

## Overview

Barrington is a community of neighborhoods with distinct identities shaped by the town's extensive shoreline and its agricultural and industrial heritage. The impact of the railroad is evident in mix of houses and lot sizes within the early railroad suburb that developed around the former Drownville Station. Land carved into 5,000-square-foot lots and smaller formed the dense development patterns in West Barrington, where houses were built for workers from the former Brickyards and Lace Works.

A majority of the land, though, was divided into large agricultural plats that formed the basis of the primary road system and the pattern of subdivisions that eventually replaced these farmlands. The stone walls on the edges of the large lots in the upscale Rumstick Road neighborhoods had marked the borders of farm fields years ago. The Roberta, Thurston and Country Club Plats, developed over a relatively short period of time during the 1950s and 1960s, are examples of the suburban model of houses on quarter-acre and half-acre lots.

While each neighborhood in Barrington has maintained a unique scale and character, almost all of them share a common characteristic: most of the land has been developed to the extent allowed by zoning. In other words, built out. With much of Barrington essentially at build-out, the Comprehensive Community Plan examines the following key issues:

- How will Barrington meet future needs for housing, both affordable and market-rate, given the limited supply of developable properties that have access to water and sewer and adequate roads to support this growth?
- What should the Town do to meet the housing needs of the burgeoning retiring Baby Boomer generation?
- To what extent should Barrington encourage development of alternatives to the single-family homes on quarter-acre lots and larger?
- If higher densities and varying housing types are needed to meet housing needs, how can the Town preserve community character?

## Existing Conditions

### Housing Construction Activity

Data from 1990 through 2013 (See [Figure-Table 1](#)) show a gradual drop in the number of housing permits issued per year, with the exception of 2008—when permits for 46 multi-family units, plus one single-family unit, were issued for the Sweetbriar affordable housing development.

Overall, the number of new single-family homes constructed in town has dropped to fewer than 15 per year since 2007. Likely factors for the slowdown in activity are the housing crisis coupled with the increasing scarcity of available land for development. For the 1990s, building permits for new houses averaged 29 per year. The average declined to 19 per year from 2000 to 2009, and 12 per year for 2010 to 2013.

In the 1990s, the Town issued permits for one multifamily project, in 1996 for the renovation of the Pilling Chain Building for 60 senior apartments (limited to ages 62 and over). The 126-unit Bay Spring

Assisted Living facility, built in 1999, is not included in the housing permit data as it is considered a commercial use.

The Town has issued more permits for multi-family development projects in recent years, in addition to Sweetbriar. These include 12 apartments at 60 Bay Spring Avenue, and ten apartments above storefronts at three mixed-use developments in the Village Center. These units were built under the Town's mixed-use provisions of the Zoning Ordinance as well as the comprehensive permit process. In addition, 10 townhouse units were built under the comprehensive permit process, replacing a vacant commercial building on Washington Road adjacent to Sweetbriar.

## Demographic Trends

### Population

From 1990 to 2000 Barrington grew by 6 percent, the highest rate of growth among the three Bristol County communities. Since 2000, however, the town's population has slipped, despite an increase in housing units. According to the US Census Bureau the town's population dropped by 3 percent between 2000 and 2010, from 16,819 to 16,310 (see **Table 42**). The picture was mixed in the two other towns in Bristol County. Bristol grew by 469 people (2.1 percent), while Warren's population shrank by 733 people (6.6 percent).

The State projects a continued decline in Barrington's population through 2040, when the town's population is projected to total 15,569 (see **Table 23**) - or 741 fewer people compared to the 2010 census count. While projections are somewhat helpful in planning for the future, they do not necessarily reflect what is actually occurring within an area.

### Age Characteristics

According to Census data for 2000 and 2010 (see **Table 43** on the following page), Barrington's population is aging. Since 2000, the town has seen the greatest increase in people in the 45-year to 64-year age range — covering the "Baby Boomer" generation. While this age group grew by more than 1,200 during this period, all other age categories either saw very small increases or shrank. The largest drop since 2000 came in the 35 to 44 age cohort, which decreased by 969 people. Further evidence is in the rise in the median age in Barrington, which in 2010 stood at 44.1 years — up 17 percent since 1990 (37.7 years).

The aging of the Baby Boomers will continue to ripple through the town's oldest age cohorts in the coming years—a phenomenon experienced not only here but across the country.

While the town's population is trending older, census data reveal the population within the youngest age groups has been shrinking or just inching up. For example, the number of children under 5 years old declined by 261 (26 percent) from 2000 to 2010, while those between 5 and 19 grew by only 48.

These trends have implications for schools and other community services and facilities (see discussion in the Community Services and Facilities element), but also the type and amount of housing needed going forward.

### Income Characteristics

Census data indicate that the town's median income increased from \$74,591 in 1999, to \$98,612 in

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2009 (see **Table 45**). The number of households earning less than \$100,000 dropped by 844, while those making more than that amount grew by 753.

~~In 2009~~ Based on 2008-12 estimates, there were ~~1,412-386~~ households, or ~~24-23.5~~ percent of all households, with a total income of less than \$50,000—compared to 33 percent a decade earlier. The median household income in Barrington was ~~76-284~~ percent higher than the state median income (~~\$55,975~~ \$56,102), according to ACS data. These trends are consistent with past data, as the town's income level historically been much higher than both the county's and the state's.

While the income analysis above can be an indicator of trends in Barrington, it cannot serve to derive the numbers of families that qualify for affordable housing assistance. These figures do not assume that all people living together are related, nor does it break down income levels by family size, both of which are factors to determine eligibility for low- and moderate-income housing.

