

# BATH AREA HOUSING ASSESSMENT

Bath Housing  
Development Corporation



Planning Decisions Inc.  
P.O. Box 168  
Hallowell, ME 04347

NOVEMBER, 2014

## ACKNOWLEDGMENTS

A special thank you to the following organizations that provided support and funding for the creation of this report:

- > City of Bath
- > Bath Savings Institution
- > Peoples United
- > The Bank of Maine
- > Key Bank

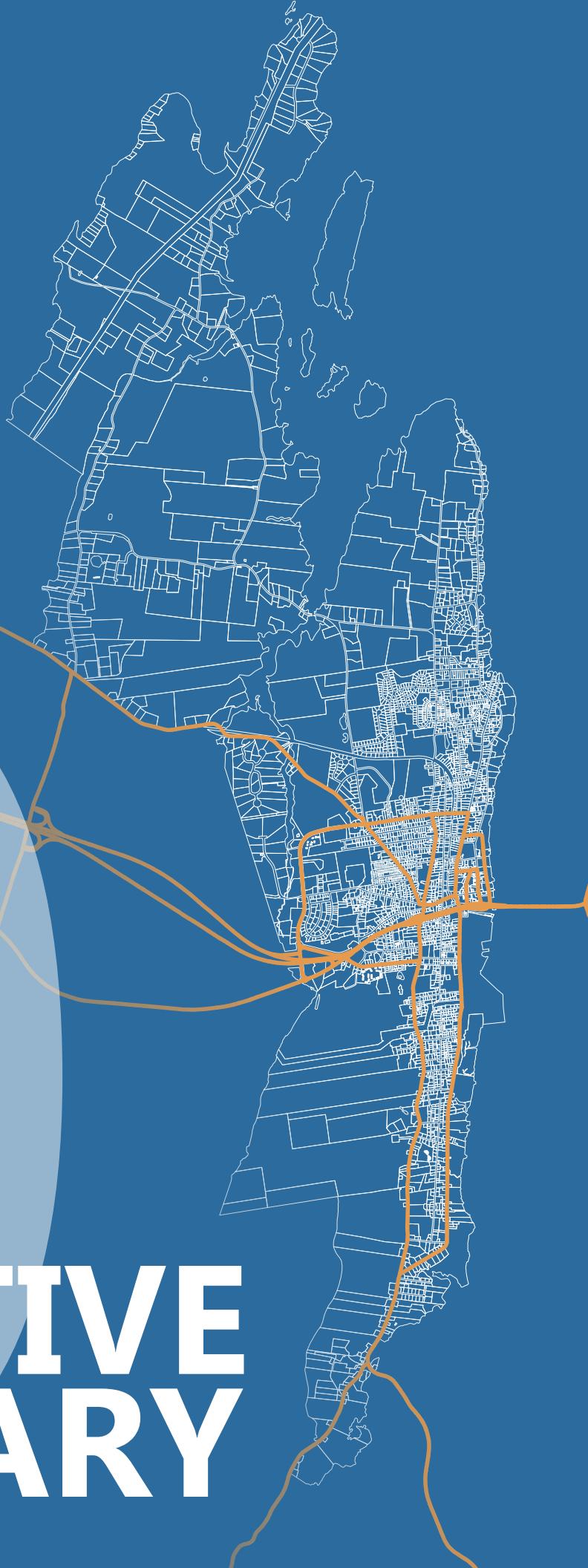
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# EXECUTIVE SUMMARY



# EXECUTIVE SUMMARY

BATH IS WELL-POSITIONED TO TAKE ADVANTAGE OF FUTURE GROWTH. THE DECLINE IN POPULATION AND HOUSEHOLDS OVER THE PAST TWENTY YEARS IS NOT LIKELY TO CONTINUE IN THE FUTURE.

The Bath Housing Development Corporation (herein referred to as “Bath Housing”) commissioned Planning Decisions, Inc. (PDI) to prepare a study that took a comprehensive look at housing in the Bath area, both in the past and extending into the future. The research relied on statistical information provided by the American Community Survey, the Maine State Housing Authority, Bath Housing, the City of Bath, local sources, and numerous interviews. Key findings of the study include:

**Three geographical units are used in the analysis.** The first is municipal—the City of Bath itself. The second is the service area for Bath Housing programs—including Bath, Arrowsic, Georgetown, Phippsburg, West Bath, and Woolwich. The third is the market area, the communities which compete with Bath for owner and renter households—all of the cities in the service area, as well as Bowdoinham, Brunswick, Dresden, Topsham, and Wiscasset.

**Bath has lagged behind other communities in the housing market area and in Maine in population and income growth.** Bath’s population fell by 13% from 1990 to 2010, while the housing market area population grew by 15%. Even so, there is a lot of movement into and out from the city every year. Young households, renter households, single households, and lower income households tend to be more mobile in both directions.

**One in six households in Bath have a disability.** Most residents with a disability are over the age of 65. Among all age groups, there is a higher incidence of disability among people under poverty.

**One- and two-person households are the majority in Bath, while most of the housing stock is 2-3 bedroom units.** There appears to be a mismatch between the large old homes in the market, and the nature of housing demand, which tends to be smaller households.

**Bath has an older housing stock than the rest of the market area and the rest of Maine.** Most of the housing is judged to be maintained in average to excellent condition by the City’s Assessor, but the basic construction quality of the units is ranked average to below average. Deteriorated houses are scattered throughout the city and are not concentrated in identifiable neighborhoods. Nevertheless, the existence of abandoned and deteriorated housing in geographic pockets has had a negative effect on surrounding properties.

**Home values and rental values are lower in Bath than in the surrounding market area.** Even so, housing affordability remains a major issue for residents in Bath. One reason is that incomes in the city are lower than in the surrounding market area. Another factor is ancillary housing costs—older homes require more maintenance and tend to have higher operating costs than the newer housing stock found in neighboring towns.

# EXECUTIVE SUMMARY

A HIGHER DEMAND FOR RENTER AND OWNER HOUSING MEANS HIGHER PRICES FOR HOMES AND HIGHER RENTS FOR OWNERS. THIS MEANS PROPERTY OWNERS WILL HAVE MORE REVENUE TO MAINTAIN AND UPGRADE HOUSING. ON THE OTHER HAND, IT WILL DECREASE AFFORDABILITY FOR LOW-INCOME RENTERS

**Bath is well-positioned to take advantage of future growth.** The decline in population and households over the past twenty years is not likely to continue in the future. The combination of strong employment at Bath Iron Works (BIW), the city's proximity to the fastest-growing economic development site in Maine (Brunswick Landing), and growing interest in urban living among younger and older populations signal that Bath is likely to experience increased demand for housing in the coming years. The market area is projected to experience strong growth among 55-74 year olds in the coming decade, and a modest decline in younger households. An aging population means more people with disabilities, which in turn will increase the need to make housing more accessible and easier to maintain. Slightly more than 20% of future growth among homeowners is expected to be in multifamily units, a housing type that Bath is well-positioned to serve.

**Future housing growth means more pressure on low-income residents.** A higher demand for renter and owner housing means higher prices for homes and higher rents for property owners. This is positive for Bath in that it means property owners will have more revenue to maintain and upgrade housing. On the other hand, it will decrease housing affordability for low-income residents. Already one in six Bath households experience what the federal government defines as a “severe” housing problem—more than 50% of household income is used to pay for housing, or the unit has incomplete kitchen or plumbing facilities, or the household is overcrowded. Some residents living in these conditions are also not eligible for assisted housing due to prior records of drug use, poor credit, or behavioral problems. While the number of homeless in the area are not high there are hundreds of people living in marginal or unstable housing situations.

**Elderly residents face financial hardship due to utilities, maintenance, and property taxes.** Local groups report that seniors are reluctant to ask for help, but many are in inappropriate housing, suffer from a lack of transportation and mobility, cannot afford to pay for heat, live in isolation, or face the physical threat of injury in housing that is not well equipped to accommodate mobility-impaired residents. There are 120 elderly households on the waiting list for Habitat for Humanity’s home weatherization/safety program, known as “Stay in Your Home.”

# EXECUTIVE SUMMARY

## BATH HAS MANY ASSETS TO ATTRACT HOUSING DEVELOPMENT:

- + STRONG SENSE OF COMMUNITY
- + ACTIVE CIVIC & CULTURAL LIFE
- + MANUFACTURING JOBS
- + HISTORIC ARCHITECTURE, ACCESS TO MAJOR ENVIRONMENTAL FEATURES

**Subsidized housing is one piece of the solution.** There is a concern in Bath – and in many communities in Maine – that it is dangerous to build assisted housing because it will “attract” poor people from other communities. The available data shows that there is no correlation between the movement of poor people and the quantity of subsidized housing in a community. Poor households move for the same reasons as middle class households—to be closer to jobs, family, or schools. Most low-income renters do not receive government subsidies, and most governmental rental subsidy programs have waiting lists of several years. Concern over too much subsidized housing is misplaced, at least at the levels of assistance currently provided in Maine.

On the other hand, rental subsidies inject around \$5 million every year into the pockets of property owners in Bath. This money, in part, is used to maintain the existing housing stock. Without the subsidies, housing deterioration would become more acute.

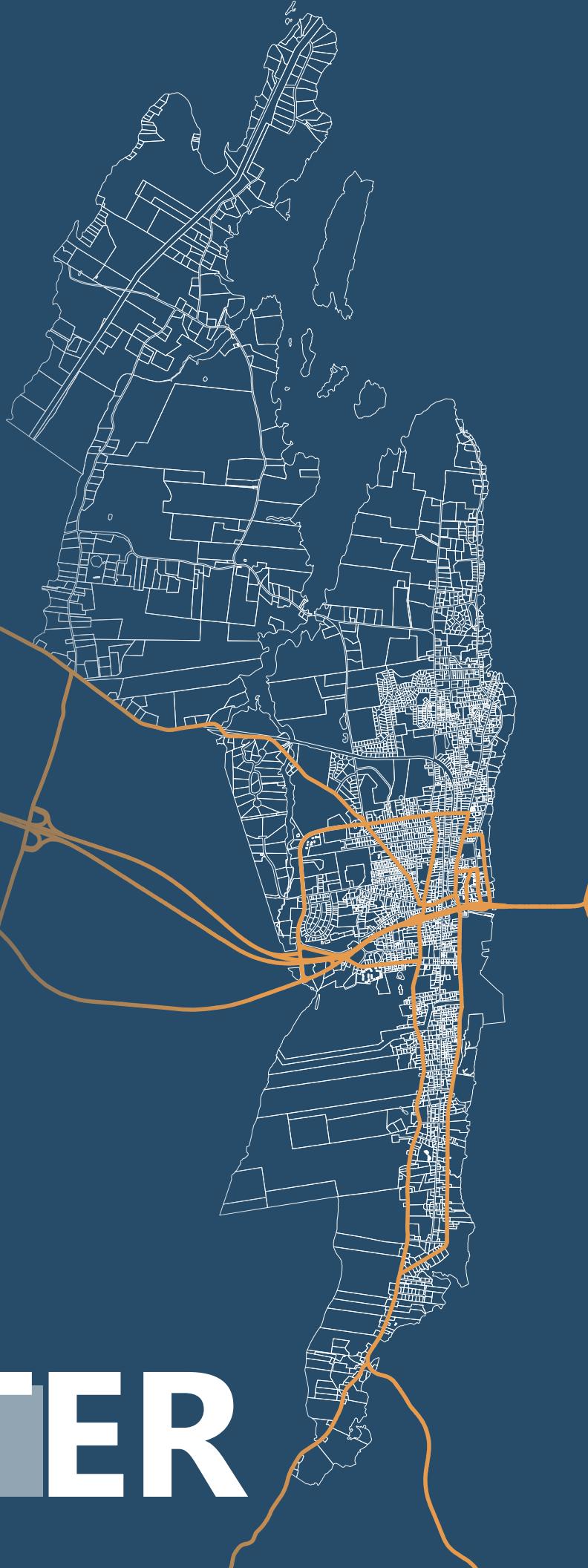
**Bath needs to sharpen its “brand” in order to attract more residential development.** Bath has many assets to attract increased residential housing development, including: a strong sense of community, active civic and cultural life, well-paying manufacturing jobs, historic architecture, and access to major environmental features such as Thorne Head preserve and the sea coast. However, negative perceptions of the Bath market hinder interest in development. These perceptions include the belief that property taxes are relatively higher in the city, that there is limited land available for development, and that local schools are of poor quality. Some of these perceptions can be addressed through education and marketing (for example, Bath property taxes are not higher than the area average and there are attractive development sites in the city). Other perceptions, like those dealing with local schools, will need to be addressed through a more sustained effort on behalf of the City and local partners.



