following goals related to housing:

1. Discuss expanding the types of housing permitted in Hadley:
 - Consider adjusting zoning to encourage new housing typologies in locations where increased density serves other planning goals.
 - Consider amending the Zoning Bylaw to make clustered residential zoning a by-right use, and require a special permit for standard subdivisions.
2. Discuss maintaining 10% of housing stock as affordable housing: raise the affordability requirement for senior housing rental or assisted-living developments.
3. Discuss creating an Affordable Housing Trust Fund. Tie projects approved under this provision to the TDR program.

Hadley also completed an Affordable Housing Analysis in 2019. Recommendations included (abbreviated):

Initial Actions (December 2019 – March 2020):

- 1) Establish a Hadley Housing Committee that meets regularly. *(completed)*
- 2) Develop support for the Affordable Housing Trust Fund *(completed)*.
- 3) Meet with Amherst Housing Authority to discuss the status of Hadley's subsidized housing developments and discuss roles of all parties involved and future plans.
- 4) Meet with Valley CDC to obtain advice and learn about opportunities to obtain technical assistance and work with the CDC.
- 5) Meet with appropriate parties at UMass Amherst to discuss student, faculty and staff housing needs and concerns.

Medium-Term Actions (2020-2021)

- 1) Establish Affordable Housing Trust Fund *(completed)*
- 2) Reinstate Payment-in-Lieu option to meet affordable housing requirements in Inclusionary Zoning regulations, and arrange for these payments to go directly into the Affordable Housing Trust Fund. *(under way)*

- 3) Obtain further technical assistance from housing specialists in the region and at the state level, ranging from several meetings or workshops to a longer contract.
 - PVPC, Valley CDC, Way Finders, others
 - MassHousing, Massachusetts Housing Partnership, CHAPA
 - Consider using CPA funds to hire a housing consultant to help guide the Town in implementing one or more of the options chosen.
- 4) Examine existing zoning bylaws for potential changes to allow a wider variety of housing types, including affordable (although not necessarily always subsidized) housing.
 - Review relevant recommendations in the Town Master Plan outlined earlier in this report and consider implementing them.
 - Consider allowing attached accessory apartments by right, with owner-occupancy covenants.
 - Consider TDR for residential uses.
 - Consider rezoning commercial space along Rt.9 for potential multifamily housing uses.
 - Review the zoning bylaws in general to find ways to simplify them. Consider streamlining the process to create affordable housing, particularly senior housing.
- 5) Preserve existing affordable housing
 - Continue to utilize CDBG funding to rehabilitate existing affordable and senior housing.
 - Explore the use of providing tax breaks in exchange for affordable housing deed restrictions (this can be for both existing and new housing).
- 6) Pursue new affordable housing that meets the Town's greatest needs
 - Begin by pursuing senior housing, as this is most needed and accepted.
 - Pursue Habitat for Humanity housing, which is also well accepted.

Infrastructure Conditions and Capacity

Wastewater Disposal

Hadley's wastewater system has 969 connections serving Route 9, Route 47 and the side streets surrounding drinking water wells. The average daily flow to the treatment plant at 230 South Middle Street in 2015 was 367,000 gallons/day; this represents 68% of the plant's 540,000 gallons/day capacity, leaving room for additional inflows into the future. There are 21 miles of gravity and force main sewer lines, and 9 sewage pumping stations. No lines have been added since 1988.

However, a new project to replace water and sewer lines along Route 9 for 2.4 miles between the Town Center and the shopping malls at Maple Street began in 2022. MassDOT is conducting road re-alignment and widening, and the Town has been able to take this opportunity to replace century-old infrastructure. The age of other sewer pipes continues to be a concern elsewhere in town. Also, inappropriate inflows (such as from sump pumps) and seepage from groundwater can lead to leaks requiring emergency repairs.

These factors may well limit future housing growth in Hadley. The wastewater system may need upgrading if a larger development is built in an area with older pipes or other adverse conditions.

Town Water

The town's water infrastructure includes 67 miles of pipe, four wells and associated pumping facilities in two locations, and three storage tanks. Some of the pipes were installed in 1905 and are still in use today. The water system serves approximately 2,204 customers and is supplied by groundwater sources from four town-operated wells: Mount Warner Wells No. 1 and No. 2, and Callahan Wells No. 3 and No. 4 at Bay Road. The Callahan wells are now the main source of Hadley's public drinking water. In 2008, the Callahan water treatment facility was completed, allowing for the removal of iron and manganese. The Mt. Warner wells went offline, and Mt. Warner well #1 now serves in an emergency capacity with additional chlorination to supplement the Callahan wells when needed. In addition, one of the storage tanks at Mt. Warner also was placed offline in response to coliform contamination in 2008. A solar water mixer was installed in the Mt. Warner tank in 2014, as was an electric tank mixer for the Mt. Holyoke Range tank.

As mentioned above, water lines along a section of Route 9 are currently being replaced as part of a MassDOT road realignment project, so this area will benefit from improved service and capacity. The water system elsewhere in town is currently adequate for existing residents and moderate growth but may need upgrades if larger developments take place.

Transportation Infrastructure

There are approximately 67 miles of roadway in Hadley. Ongoing maintenance by the Department of Public Works is assisted by good substrate of sandy-gravelly soils, keeping Hadley's roads in an overall state of good repair. A particular focus of Hadley highway department is Route 47, which is the main north-south thoroughfare in Hadley and also a nationally designated scenic byway. Bridges in town are also generally in good repair and have been well maintained. Commercial development along Route 9, and commuters traveling through Hadley, has increased traffic congestion along Hadley's main thoroughfare, which is owned and maintained by MassDOT. MassDOT has widened Route 9 between Whalley Street and the Farm Museum, laying a new substrate and providing more travel width and sidewalks. Widening was also completed from Middle Street to East Street in 2020, and a rotary constructed for the Northampton side of the Coolidge Bridge. Currently, MassDOT is widening an additional section of Route 9 between the malls (near Maple Street) and the Town Center.

Respondents to the 2017 Master Plan survey noted that pedestrian and bicycle safety (88%), traffic safety (88%), and making it easier to live/commute without a car (88%) are top issues needing attention. Improving the quality of town roads (75%) and extending/connecting sidewalks, especially in commercial areas (73%), were among the top supported solutions. Pursuing opportunities to build a sidewalk network in conjunction with planned roadwork is one potential approach to addressing these concerns but should be done as part of a larger sidewalk plan to prevent the construction of "stranded" sidewalks.

Chapter 4 Housing Action Plan

Overview

This chapter presents a five-year action plan to advance the general goal of increasing the number of safe, high quality housing opportunities in Hadley that are affordable to people of all income levels. The plan offers a number of strategies that will positively impact the local housing market and maintain or increase the number of homes to be included in the town's Subsidized Housing Inventory (SHI). As certified by the state on December 21, 2020, 275 of Hadley's housing units were on the SHI. This was 12.5% of the town's housing units at that time (2,200). While this is above the target threshold of 10% for MGL Chapter 40B, the Town wishes to maintain or increase this number. Currently the Town has 2,305 units; therefore the 275 certified units would still meet the threshold, at 11.9%.

4.1 Plan Goals and Objectives

The Town of Hadley has identified the following housing goals and objectives that guide the creation of the Implementation Strategies (see Appendix A). Working to achieve these goals will help to ensure that Hadley is a community where housing affordability, housing choice and fair access to housing is ensured for all community members.

It should be noted that Hadley has accomplished a significant goal since the 2019 Affordable Housing Analysis; the Town has established an Affordable Housing Trust Fund. The Fund contained about \$400,000 at the time of the writing of this report, including CPA funds and some payments made by a developer in lieu of affordable housing.

- 1) Increase the number of SHI Eligible Housing units by at least **eleven (11)** within the next 12 months to ensure maintenance of at least 10% on the Subsidized Housing Inventory.
- 2) Examine existing zoning bylaws for potential changes to allow a wider variety of housing types, including affordable (although not necessarily always subsidized) housing:
 - a) Consider allowing attached accessory apartments by right, with owner-occupancy covenants.
 - b) Continue examining options for rezoning commercial space along Route 9 for multifamily housing and mixed uses. Water and sewer lines are currently being replaced along much of Route 9 as part of a MassDOT road widening and realignment project, and this will facilitate greater development densities. The Hadley Planning Board is currently considering changes to the zoning regulations for this area.
 - c) As part of "b" above, the Town will study potential future uses at the Route 9 and Maple Street intersection and corridor, where a nearly-vacant mall (Hampshire Mall) and other active commercial developments are located. There is potential for the mall to be

redeveloped for mixed uses. The Town applied to MassDevelopment in 2020 for \$45,000 in Technical Assistance services to conduct this study but it was not awarded.

- d) Consider amending the Zoning Bylaw to make clustered residential zoning a by-right use.
 - e) Consider requiring a Special Permit for standard subdivisions.
 - f) Review the zoning bylaws in general to find ways to simplify them. Consider streamlining the process that is used to create affordable housing, particularly senior housing.
- 3) Raise the affordability requirement for senior housing rental or assisted-living developments. Currently, the zoning bylaw requires that 15% of units be set aside as income-restricted affordable housing. Raising this requirement to 25% for rental or assisted-living facilities will meet DHCD standards for implementing Chapter 40B, and allow *all* units in the development, subsidized or not, to be eligible for inclusion on the SHI. See Section II.A.2.b. of the Guidelines document for details:
<http://www.mass.gov/hed/docs/dhcd/legal/comprehensivepermitguidelines.pdf>
- 4) Meet with appropriate partners to implement the Town's housing goals:
- a) Meet with the Amherst Housing Authority to discuss the status of Hadley's subsidized housing developments and discuss roles of all parties involved and future plans.
 - b) Meet with Valley CDC to obtain advice and learn about opportunities to obtain technical assistance and work with the CDC.
 - c) Meet with appropriate parties at UMass Amherst to discuss student, faculty and staff housing needs and concerns.
- 5) The Town will complete the process of revising and updating the "Payment-in-Lieu of Affordable Housing Requirements" policy in their Inclusionary Zoning regulations. These payments will go directly into the Affordable Housing Trust Fund.
- a) The Hadley Planning Board is currently developing a formula to determine the calculation for payment-in-lieu costs. The calculation will be related to the current cost of construction for a subsidized housing unit, and the exact amount is being discussed.
 - b) A public hearing is being planned for mid-January 2023 to present this policy to the community and receive feedback.
 - c) The Planning Board will then adopt the new policy, as revised or modified based on input.
- 6) Obtain further technical assistance from housing specialists in the region and at the state level, ranging from several meetings or workshops to a longer contract. These partners include:
- a) Regional - PVPC, Valley CDC, Way Finders
 - b) State level - MassHousing, Massachusetts Housing Partnership, CHAPA

- c) Consider using CPA funds to hire a housing consultant to help guide the Town in implementing one or more of the options chosen.
- 7) Preserve existing affordable housing.
 - a) Continue to utilize CDBG funding to rehabilitate existing affordable and senior housing.
 - b) Explore the use of providing tax breaks in exchange for affordable housing deed restrictions (this can be for both existing and new housing).
- 8) Specifically pursue new affordable housing that meets the Town's greatest needs – that is, for seniors and lower-income residents.
 - a) Continue pursuing senior housing, as this is most needed and accepted by the community.
 - b) Pursue Habitat for Humanity housing.

4.2 Hadley's 10% Affordable Housing Goal (Chapter 40B)

The state sets housing unit production goals for each municipality for the purpose of providing municipalities annual target numbers to work toward. The annual housing target numbers reflect 0.5% of a community's housing stock as determined by the latest decennial census. Hadley contained 2,200 housing units in the year 2020, therefore Hadley's annual affordable housing unit production target is 11 affordable housing units per year. The Town currently has 275 units of affordable housing listed on the state's Subsidized Housing Inventory (SHI), which is 11.9% of the town's current year-round housing stock of 2,305 units. The Town has therefore met its 10% affordable housing goal for the present moment. However, in order to maintain the desired status of protection from unwanted Comprehensive Permit developments, Hadley needs to continue to increase its affordable housing units.

The strategies and actions in the following section provide a good starting point for how the town can work to improve housing opportunities in town. The town should also consider pursuing projects and programs that help to alleviate housing need and increase housing opportunity but may not result in units that can be counted on the SHI. For example, the town may want to provide small grant assistance to households that earn up to 100% of the area median income to maintain older homes or create the opportunities for home ownership.

4.3 Potential Funding Sources

Community Preservation Act Funds

Hadley adopted the Community Preservation Act in May 2004 at a rate of 3%. Once adopted, the Act requires towns to dedicate at least 10% of the monies raised to each of the following three categories:

open space, historic preservation, and affordable housing. The remaining 70% can be spent on one or all of these three uses, however the community sees fit.

CPA funds can be used for numerous affordable housing initiatives, including rehabilitation or modification programs, predevelopment costs related to property purchases, purchases of property, assistance to private affordable housing developer, or subsidizing one or more units that are existing or under construction for affordable housing. Funds can also be used to develop outreach materials related to affordable housing and to hire staff or a consultant for planning and administrative purposes.

The 2021 Annual Town Report states that as of December 31, 2021, there was \$2,515,393 in Community Preservation funds, of which a portion can be expended for a community housing project or program.

Historic Tax Credits: Federal & State

There are three National Register Historic Districts in the town of Hadley – North Hadley Historic District, Hadley Center Historic District, and Hockanum Rural Historic District. Owners of properties listed on the National Register are automatically eligible for a 20 percent federal investment tax credit for the certified rehabilitation of income-producing certified historic structures such as commercial, industrial, or rental residential buildings.

The state also offers tax credits through the Massachusetts Historic Rehabilitation Tax Credit program. These tax credits are not automatic and are awarded competitively to projects that provide the most public benefit. Almost all of the residential projects that have been awarded state historic tax credits were over fifty units; therefore larger historic buildings are the most likely candidates for this funding.

Neither historic tax credit program requires that the units be made affordable to income eligible households. However, affordable housing developers commonly use these historic tax credit programs as a funding source for affordable housing developments.

Community Development Block Grant Funding

Community Development Block Grant (CDBG) funds are federal dollars that are distributed annually by the state to complete housing and economic development projects. Hadley's high median household income has limited the Town's CDBG applications in the past because the grantees must be communities that can demonstrate a high level of need. There was a previous application to implement a housing rehabilitation program in 2010, working with the Pioneer Valley Planning Commission, and again in 2020 for a Russell School Reuse Feasibility Study. Although neither application was funded, the amount of available funding and application requirements for the CDBG program do vary from year to year. For this reason, the town should continue to identify potential projects and apply for these funds.

Other Funding Sources

The town's Affordable Housing Trust Fund was about \$400,000 at the time of the writing of this report. Also, state and federal funding and financing sources to assist with the development of affordable housing do exist, and experienced affordable housing developers know these funding sources well. Affordable housing developers often coordinate several (8+) funding sources in order to move affordable housing projects forward. Funding sources are typically very competitive and can be limited depending on the state of the country's economy. Developers with affordable housing development experience can guide the town through this process. Some of those funding sources include Low Income Housing Tax Credit (LIHTC), Local Initiative Program (LIP), HOME investments Partnership Program, and Capital Improvement and Preservation Fund (CIPF). The Valley Community Development Corporation (Valley CDC) is a good resource on funding for affordable housing, as is Wayfinders.

4.3 Key Players for Affordable Housing Initiatives

The key players in town that can work together to address housing need are the: Hadley Housing Authority, Hadley Planning Board, Hadley Select Board, Hadley Council on Aging, town hall staff, local housing partnerships, and local community development corporations. The biggest decision makers will be town residents, as approval at Town Meeting is necessary for appropriations of town funds and zoning bylaw amendments.

Town Residents: Must approve all appropriations of town funds and town bylaw amendments. Extensive public outreach should occur on proposed affordable housing initiatives or projects to ensure that town residents are adequately informed.