In order to qualify for low- and moderate-income housing, residents in those units are subject to income limits determined annually for the region by the U.S. Department of Housing and Urban Development (HUD). Barrington falls within the Providence-Fall River-Warwick, RI-MA Metropolitan Statistical Area. In this area, the median household income for FY2012 was \$75,600, with the corresponding income limits for different household sizes (See **Table 56**). Median household income may be relatively high; yet, per **Table 45**, ~~46-15.7~~ percent of Barrington households earn less than \$35,000 per year, of which all would easily fall within the HUD income limits based on 80 percent area median income. Additional households, depending on household size, also would fall within the HUD limits, as ~~24-23.5~~ percent of all households earn less than \$50,000, and ~~34.7~~ percent earn less than \$75,000.

### Build-Out Analysis

Calculations for remaining buildable land have been completed using the 2011 RI Geographic Information System land use data, adjusted to account for new and approved development in town since 2011. As depicted on **Map HN-1**, the remaining vacant buildable parcels—zoned residential or mixed-use commercial—are scattered throughout Barrington, with just a few with more than 5 acres of developable upland that also have access to infrastructure necessary to support new development (water and sewer).

The build-out analysis shown in **Table 67** (previous page) ~~uses~~ data from Rhode Island GIS mapping data and local GIS data to calculate developed areas, buildable vacant land and undevelopable areas. The total area for each zoning district was calculated and the undevelopable land was subtracted out. Undevelopable land includes jurisdictional wetlands, floodplain areas (VE and AE zones), and protected open space.

Developable vacant land zoned for residential use is scarce within Barrington, totaling just 8.3 percent (270 acres) of estimated total buildable acreage (3,215 acres) within those zones. The Residence 25 zone contains the most undeveloped buildable land, with more than 200 units possible based on the analysis.

The analysis includes 40 units for the Sowams Nursery property east of Sowams Road, based on the approved master plan for the Palmer Pointe Neighborhood. The residential districts allow by right one unit per acre in R-40 districts, approximately two units per acre in R-25 and R-25-Cluster

districts, and up to four units per acre in the Residence 10 district (R-10). The former Zion Bible Institute campus, designated for Senior Residential Village on the Future Land Use Map (see the Land Use element), is currently zoned Recreation and Education—where residential development is not permitted.

~~The unit count is based on existing zoning, with the exception of the former site of the Zion Bible Institute campus, designated for Senior/Mixed-Use Village on the Future Land Use Map. The build-out analysis assumes 200 units supported at the Zion site, though the total number is subject to Town review and consistency with the Comprehensive Plan's Developer Guidance (Appendix III). The analysis also includes 42 units for the Sowams Nursery property east of Sowams Road, based on the approved master plan for the Palmer Pointe Neighborhood. The residential districts allow by right one unit per acre in R-40 districts, approximately two units per acre in R-25 and R-25-Cluster districts, and up to four units per acre in the Residence 10 district (R-10).~~

In addition to the traditional single-family residentially zoned districts, several types of housing is permitted either by right or by special permit in the Neighborhood Business District (NB) and Business (B) districts. Multifamily dwellings are allowed only in the Elderly Housing district and as part of a mixed-use commercial development in the NB and B zones. Two-family units and accessory apartments are allowed by special permit in the NB District and, due to Zoning Ordinance Amendments adopted in 2012, in the R-10, R-25 and R-40 districts. Cottage-style senior residential development is also allowed by special use permit for parcels of sufficient size in the residential zones and the NB and LM zones. (The unit count in the build-out analysis for the R10, R25 and R40 zones assumes single-family housing only.)

### **Housing and Economic Development Goals**

The Town has not focused on large-scale commercial or industrial development because it has tried to maintain a character consistent with a residential bedroom community. The central shopping district is located on County Road and adjacent portions of Maple Avenue and Waseca Avenue, where the most concentrated commercial development has occurred.

The Town created the NB district in 1994 to eliminate business zoning from certain areas of town while still allowing smaller offices and retail to serve the local community. The areas impacted by this designation were Maple Avenue, Bay Spring Avenue in West Barrington, and Sowams Road in Hampden Meadows. The Zoning Ordinance, last amended in 2012, permits as of right apartments above street-level commercial space within the Business and Neighborhood Business zones. Mixed-use developments built under these provisions have added 19 apartments to the Town's housing stock since 2000, including three affordable units.

With little vacant land available for new construction, commercial development, including mixed-use projects, have involved redevelopment of sites with existing uses. One of the town's largest commercially zoned sites, on Washington Road north of Bay Spring Avenue, was developed as housing—the 50-unit Sweetbriar affordable housing development. That project is located on a site zoned Business; the use was permitted under the comprehensive permit process. "Haines Park Village," which abuts Sweetbriar to the south, was completed in 2009, also under the comprehensive permit process. A large commercial building was removed for the development, which contains 10 apartments (three affordable) in duplex structures.

Barrington does not seek to attract significant commercial and industrial development. ~~Rather, the focus for development is to limit commercial development to that which serves the surrounding neighborhoods and does not necessarily attract clients from other communities.~~

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As economic development activities are limited, no development is anticipated that will affect the housing needs of employees in the area. One exception, to a limited extent, could be the redevelopment of the former Zion Bible campus (discussed elsewhere in the plan), which could include space for new employees, in addition to housing.

### Housing Needs

The U.S. Department of Housing and Urban Development's (HUD) Comprehensive Housing Affordability Strategy (CHAS) database provides a means for a community to examine the housing needs and problems of its residents in all income levels. The most consistent findings in an analysis of CHAS data is that a significant number of households, especially those below 80 percent area median family income (AMFI), pay too large a percentage of their gross monthly income for housing.