Photo: City of Bath

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# CHAPTER



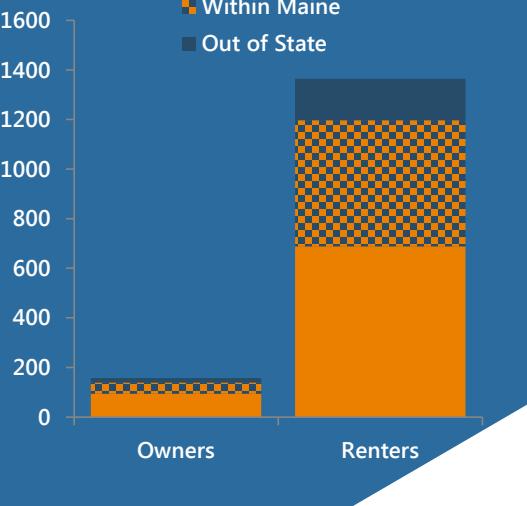
# THE MARKET AREA DEFINED

## CHAPTER I

The Housing Market Area is the area within which renters and home-buyers generally “shop” for their next apartment or home. It is an imprecise concept because individual projects may have distinct Housing Market Areas (HMAs). A specialized home for people with head injuries may have a market area of several counties. A cheap apartment may have a market area of one town.

Fig. 1: Annual Movers to Bath  
Source: U.S. Census, 2012

- Within County
- Within Maine
- Out of State



Even so, the Housing Market Area concept is important for this study. If people are shopping in Brunswick and Bath at once, then if a certain kind of housing is easily available in Brunswick, it affects the viability of such housing in Bath. So a rough approximation of a market area must be attempted, with the understanding that it only accounts for 80% or so of possible moves.

To put things in context, every year about 1 in 6 Bath residents are on the move. Most of these are renters (Figure 1). Although 57% of Bath residents live in owner housing, only 10% of movers are owners. About half of the movers are local (from within Sagadahoc County), and most of the rest are from within Maine (probably Greater Portland).

American Community Survey data is too rough to use in formulating a market area. A better source of data is from the “On the Map” function of the Census Bureau, which relies on unemployment insurance data to identify workers and their places of work.

By this measure, Bath’s potential housing market is wide. In fact, the 9,505 workers in Bath come from 342 cities and towns, including 38 from outside of Maine (a complete list is provided in Appendix A).

Bath’s situation is unique among Maine communities in having Bath Iron Works (BIW) as its major employer. Employment at BIW has two defining characteristics: first, its jobs pay very well by Maine standards, and second, its job levels fluctuate dramatically from year to year. Both of these factors favor long-distance commuting. The jobs pay well enough to justify the commute, but are not secure enough to justify a move to the area.

Therefore, the fact that 65 Bath workers live in South Portland is not an indication that housing seekers are comparing Bath and South Portland as residential options. Rather, it indicates that people will commute a long way for a BIW job.

Table 1: 2011 Commuting Patterns To Bath, From Bath

	Total Bath working residents			Total working in Bath	
	Total	3,707		Total	9,505
	Live in Bath, work in:	Count	% of Bath workers	Count	% of Local Workforce
Bath	Bath	1,307	35.3%	1,307	35.3%
Housing Service Area Towns	Phippsburg	24	0.6%	273	31.2%
	West Bath	34	0.9%	243	31.0%
	Woolwich	72	1.9%	371	26.3%
	Georgetown	20	0.5%	120	26.1%
	Arrowsic	0	0.0%	42	23.6%
Housing Market Area Towns	Wiscasset	43	1.2%	267	16.5%
	Brunswick	580	15.6%	744	9.3%
	Topsham	126	3.4%	372	9.0%
	Dresden	2	0.1%	93	14.2%
	Bowdoinham	2	0.1%	164	13.0%
On the Edge	Westport	8	0.2%	43	14.8%
	Richmond	11	0.3%	163	9.3%
	Bowdoin	4	0.1%	140	9.2%
	Litchfield	0	0.0%	122	8.5%
	Lisbon	7	0.2%	324	8.1%
	Durham	0	0.0%	135	7.9%
	Alna	0	0.0%	20	7.9%
	Harpswell	6	0.2%	154	7.6%
	Pittston	0	0.0%	49	4.9%

Source: U.S. Census Bureau. (2011). *On The Map*

A better measure of the influence of an employment center on housing demand is the percent of workers in a community that travel to the employment center. As an example, Table 1 shows that 99 Freeport residents travel to Bath to work, while only 42 Arrowsic residents work in Bath. But the 42 Arrowsic workers represent almost a quarter of that town's workforce, while Freeport's 99 Bath workers are only 3% of its local workforce. Bath is considered to have a stronger influence on Arrowsic than on Freeport; therefore, Arrowsic is considered in the Bath HMA and Freeport is not.

Bath is the center of an HMA that includes two groups of towns (Figure 2). The first group includes municipalities served by Bath Housing—the Housing Authority Area (HAA): Phippsburg, West Bath, Woolwich, Georgetown,

The second group is comprised of the towns in the Bath HMA—towns that compete with Bath in the market for housing: Wiscasset, Brunswick, Topsham, Dresden, and Bowdoinham (Figure 2). Brunswick and Topsham are in the market simply due to the large numbers of people commuting back and forth, not because Bath captures a large share of their total workforce (roughly 9% of workers in these towns is employed in Bath). A case can be made from the numbers alone for extending the market area to Lisbon and Richmond, but this doesn't meet the common sense test of where people actually will be looking for housing as an alternative to Bath. Westport could also be included, but it is too small to show up in American Community Survey sample information.

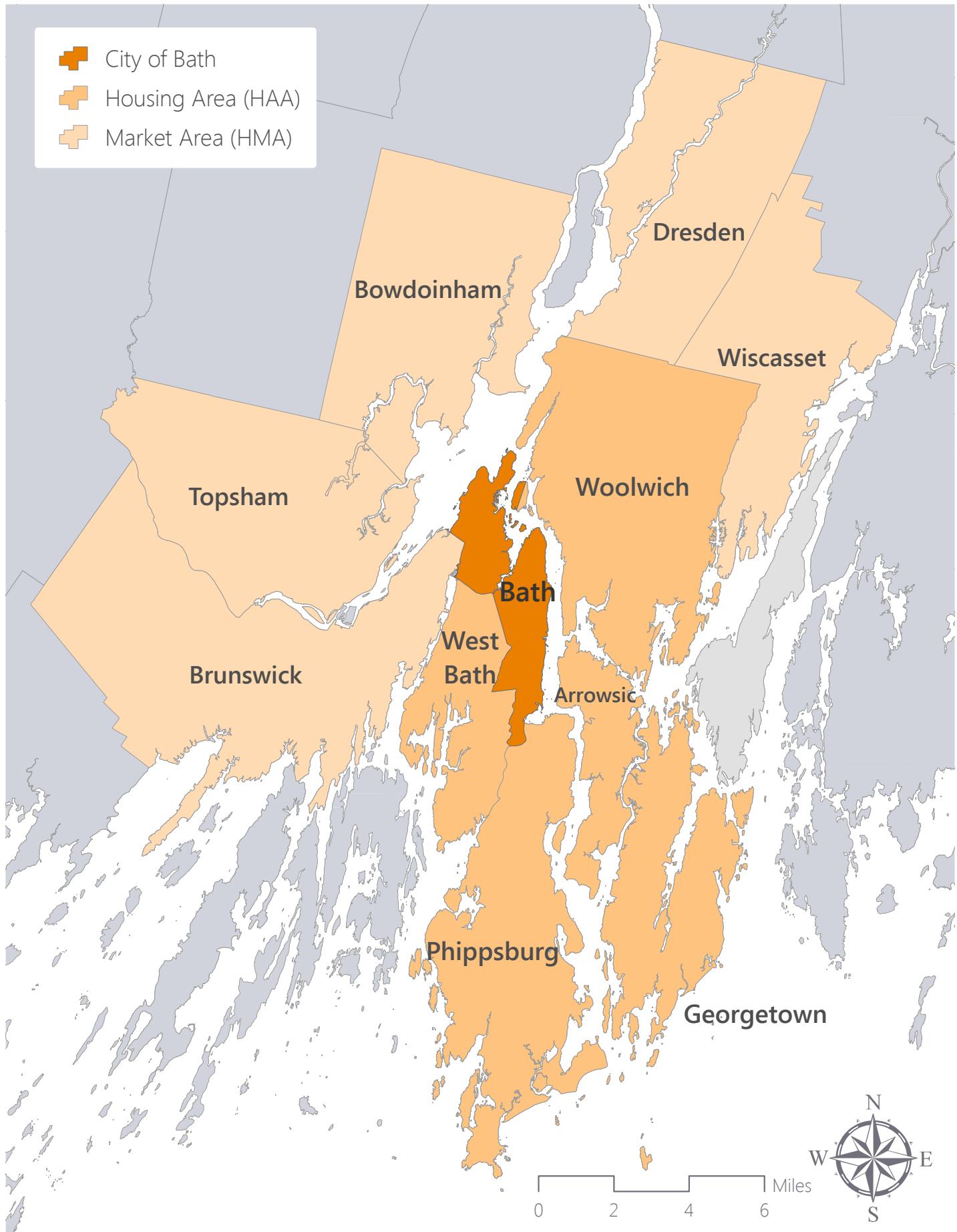
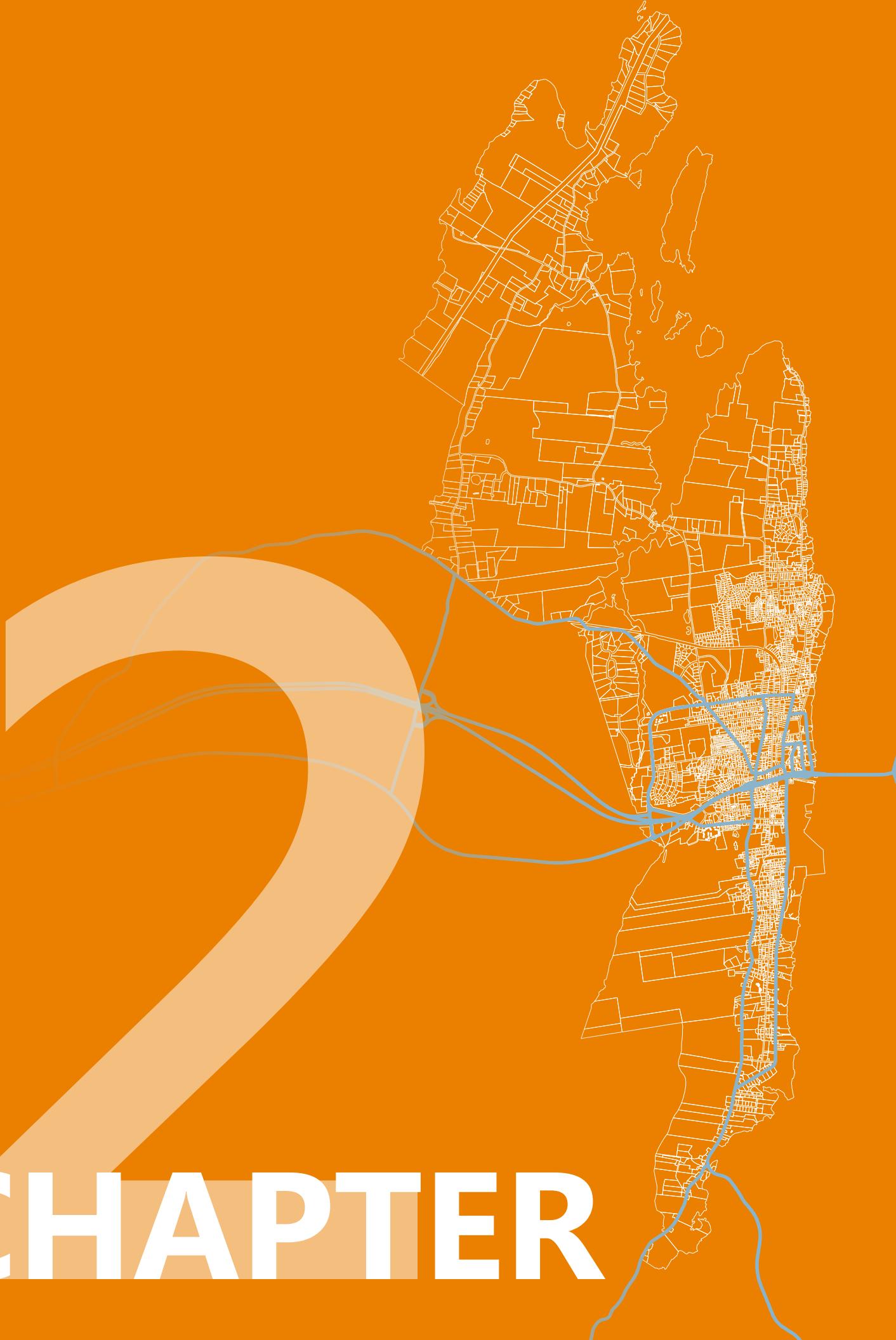


Figure 2: City of Bath Housing Market Area and the Bath Housing Service Area

# CHAPTER



# CHAPTER II

## PEOPLE

The City of Bath has been undergoing population contraction since the 1980s. Between 1990 and 2010, the number of residents fell by 13% from nearly 9,800 to slightly above 8,500 (Table 2). Over the same 22 year period, the HMA population grew by 15% with the largest gains being in Brunswick (38%), Bowdoinham (32%), and Dresden (26%). The decline in Bath is related in part to economic challenges facing the community, principally the slowdown of activity at the City's largest employer, Bath Iron Works. Meanwhile, Bath residents are following the general aging trend affecting the state. Since 2000, elderly residents (those aged 65 years and older) have grown as a share of the overall population (Figures 3-4).

Table 2: Population Change, 1990-2012

Year	Maine	HMA	HAA	Bath	Change (Bath)
1990	1,227,928	48,267	17,975	9,799	
2000	1,274,923	56,334	18,222	9,266	-5.4%
2010	1,328,361	55,221	17,866	8,514	-8.1%

Source: U.S. Census



Photo: City of Bath

Bath residents are following the general aging trend affecting the state. Since 2000, elderly residents (those aged 65 years and older) have grown as a share of the overall population.

Fig. 3: Population Age Profile:  
Bath, ME, 2000

Source: U.S. Census, 2000

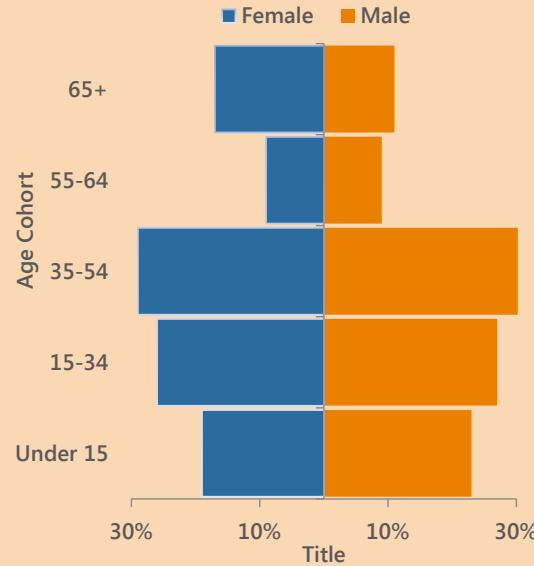
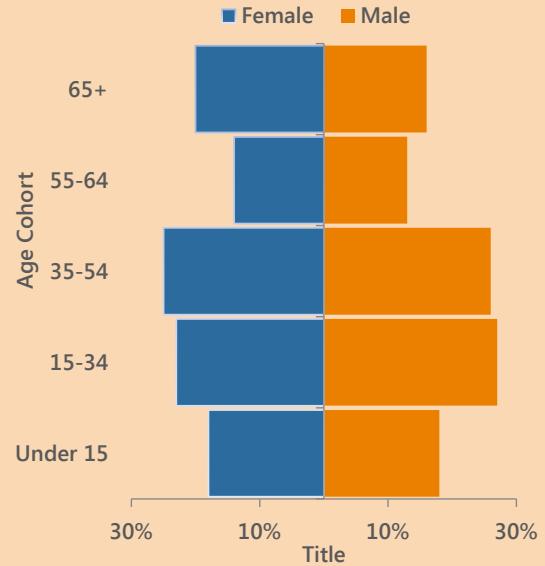


Fig. 4: Population Age Profile:  
Bath, ME, 2012

Source: U.S. Census, 2012



## Employment and Income

Labor force occupations and industries of employment describe two different components of working life in Bath. Occupations refer to the tasks that an employee carries out (their job), while the industry of employment speaks to the industry of the firm. Occupations in Bath mirror the state with a slightly higher concentration of managerial and/or professional services workers (Figure 5). On the other hand, manufacturing is the dominant industry in Bath, which reflects the presence of Bath Iron Works, a major marine technologies and defense manufacturer.



Photo: City of Bath

There are fewer employees as a share of the total labor force in Bath that are working in construction, primary resources (mining, lumber harvesting, etc.), and educational or healthcare institutions compared to the state average (Figures 6). Instead, Bath has a larger percentage of employment in arts, entertainment, and leisure (tourism) sectors. The city's role as a service and shopping center is reflected through a retail and wholesale industries employment, which exceeds the state average figures for these sectors.

Bath Iron Works, far and away the largest employer in the city, employs approximately 5,450 workers from across Maine and the nation (other large employers in the city are listed in Appendix B). Recently, BIW successfully secured several defense contracts and is expected to hire an additional 600 employees by the end of 2014<sup>1</sup>. This will bring the BIW labor force to its highest level since 2004. Likewise, the redevelopment of a former naval air base at Brunswick Landing in nearby Brunswick is also anticipating employment growth through 2014 from the current level of 400 jobs to 750 by year end<sup>2</sup>. Bath residents will likely capture a portion of these future jobs.

<sup>1</sup> Miller, K. (2014, May 5). *Bath Iron Works Hiring 600 More To Work on Six Ships Simultaneously*. Portland Press Herald

<sup>2</sup> MRRA. (2014, April 29). *Redevelopment News: Employment, Business Activity on Rise at Brunswick Landing*

### OCCUPATIONS vs INDUSTRIES

"Occupations" are different from "industries," but together they describe two components of working life. "Occupations" refer to tasks completed by employees. "Industries" describe the activity of the company. For example, an employee can be a sales associate in an IT firm.

Fig. 5: Occupations, Bath & Maine, 2012

Source: U.S. Census, 2012

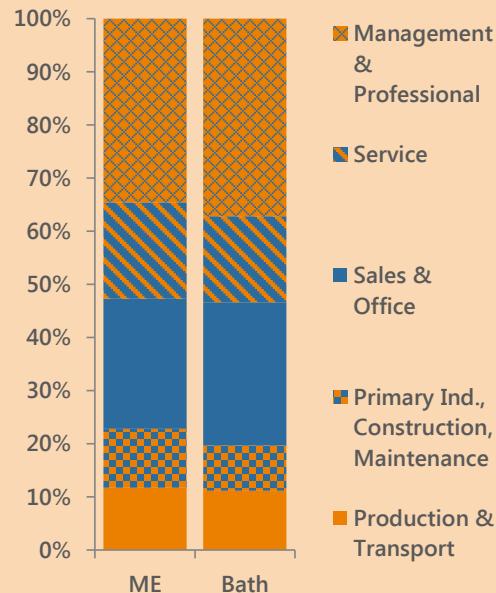
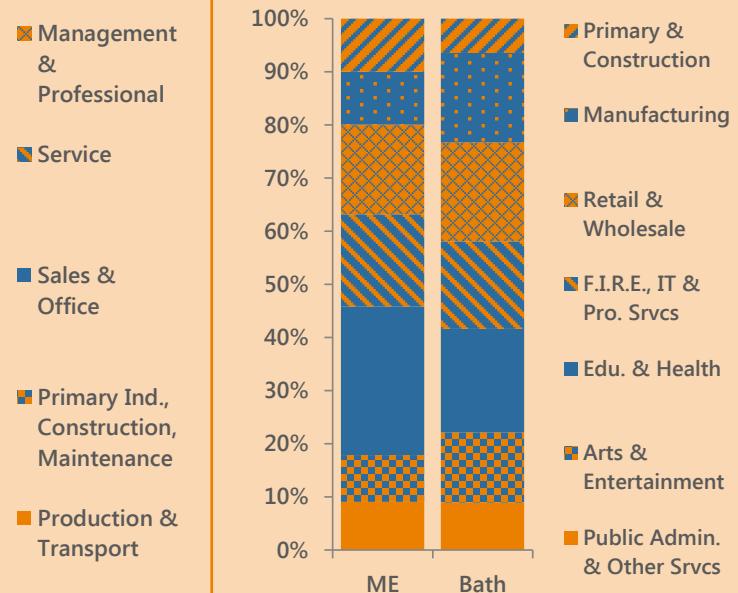


Fig. 6: Industries, Bath & Maine, 2012

Source: U.S. Census, 2012



## Consumer Price Index:

"The Consumer Price Index (CPI) is a measure of the average change over time in the prices paid by urban consumers for a market basket of consumer goods and services."

- US Bureau of Labor Statistics

The positive employment outlook in Bath comes as welcome news to a city that has been hard hit by the 2008 economic fallout. Between 2000 and 2012, household and per capita income steadily increased in the city—by 22% and 35% respectively. Comparison of population-weighted average household median income for the HMA (Figure 7) over the same time period indicates that the HMA fared better than Bath in terms of income growth. Household income in the HMA grew by 27% and per capita income increased by 39%. In addition to trailing slightly behind the HMA, Bath incomes have also not kept pace with the cost of living. Over the same period the Consumer Price Index (CPI), which measures change in the price of a typical “basket” of goods and services from year to year, for New England urban areas has risen by 37%.

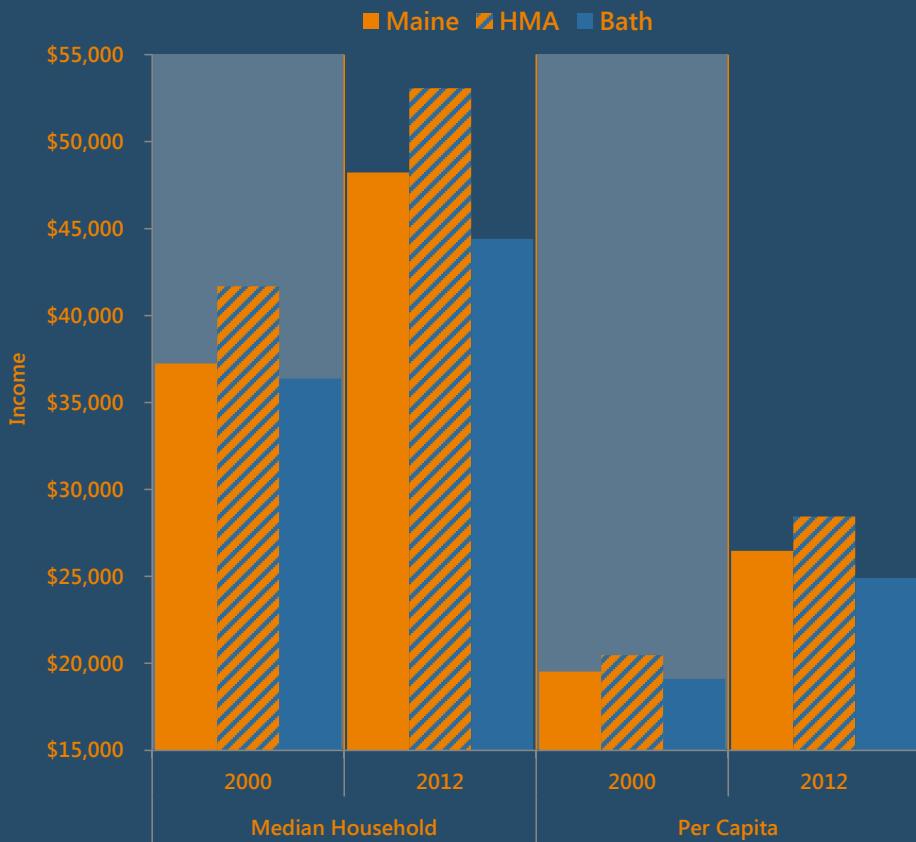
## SLOW RECOVERY

While the median household income in Bath has grown between 2000 and 2012, the Housing Market Area median has grown more rapidly. Furthermore, the rate of median income growth is outpaced in Bath by the overall increase in the cost of living—measured through the Consumer Price Index.

**Fig. 7: Median Household Income & Per Capita Income, 2000-12**

Source: U.S. Census, 2000-2012

Note: A weighted average was used to calculate income for the HMA)



One of the most sensitive segments of the population to risks associated with poverty are youth. In Bath, the number of residents 18 and younger with income below poverty level has grown since 2000 (Table 3). Over this time period, the number living below the poverty line among elderly individuals (aged 65 and older) and those younger than five years of age has not changed as markedly as in the other age categories. While these statistics do not take into account immigration of residents with income below poverty level and aging through the cohorts over the 12-year time period, the numbers are indicative of a growing volume of below-poverty youth in the City that is facing associated stresses.



Photo: City of Bath

Table 3: Change in Population with Income Below Poverty Level, 2000-2012

Age Cohort	Maine		HMA		Bath		
	2000	2012	2000	2012	2000	2012	Δ
Under 5	13,338	18,125	565	265	190	180	-10
6 to 17	26,833	30,151	973	865	208	341	+133
18-64	77,451	105,220	2,403	3,515	557	759	+202
65+	17,879	18,148	596	648	118	137	+19

Source: U.S. Census 2000-2012

### Population Mobility

Even though Bath serves as an employment center, its residents represent a relatively small share of the local workforce (Figure 8). In fact the number of residents that also work in Bath has been shrinking over the years. In 2003, less than 20% of the local labor force (roughly 1 in 5 workers) was employed in the city. By 2011 that number fell to nearly 14%, or 1 in 7 workers (Table 4). Brunswick, Lewiston, and Topsham are the largest sources of labor for Bath-based businesses, but the labor market share of these (nearby) locales has also been shrinking. More and more, commuters from towns located farther from Bath are working in the city.

### FIG. 8 CITY OF BATH LABOR MARKET

Bath residents represent a small share of the local workforce. Over the years Bath's workers have come from further and further away.

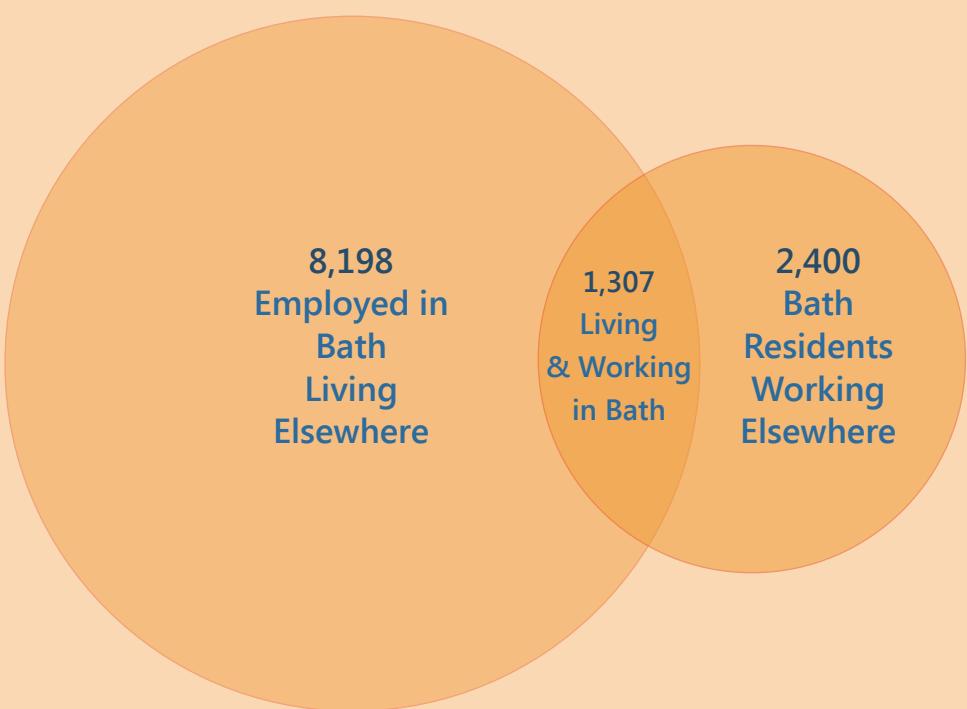


Table 4: Bath Employees, Place of Residence, 2003-2011

Place of Residence	2011		2003		Change	%Δ
	Employees	% Total	Employees	% Total		
Bath, ME	1,307	13.75%	1,997	18.24%	(690)	-35%
Brunswick, ME	497	5.23%	698	6.38%	(201)	-29%
Lewiston, ME	387	4.07%	541	4.94%	(154)	-28%
Topsham, ME	256	2.69%	383	3.50%	(127)	-33%
Auburn, ME	184	1.94%	255	2.33%	(71)	-28%
Lisbon, ME	161	1.69%	215	1.96%	(54)	-25%
Portland, ME	142	1.49%	241	2.20%	(99)	-41%
Augusta, ME	135	1.42%	172	1.57%	(37)	-22%
Gardiner, ME	89	0.94%	112	1.02%	(23)	-21%
Richmond, ME	73	0.77%	105	0.96%	(32)	-30%
Wiscasset, ME	70	0.74%	104	0.95%	(34)	-33%
South Portland, ME	65	0.68%	-	0.00%	65	-
Yarmouth, ME	55	0.58%	39	0.36%	16	41%
Waterville, ME	51	0.54%	67	0.61%	(16)	-24%
Winslow, ME	49	0.52%	33	0.30%	16	48%

Source: U.S. Census Bureau, "On the Map", 2003-2011

Fig. 9: Movers to Bath by Age, 2012

Source: U.S. Census, 2012

- Moved within County
- ▨ Moved within ME
- ▢ Moved within USA

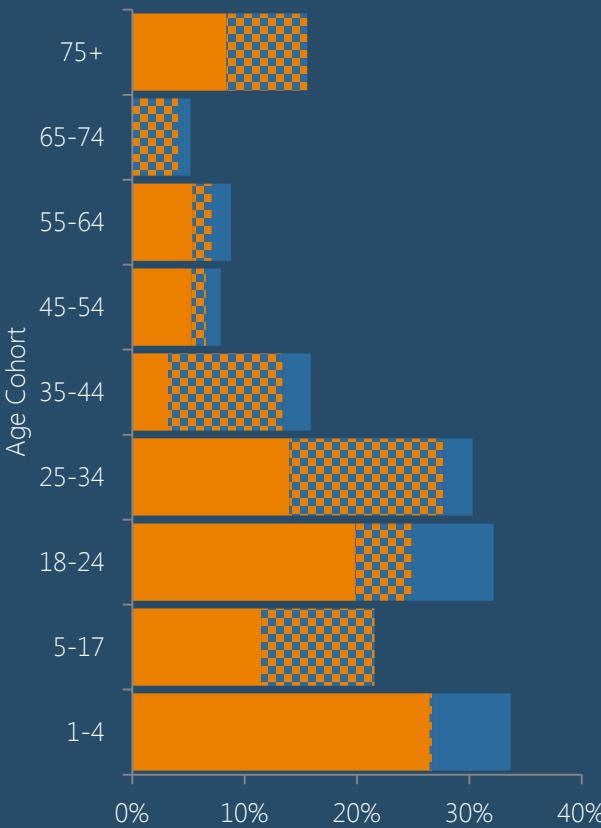
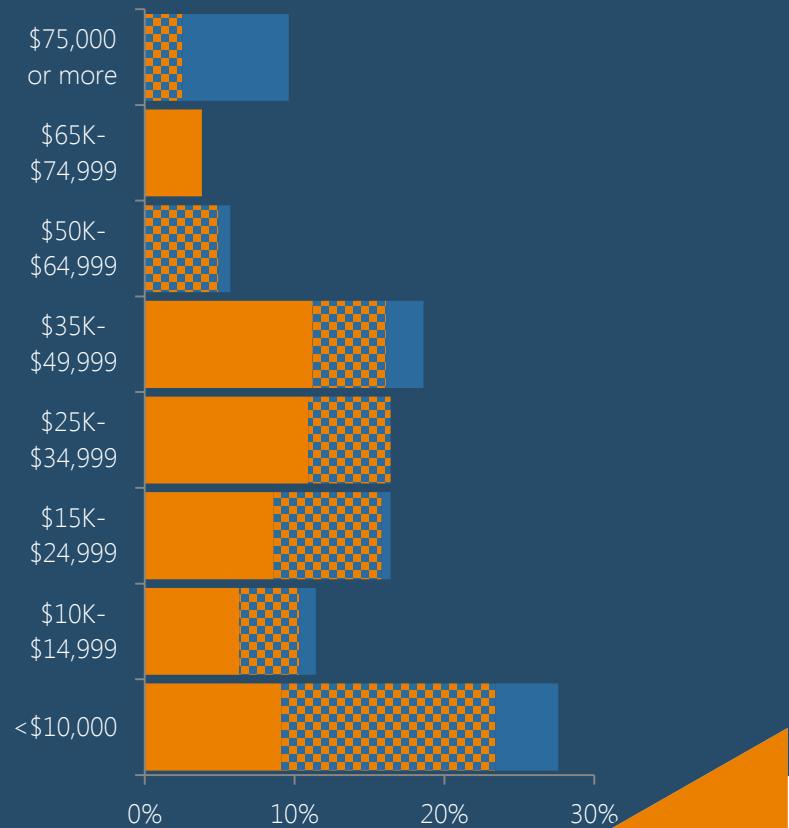


Fig. 10: Movers by Income, 2012

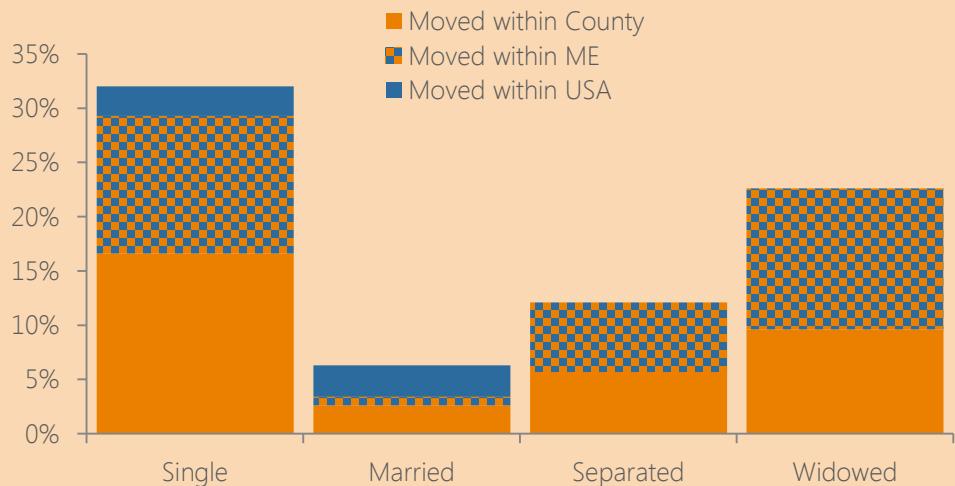
Source: U.S. Census, 2012

- Moved within County
- ▨ Moved within ME
- ▢ Moved within USA



**Fig. 11: Mobility by Marital Status, Bath, 2012**

Source: U.S. Census, 2012



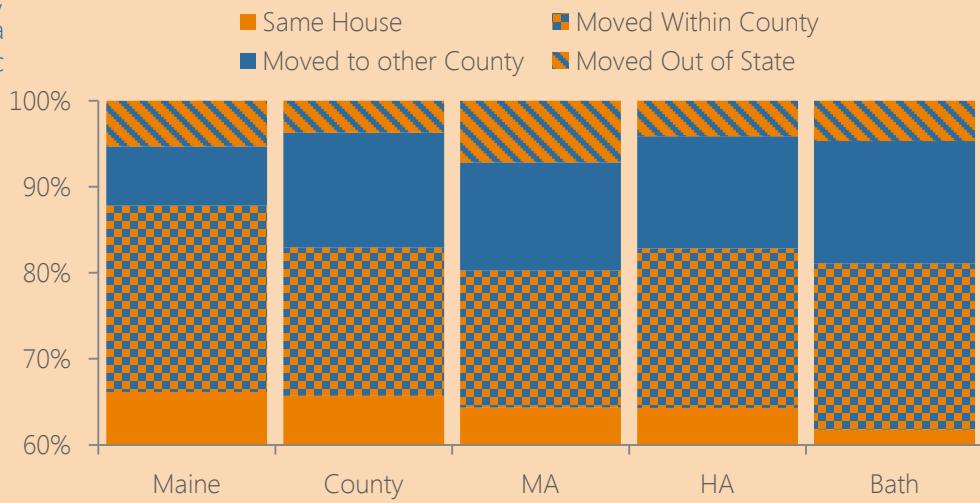
### BATH'S MOVERS ARE MAINLY SINGLE RENTERS

Nearly one third of those moving to Bath were not married, while slightly more than 5% were married. Approximately 1 in 5 new Bath residents was widowed.

In 2011, only 4% of property owners in Bath relocated to another municipality, while 38% of Bath renters moved to a new home (mostly within Sagadahoc County).

**Fig. 12: Mobility Among Renters, 2012**

Source: U.S. Census, 2012



Of those moving to Bath nearly one third were not married and slightly more than 5% of were married. Approximately 1 out of every 5 new Bath residents was widowed, which agrees with the trend of seniors aged 75 years and older relocating to Bath (Figure 11). The influx of non-married households contributes to the overall decline in household size that the city has seen over the last several years.

Homeowners are less mobile than renters (Figure 12). In 2011, only 4% of property-owning residents in Bath relocated to another municipality, while 38% of renters moved to a new home (mostly within Sagadahoc County).

## Population with Disabilities

Interviews conducted for this study with municipal officials, Bath Housing staff, and representatives of various organizations involved with housing and social issues repeatedly brought up issues related to disability, mental health, and housing incompatibility. There were numerous reports that much of the housing stock is not suitable for individuals—especially elderly groups—with sensory, cognitive, and ambulatory impairments.

According to the U.S. Census Bureau American Community Survey an estimated 8,000 people in the Bath Housing Market Area had a disability in 2012, and more than 1,400 of them live in Bath (Table 5). This is roughly one in six residents. The most common disability is difficulty walking, which affects one in fourteen residents. Next are cognitive/mental health issues, affecting one in sixteen.

**AN ESTIMATED 8,000  
PEOPLE IN THE BATH  
HOUSING MARKET AREA  
HAD A DISABILITY IN 2012,  
AND MORE THAN 1,400 OF  
THEM LIVE IN BATH**

Compared with other communities in the HMA, females comprise a larger share (nearly 60%) of the disabled population (Figure 13). In part this can be explained by the fact that females outnumber males in older age groups and the incidence of disability increases with age. Nevertheless the concentration in Bath is unique compared to nearby communities.

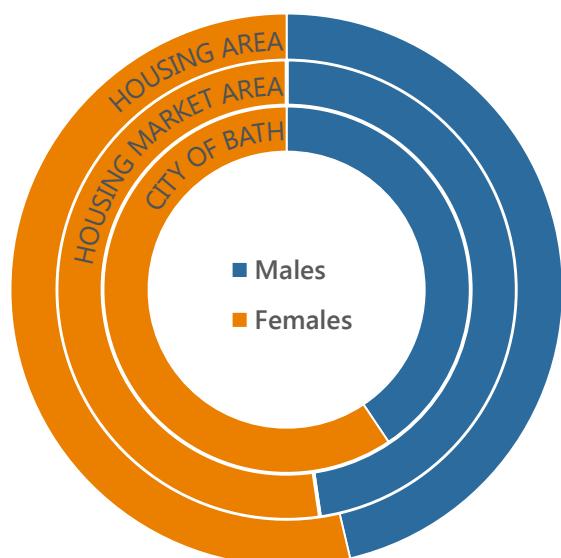
Table 5: Disabilities in the Bath Housing Market, 2012

Disability Type	Housing Market Area		City of Bath	
	Number	Percent	Number	Percent
Total with a disability	8,269	15.4%	1,471	17.5%
Hearing difficulty	2,708	5.0%	490	5.8%
Vision difficulty	1,368	2.5%	295	3.5%
Cognitive difficulty	3,168	5.9%	516	6.1%
Ambulatory difficulty	3,736	6.9%	710	8.5%
Self-care difficulty	1,093	2.0%	266	3.2%
Independent living difficulty	2,681	5.0%	542	6.5%

Source: U.S. Census, 2012

Fig. 13: Population with a Disability, 2012

Source: U.S. Census, 2012



**IF YOU LIVE IN A  
HOUSEHOLD WITH AN  
INCOME BELOW POVERTY  
IN BATH, YOU ARE **TWICE AS  
LIKELY** AS A PERSON LIVING  
ABOVE THE POVERTY LEVEL  
TO HAVE A DISABILITY**

Sensory disabilities and ambulatory difficulties each account for a quarter of disabilities faced by individuals 18 years and older each. As residents age the number of disabled individuals with sensory difficulties increases to more than a third of the disabled population (Table 6). Housing targeted to disabled individuals, or housing that is planned for a future aging population, must consider ease of access to, and mobility within the facilities.

Table 6: Population with a Disability: Age and Type of Disability, 2012

Disability Type	Under 18		18 to 64		65 and Older	
	Bath	HMA	Bath	HMA	Bath	HMA
Sensory	0	297	374	1,556	411	2,223
Cognitive	97	408	326	2,034	93	726
Ambulatory	0	27	380	1,973	330	1,736
Self-Care	49	104	126	438	91	551
Independent-Living	0	0	302	1,376	240	1,305

\* Ambulatory, self-care, or independent living disabilities

Source: U.S. Census, 2012

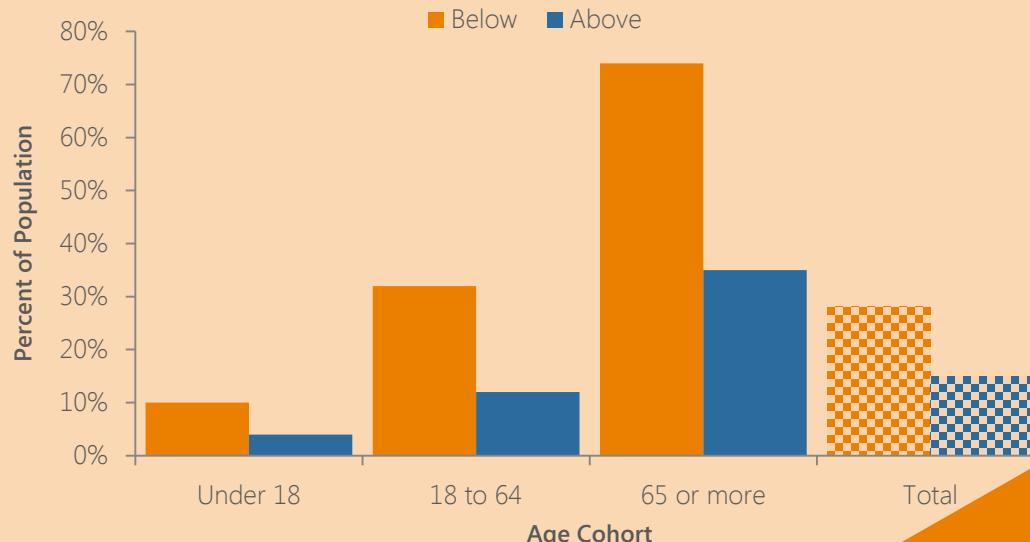
The incidence of sensory, cognitive and ambulatory disabilities decreases at higher income levels. There are many reasons for this:

- + A disability may impede or prevent an individual from working
- + A lack of jobs in the area that can accommodate people with disabilities may create unemployment as well (for this reason, people with disabilities generally have higher unemployment rates than the general population)
- + Lower income individuals tend to work in more dangerous occupations than wealthier people, which increases the chance of injury for that income group
- + Poorer people tend to lack equivalent access to quality health care, which in turn means that poorer people can be expected to have more chronic untreated problems than others.

If you live in a household with an income below poverty in Bath, you are twice as likely as a person living above the poverty level to have a disability (Figure 14). This gap is particularly wide for those in their working years (18 to 64).

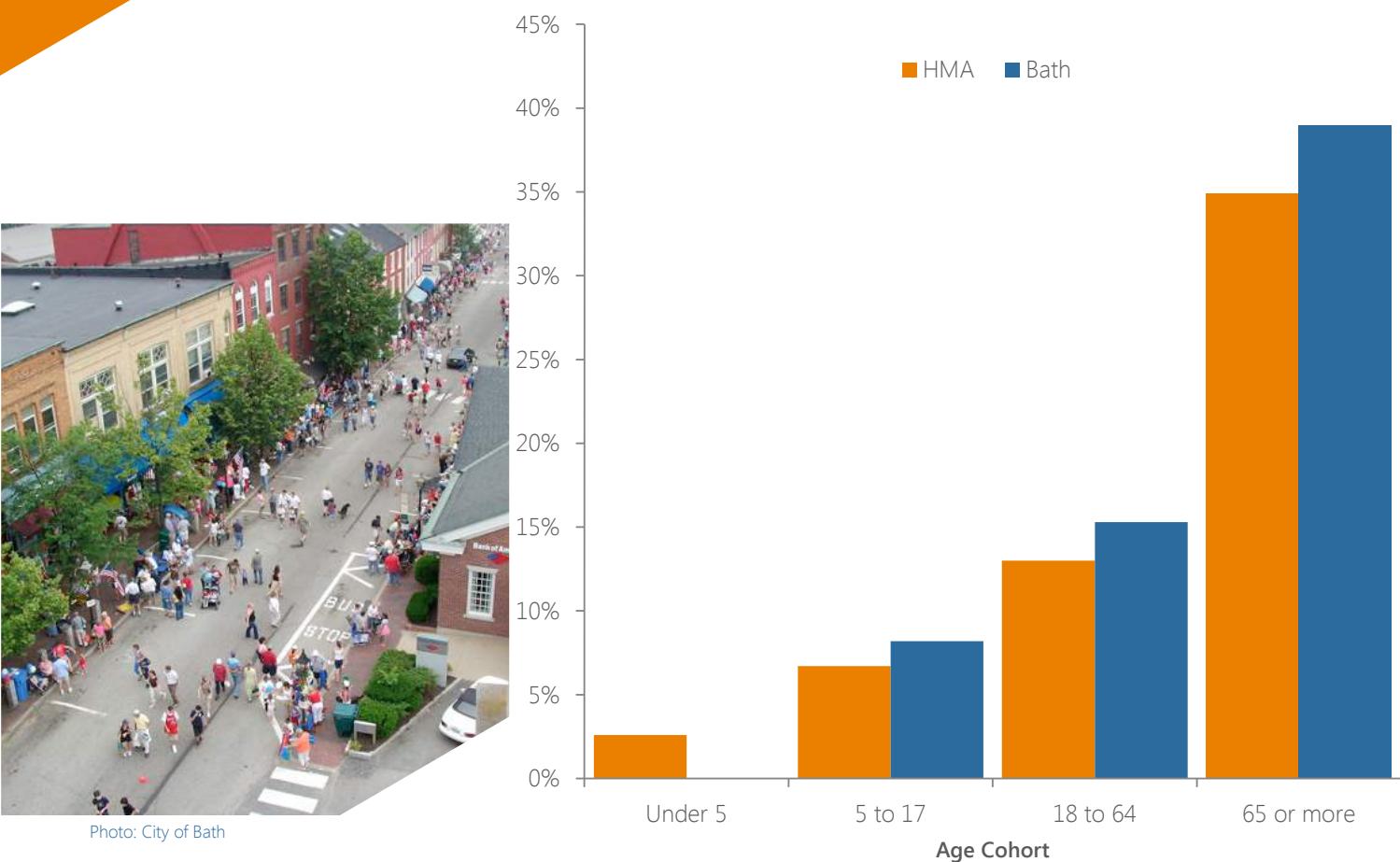
Fig. 14: Incidence of Disability by Income Relative to Poverty Level,  
Bath, 2012

Source: U.S. Census, 2012



**Fig. 15: Incidence of Disability by Age, 2012**

Source: U.S. Census, 2012



The chance of having a disability also increases with age. Over one in three residents aged 65 and older in the Bath MA has a sensory, cognitive, or ambulatory disability (Figure 15). At the same time, local social service organization MidCoast Hunger Prevention in Brunswick, ME have found that of those utilizing their services, poverty is increasing alarmingly among the working age population (18 to 64) and mental health issues are seen often.

These trends bear out in the Bath Housing residency figures. Forty-two percent of current residents in public housing in Bath are disabled. Among elderly on the waiting list for housing, 68% are disabled. Among Bath Housing families, 16% are disabled. High rates of disability have relevance for understanding the design and service supports that future housing will require, especially as the population continues to age. For example, members of the Catholic Charities SEARCH program found during home visits that existing housing often has laundry and other facilities located on separate floors from the living unit, stairs divide living spaces in many homes, and walkways are not well maintained throughout the year. Accessibility for seniors and others with ambulatory disabilities can be significantly compromised under these conditions. Interviews with local housing and poverty assistance groups routinely raised the issue of access, walkway maintenance, and large dwelling units that were not easy to navigate.

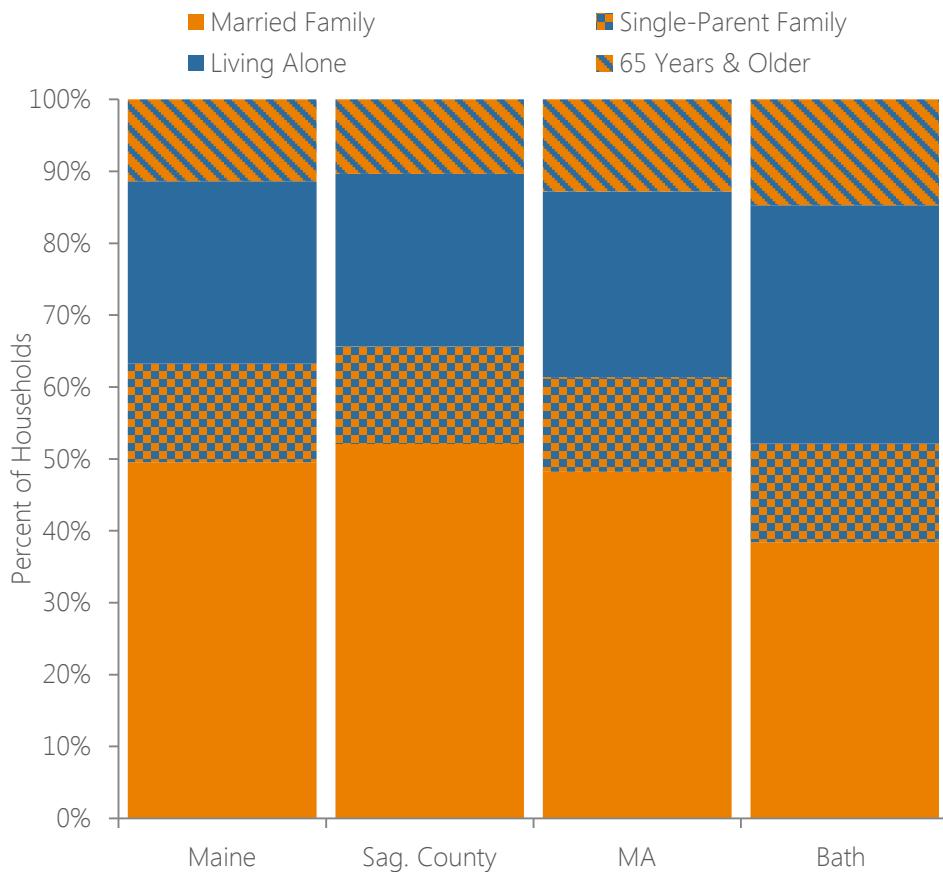
## Households

The aging of the population, in-migration of non-family households, and the general reduction of family size across the country, have resulted in a steady contraction of household size among owner and renter families in Bath since 2000. The average number of people living in a home in 2000 was 2.38 for homeowners and 2.12 among renters.

The most recent estimates of family size reported in the Census American Community Survey (2012) indicate that the size of both owner and renter households declined by approximately 6.5% on average since 2000. Married-family households as a share of the total in Bath were 23% lower than the HMA, Sagadahoc County, and Maine (Figure 16). Given the employment opportunities at Bath Iron Works and its prominence in the community, it is understandable that Bath has more single-occupancy households.

**Fig. 16: Households by Type, 2012**

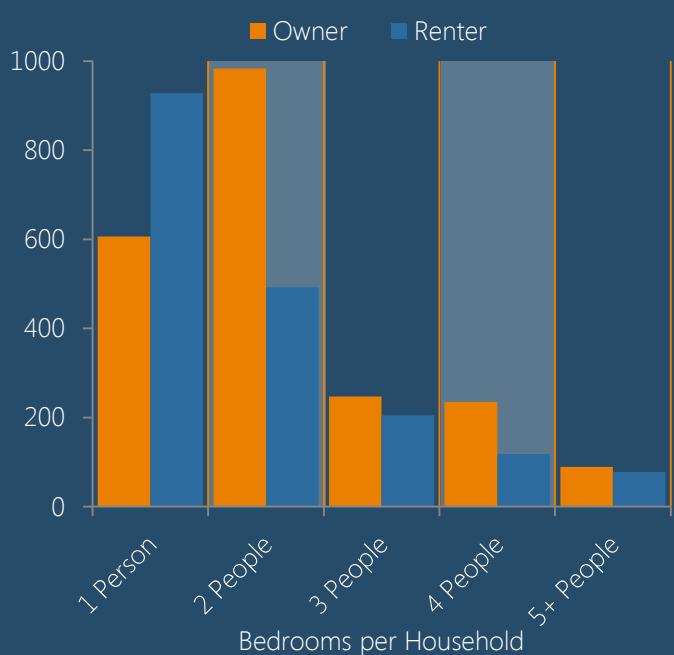
Source: American Community Survey, 2012



As household size has fallen, the demand for housing has changed—especially among renters. The majority of homes in Bath today contain one- and two-person families (Figure 17), but the majority of housing is in two- and three-bedroom units or larger (Figure 18). This “misfit” between the household size and the housing stock contributes to a phenomenon identified by Bath Housing officials as “underhousing” – where small households are occupying larger units than they need or want, leaving to a problem for large families in having difficulty finding appropriate housing.

AS HOUSEHOLD SIZE HAS  
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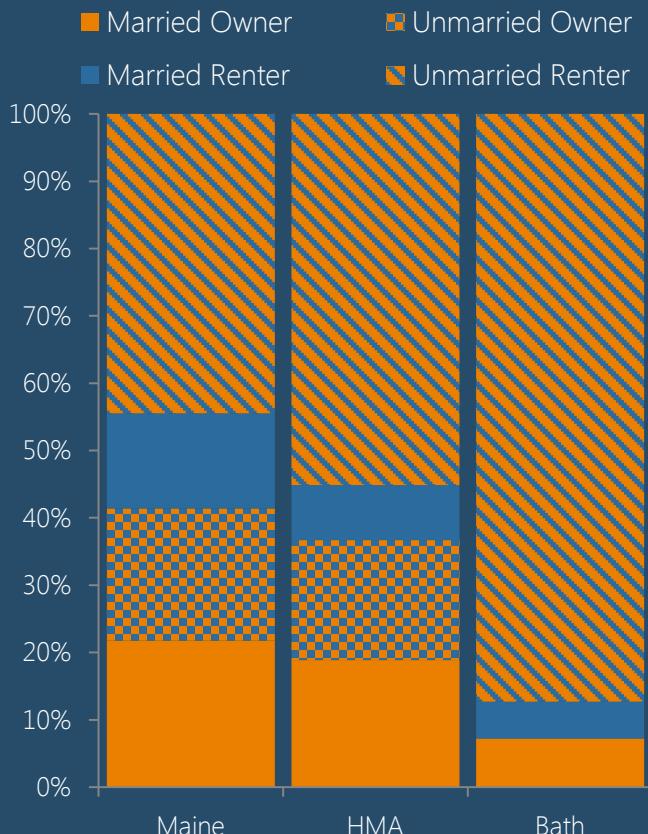
**Fig. 17: Household Size by Tenure, Bath**  
Source: U.S. Census, 2012



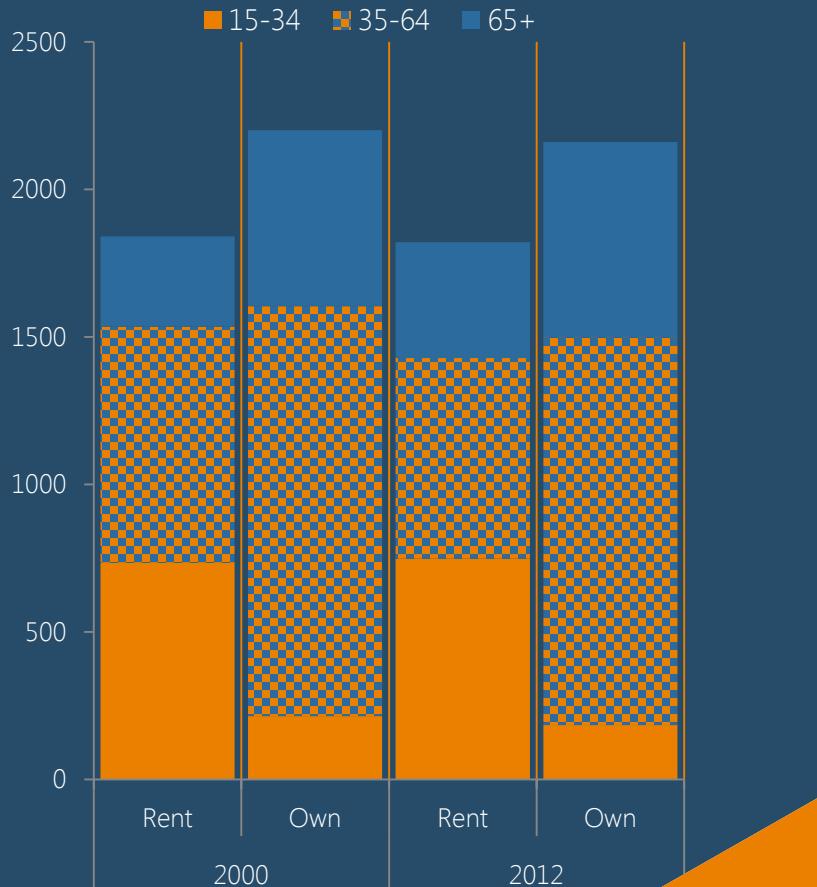
**Fig. 18: Bedrooms per Housing Unit and Tenure, Bath**  
Source: U.S. Census, 2012



**Fig. 19: Tenure of Residents with Income Below Poverty, Bath, 2012**  
Source: U.S. Census, 2012

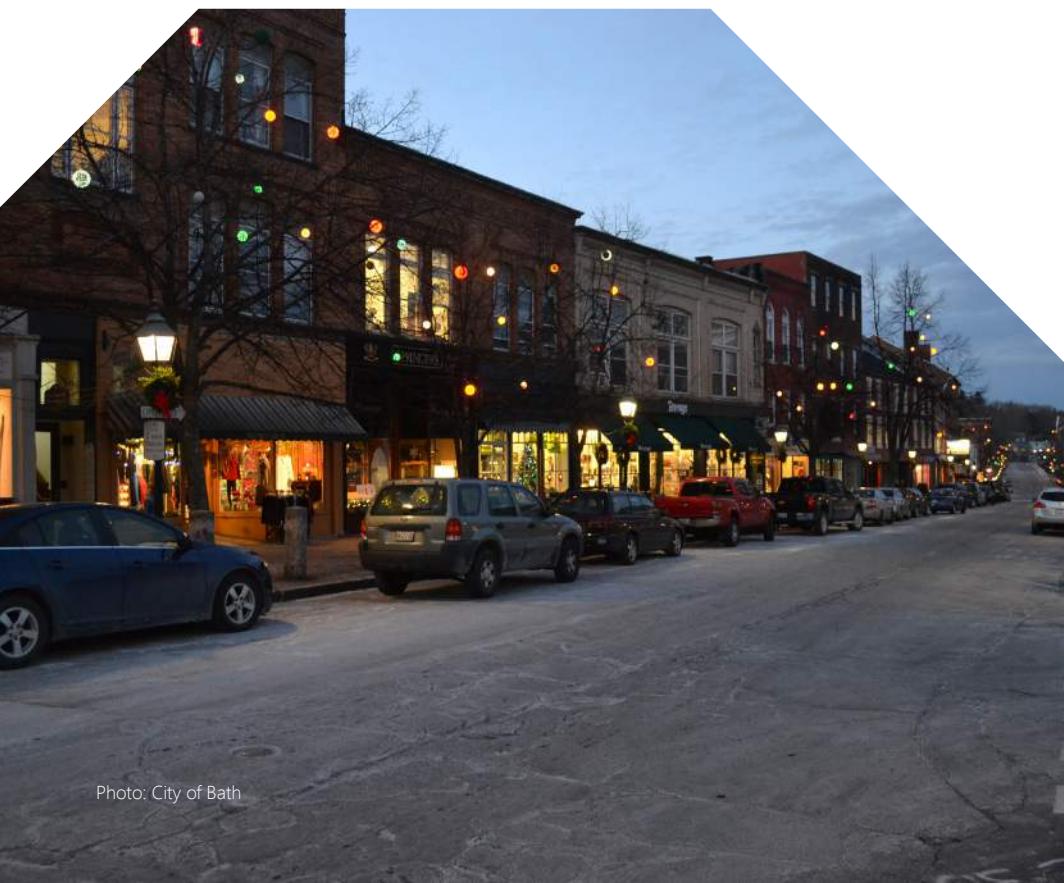


**Fig. 20: Head of Household by Tenure and Age, Bath: 2000-2012**  
Source: U.S. Census



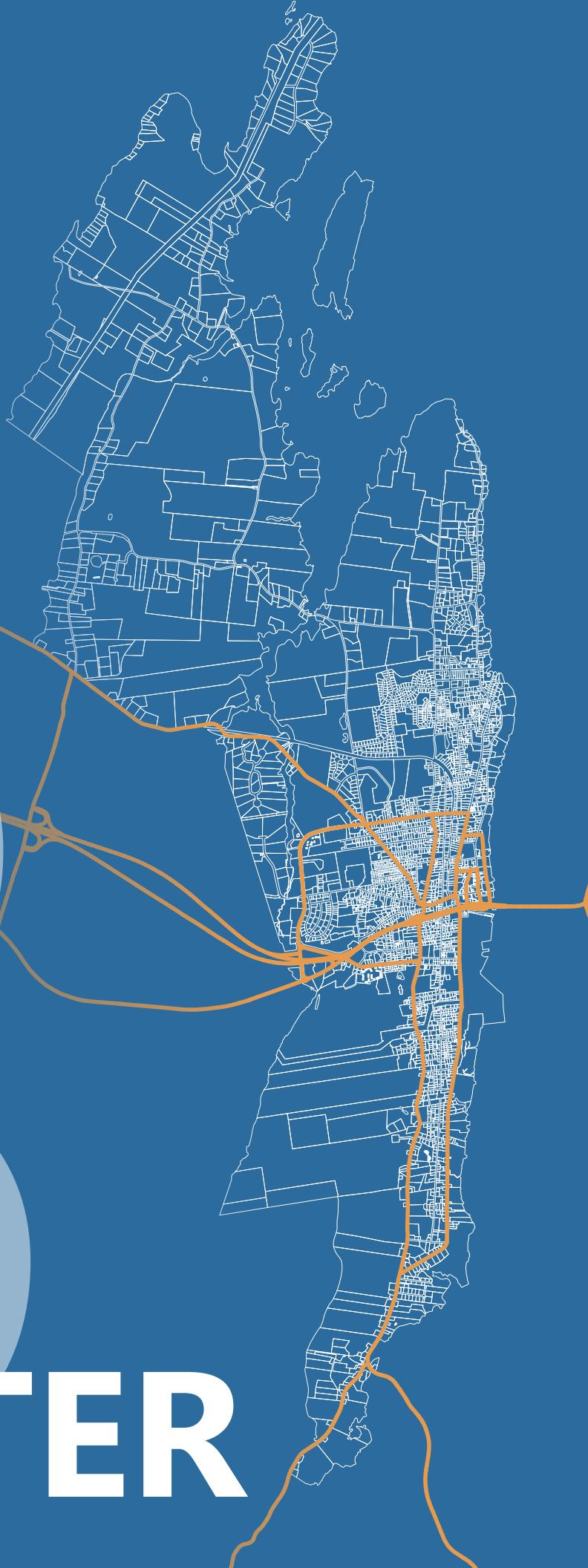
Household relationship characteristics vary dramatically across housing tenure and income status. The low-income renting community is composed primarily of non-married householders (which may include households of unwed partners living as roommates). Married couples represent a small share of low-income renter households (Figure 19). A similar pattern exists in the HMA and state, but to a lesser extent than is found in Bath. Nearly half of low-income renter households in Maine include married couples, versus one in ten for Bath.

As the elderly population grown, Bath's elderly renter population has also increased. In 2000 there were approximately 600 heads-of-household aged 65 and older. By 2012, the number had increased to 662—a 10% increase (Figure 20).



# CHAPTER

5



# CHAPTER III

## HOUSING

**THE WAITING LIST FOR HOUSING THROUGH BATH HOUSING IS LONGER THAN NINE MONTHS (FOR DISABLED AND SENIOR APPLICANTS) AND TWO YEARS FOR FAMILY UNITS. SUBSIDIZED OR RENT-RESTRICTED PROPERTIES ARE THE MOST DIFFICULT TO FIND.**

There are nearly 4,500 housing units in Bath, the majority being year-round single family homes. In many coastal communities, seasonal, secondary, or recreational homes can be a driver of rising housing prices and, in some cases, lead to housing affordability issues. Unlike neighboring communities in the HMA, very few such homes can be found in Bath. Secondary homes comprise just 2% of city's housing stock, compared with 19% for the HMA (Table 11). Housing affordability issues in Bath are driven by other factors.

### Vacancy

One of the defining characteristics of the housing market in Bath is the low vacancy rate. According to American Community Survey (ACS) data, Bath has half as many available rental units as the average in Maine and Sagadahoc county (Table 7). ACS provides an imprecise approximation of the real vacancy rate in a community. The data suggests that between 2000 and 2010 the vacancy rate has increased slightly (Figure 21). Staff working for the City and Bath Housing stressed that the supply of rental units is much more limited than these figures suggest. The waiting list for housing through Bath Housing is longer than nine months (for disabled and senior applicants) and two years for family units. Subsidized or rent-restricted properties are the most difficult to find.

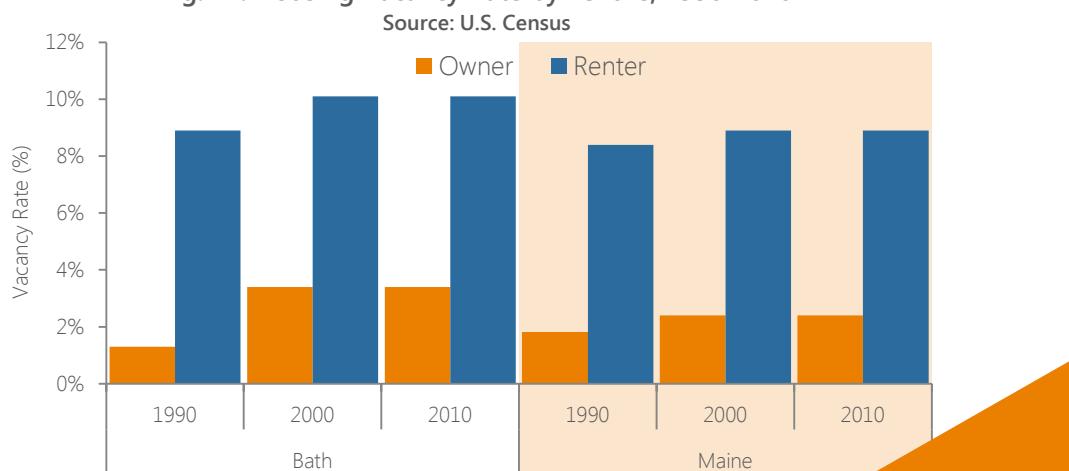
Table 7: Dwelling Occupancy Status, Bath, ME: 2012

Occupancy Status	Maine	Bath	HA	HMA
Total Housing Units	721,171	4,478	10,517	28,241
Occupied Units (% Total)	553,208 (77%)	3,981 (89%)	7,823 (74%)	23,386 (83%)
Vacant Units (% Total):	167,963 (23%)	497 (11%)	2,694 (26%)	4,855 (17%)
For rent, rented not occupied	2%	4%	2%	4%
For Sale, sold not occupied	1%	2%	2%	1%
Recreational/occasional use *	16%	2%	19%	9%
For migrant workers, & other	3%	3%	3%	3%
Owner Vacancy Rate	2.3%	3.4%	-	-
Renter Vacancy Rate	7.2%	8.8%	-	-

\* Seasonal housing Percentage: Georgetown (68%), Phippsburg (48%), Westport (35%), West Bath (30%)

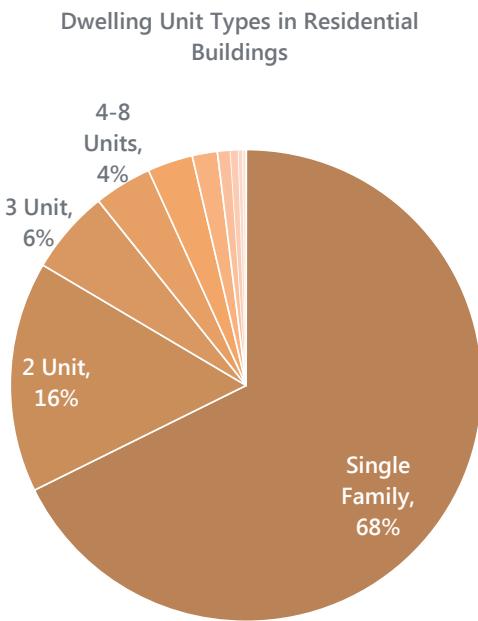
Source: U.S. Census, 2012

Fig. 21: Housing Vacancy Rate by Tenure, 1990-2010



## Housing Types

Homes in Bath are divided among units in residential buildings (Table 8-9) and units in commercial housing (Table 10)<sup>3</sup>. The majority of dwellings in residential buildings are single-family homes (68%), followed by 2-unit (16%) and 3-unit (6%) properties. The average single family home, condominium, and mobile home provides 1,700ft<sup>2</sup> of livable area. Multi-unit properties offer roughly 900ft<sup>2</sup> for 1-unit apartments to just less than 700ft<sup>2</sup> for 3-unit dwellings.



Mixed-use real estate—residential units with some commercial units in buildings that are not categorized as commercial property—provides the largest floor area of living space on average, but these units represent less than 1% of the housing stock in residential buildings.

Table 8: Dwelling Units in Assessor-Classified “Residential Buildings”, Bath, ME

Type of Building	Entries	Units	% Tot	Avg. (ft <sup>2</sup> )
Single Family	2352	2356	67.7%	1,725
2 Unit	276	550	15.8%	910
3 Unit	66	200	5.8%	687
4-8Unit	34	138	4.0%	455
Condo	108	108	3.1%	1,650
Multiple Buildings	31	60	1.7%	726
Mobile Home	31	31	0.9%	1,744
Mixed-Use	16	19	0.6%	2,175
Rooming House	1	10	0.3%	123
Exempt Property	7	8	0.2%	1,304

Source: City of Bath, 2013

<sup>3</sup> All residences in Bath are shown, by location and type, in [Appendix D](#)

The most affordable housing options, based on assessed value per square foot of living space, are mobile homes (\$51/ft<sup>2</sup>) and condominiums (\$73/ft<sup>2</sup>), followed by single family homes (\$104/ft<sup>2</sup>). Each of these types of housing provides different living arrangements and levels of operating cost (maintenance, condominium fees, utilities, etc.).

Of the commercial housing stock, the majority of the units (430, or 43% of the total) are smaller apartment buildings of 4 to 8 units; followed by larger apartment buildings with eight units or more (337 units, or 33% of all commercial living units).

For commercial buildings, Bath’s assessors also evaluate depreciation—the decrease in value of a building as a capital asset for the development company—as part of the facilities inspection. Depreciation sheds light on the condition of commercial buildings because neglected or unmaintained properties depreciate faster over time. Multi-unit apartment buildings and exempt properties have the highest levels of depreciation except for one unit in a former warehouse space and ten units in a multi-building development. Absentee landlords were repeatedly cited as the main reason for lack of upkeep of many dilapidated buildings during interviews conducted for this report.

Table 9: Property Value of Dwelling Units in Assessor-Classified "Residential Buildings", Bath, ME

Type of Building	% Total	Average Land Value	Average Bldg. Value	Average Total Value	Avg. Area (ft <sup>2</sup> )	Cost (\$/ft <sup>2</sup> )	Rank (\$/ft <sup>2</sup> )
Single Family	67.7%	\$39,088	\$139,933	\$179,005	1,725	\$ 104	8
2 Unit	15.8%	\$29,793	\$147,704	\$177,497	910	\$ 195	5
3 Unit	5.7%	\$27,161	\$183,780	\$210,941	687	\$ 307	4
4-8Unit	4.0%	\$29,215	\$184,397	\$213,612	455	\$ 470	2
Condo	3.1%	\$31,519	\$89,405	\$120,923	1,650	\$ 73	9
Multiple Buildings	1.7%	\$86,490	\$212,894	\$299,384	726	\$ 413	3
Mobile Home	0.9%	\$40,806	\$47,868	\$88,674	1,744	\$ 51	10
Mixed-Use	0.5%	\$45,456	\$321,256	\$366,713	2,175	\$ 169	6
Rooming House	0.3%	\$47,000	\$149,000	\$196,000	123	\$ 1,591	1
Exempt Property	0.2%	\$60,571	\$137,886	\$198,457	1,304	\$ 152	7

Source: City of Bath, 2013

Table 10: Property Value of Dwelling Units in Assessor-Classified "Commercial Buildings," Bath, ME

Type of Building	Units	Avg. Area (ft <sup>2</sup> )	Avg. Depreciation	Average Bldg. Value	Avg. Total Value	Avg. Sale Value	Avg. Year Built	Cost (\$/ft <sup>2</sup> )
Multiple Buildings	10	936	69%	\$255,500	\$289,100	\$264,750	1940	\$309
Warehouse	1	1,056	79%	\$89,100	\$197,900	N/A	1998	\$187
Funeral Home	2	1,787	50%	\$436,300	\$549,800	\$284,515	1864	\$308
Boarding House	21	313	46%	\$149,450	\$201,950	\$120,000	1893	\$645
8+Units	337	827	60%	\$1,313,391	\$1,678,255	\$1,531,015	1967	\$2,030
4-8 Units	430	777	44%	\$193,675	\$242,871	\$523,493	1916	\$313
3 Unit	8	758	23%	\$196,100	\$216,000	\$142,250	1895	\$285
Mixed Use	54	1,108	44%	\$230,538	\$324,910	\$239,382	1880	\$293
Exempt	160*	N/A	62%	\$857,450	\$1,140,113	\$237,740	1957	N/A

\* 160 tax-exempt units are: Bath Housing (147), Tedford Shelter (11) and Elmhurst Shelter (2)

Source: City of Bath, 2013

**NEARLY HALF OF THE HOUSING STOCK IN BATH WAS BUILT BEFORE 1950, COMPARED TO ROUGHLY 30% FOR THE STATE AS A WHOLE AND THE COMMUNITIES IN THE HOUSING MARKET AREA.**

Housing groups in Bath provide 243 year-round, tax-exempt housing units. Bath Housing manages the majority with 160 units: 147 of which are tax-exempt (Table 11). In addition, there are 11 units managed by Tedford Shelter, two units managed by Elmhurst Association, and 70 units across several, partially tax-exempt duplexes owned by Orchard Court Housing. