

MEMORANDUM

June 4, 2020

TO: Planning, Housing, and Economic Development Committee

FROM: Linda McMillan, Senior Legislative Analyst

SUBJECT: **Montgomery County Housing Needs Assessment**

PURPOSE: Presentation and Discussion

**Expected to Attend:**

Casey Anderson, Chair, Montgomery County Planning Board  
Gwen Wright, Planning Director, Montgomery County Planning Department  
Lisa Govoni, Housing Policy Coordinator, Montgomery County Planning Department

At this session, the PHED Committee will receive an overview presentation of the Montgomery County Housing Needs Assessment. The Planning Department contracted with HR&A and LSA Planning in Winter 2019 to complete this study which is part of the County's update of its General Plan and Subdivision Staging policy. It will also be used as a basis for ongoing work to increase the amount of housing, and particularly affordable housing, in accordance with the goals adopted by the Council of Governments and supported by the County Council.

Presentation slides are attached.

**The Planning Board was briefed on the study and its findings at its April 2, 2020 meeting. In the memo to the Planning Board for that briefing, Ms. Govoni and members of the Planning Staff provided the following summary information:**

The Housing Needs Assessment has two components: an analysis of current demographic, economic and housing market conditions in the county, as well as a detailed household and housing demand forecast for the county up to 2045.

Key findings from the Housing Needs Assessment's demographic, economic, and housing market conditions include:

**Household Growth:**

- The region has added over 150,000 households since 2010. Montgomery County captured 5 percent of that growth, having one of the lowest growth rates in the region.
- Montgomery County is aging. Since 2010, the population growth has been concentrated in the 55+ age group, with a net loss in the 35-54 age group.

**Education:**

- Population growth has been largely concentrated in people with a bachelor's degree or higher.
- While population growth is concentrated in people with a bachelor's degree or greater, all other jurisdictions in the region experienced a greater increase.
- Compared to other jurisdictions, there has been relatively small growth in population with a bachelor's degree or greater, within the region, it still holds one of the highest shares of growth in the region.

**Wage Growth:**

- Household growth has been concentrated in households earning more than \$75,000.
- One out of every 2 new households is low-income (earning under \$50,000 a year), which means the county is capturing an outsized share of low-income households.
- Montgomery County is experiencing a decline in households earning less than \$35,000.
- The county's capture of the region's households earning \$100,000 to \$150,000 is the second highest in the region.
- The income needed to afford the median priced home is rising faster than the median household income.

**Job Growth:**

- Job growth has lagged in the region and the nation.
- Average wages are higher than in the nation, but slightly lower than in the region.
- Both before and after the recession, the county largely added jobs in Health Care, Government, Food Services, Professional Services, and Education.
- The post-recession job growth has largely been driven by macroeconomic growth and industry strength, not by regional competitiveness.

**Housing Tenure:**

- Renters are more likely to move around than owners, particularly those with lower incomes.
- The homeownership rate has fallen across incomes since 2010.
- While the net number of homeowners with higher incomes still grew, there was a net loss in lower-income homeowners between 2010 and 2018.
- Unaffordability of ownership has also likely driven Montgomery County's loss in households headed by people age 35 to 54.

### **Housing Supply:**

- Between 2014 and 2018, housing supply tightened rapidly for households earning less than 80 percent area median income (AMI).
- Every submarket in Montgomery County faces a supply gap for households earning up to 60 percent AMI.
- Submarkets with relatively affordable stock have also faced the most significant pricing pressure, leading to the loss of affordably priced units.
- Fourteen (14) percent of renter households are in “overcrowded” housing arrangements (compared to 5 percent of owners).
- Thirty-two (32) percent of owner households are over-housed (compared to 3 percent of renters).
- “Over-housed” owners tend to live in less dense areas. Many of these households are aging.
- The income needed to afford the median-priced home is rising faster than the median household income. In 2018, the household income required to afford the median home was \$125,621, which is above the 2018 median household income of \$108,188.

Link to the Planning Department website for the Housing Needs Assessment:

<https://montgomeryplanning.org/planning/housing/housing-needs-assessment/>

The following is the link to the April 2, 2020 presentation to the Planning Board:

<https://montgomeryplanning.org/wp-content/uploads/2020/04/MoCo-HNA-Planning-Board-Presentation-200402-for-website.pdf>

### **How does Montgomery County define affordable housing?**

As a reminder, in Montgomery County, affordable housing generally falls into four categories. These categories have been used by the Planning Department in the development of master plans and by the Council in approving plans.

**Income-Restricted Affordable Housing:** A moderately priced dwelling unit (MPDU) is built under a government regulation or a binding agreement that requires the unit to be affordable to households at or below the income eligibility for the MPDU program. Under this program, income requirements are usually 65 percent of area median income (AMI) for garden apartments, and 70 percent (AMI) for high-rise apartments.

**Income-Restricted Workforce Housing:** Chapter 25B of the Montgomery County Code defines housing that is affordable to households earning up to 120 percent of AMI or less as workforce housing. Income-restricted workforce housing is bound by government regulation and workforce housing is negotiated on a project-by-project basis. When a master plan refers to workforce housing as a part of its affordable housing goals or requirements, household incomes are limited to 100 percent of area median income. Workforce housing rents must be 20 percent lower than market rents.

**Market-rate Affordable Housing:** Market-rate affordable dwelling units rent at prices affordable to households earning no more than 80 percent of area median income, based on unit and household sizes. These units are typically found in older buildings and their rents are lower than the median rent for the planning area. Market-rate affordable dwelling units are not income-restricted by government regulation and not defined in the Montgomery County Code.

**Rent-Restricted Affordable Housing:** This term is not currently defined in the Montgomery County Code or commonly used but describes housing where rent increases are limited, and no income tests are required for the tenants. The preservation of market-rate affordable housing may require an agreement that both establishes the baseline rent (priced to be affordable at 80 percent of AMI) and rent restrictions (such as requiring a rent increase only according to the voluntary rent guideline).

# MONTGOMERY COUNTY HOUSING NEEDS ASSESSMENT



JUNE 2020

# Agenda

- Background
- Population Growth
- Future Population Growth
- Income
  - Future Income
- Housing Trends
  - Supply/Demand Analysis
  - Subsidized Units
  - Naturally Occurring Affordable Housing
  - Homeownership
  - Tenure Differences
- Jobs

PICTURE THIS: \_\_\_\_\_

Housing as a right with more affordable,  
attainable housing options.