CHAS data from 2000 (most recent dataset with data on needs by household type such as elderly households) show housing costs are a particular burden for the elderly, of whom nearly 45 percent pay more than 30 percent of their income to housing. **Table 87** shows how housing need is broken out according to resident type. Overall, according to 2011 CHAS data, 36.4 percent of Barrington households of all income levels are categorized as having 'housing needs,' which means they pay more than 30 percent of their income to housing.

#### Extremely Low-Income (0% to 30% of Area Median Income (AMI))

According to 2011 CHAS data, approximately 250 of the 5,805 households<sup>5</sup> in Barrington are extremely low-income. This represents 4.3 percent of all households, a decline since 2000 when the approximately 7 percent fell in this income bracket. (Statewide, 14.6 percent of all households were in this income range in 2010.)

About 72 percent of these households in Barrington own their own home (180), of which 72.2 percent spend more than 30 percent of their monthly income on housing expenses. The other 70 households are renters, of which 28.6 percent pay over 30 percent of their income on housing. (See **Tables 89A and 89B**.)

#### Very Low-Income (31% to 50% of AMI Area Median Income)

Six percent, or 345, of Barrington households are very low-income. The 2011 CHAS database shows that 74 percent (255) of low-income households own their homes. Of these homeowners, 240 (94 percent) pay over 30 percent of their income on housing costs. Twenty-six percent (90) of the low-income households rent their housing units. Of these renter households, all (100 percent) spend more than 30 percent of their income on rent.

#### Moderate-Low Income (51 to 80% of Area Median Income AMI)

Approximately 11.7 percent, or 605, of Barrington households are moderate-low income. In this income group, about 30 percent are renters and 70 percent are homeowners. The housing cost burden

for this group is not as great for this income group, but still accounts for a large portion of the residents. In the moderate income category, about 70 percent of homeowners and 75 percent of renters spend more than 30 percent of their income on housing costs. These percentages, possibly a result of the housing crisis, have increased significantly since 2000. Then, approximately 53.6 percent of homeowners and 26.2 percent of renters spent more than 30 percent of their income on housing costs.

#### Homeless and Special Needs Populations

A large portion of Barrington's current Low-Moderate Income (LMI) housing supply supports the special needs population, accounting for approximately 35 units, or 22 percent, of existing LMI units in town. All of these units are group home beds. Only 16 shelter clients, or 0.2 percent of the state's shelter population, listed Barrington as their last residence in 2008.<sup>4</sup>

According to CHAS data, about 15 percent of low and moderate income housing will need to be dedicated to homeless and special needs persons in order to serve that population properly. Barrington understands the particular issues surrounding this population as well as its role within the region to provide housing opportunities. In particular, the Town has worked closely with East Bay Center, Inc. to ensure that proper accommodations are provided for special needs clients.

#### Homeownership and Rental Costs

Based on the 2010 Census, 87.3 percent of all occupied housing units in Barrington are owner-occupied. Thirty-four percent of all homeowners, representing almost 1,800 households, are paying more than 30 percent of their income on housing costs, according to 2011 CHAS data. This accounts for 72 percent (130) of extremely low income homeowners, 94 percent (240) of low-income homeowners, and 75 percent (330) of moderate-income homeowners. Additionally, there are 4,280 homeowner households that earn more than 80 percent of area median family income, of which 1,025 (25.6 percent) experience housing cost burdens of at least 30 percent of their income.

The rental market in Barrington also shows many households that qualify for federal and state housing assistance. According to 2011 CHAS data, approximately 309, or 47.5 percent, of all renter households are paying more than 30 percent of their income on housing costs. This accounts for 28.6 percent (20) of extremely low income renter households, 100 percent (90) of low-income renter households, and 69.7 percent (115) of moderate income renter households. In addition, 26 percent (84) of the renter households earning more than 80 percent of the median income spend more than 30 percent of their income on housing costs.

In total, 2,104, or 36 percent, of the 5,805 households in Barrington (included in the 2011 CHAS data) are cost-burdened, of which 925 qualify for federal or state housing assistance. In comparison, 37.8 percent of Bristol County households and 39.1 percent of state households are cost-burdened. Although a slightly smaller percentage of Barrington residents are cost-burdened with housing than residents elsewhere in the state or Bristol County, housing affordability remains an important issue to the community.

Despite the correction in the housing market with the housing crisis, the cost of housing in Barrington has continued to outpace the rise in median household income. In Barrington, the median single-family home price increased 87 percent from ~~\$198,600~~221,000 in 2000 to \$372,000 in 2013 (see Table 9Figure 1, previous page), while median household income has increased by ~~26~~38 percent (to

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~~\$94,300~~103,211) in roughly the same timeframe.

This mismatch often results in a lack of homeownership opportunities for new, young and elderly homeowners. By comparison, the median sales price for a single family home in Rhode Island increased by ~~46-51~~ percent from ~~\$130,500~~135,976 to ~~\$190,500~~205,000 in 2013 (as of 2012), while median household income has risen ~~70~~approximately -30 percent (to ~~\$5455,902~~975, per the 2010-5-year ACS Data census).

Rental housing also faces this disproportionate increase in Barrington. The 2008 to 2012 American Community Survey estimates the median contract rent for Barrington at \$1,175—almost double the median contract rent of \$650 reported in the 2000 census\*. **Table 10** shows the distribution of rent price according to unit size (not including utilities).

## Housing Inventory

### Housing Inventory

#### - Housing Units

As shown in **Table 11**, there were 6,386 housing units in Barrington based on the 2010 census — an increase of 187 housing units, or 3 percent, from the 2000 census total. During this same time period, the number of housing units grew by 4.9 percent in Bristol County and 5.4 percent statewide.

#### - Housing Stock: Age and Condition

Approximately 27 percent of the town's housing stock was built prior to 1940 and another 35 percent between 1940 and 1959 (see **Table 12**). Only 38.6 percent (or approximately 2,400 units) has been constructed since 1960. The median age of housing units is 57 years.

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#### Housing Stock: Type

Based on the 2008-2012 American Community Survey, 91 percent of Barrington's housing was single-family, while the remainder consisted of various types of multi-family housing (see **Table 13**). About 4.1 percent of the housing stock consisted of small multi-family structures, including duplexes, triplexes, and four-unit structures. The remaining housing included larger apartment buildings or complexes. **Map HN-2** shows the location of these various housing types in Barrington.

#### Foreclosure / Blight / Abandonment

The percentage of foreclosures in Barrington, based on the number of mortgaged housing units, has ranged between 0.24 percent and 0.30 percent (see **Table 14**). The rate each year, from 2009 to 2013, has remained below that of Warren and Bristol. Overall, the Bristol County towns have had a much lower foreclosure rate than the state.

Barrington has no area that could be considered blight. The Building Official reports fewer than five complaints a year throughout town related to unkempt properties, such as overgrown or unmaintained yards. Further, the Town has not condemned any houses in recent years.

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Age and Condition of Housing Stock

~~Information on the age of Barrington's housing stock is presented in Table 12 (next page). Approximately 27 percent of the town's housing stock was constructed prior to 1940 and another 35 percent between 1940 and 1959. Only 38.6 percent (or approximately 2,400 units) has been constructed since 1960.~~

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Housing Stock by Type

~~Based on the 2008-2012 American Community Survey, 91 percent of Barrington's housing was single family, while the remainder consisted of various types of multi family housing. About 4.1 percent of the housing stock consisted of small multi-family structures, including duplexes, triplexes, and four unit structures. The remaining housing included larger apartment buildings or complexes. Map HN-2 shows the location of these various housing types in Barrington. The map depicts no land uses other than residential are shown — including commercial, institutional, industrial, and protected land. No assumption can be drawn from these maps that all non-colored areas are available for new housing development.~~

Overall Inventory and Occupancy Status

Overall Inventory

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Barrington had 6,386 dwelling units in 2010 (based on 2010 census data) of which 118 were for seasonal, recreational, or occasional use and therefore not subject to the state's affordable housing requirements. ~~Census data from 2010 counted 392 vacant housing units, or 6.1 percent of the total (see Table 15)~~

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Affordability of Existing Homes

In order to meet the 10 percent standard (which is based on 2010 U.S. Census figures), 627 units (10 percent of 6,386 less 118 seasonal units) of Barrington's dwelling units must be "affordable" based on the state's definition. ~~As th~~The current affordable housing inventory of 160 units falls ~~467~~ short of the ~~mandated~~ requirement. ~~Barrington will/would need to produce approximately 467/525 more affordable units to meet~~ the 10 percent standard over the next 20 years (see Appendix IV).

~~See Table 13-16 on the next page provides for~~ a summary of the town's low and moderate income housing inventory as well as inventories for select communities. The table includes a comparison of the unit count, less HUD 202 and Sec. 8 ~~elderly units~~—federal funding sources currently unavailable for new units. Overall,

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Affordability of Existing Homes

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About 2.5 percent of Barrington's housing qualify as "affordable" under State law.

Based on assessed values, the Town has a healthy supply of existing houses would qualify as affordable based on price alone. **Table 14-17** on the ~~following next~~ page shows the distribution of houses based on tax assessment data. Using \$250,000 as the maximum price of an affordable unit

(this is somewhat lower than the actual maximum affordable price), 1,051 residential structures — in addition to those that already qualify as low-moderate income housing — fall within the affordable price range. This represents almost 18 percent of the total number of residential structures.

The distribution of these units is skewed toward areas with smaller lot size requirements—87 percent of the 209 residential structures valued at less than \$200,000 are in the Neighborhood Business and Residence 10 zones, which have the smallest lot-size requirements. Both zones also have a significant number of lots that are smaller than the minimum area. Another 18 single-family and two-family structures valued at less than \$200,000 are in the Business zone. These units are legal nonconforming uses; housing types other than apartments above retail are not permitted within the Business zone.

Of all residential structures (not including qualified LMI units) in the B, NB and R10 zone, 6.6 percent (200) are valued at less than \$200,000, while 32 percent (973) are valued at less than \$250,000. In contrast, just nine out of approximately 2,900 residential structures (0.3 percent) in the R25, R40 and R40-CD zones are valued at less than \$200,000. A total of 2.7 percent of residential structures in these zones are valued at less than \$250,000.

## Issues and Opportunities

The Planning Board has identified the following key challenges related to the production of housing needed to meet the Town's current and future residential needs.

### Housing for Retiring Baby Boomers

The 78 million baby boomers (born between 1946 and 1964) entering retirement age across the United States means that communities are faced with a new set of housing challenges. One issue will be how to meet the spike in demand for housing for retirees. Another question is what will happen when the influx of boomers no longer is driving up demand for purchasing single-family homes, instead becoming sellers of houses that no longer suit family needs.

The State's projections for Rhode Island show the 65-and-over population growing by nearly 75 percent from 2010 to 2040.<sup>6</sup> If projections are accurate, the 65+ age group state-wide will total approximately 264,000 people, or more than 25 percent of the state's population, up from 14 percent today.<sup>7</sup>

The predominant housing type, the single-family detached house, represents one housing preference for some but certainly not all households of retirement age. A study published in the Journal of the American Planning Association examined issues related to the demand for "senior" housing created as boomers retire, and the family housing units that become available as boomers sell their homes. The study acknowledged that most people will remain in the same state as they age, but not necessarily the same community or house.

The challenge is for communities to "retain their elderly residents as long as possible to slow the flow of houses for sale." The study continued: "This makes it imperative to develop elderly friendly, vital communities (Achenbaum, 2005). Rather than encouraging segregation of the elderly in separate

retirement institutions, urban designers should foster their social integration into more lively communities...”

What makes a lively community that is appealing to retiring boomers? The authors cite the following: community activity centers for seniors, close-by retail services, and small, easy-access parks for midday socializing.

### Neighborhood Character

As developable land becomes more scarce, Barrington may see increased pressure on existing neighborhoods, including:

- Demolition of smaller houses for larger homes, where a larger, new house would sell for much more than the existing house.
- Demolition of a house where rebuilding makes economic sense in cases where houses are in the flood zone and need to be elevated to avoid high flood insurance premiums.
- Development of higher density development than permitted by zoning, under the comprehensive permit affordable housing option.

### Residential Demolitions

From 1999 through 2013, at least 105 houses were demolished across Barrington, ranging from two to 12 tear-downs per year, for an overall average of seven annually. The demolitions have occurred within all residential and mixed-use zones (see **Map HN-3**).

The replacement of smaller houses with larger, much more expensive homes impacts the overall affordability of housing in town. The loss of any existing house within an established neighborhood can impact the character of a residential street if the new house overwhelms its neighbors. (See **Figure 2** for images of four houses torn down in 2012 and 2013.)

Due to concern regarding an increasing number of tear-downs, a zoning re-write committee was formed in 2004. The committee considered options including form-based zoning and adopting floor-area ratios and lower height limits, but none of the ideas were added to the Zoning Ordinance.

In 2010, the Town Council adopted an ordinance establishing a notification process that must be followed before the Town can issue a permit for demolition. No additional measures have been taken to further address concerns related to the demolition issue.

### Floodplain Mitigation

Another issue with the potential to affect neighborhood character is the impact of rising flood insurance premiums as well as the new flood maps that went into effect in July 2014. These new maps reclassified some flood zones in some areas, and changed the applicable elevation datum used to determine base flood elevations, placing houses at a lower elevation. These changes are pressuring owners of property within low-lying areas to elevate homes out of the flood zone—which could require raising a structure as much as eight or more feet.

These projects are important for reducing flood risk and preserving house values, but they also have the potential to alter the character of an area dramatically, and require relief from the Zoning Board for exceeding height limits and setbacks. These impacts will require evaluation to determine whether new

standards are needed.

#### Density

Developers have sought significantly higher density for residential development by providing at least 25 percent of the units as affordable—the comprehensive permit option available under state law. Higher density can, if managed properly, can produce more affordable units, reduce infrastructure costs, and allow for more efficient and sustainable use of land. However, the projects also put pressure on the surrounding neighborhood—for example introducing many more units per acre within developed residential areas zoned for half-acre or quarter-acre lots. Concerns raised include impacts on the community character, as well as traffic, infrastructure, and the town and school budget.

#### Multi-family / Infill Housing

The Town's housing stock is becoming more diverse. Since 2005, the Town has approved 20 apartments built under the mixed-use commercial provisions of the Zoning Ordinance enacted in the early 2000's. Another 57 two-family, townhouse and multifamily units have been built (not including Palmer Pointe) under the comprehensive permit process since 2008. None of the units are age-restricted, and all are rental, —helping meet the need for family units

All of these developments are fully occupied (as of November 2014)—pointing to demand for this type of housing in town. To meet this demand, the Town anticipates continued construction of apartments on redevelopment sites within the Neighborhood Business and Business zones, where they are a “permitted” use. These areas are most suitable for multifamily development, in particular within the Village Center due to its proximity to the main RIPTA bus routes on County Road.

In order to limit impacts on abutters as more infill sites are developed, the Town will need to evaluate existing standards, including buffers, lighting and parking design.

#### **Existing “Affordable” Houses**

Technically the number of units that count as “affordable” based on State law amount to 2.6 percent of Barrington's housing stock. Hundreds of qualified affordable units are needed to reach 10 percent. The build-out analysis reveals that it is highly unlikely Barrington can reach the 10 percent LMI housing goal through new construction alone.

Based on median sales prices, the housing market in Barrington is among the most expensive in Rhode Island. The median sales price in 2013 totaled \$372,000. However, as Table 14 on page 16 illustrates, Barrington has approximately 1,050 residential structures valued at less than \$250,000, or roughly one out of every six dwellings. These modestly priced homes represent an opportunity to “produce” LMI units utilizing housing that already exists, reducing the need for new sites—which are expensive due to the limited supply of vacant land — to build new units.

The Town's Housing Board of Trustees could play a critical role in “capturing” existing houses and qualifying them as affordable under State law—which requires a municipal subsidy, as well as a deed restriction and monitoring agreement to preserve long-term affordability. Such a program would

require sufficient incentives for a property owner to agree to designate their house or rental unit as affordable. An adequate funding source, as well as staffing to manage such a program would be needed for such a program to be successful.

A 2014 report\* by Barbara Sokoloff Associates, developed in consultation with the Housing Board of Trustees and the Town, recommends the creation of a Revolving Loan Fund to implement this strategy. It would require a one-time appropriation of “at least” \$750,000 to capitalize the program. The Revolving Loan Fund could be supplemented with annual funding from sources such as the federal Community Development Block Program. Administration could be handled by a contracted consultant or an outside agency. A monitoring agency would also be required to ensure long-term affordability.

- Another potential funding source could be available should the Town adopt a fee-in-lieu where applicants proposing projects subject to mandatory inclusionary zoning are able to pay a fee rather than build the required affordable units. Legislation adopted in 2014, which modified the inclusionary zoning law, provides the Town the option to establish a fee-in-lieu. Further evaluation of this option is needed. One concern is the fee established by the law, \$67,000 per unit, given the high land costs in Barrington.

- Legislation adopted in 2014, which modified the inclusionary zoning law, provides the Town the option to establish a fee-in-lieu allowing applicants to pay into a housing fund rather than build the required LMI units.

### Affordable Housing Plan Progress

Currently Barrington would need to qualify 467 additional units to meet the 10 percent affordable housing goal established by State law. In 2007, Barrington had one family housing unit and 60 elderly housing units—in Barrington Cove Apartments—that qualified as affordable under the state’s guidelines. The remaining affordable units consisted of 35 group home beds in various locations throughout town.

Since that time, the Town has made considerable progress toward achieving the 10 percent goal, despite the limited amount of land suitable for development. New affordable units built since 2008 have increased the number of LMI units by 68 percent, and have consisted of family housing, and include:

- Sweetbriar on Washington Road: 47 units have been built out of 50 approved (all affordable). Three house lots are vacant.
- Haines Park Village on Washington Road and Bay Spring Avenue: 3 out of 10 total units qualify as affordable.
- Twelve units at “Walker Farm Lane” on County Road and Eleanor Drive (all affordable). The Town acquired the site for the development of the units, in partnership with a non-profit housing developer.

In 2013, the Planning Board approved the master plan for “Palmer Pointe,” an affordable rental housing development. The Board, citing concerns related to density and abutter impacts, reduced the number of new units by eight to 40. Palmer Pointe is east of Sowams Road, on property used by

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Sowams Nursery that has been identified in the Comprehensive Plan as suitable for higher density under the "Village" zoning concept (see Appendix III).

~~The completion of Palmer Pointe and other approved and pending developments with affordable units would bring the Town's affordable percentage to 3.35-3.34 percent of year-round housing units (see **Table 15, previous page 18**) - an increase of 121 percent in total LMI units since 2008.~~

Barrington also has made significant progress toward implementing almost all of the Affordable Housing Plan strategies, as proposed in the 2010 Comprehensive Plan. ~~Table 16, 19 on the next page~~ summarizes the Town's efforts to implement the Affordable Housing Plan. All of the changes related to Zoning Ordinance revisions have been completed.

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### **Development of Key Sites**

~~As described in greater detail in the Land Use element, a consultant study completed in 2008 for the Town explored the feasibility of achieving Affordable Housing Plan strategies in four focus areas. The consultant's report, "Housing for Barrington's Future: Housing/Land Use Study," was presented to the Town Council in May 2008; the Council referred the report to the Planning Board for inclusion in the Comprehensive Community Plan Update.~~

~~The focus areas included:~~

- ~~• The Zion Bible Institute, Middle Highway: The college in summer 2008 moved to a new campus, vacating the 40-acre site. Many of the buildings require major renovations to comply with building and fire codes. Appendix III provides "Developer Guidance" for the future use of the property and the establishment of a "Mixed Use Village" zone for the site to allow residential and non-residential uses under certain conditions. *Status: The property was acquired by Shineharmony Holdings, Inc., in a 2011 auction for approximately \$3.85 million. The owner has presented a conceptual plan for a senior residential community with more than 200 independent living units, an assisted living facility, a memory care facility and other related uses within the site, including re-use of the historic Belton Court property.*~~
- ~~• Sowams Nursery, Sowams Road: The Sowams Nursery property is on the east side of Sowams Road, totaling about 9.7 acres, and on the west side of Sowams Road, totaling about 5.75 acres, is vacant. Both sections have development constraints including wetlands and floodplains and coastal setbacks (east side). The Comprehensive Community Plan Future Land Use Map identifies the sites as suitable for "Village" zoning, with developer guidance listed in Appendix H. *Status: The Planning Board in 2013 approved the master plan for "Palmer Pointe", a 40-unit affordable rental development on the east side (abutting the Palmer River). The west side remains vacant. No plans have been submitted for the west side.*~~
- ~~• The mixed-use portions on and in the vicinity of Maple Avenue. *Status: The Town revised the Zoning Ordinance and Land Development & Subdivision Regulations in 2012 to reduce parking minimums, establish clearer design standards and to provide a density bonus for affordable housing in mixed use developments. The Town has also developed a streetscape improvement plan for this area.*~~

### **Housing for Retiring Baby Boomers**

~~The 78 million baby boomers (born between 1946 and 1964) entering retirement age across the United States means that communities are faced with a new set of housing challenges. One issue will be how to meet the spike in demand for housing for retirees. Another question is what will happen when the influx of boomers no longer is driving up demand for purchasing single family homes, instead becoming sellers of houses that no longer suit family needs.~~

~~The State's projections for Rhode Island show the 65 and over population growing by nearly 75 percent from 2010 to 2040. If projections are accurate, the 65+ age group state wide will total approximately 264,000 people, or more than 25 percent of the state's population, up from 14 percent today.~~

~~The predominant housing type, the single family detached house, represents one housing preference for some but certainly not all households of retirement age. A study published in the Journal of the American Planning Association examined issues related to the demand for "senior" housing created as boomers retire, and the family housing units that become available as boomers sell their homes. The study acknowledged that most people will remain in the same state as they age, but not necessarily the same community or house.~~

~~The challenge is for communities to "retain their elderly residents as long as possible to slow the flow of houses for sale." The study continued: "This makes it imperative to develop elderly friendly, vital communities (Achenbaum, 2005). Rather than encouraging segregation of the elderly in separate retirement institutions, urban designers should foster their social integration into more lively communities...."~~

~~What makes a lively community that is appealing to retiring boomers? The authors cite the following: community activity centers for seniors, close by retail services, and small, easy access parks for midday socializing.~~

### ~~Neighborhood Character~~

~~As developable land becomes more scarce, Barrington may see increased pressure on existing neighborhoods, including:~~

- ~~• Demolition of smaller houses for larger homes, where a larger, new house would sell for much more than the existing house.~~
- ~~• Demolition of a house where rebuilding makes economic sense in cases where houses are in the flood zone and need to be elevated to avoid high flood insurance premiums.~~
- ~~• Development of higher density development than permitted by zoning, under the comprehensive permit affordable housing option.~~

### ~~Residential Demolitions~~

~~From 1999 through 2013, at least 105 houses were demolished across Barrington, ranging from two to 12 tear-downs per year, for an overall average of seven annually. The demolitions have occurred within all residential and mixed use zones (see Map IIN-3).~~

~~The replacement of smaller houses with larger, much more expensive homes impacts the overall affordability of housing in town. The loss of any existing house within an established neighborhood can impact the character of a residential street if the new house overwhelms its neighbors. (See~~

~~Figure 2 for images of four houses torn down in 2012 and 2013.)~~

~~Due to concern regarding an increasing number of tear downs, a zoning re-write committee was formed in 2004. The committee considered options including form based zoning and adopting floor area ratios and lower height limits, but none of the ideas were added to the Zoning Ordinance.~~

~~In 2010, the Town Council adopted an ordinance establishing a notification process that must be followed before the Town can issue a permit for demolition. No additional measures have been taken to further address concerns related to the demolition issue.~~

#### Floodplain Mitigation

~~Another issue with the potential to affect neighborhood character is the impact of rising flood insurance premiums as well as the new flood maps that went into effect in July 2014. These new maps reclassified some flood zones in some areas, and changed the applicable elevation datum used to determine base flood elevations, placing houses at a lower elevation. These changes are pressuring owners of property within low lying areas to elevate homes out of the flood zone which could require raising a structure as much as eight or more feet.~~

~~These projects are important for reducing flood risk and preserving house values, but they also have the potential to alter the character of an area dramatically, and require relief from the Zoning Board for exceeding height limits and setbacks. These impacts will require evaluation to determine whether new standards are needed.~~

#### Density

~~Developers have sought significantly higher density for residential development by providing at least 25 percent of the units as affordable—the comprehensive permit option available under state law. Higher density can, if managed properly, can produce more affordable units, reduce infrastructure costs, and allow for more efficient and sustainable use of land. However, the projects also put pressure on the surrounding neighborhood—for example introducing many more units per acre within developed residential areas zoned for half acre or quarter acre lots. Concerns raised include impacts on the community character, as well as traffic, infrastructure, and the town and school budget.~~

## Goals, Objectives, Policies and Actions

**Goal 1:** Expand supply of senior housing to meet growing demand of retiring Baby Boomers and the needs of residents with disabilities.

**Objective 1.1:** Completion of at least 50 units within a senior residential community or communities by 2020.

**Policy 1.1.1:** Identify sites that are appropriate for a variety of housing types for seniors.

**Policy 1.1.2:** Reduce barriers to senior housing through amendments to the Zoning Ordinance and related regulations.

**Policy 1.1.3:** Support the development of housing for residents with physical and mental disabilities that encourage independent living, and support alterations of current housing stock to achieve compliance with the RI Civil Rights of Individuals with Handicaps Act and the American with Disabilities Act of 1990.

**Actions**

- A. Establish new senior residential community zoning at the former Zion Bible Institute site ~~(see Figure 3) on Middle Highway for senior housing development~~ consistent with the Comprehensive Community Plan – Appendix III.
- ~~B. Consider rent subsidies to provide additional affordable units within a senior development at the Zion site.~~
- ~~C.~~ B. Complete a study of the market viability of the existing Zoning Ordinance Article XXX: Senior Residential Communities, and revise ~~as necessary~~ to enable cottage-style developments consistent with the Comprehensive Plan.
- ~~D.~~ C. Revise Zoning Ordinances to allow for “senior-friendly” attached and detached accessory apartments on single-family lots.
- ~~E. Promote universal design within new housing developments to remove physical barriers for people with disabilities and to allow “aging in place” within the same dwelling unit or development.~~

**Goal 2:** Ensure that future development is compatible with the character of Barrington in general and that of individual neighborhoods.

**Objective 2.1:** Revise Zoning Ordinance and Map by 2017 to establish standards that protect or enhance the character of Barrington’s neighborhoods through building and site design.

**Policy 2.1.1:** Pursue Zoning Ordinance amendments and other strategies that encourage compatible scale and building massing.

**Policy 2.1.2:** Encourage scattered-site affordable housing involving new construction and qualification of existing homes as affordable.

**Policy 2.1.3:** Allow well-designed, compatible mixed-use development within commercial areas, while enhancing the pedestrian environment.

**Actions**

- A. Adopt flexible zoning standards to allow architectural encroachments and encourage greater variety, such as architectural encroachments (porches, stoops, bay windows, for example) into the minimum front-yard setback.
- B. Consider adjusting the setback averaging dimensional standards, where appropriate, to allow reduced front-yard setbacks consistent with the surrounding historic neighborhood development pattern.
- C. Adopt Village Center Design Guidelines and formally incorporate in the Town’s review process for commercial, mixed-use and multi-family development proposals.
- D. Strengthen or establish new standards for buffers, site lighting, location of parking and placement of buildings within land development projects, including mixed-use and multi-family developments.

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- E. Conduct parcel study to:
  - a. Evaluate compatibility of R10 and R25 zoning with ~~existing neighborhood~~ the character of existing neighborhoods to determine whether zoning should be adjusted or new zones established to better reflect the area's character.
  - b. Recommend zoning standards that would require homes on "teardown" lots to better reflect the character of the neighborhood.
- F. Create a Neighborhoods Map based on original plats and evolution of neighborhoods over time, as means of identifying historic boundaries of neighborhoods.

~~Goal 3: Promote sustainable development features in residential, multi-family and mixed use developments.~~

~~Policy 3.1.1: Establish guidelines that create incentives for incorporating "green building" and sustainable development features in projects.~~

#### ~~Actions~~

- ~~A. Revise Subdivision Regulations to create performance standards for waiving certain requirements to provide flexibility in site planning needed to incorporate sustainable development features. Evaluate US Green Building Council's LEED-ND program as guide to create standards.~~
- ~~B. Consider requiring smaller lot sizes, such as through a cluster subdivision design, to ensure development is outside the existing or projected floodplain, reducing potential impacts of rising sea levels.~~
- ~~C. Promote open space protection and increased coastal and wetland buffers as part of the review process, in order to permanently protect areas that are susceptible to impacts from rising waters.~~
- ~~D. Amend Land Development & Subdivision Regulations to establish minimum green building criteria for Comprehensive Permit projects seeking density bonuses.~~
- A. -moderate income households to encourage completion of energy efficiency or renewable energy improvements, where permitted by the funding source.
- B.
- E. Establish green building / energy efficiency criteria for affordable housing units that receive financial support through the Housing Trust Fund or other local subsidy program. The criteria should be flexible and reviewed on a case by case basis.
- C.

**Goal 43:** Continue to comply with the State's 10 percent affordable housing goal through provision of well-integrated and compatible affordable housing.

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**Objective 34.1:** Qualify as affordable at least three existing housing units on scattered sites per year by 2020.

**Policy 34.1.1:** Provide financial and administrative support required to implement the "capture existing affordable housing" program.

**Policy 43.1.2:** Engage the Housing Board of Trustees in order to use available funds in the most cost-effective, productive manner

#### Actions

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- ~~A. Establish a payment in lieu fee to be paid into the Housing Trust Fund as an option to comply with the Town's mandatory inclusionary zoning requirements, as allowable under State law.~~
- ~~A. Fund a revolving fund to support a Housing Trust program to acquire and rehabilitate existing houses in order to qualify the homes as affordable.~~
- B. Formally adopt incentives to capture existing houses affordable to LMI households, such as property tax abatements and funding from the Home Repair Program. ~~C. Create and fund Housing Trust program to acquire and rehabilitate existing houses in order to qualify the homes as affordable.~~
- ~~C. Pursue a local rent subsidy program to make rents more affordable for income-qualified households and increase the supply of LMI housing units.~~
- ~~C. Establish specific guidelines for acquiring / qualifying existing houses by Planning Board applicants subject to provisions of mandatory inclusionary zoning, as permitted an "off-site" alternative.~~
- ~~D. Create guidelines for acquiring and qualifying existing houses by Planning Board applicants subject to provisions of mandatory inclusionary zoning, as an "off site" or a "payment in lieu" alternative.~~
- E. Engage a ~~consultant~~consultant, ~~ontract with an outside agency,~~ or establish a part-time position to administer the program ~~through the Planning Office.~~ ~~G. Provide an annual report, from the Housing Board of Trustees, on the status of the program, including the number of LMI houses qualified each year and an analysis of the need for housing programs, such as applications for heating assistance and weatherization.~~

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**Objective 43.2:** Produce affordable housing units at a rate that keeps Barrington on the path toward achieving the 10 percent affordable housing goal by 2035.

**Policy 43.2.1:** Implement actions through study and revisions to land use regulations to achieve the affordable housing goal.

**Policy 43.2.2:** Monitor effectiveness of regulations in producing affordable housing units.

**Policy 43.2.3:** Allow comprehensive permit proposals that provide 50 percent or more affordable housing units to be granted density increases of up to "one step" in the underlying zoning district, provided that the affordable units are deed-restricted for more than thirty (30) years, and the site has adequate infrastructure, including water, sewer, storm-water management and roadways, ~~based on the principles below:~~

- ~~• All affordable housing units will be deed-restricted for at least thirty (30) years;~~
- ~~• Developments should contain a mix of unit types (rental, ownership, and bedroom size) and housing types (single family, duplex);~~
- ~~• Planning and design shall respect the surrounding community;~~
- ~~• Projects should provide a percentage of affordable rental units for families and special needs populations;~~
- ~~• The site has adequate infrastructure, including water, sewer, storm water and roads.~~
- ~~• In addition to these principles, the Town will:~~
  - ~~• Assess impact fees where applicable;~~

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- ~~Require donations of open space where applicable.~~

#### Actions

- ~~A. Provide five-year status reports evaluating the effectiveness of adopted affordable housing strategies. Revise Zoning Ordinance to establish one-step density increase for comprehensive permit applications, per Policy 4.2.3, above.~~
- ~~B. Work with the State to provide more flexibility in achieving the 10 percent LMI goal, such as:
  - ~~Allowing for more flexibility to qualify accessory apartments as affordable, such as by eliminating the monitoring requirements, in line with federal Fair Housing laws.~~
  - ~~Establishing a realistic inclusionary zoning fee in lieu amount sufficient to create units in Barrington.~~
  - ~~Providing more credit for rental units in calculating a municipality's LMI percentage.~~
  - ~~Enabling a local rent subsidy program to make rents more affordable for income-qualified households, provided that each household with a subsidy count toward the LMI unit percentage.~~~~
- ~~B. Evaluate potential additional incentives to encourage property owners to take advantage of the Town's existing accessory apartment provisions available in the Barrington Zoning Ordinance.~~
- ~~C. Work with the State to allow for more flexibility to qualify accessory apartments as affordable, such as by eliminating the monitoring requirements, in line with federal Fair Housing laws.~~
- ~~D. C. Create an illustrated guide illustrating best practices for designing cottage-style housing, accessory apartments and two-family structures.~~
- ~~E. D. Hold workshops and conduct other public outreach on affordable housing options available in the Zoning Ordinance and Subdivision Regulations.~~

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