Hadley Housing Authority: Provides broader local oversight of affordable housing initiatives in town. Has legal authority to purchase and hold property in accordance with M.G.L. Chapter 121B, Section 126.

Hadley Select Board: The Select Board is the Chief Executive Officer in Hadley. All activities undertaken by the board are the direct results of town meeting directives, Hadley Bylaws, and state and federal laws or regulations. The Select Board appoints some residents to town boards or committees.

Hadley Planning Board: Guides development as specified by the Hadley Zoning Bylaw and Massachusetts General Law. The Planning Board makes recommendations for zoning bylaw changes to Town Meeting. The Planning Board reviews and approves all subdivisions.

Hadley Council on Aging: The Council on Aging runs the senior center and provides nutrition, transportation, and social services for the increasing population of older adults in town. They also oversee the town's property tax work-off program and staff are in tune with elderly housing needs.

Hadley Community Preservation Committee: Administers the town's Community Preservation Act Program and allocates revenues generated from the Community Preservation Act Fund.

Office of the Town Administrator: Responsible for overseeing certain town hall staff as the Chief Administrative Officer and assists the Hadley Select Board in managing town affairs.

Appendix A Compliance with DHCD's Housing Production Plan Criteria – Implementation Strategies

The Town of Hadley will need to complete the following requirements for the state to approve this Housing Production Plan.

1. Participation in regional collaborations addressing housing development.

This state-required implementation strategy can be met with a member of the Hadley Housing Committee participating in the Valley Development Council and/or Pioneer Valley Regional Housing Committee, which oversees regional progress and implementation under the Valley Vision 2: Regional Land Use Plan and the Pioneer Valley Plan for Progress, along with the Regional Housing Plan.

Time frame: Ongoing

Milestones: Ongoing monthly participation

2. Statement of the characteristics of proposed residential or mixed-use developments that would be preferred by the municipality.

The Hadley Housing Committee seeks to work with various town boards, town staff, the Hadley Housing Authority, and local housing non-profits to promote the following types of development in Hadley: adaptive re-use of suitable buildings, new public housing in existing buildings, greater development of starter homes, more two- and three-family dwellings, senior housing, and assisted living facility(ies). In addition, condominiums and apartments would be welcomed within the Village Overlay District and along the Route 9 corridor.

Time frame: Ongoing

3. Identification of zoning districts or geographic areas in which the municipality proposes to modify current regulations for the purposes of creating SHI Eligible Housing units to meet its housing production goal.

Current regulations for the Route 9 corridor and Village Overlay District may be modified to allow multi-family residential development in commercial zones and allow higher densities in residential zones for the development of apartments and condominiums. Given public support and the existence of water and sewer service in these areas, these would be the first choice for modification of zoning to increase density allowances. The Town will also pursue allowing and promoting senior housing, specifically, in these areas.

Some of the sites that may be chosen for these purposes include the former Russell School, an historic Town-owned building with potential for conversion to multiple housing units, Hampshire Mall site, and the former firehouse in North Hadley, also an historic building.

Time frame: 2024

Milestones:

- Zoning revisions developed in 2023
- Town Meeting vote on revised bylaw May 2024
- Adoption and implementation pending successful passage

4. Identification of specific sites for which the municipality will encourage development of affordable housing.

The Town has identified three specific sites that could be developed for affordable housing. The Town will work with the Housing Authority to identify the best options and seek developers. The Town is open to encouraging and using 40B as a permitting tool for these sites.

Name	Address	Zoning	Status
Russell School	131 Russell Street	Business	See #5 below
North Village Hall	239 River Drive	Limited Business	Sold to developers for mixed use
Hampshire Mall site	367 Russell Street	Business	Indoor mall with expansive parking area

Time frame: 2023

Milestones:

- Evaluate individual parcels.
- Meet with Hadley Housing Authority or comparable entity to discuss potential.
- Identify parcels that meet all required criteria and appear well suited to housing development.

5. Identification of municipally owned or Housing Authority-owned parcels for which the municipality or Housing Authority commits to issue requests for proposals (RFP) to develop SHI Eligible Housing.

The Town of Hadley has identified one Town-owned property that is prioritized for affordable housing and possibly mixed uses. Depending on the density and specific type of housing, there may be a requirement to amend the zoning, unless a Comprehensive Permit is utilized. Details are provided below.

Russell School Building - Former elementary school

- 131 Russell Street (Route 9), Hadley
- 2 acres with 10,613-square-foot building

- Zoned Business, also located within Village Center Overlay District and Senior Housing Overlay District
- Request for Letters of Interest was released in 2021, with two responses.
- Development of an RFP is under discussion.

Time frame: 2024

Milestones:

- Determine desired use of property (may require feasibility study)
- Make necessary bylaw amendments if required.
- Issue RFP for housing developers.

Municipal approval of this plan by

Planning Board

Date

And

Select Board

Date

Appendix B Terms and Definitions

Accessible Housing

Housing is “accessible” if it has been designed to allow easier access for people who are physically disabled or vision impaired. Federal law requires that a housing provider make reasonable modifications to the design of a structure, such as installation of a ramp into a building or grab bars in a bathroom. Terms that are related to accessible housing include the following:

- Adaptable housing is housing that can be modified to the changing needs of the people living inside it without the need for significant reconstruction. It provides people with a larger opportunity to stay in their own home as their mobility changes due to age or illness.
- Barrier-free Housing is housing that has been designed to accommodate people with mobility restrictions and allow them to navigate through their home. Barrier free characteristics include not requiring the use of stairs and ensuring entryways are wide enough for access by a wheelchair.
- Universal design is the utilization of principles that allow the use of a housing unit or items within a housing unit by as many people as possible. Facilities that incorporate universal design can be used by both people with and without disabilities.
- Visitability, as defined by HUD, is “a very basic level of accessibility that enables persons with disabilities to visit friends, relatives, and neighbors in their homes within a community.” HUD has two design standards for visitability: 1) providing a 32-inch clear opening in all interior and bathroom doorways; and (2) providing at least one accessible means of egress/ingress for each unit. HUD “strongly encourages” incorporation of these standards, in addition to required accessibility design.

Affordable Housing

Housing is considered to be "affordable" if the household pays no more than 30 percent of its gross annual income on housing. Households who pay more than 30 percent of their income for housing are considered cost-burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care. This is the generally accepted definition of housing affordability in the planning field and is the definition used by the

U.S. Department of Housing and Urban Development's and the Massachusetts Department of Housing and Community Development in the calculation of the Area Median Income and promotion of income-restricted housing (see definitions below).

Area Median Income

The Area Median Income (AMI) is the median family income for the Metropolitan Statistical Area (MSA), which includes all communities in Hampshire and Hampden County. The U.S. Department of Housing and Urban Development (HUD) calculates the AMI annually, based on the American Community Survey's estimated median family income for the MSA. The Springfield AMI in 2017 was \$67,700.

From the AMI, "income limits" are derived based on family size (eg. Income limits for a family of one are significantly lower than those for a family of four) and used as the most common benchmark to determine eligibility for federal and state housing programs. The three most commonly used affordable housing benchmarks are:

- Low Income (LI) means no more than 80% of Area Median Income (AMI).
- Very Low Income (VLI) means no more than 50% of AMI
- Extremely Low Income (ELI) is no more than 30% of AMI

Chapter 40B-Comprehensive Permit Law

Massachusetts General Law Chapter 40B, alternatively called "the Comprehensive Permit Law" or the "Anti-Snob Zoning Law", was promulgated in 1969 specifically to address exclusionary zoning practices as well as racial and economic segregation, shortage of decent housing, and inner city decline. The Comprehensive Permit Law allows a limited override of local zoning and other land use regulations in communities where such regulations impede the development of affordable housing and rental housing. The Law sets an affordable housing goal of 10 percent, or fair share quota or threshold, for all communities. Communities below 10 percent must allow a streamlined zoning review process for proposed housing developments under the condition that 25 percent or more of the proposed units are reserved for low or moderate income households.

Entitlement Community A principal city of a Metropolitan Statistical Area that receives Community Development Block Grant funds directly from the federal Department of Housing and Urban Development (HUD) and not the state. There are five entitlement communities in the Pioneer Valley: Chicopee, Holyoke, Northampton, Springfield, and Westfield.

Fair Housing Fair housing means having equal and free access to housing regardless of race; color; religion; national origin; sex; age; ancestry; military or veteran status; sexual orientation; gender identity and expression; marital status; familial status; the use of public assistance, housing subsidies or rental assistance; genetic information; victims of domestic abuse; and disability, blindness, deafness, or the need of a service dog. These categories are protected by state and federal law. Examples of policies or programs that restrict equal and free access include zoning and discrimination in the real estate market. People should not face discriminatory housing practices, such as zoning that creates segregation and unfair mortgage lending standards. The Fair Housing Act of 1968 as well as subsequent legislation and related court decisions firmly plants fair housing as a civil right.

High Opportunity Areas Areas that provide high quality or highly desirable employment, educational, recreational, and service opportunities and that tend to be accessible via public transportation systems.

Household The U.S. Census Bureau defines a "household" as all of the people who occupy a housing unit. There are two types of households: family households and non-family households. People not living in households are classified as living in group quarters (includes dormitories, prisons, nursing homes, etc.).

A family household consists of a household where a householder and one or more other people living in the same household are related to the householder by birth, marriage, or adoption. A family household may also contain people not related to the householder. In the 2010 Census, same-sex spousal households are included in the category, "same-sex unmarried partner households" but may be either a family or nonfamily household depending on the presence of another person who is related to the householder.

A non-family household consists of a householder living alone or with nonrelatives only, for example, with roommates or an unmarried partner.

Income Restricted Housing

Income- restricted housing is housing that is restricted to individuals and families with low to moderate incomes. These are the people who traditionally have various social and economic obstacles that make it more challenging to find clean, safe and affordable housing. Income- restricted housing typically receives some manner of financial assistance to bring down the cost of owning or renting the unit, usually in the form of a government subsidy. There are two forms of income-restricted housing: public and private. Public housing is managed by a public housing authority, which was established by state law to provide affordable housing for low-income people. Private housing is owned and operated by private owners who receive subsidies or zoning relief in exchange for renting to low- and moderate-income people. Most providers of housing assistance use HUD's Area Median Income (AMI) limit thresholds to determine eligibility for their programs.

Low Opportunity Areas

Areas with limited job opportunities or desirable employment as well as limited educational, recreational, and service opportunities and amenities. Low opportunity areas may have limited access to public transportation systems.

Market rate housing

Housing that has rent levels or sale prices that are consistent with the housing market of the surrounding area. Market rate housing includes all housing that is not income-restricted. It includes lower valued housing to higher valued housing. Weak housing markets have market-rate rents or sales prices that are lower than stronger market areas. Market-rate housing may have tenants who pay a portion of their rent with a voucher, such as a Section 8 (this is a housing subsidy in the form of rental assistance that tenants can use to find rental housing in the private market and is paid to a private landlord).

Non-Entitlement Community A city or town that does not receive Community Development Block Grant funds directly from the federal Department of Housing and Urban Development (HUD). In Massachusetts, the non-entitlement communities apply directly to the Massachusetts Department of Housing and Community Development for CDBG funding. Non-entitlement communities in Massachusetts fall into one of three groups: Mini-Entitlement Community (receive the highest level of state-distributed CDBG funds due to their high statistical indication of need, poverty rate and size), CDF I Community (communities with high statistical indication of need), and CDF II Community (communities that are not eligible for CDF I due to lower statistical need). A full list of the CDBG funding eligibility categories can be found in the Appendix.

Non-family (household) A non-family household consists of a householder living alone or with nonrelatives only, for example, with roommates or an unmarried partner.

Springfield Metropolitan Statistical Area The Springfield Metropolitan Statistical Area includes all communities in Hampshire and Hampden County. A "metropolitan statistical area" is a federally designated geographic region with a relatively high population density at its core and close economic ties throughout the region. The United States Office of Management and Budget designates metropolitan statistical areas. The federal government uses this geographic designation for statistical purposes, such as setting the Area Median Income limits for the greater Springfield region.