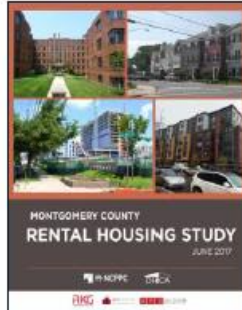
ThriveMontgomery.com



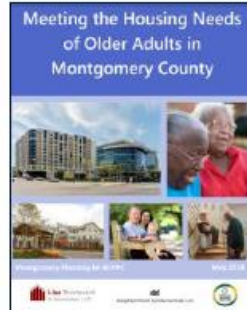
# Background

## Past County Studies

Rental  
Housing Study



Older  
Adults



ADUs



Missing Middle

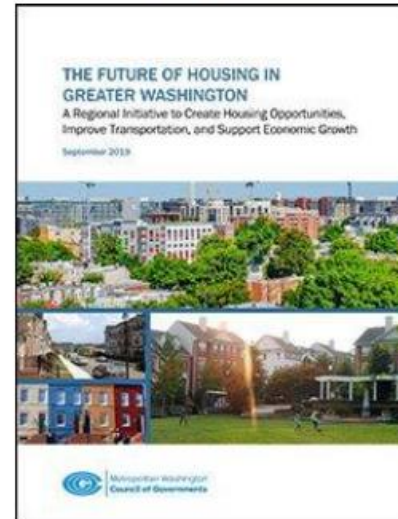


Demographic, Housing,  
Economic Trends



## Past Regional Studies

MWCOG Regional  
Housing Needs



## Ongoing County Efforts

Housing Affordability  
Preservation Study



Thrive Montgomery 2050  
General Plan



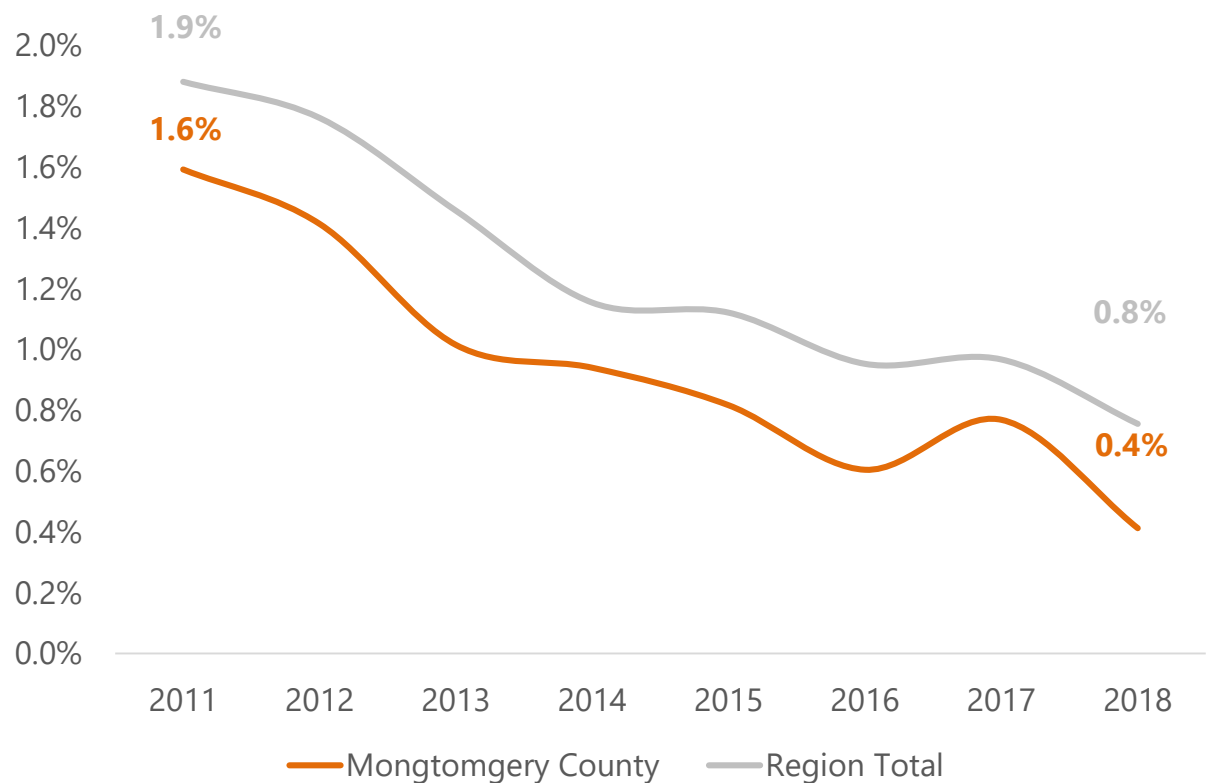
Subdivision Staging Policy  
Update



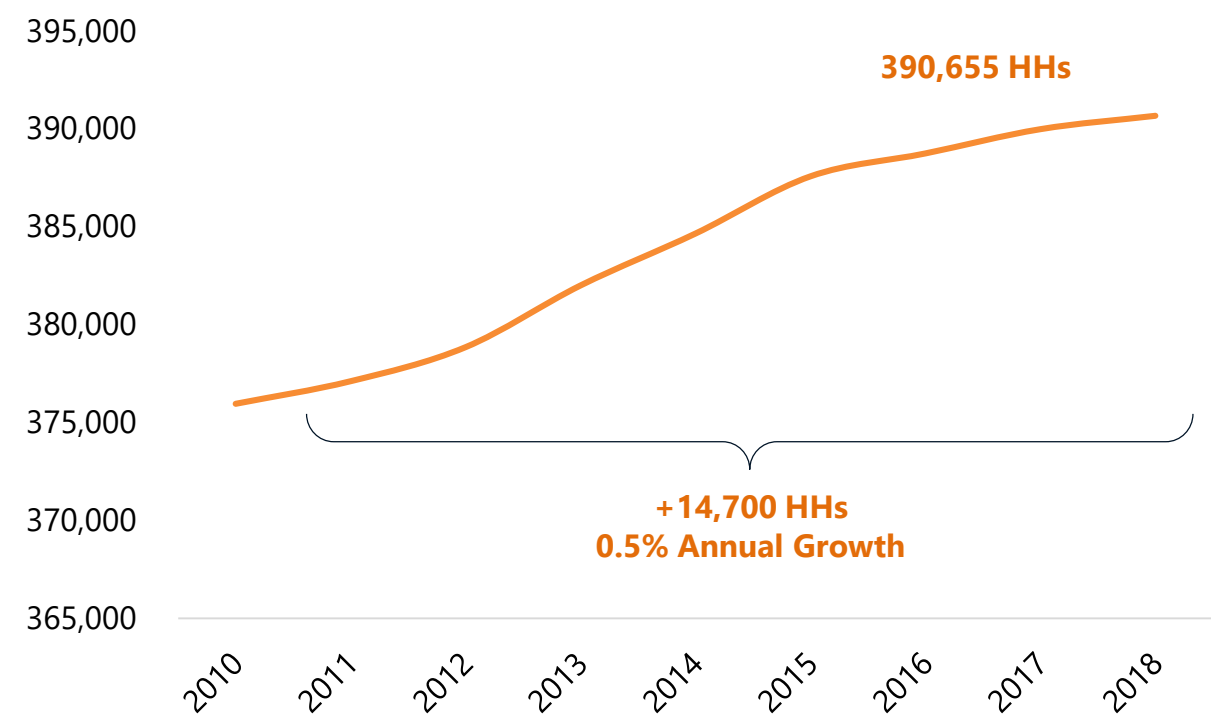
The Housing Needs Assessment recognizes and builds upon several past and ongoing studies.

# Montgomery County has positive but decelerating population and household growth

Population Growth Rate, 2011 - 2018



Number of Households, 2010-2018



Source: 2009-2018 ACS 1-Year Estimates, Montgomery County Population Division

# Regionally, Montgomery County has low capture of household growth

- Since 2010, the region has added roughly 150,000 households. Montgomery County captured 5% of that growth, a share similar to that of Fairfax County.

## Household Growth, 2010 – 2018

*Ranked by largest to smallest percent change in households*

	Percent Change in Households	Share of Regional Change in Households
Loudoun County	30%	19%
Arlington County	18%	10%
Frederick County	14%	7%
DC	14%	21%
Charles County	13%	4%
Alexandria City	11%	5%
Howard County	11%	7%
Prince William County	10%	8%
Prince George's County	5%	8%
<b>Montgomery County</b>	<b>2%</b>	<b>5%</b>
Fairfax County	2%	4%

*\*Share of Regional Change indicates each jurisdiction's capture of total regional growth.  
Percent change indicates growth rate within each jurisdiction.*

# New Households and Units

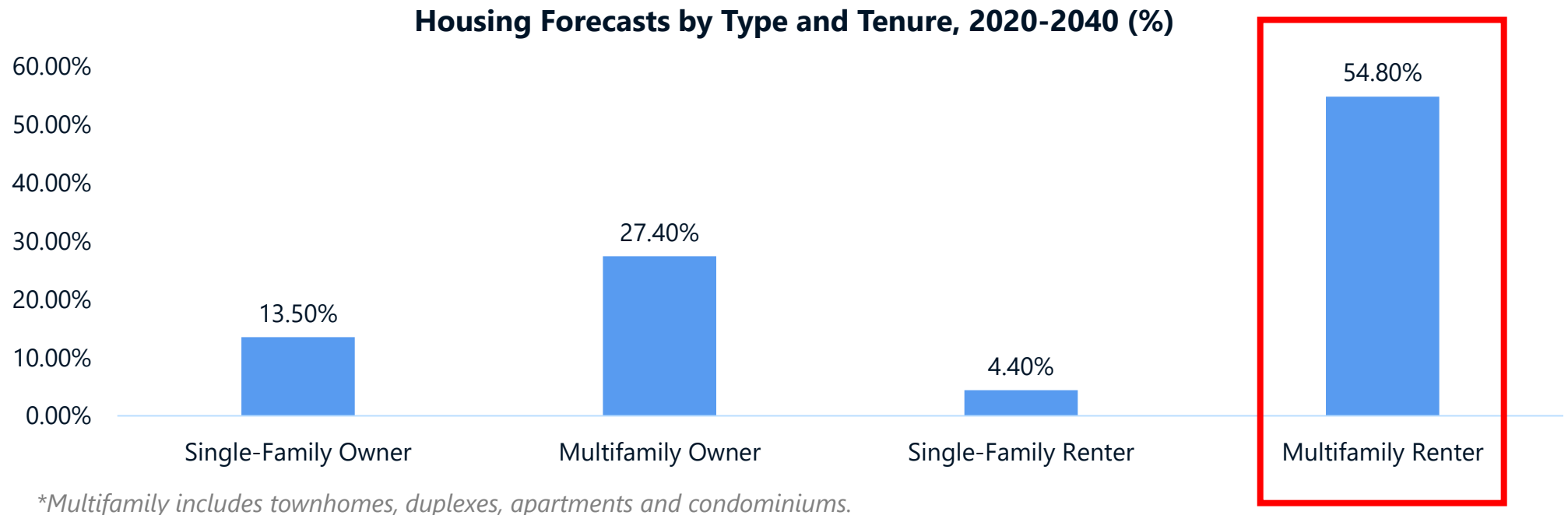
The housing need forecasts produced for Montgomery County account for both demographic trends and future economic growth in Montgomery County and the greater Washington DC region. This methodology more directly takes into account shifts in the structure of the economy as well as commuting patterns throughout the region.

Several inputs drive these housing forecasts:

- **Forecasts of job growth by sector** for Montgomery County and the rest of the Washington DC region, plus Howard County, Maryland are derived from projections by industry sector from Woods & Poole and the Bureau of Labor Statistics. **These forecasts have been adjusted to take into account the expected 2020 economic recession.**
- **Age distribution** of new workers.
- **Distribution of wages** of jobs by industry sector.
- **Household types**, including the number of adults and children and the number of workers per households.
- **Assumptions about tenure** (i.e. owner/renter) **and housing type** (i.e. single-family/multifamily) by household income and household type.

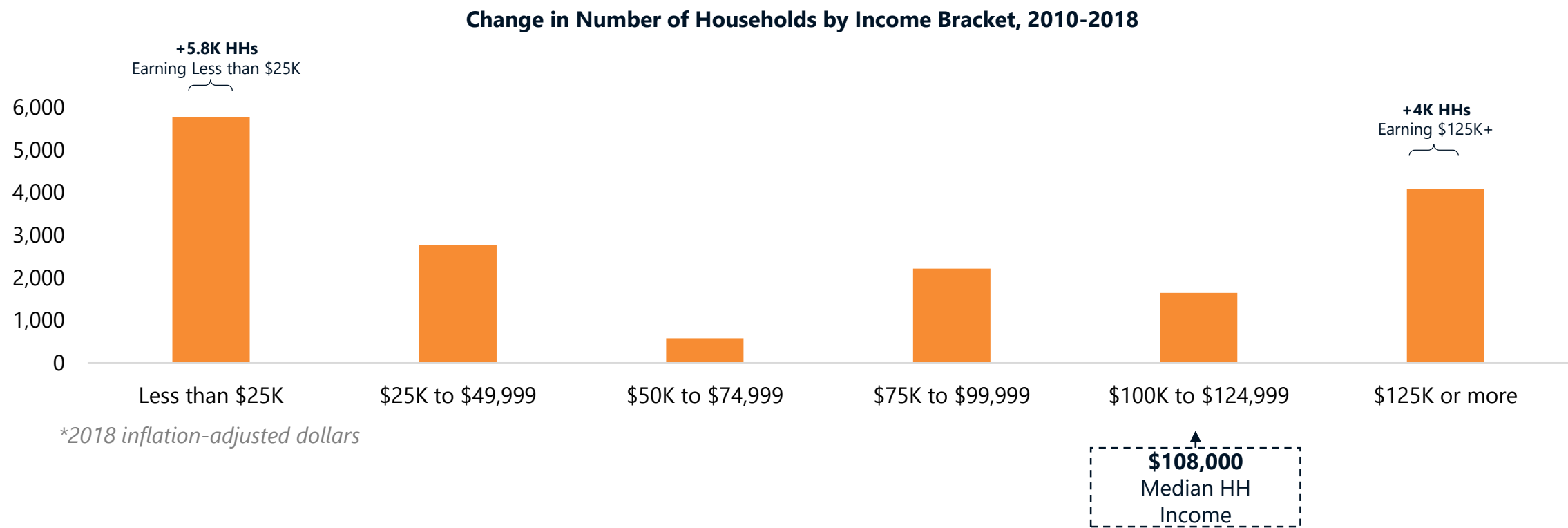
# Montgomery County expected to add over 60,000 households by 2040

- Between 2020 and 2040, Montgomery County is expected to need to add 63,031 new households, both working and non-working households, specifically new residents.
- Given the average annual production of 2,577 new units from 2015-2019, we are likely producing less housing than what is suggested by the employment-driven housing demand forecasts.
- Over the 2020 to 2040 period, forecast assumptions suggest that Montgomery County will need to add the following types of housing units to accommodate the forecasted households:



# “Barbell” growth in low- and high-income households

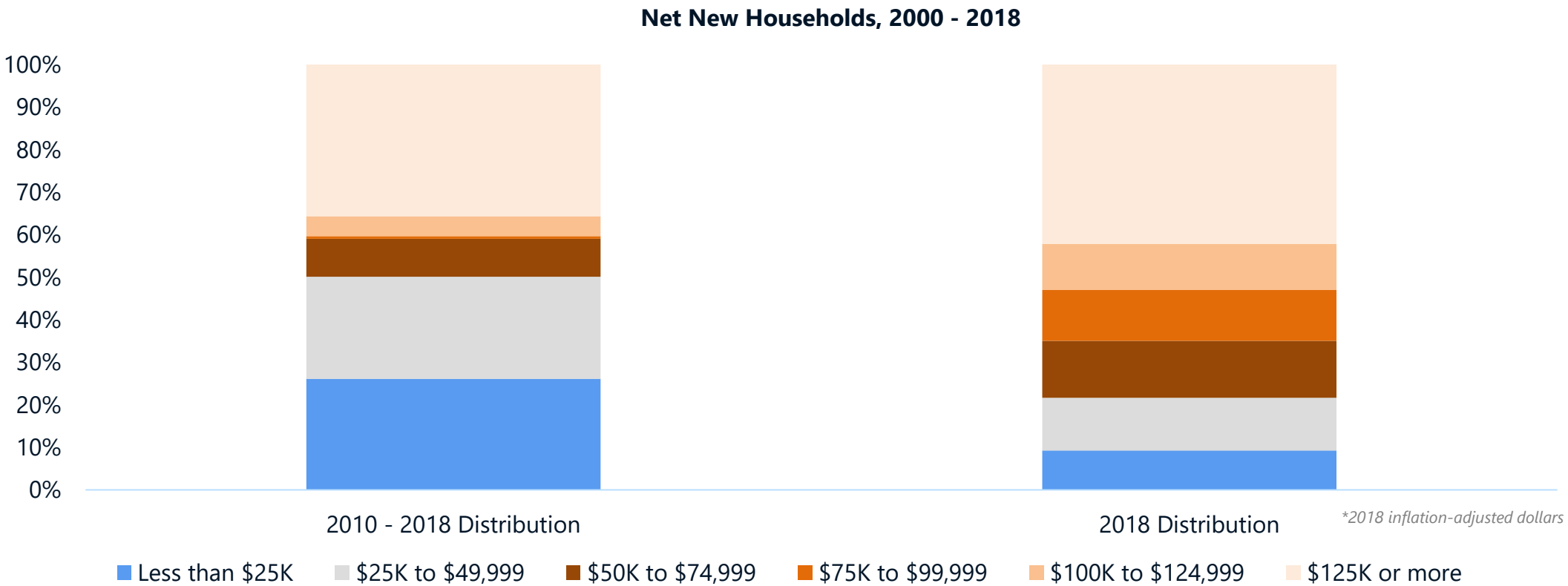
- Since 2010, household growth in Montgomery County has been concentrated in households the lowest and highest end of the income distribution.
- These trends could be due to various factors, including existing households increasing their income or lower income households moving to the county.



Source: 2010, 2018 ACS 5-Year Estimates

# 1 in 2 new households in Montgomery County are low-income (<\$50K)

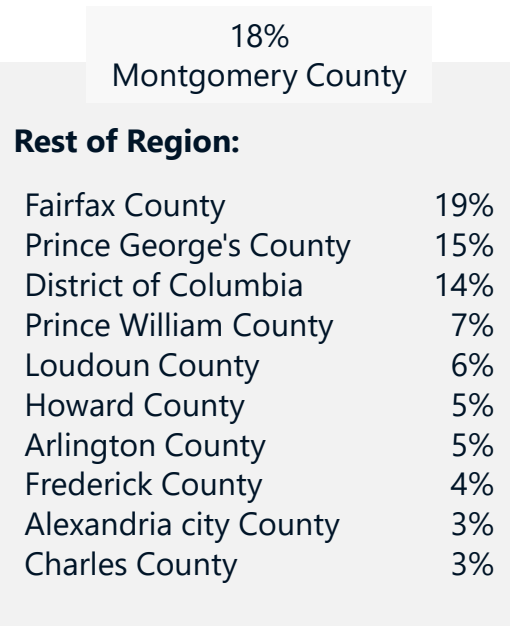
- Since 2010, about half of all new households earn less than \$50K annually.
- While in 2018, households earning less than \$50K comprised of just less than a third of total households, this group has been growing the most rapidly over the past decade.
  - This indicates that while high income households remain the largest group in, there is an increasing need for affordable housing to accompany the County's shifting demographics.



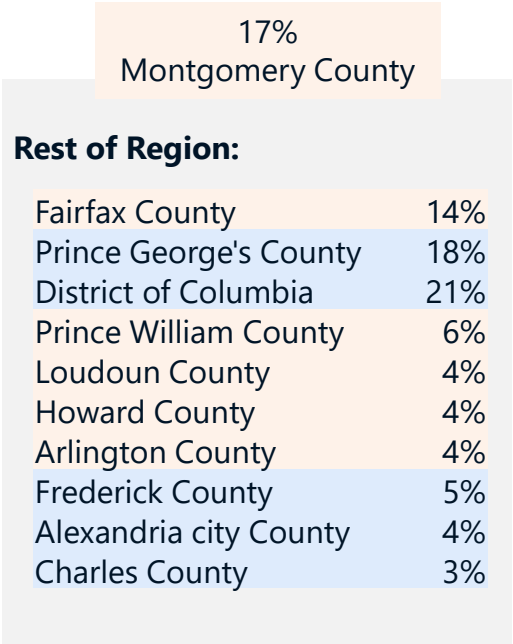
# Montgomery County capturing an outsized share of low-income (<\$50K) HHs

- Only large county in region for which this is true—Fairfax and Prince George’s are adding low-income households at a lower proportion to their existing shares. D.C. is actively losing low-income residents—likely displacing them into these adjacent counties.

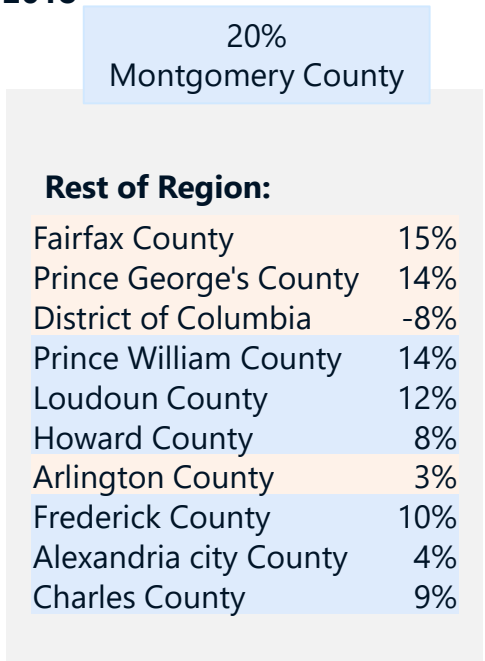
Share of Total Households in the Region, 2018



Share of Low-Income Households in the Region, 2018



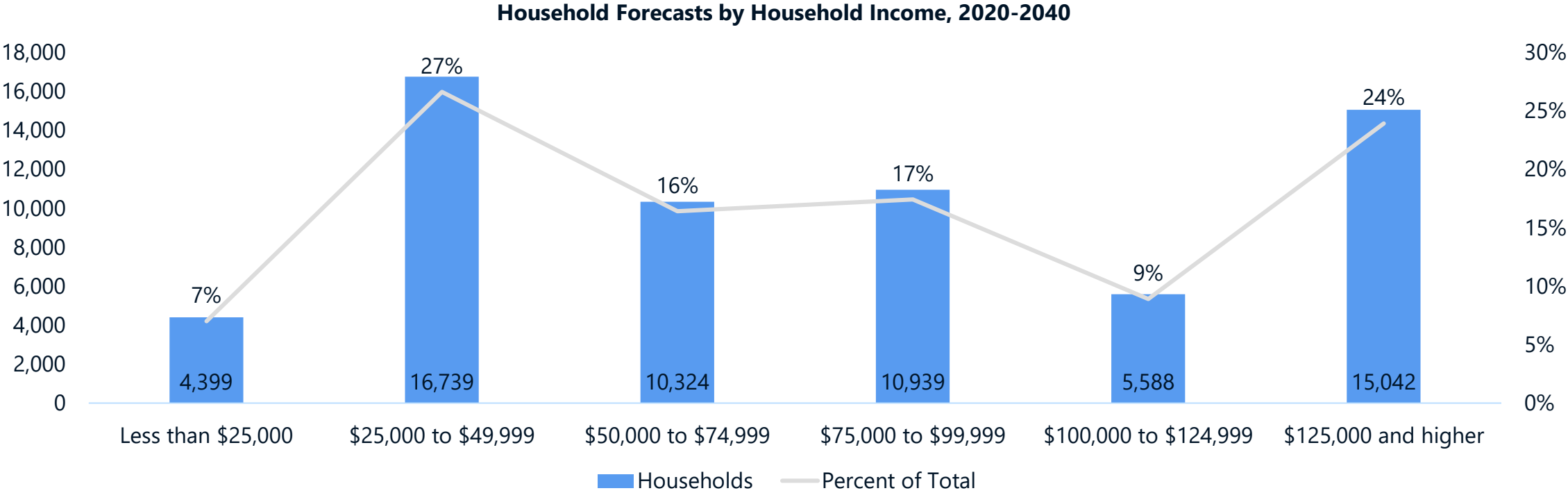
Share of Net New Low-Income Households in the Region, 2010-2018



Lower Share   Greater Share

# We expect this “barbell income growth” to continue - county is expected to gain low- and high-income households

- Based on the wages of new jobs and the number of workers per household, along with the incomes of non-working households, it is expected that the greatest shares of new households over the 2020 to 2040 period will have incomes between \$25,000 and \$49,999 (26.6%) and \$125,000 and over (23.9%).



# A third of households will have incomes at 100% AMI

- Estimates of new households by income as a percentage of area median income (AMI) were also forecasted for the 2020 to 2040 period by comparing the forecasted household incomes and household sizes to the FY2019 HUD Income Limits.
- Based on these forecasts, more than a third (33.7%) of new households in Montgomery County over the 2020 to 2040 period will have incomes of 100% of the area median income or above.
- It is expected that 9.3% of new households will be extremely low-income households, with incomes below 30% of AMI, and another 16.6% of households will have incomes between 30 and 50% of AMI.

**Household Forecasts by Household Income as a Percent of AMI, 2020-2040**

	2020 to 2025	2025 to 2030	2030 to 2035	2035 to 2040	2020 to 2040
<b>&lt;30% AMI</b>	1,323	1,675	1,524	1,364	5,887
<b>30-50% AMI</b>	2,336	3,018	2,737	2,379	10,470
<b>50-65% AMI</b>	2,165	2,796	2,512	2,164	9,638
<b>65-80% AMI</b>	1,413	1,767	1,630	1,442	6,252
<b>80-100% AMI</b>	2,168	2,747	2,483	2,144	9,541
<b>100%+ AMI</b>	4,911	5,976	5,463	4,893	21,243
<b>Total</b>	14,317	17,979	16,350	14,386	63,031

**Household Forecasts by Household Income, 2020-2040 (%)**

	2020 to 2025	2025 to 2030	2030 to 2035	2035 to 2040	2020 to 2040
<b>&lt;30% AMI</b>	9.2%	9.3%	9.3%	9.5%	9.3%
<b>30-50% AMI</b>	16.3%	16.8%	16.7%	16.5%	16.6%
<b>50-65% AMI</b>	15.1%	15.6%	15.4%	15.0%	15.3%
<b>65-80% AMI</b>	9.9%	9.8%	10.0%	10.0%	9.9%
<b>80-100% AMI</b>	15.1%	15.3%	15.2%	14.9%	15.1%
<b>100%+ AMI</b>	34.3%	33.2%	33.4%	34.0%	33.7%
<b>Total</b>	100.0%	100.0%	100.0%	100.0%	100.0%

# Urban Institute Comparison

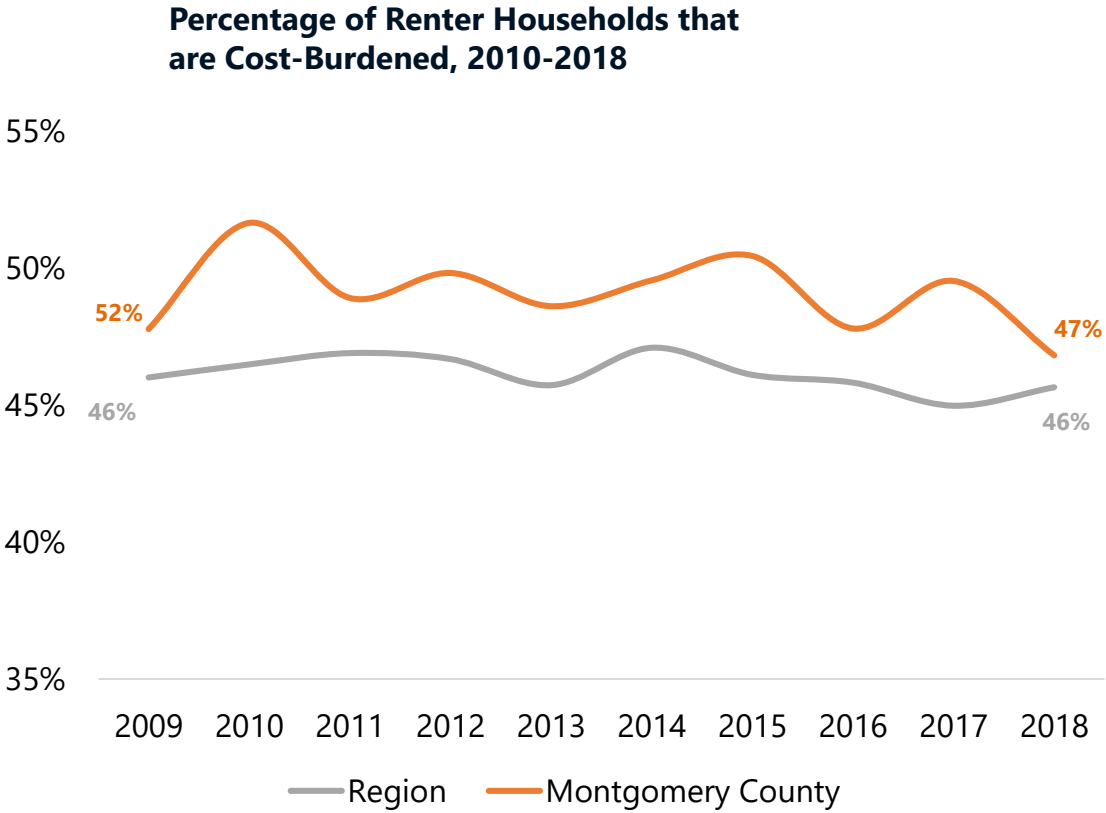
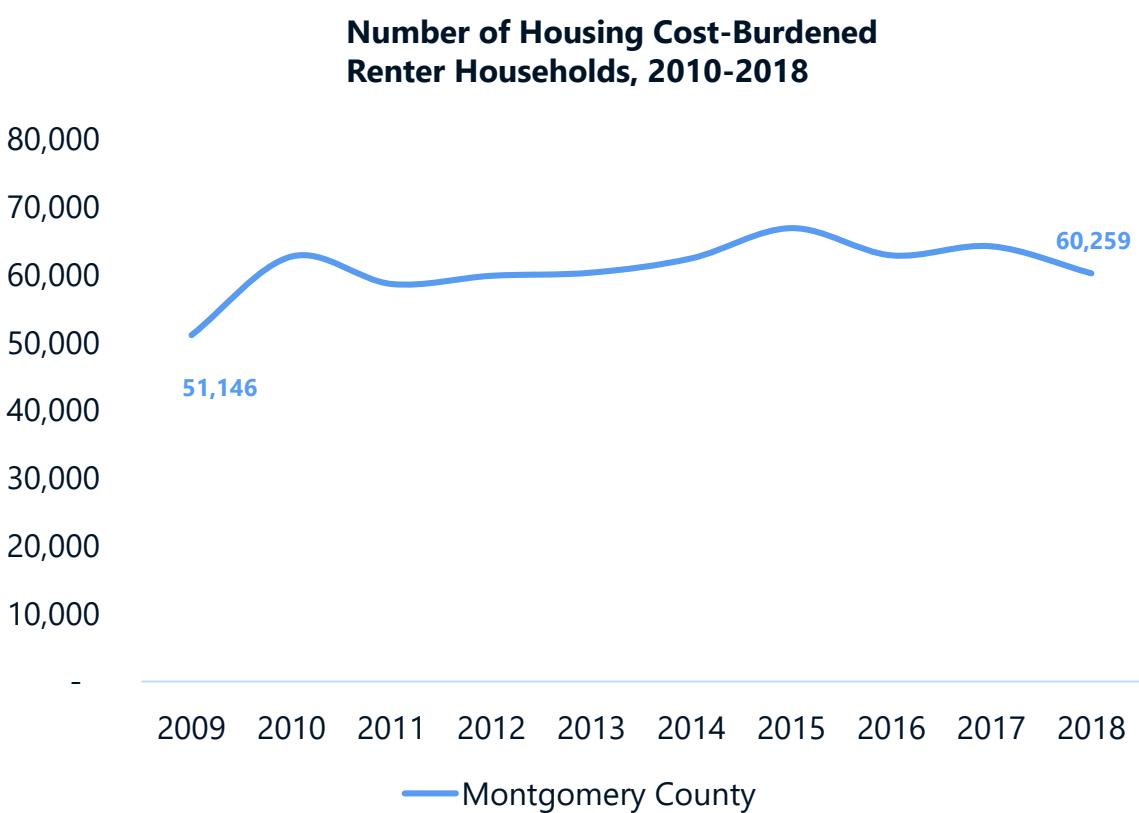
- Direct comparisons between the current household forecasts and the Urban Institute forecasts are not possible because of the way in which the income categories were defined. The below provides a very rough comparison to demonstrate that the current forecasts suggest much higher growth in higher income households in the County than do the Urban Institute forecasts

**Comparison of Current Forecasts and Urban Institute Forecasts**  
**(Approximate shares in each income category)**

	Current Forecasts	Urban Institute
<b>Lowest (&lt;30% AMI)</b>	9%	24%
<b>Low (30-50% AMI)</b>	17%	21%
<b>Low-Middle (50-65% AMI)</b>	15%	15%
<b>Middle-High (65% - 100% AMI)</b>	25%	21%
<b>High (100% AMI+)</b>	34%	20%
<b>Total</b>	100%	100%

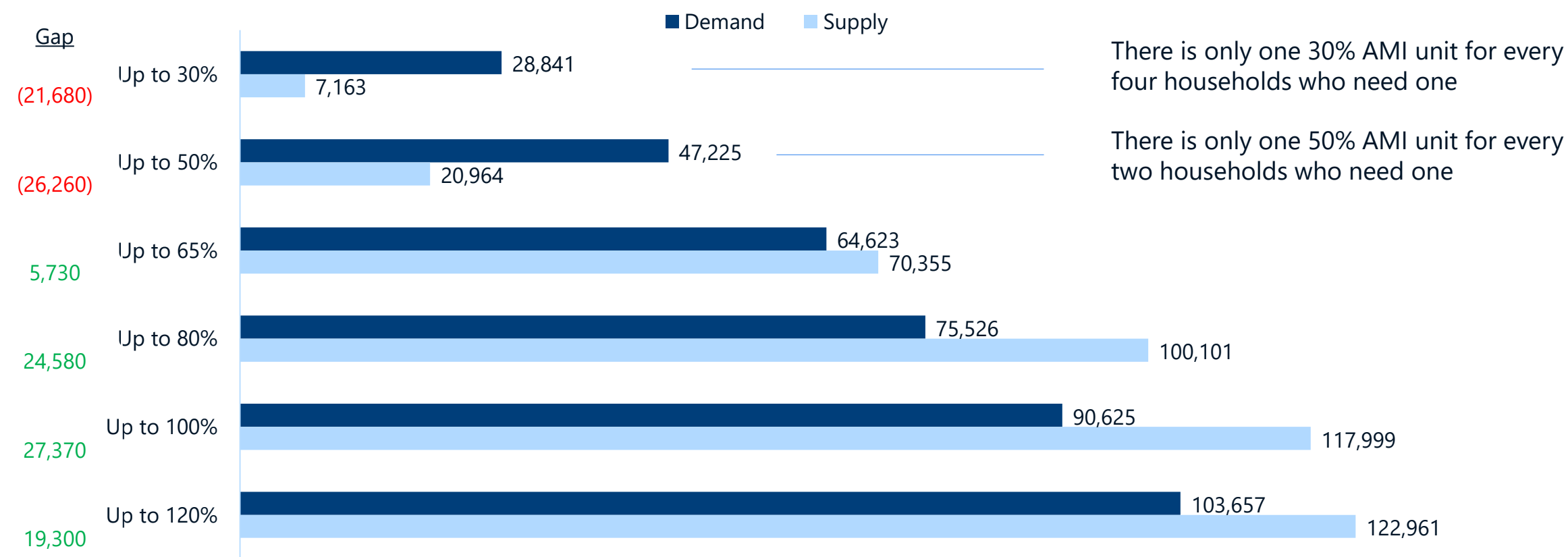
# Cost-burdened households increasing, despite falling share

- The barbell income growth helps to explain why even though the number of housing cost-burdened renters has increased, the percentage of renter households that are cost burdened has decreased over the same period.

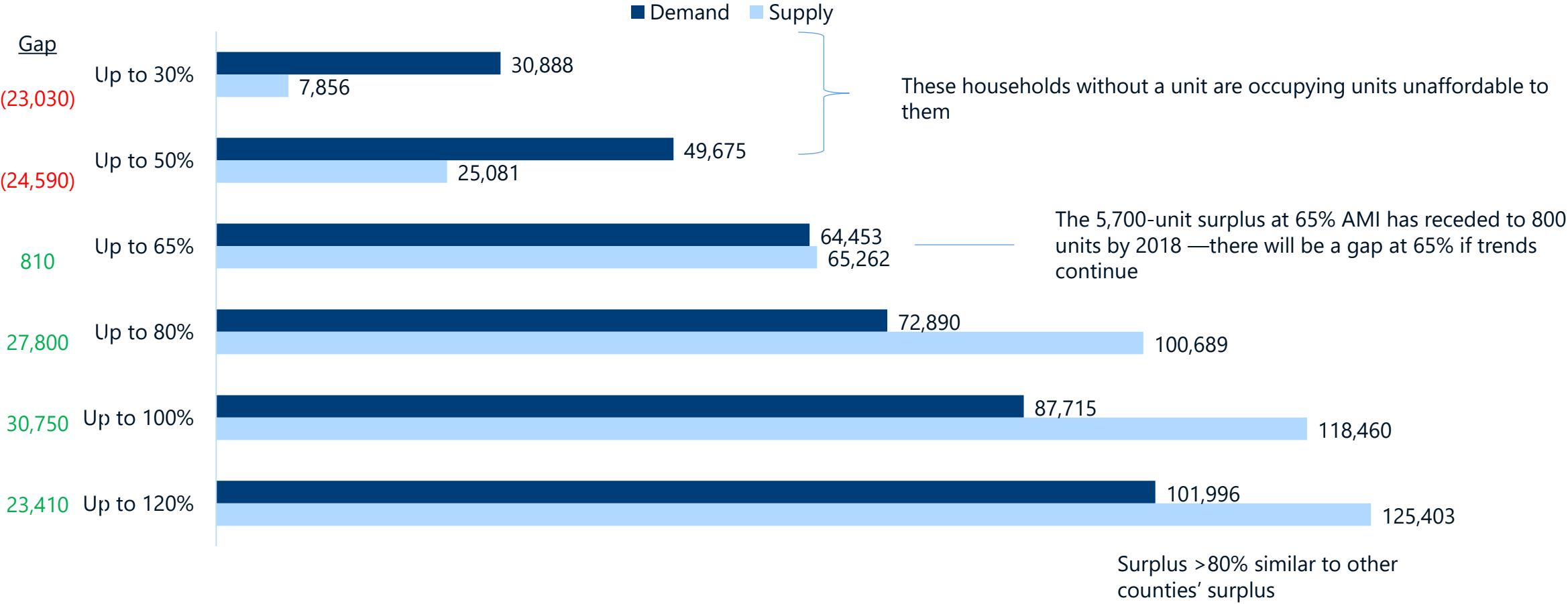


*\*Assumes a cost burden threshold of spending 30% of gross income on housing.*

In 2014, the county faced a gap of about 6,000 units for households earning up to 60% of AMI.

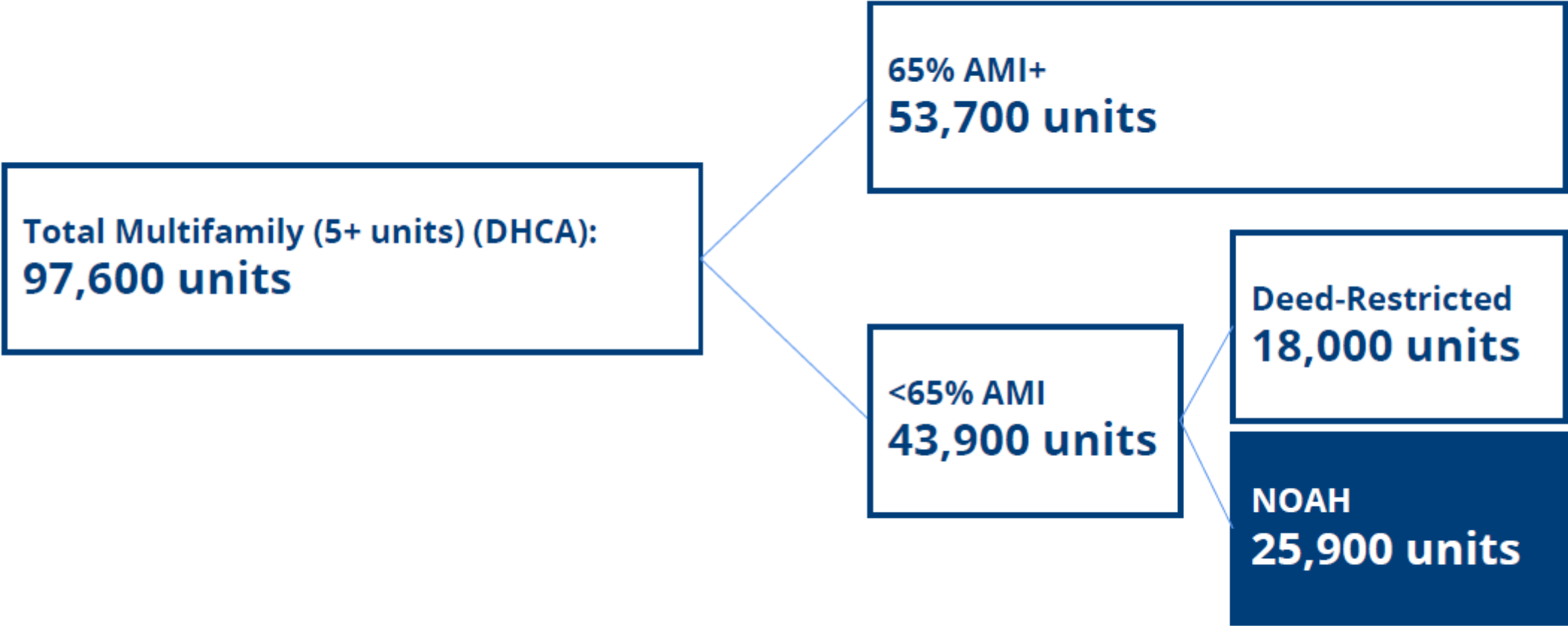


# Between 2014 and 2018, the housing gap worsened for households earning up to 65% AMI



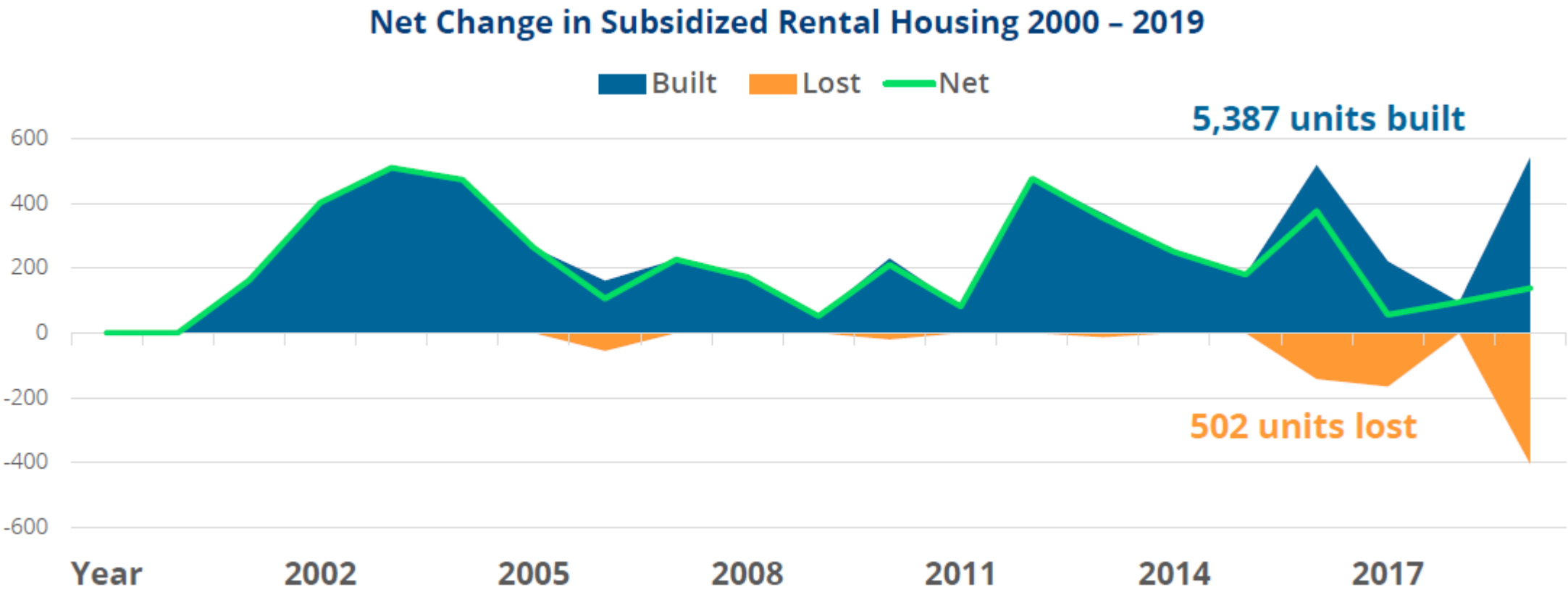
Source: 2014 and 2018 PUMS

Deed restricted units make up over 40% of Montgomery County's units under 65% AMI



# The County has been building subsidized housing faster than units being lost.

- Most of the units being lost are Section 8 units within larger market market-rate properties, while most being built currently are MPDUs.

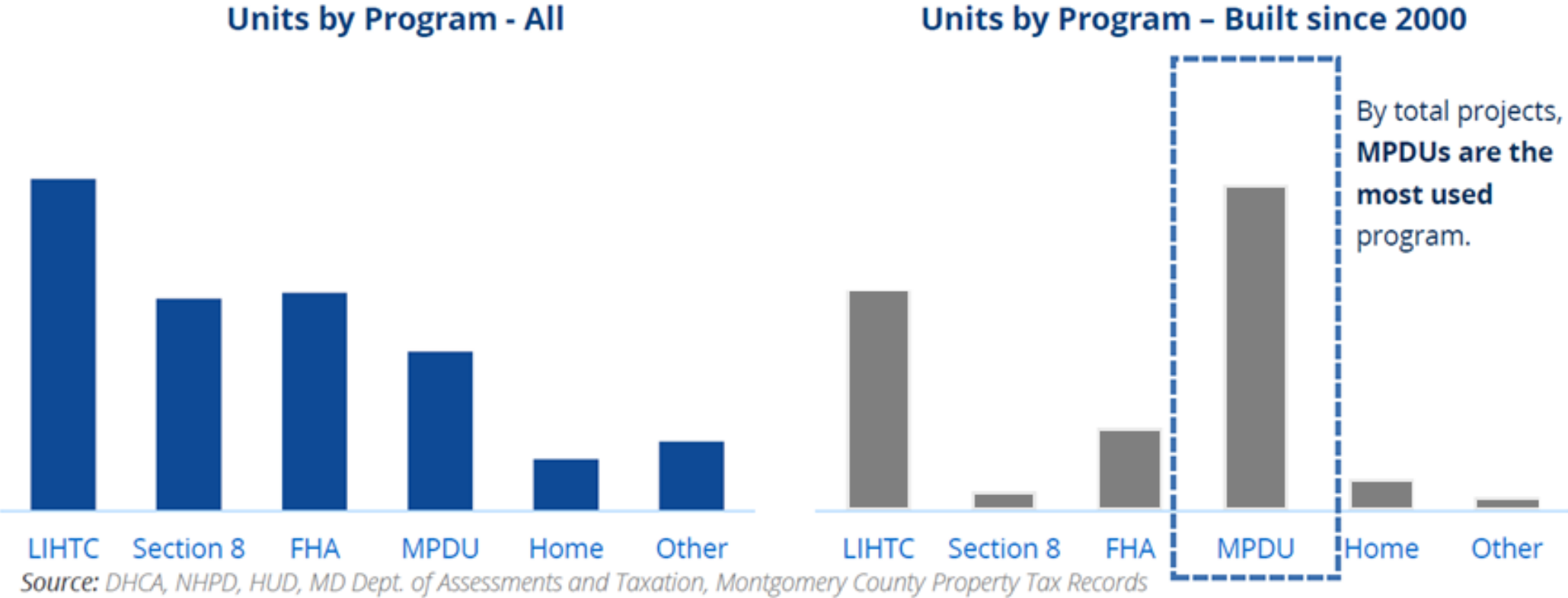


Source: ACS 2018 1-year, Montgomery County Department of Housing and Community Affairs

# LIHTC has produced 32% of all of the County's existing units

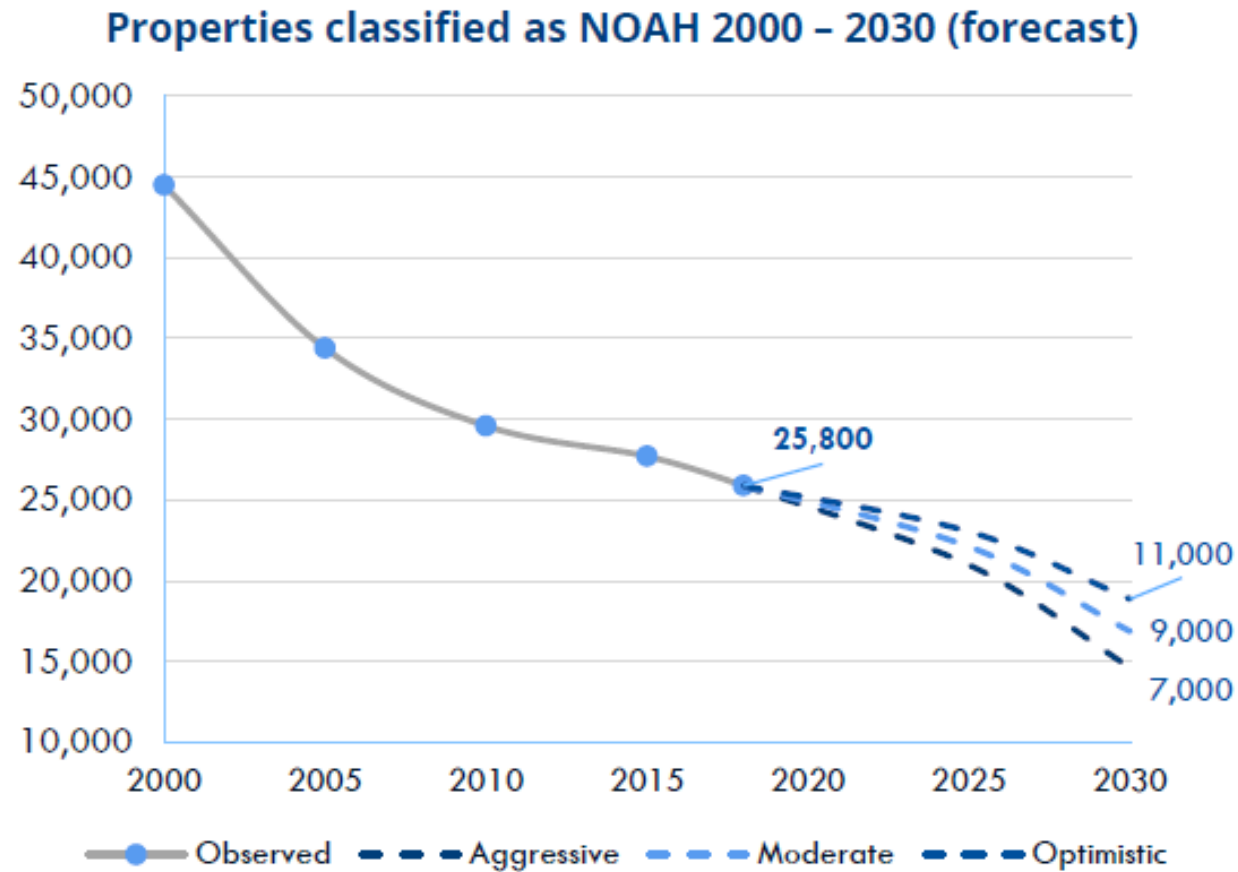
- Since 2000, MPDUs have produced more than 1,200 more units than LIHTC

## Multifamily Units by Program

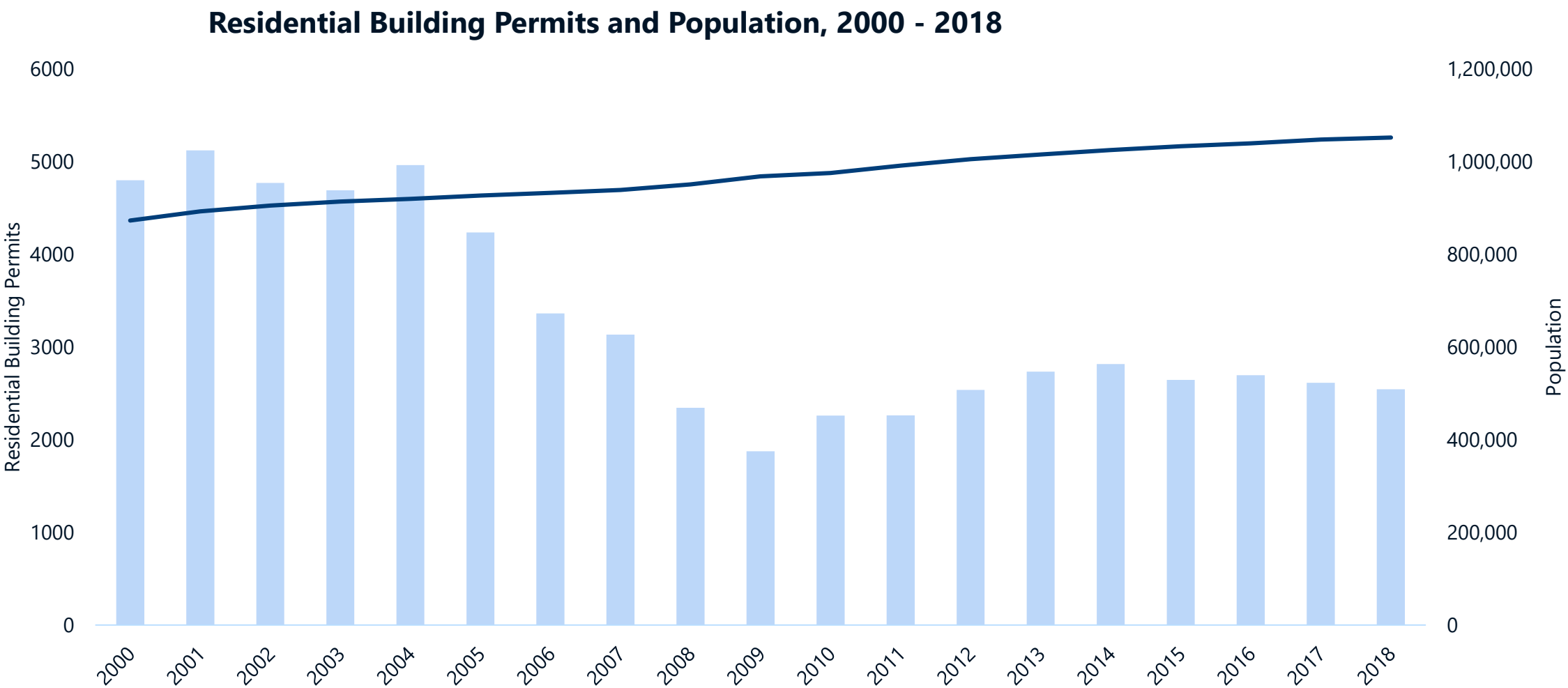


# Potential loss of NOAH (Naturally Occurring Affordable Housing) between 7,000 –11,000 units by 2030 without intervention

- Most of the units at risk-of being lost are in older (before 1970) and smaller (less than 50 units) buildings

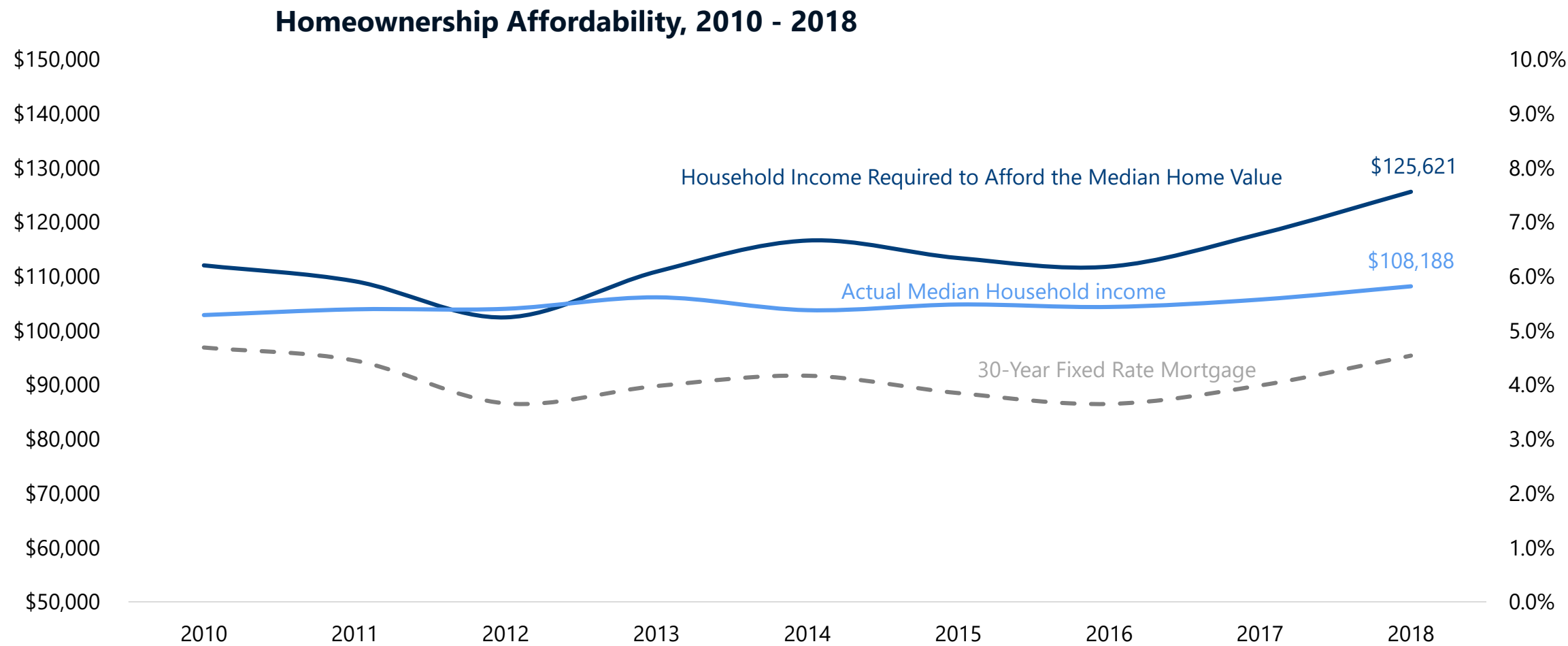


# Limited new construction creates supply constraints



Source: U.S. Census Building Permit Survey, Montgomery County, Population Division

# Access to homeownership one of the biggest ways to build wealth, but owning unaffordable to median HH



\*2018 inflation-adjusted dollars

# Only Household Income \$150K+ segment adding owners on net, post-recession

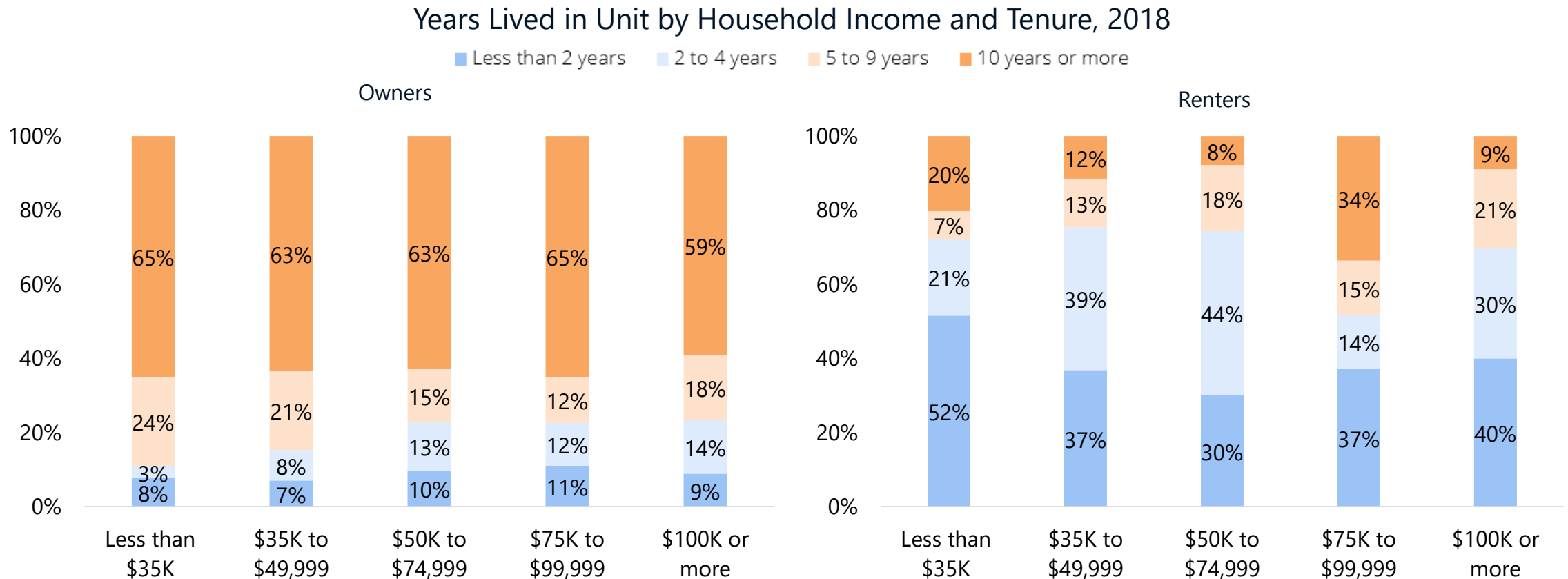
- \$150K is just under 120% AMI for a household of 4. Ownership for households earning below that has not recovered since the last recession.

**Change in Number of Owner-Occupied Housing Units by Household Income**

	2000 – 2010	2010 – 2018
Less than \$25K	4,619	-725
\$25 to 50K	10,331	-5,167
\$50 to 75K	7,858	-6,574
\$75 to 100K	2,632	-5,378
\$100 to \$150K	4,228	-6,528
\$150K+	-7,861	21,820

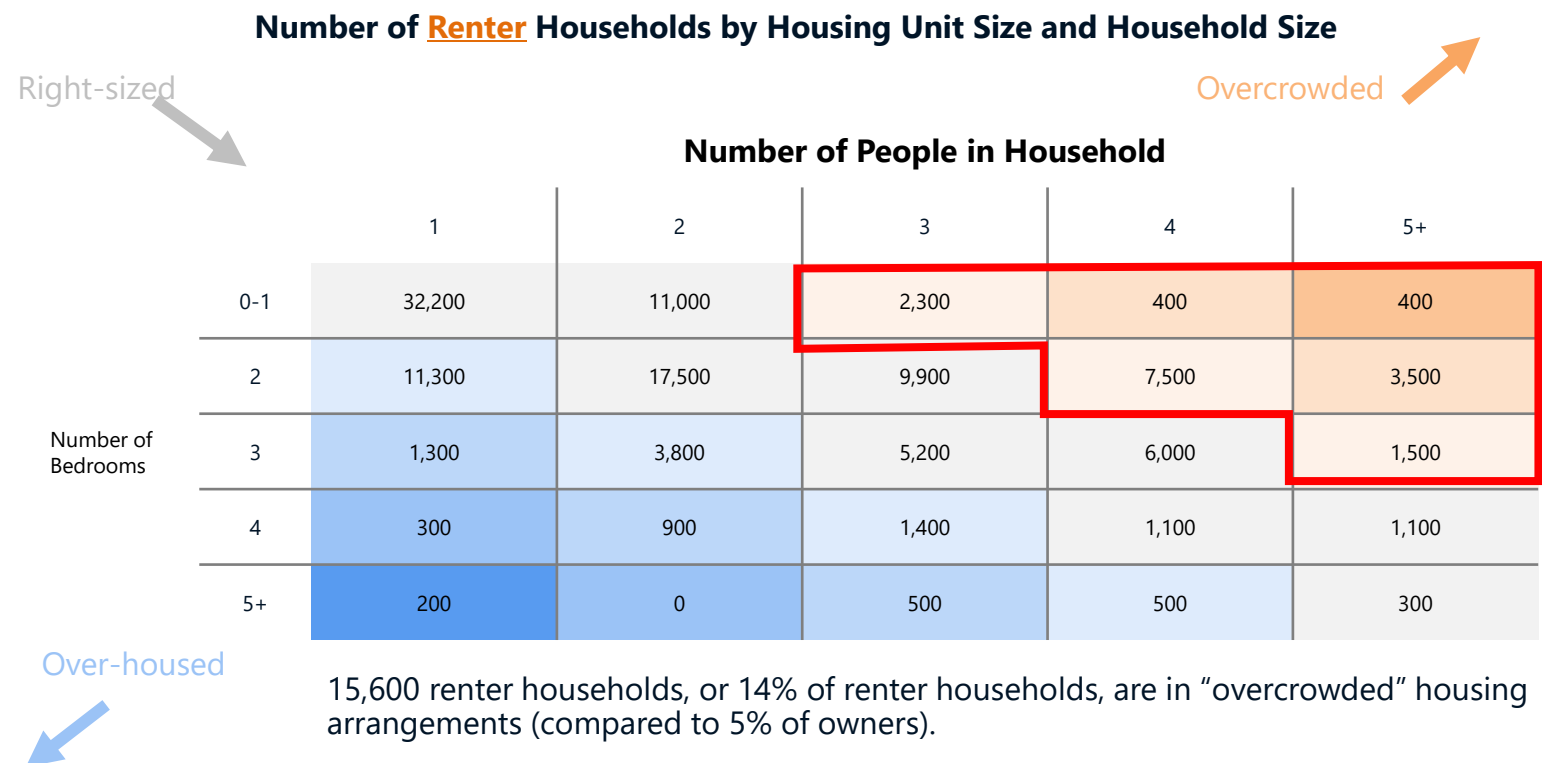
# Renter households more mobile, especially if lower-income

- This reflects both the types of households the county has been adding, and turnover trends typical of the tenure type.



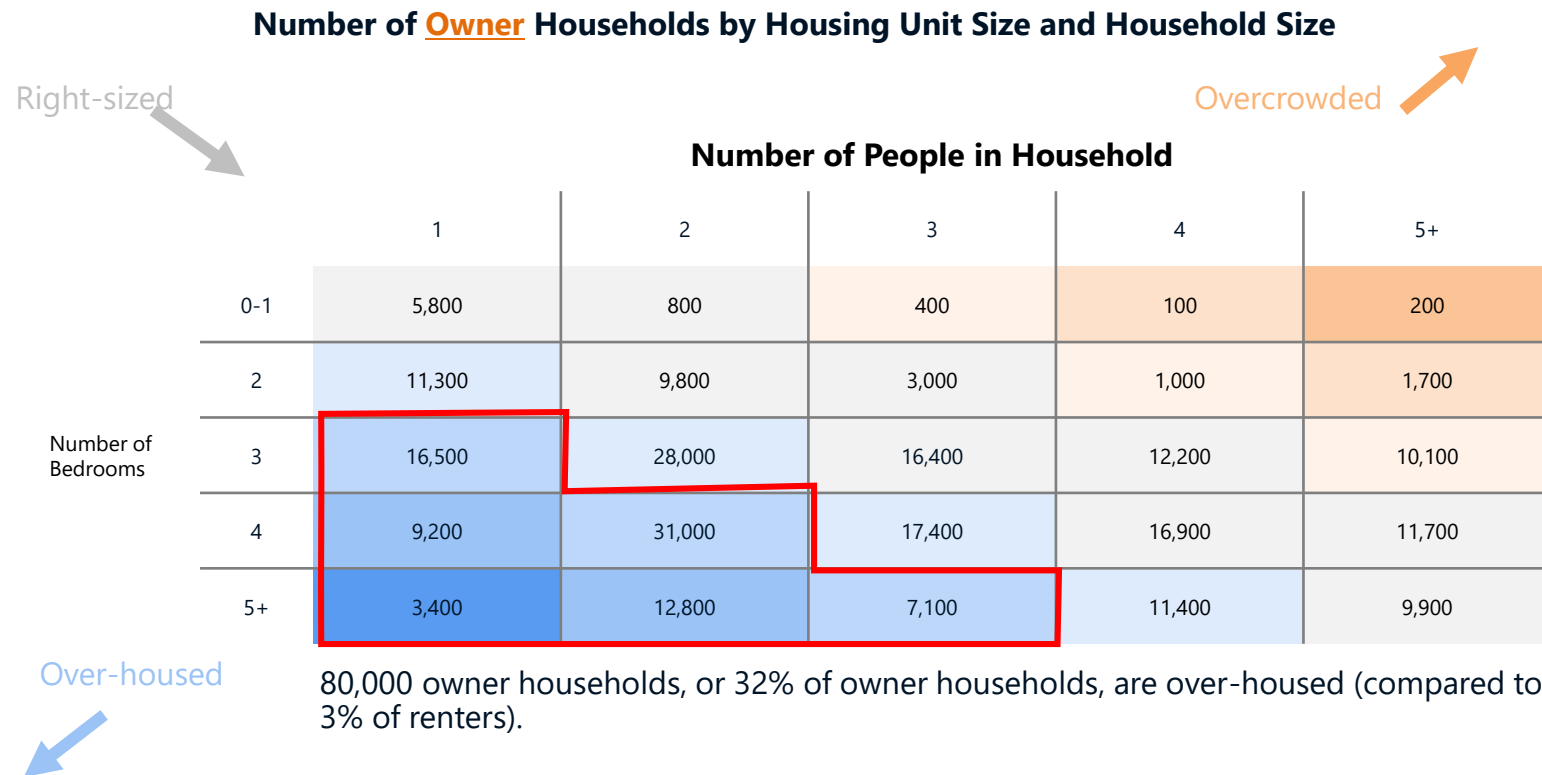
# 1 in 7 renter households are overcrowded

- Income, not family need, drives access to unit size.
- On the extremes, large low-income households are squeezed in small units, and small high-income households can access and occupy large units.



# 1 in 3 owner households are over-housed

- “Over-housing” driven by low density, aging, and/or wealth



The post-recession job growth has largely been driven by macroeconomic growth and industry strength, not by regional competitiveness.

#### Shift-Share Breakdown, 2008 - 2018

Rank	Industry	Total Shift	Ind. Mix Effect	Nat'l Growth Effect	Competitive Effect
1	Health Care	10,981	3,987	7,747	-754
2	Food Services	5,478	3,397	4,011	-1,930
3	Government	5,326	-12,728	12,286	5,768
4	Professional Services	4,621	6,840	9,203	-11,423
5	Educational Services	2,494	445	1,504	544
6	Arts	2,099	761	1,090	248
7	Transportation and Warehousing	1,908	1,051	728	129
8	Administrative Services	1,632	3,090	4,339	-5,797
9	Other Services	1,438	-3,192	4,647	-18
10	Construction	1,212	2,824	3,631	-5,243
11	Real Estate	780	145	1,713	-1,079
12	Manufacturing	273	-403	1,677	-1,001
13	Utilities	142	-54	61	135
14	Retail Trade	84	-2,191	5,955	-3,680
15	Management	20	996	965	-1,941
16	Unclassified Industry	0	0	0	0
17	Mining and Energy	-315	-38	48	-325
18	Agriculture	-323	-71	105	-357
19	Wholesale Trade	-1,903	-652	1,244	-2,495
20	Finance	-2,693	-782	2,872	-4,783
21	Information	-2,741	-1,165	1,813	-3,389

The post-recession job growth has largely been driven by macroeconomic growth and industry strength, not by regional competitiveness.

Industry Typologies per Shift-Share Breakdown, 2008 - 2018

Growing, due to  
Strong Industry  
Strong National Economy  
Strong Regional Competitiveness

Transportation and Warehousing  
Arts  
Educational Services

Growing, due to  
Strong Industry  
Strong National Economy  
Despite Poor Regional Competitiveness

Management  
Real Estate  
Construction  
Administrative Services  
Professional Services  
Food Services  
Health Care

Growing, due to  
Strong National Economy  
Strong Regional Competitiveness  
Despite Weak Industry

Utilities  
Government

Growing, due to  
Strong National Economy  
Despite Weak Industry  
Despite Poor Regional Competitiveness

Retail Trade  
Manufacturing  
Other Services

Shrinking, due to  
Weak Industry  
Poor Regional Competitiveness  
Despite Strong National Economy

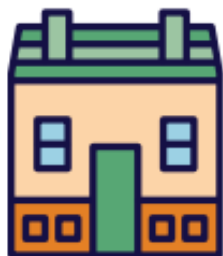
Information  
Finance  
Wholesale Trade  
Agriculture  
Mining and Energy



MONTGOMERY COUNTY

# Housing Needs Assessment's KEY FINDINGS

MONTGOMERY COUNTY  
CAPTURED  
5 PERCENT OF  
GROWTH



The region has added over 150,000 households since 2010. Montgomery County captured 5 percent of that growth, having one of the lowest growth rates in the region.



MONTGOMERY COUNTY  
IS AGING

Montgomery County is aging. Since 2010, the population growth has been concentrated in the 55+ age group, with a net loss in the 35-54 age group.

MONTGOMERY COUNTY'S HOUSEHOLD GROWTH HAS BEEN CONCENTRATED IN HOUSEHOLDS AT THE LOWEST (UNDER \$25K A YEAR) & HIGHEST (OVER \$125K A YEAR) OF THE INCOME DISTRIBUTION



1 out of 2 new households to Montgomery County is earning below \$50K a year.

These trends imply that the future housing supply should contain market-rate housing, but there is an increasing need for affordable units.



RENTERS  
ARE MORE LIKELY  
TO MOVE  
AROUND

Renters are more likely to move around than owners, particularly those with lower incomes.



The  
HOMEOWNERSHIP  
RATE HAS  
FALLEN

The homeownership rate has fallen across incomes since 2010. While the net number of homeowners with higher incomes still grew, there was a net loss in lower-income homeowners between 2010 and 2018.

The income needed to afford the median priced home is rising faster than the median household income. In 2018, the household income required to afford the median home value was \$125,621 and the 2018 median household income was \$108,188.

HOUSEHOLDS AT 65%  
AREA MEDIAN INCOME  
(\$70,000 FOR A  
FAMILY OF FOUR)

HAD A SURPLUS OF 5,700  
HOUSING UNITS IN 2014,  
BUT HAD ONLY 800 SURPLUS  
UNITS IN 2018.



EVERY SUBMARKET IN  
MONTGOMERY COUNTY  
FACES A SUPPLY GAP  
FOR HOUSEHOLDS  
EARNING UP TO 50%  
AMI

IN 2018, 50% AMI WAS AROUND  
\$60,000 FOR A FAMILY OF FOUR



14%



OF RENTER HOUSEHOLDS  
ARE "OVERCROWDED"  
(compared to 5% of owners)



32%

OF OWNER HOUSEHOLDS  
ARE OVER HOUSED  
(compared to 3% of renters)

MONTGOMERY COUNTY IS PROJECTED TO ADD OVER  
60,000 NEW HOUSEHOLDS BY 2040, BOTH  
WORKING & NON-WORKING  
HOUSEHOLDS SPECIFICALLY  
NEW RESIDENTS WHO ARE SENIORS OR PERSONS WITH DISABILITIES



HOUSEHOLDS WITH INCOMES UNDER \$50,000  
& HOUSEHOLDS WITH INCOMES OVER \$125,000  
WILL MAKE UP THE GREATEST  
SHARES OF NEW HOUSEHOLDS  
OVER THE NEXT 20 YEARS



IT IS PROJECTED  
THAT MORE THAN  
50% OF NEW  
HOUSING  
NEEDED  
OVER THE NEXT  
20 YEARS WILL BE  
MULTI-FAMILY  
RENTAL HOUSING



## Next Steps

- Final deliverable of Housing Needs Assessment expected - 6/11
- Thrive 2050 Planning Board Draft Goals, Policies and Actions - 6/11
- Subdivision Staging Policy Public Hearing - 6/11
- Housing Day –Twitter Town Hall and Happy Hour with Chair Anderson – 6/24
- Preservation of Affordable Housing Study – Under Review



**THE RENT IS TOO #\$\$!% HIGH!**  
LET'S COME UP WITH THE ANSWERS TOGETHER AT [THRIVEMONTGOMERY.COM](http://THRIVEMONTGOMERY.COM)



# Resources

- Housing Needs Assessment website:
- <https://montgomeryplanning.org/planning/housing/housing-needs-assessment/>
- Thrive Montgomery 2050 website:
- <https://montgomeryplanning.org/planning/master-plan-list/general-plans/thrive-montgomery-2050/>
- 2020 Subdivision Staging Policy Update:
- <https://montgomeryplanning.org/planning/functional-planning/subdivision-staging-policy/>
- Staff contact:
- [Lisa.Govoni@montgomeryplanning.org](mailto:Lisa.Govoni@montgomeryplanning.org)
- (301) 650-5624

PICTURE THIS: \_\_\_\_\_

Housing as a right with more affordable, attainable housing options.



ThriveMontgomery.com



**THE RENT IS TOO #\$\$!% HIGH!**  
LET'S COME UP WITH THE ANSWERS TOGETHER AT THRIVEMONTGOMERY.COM

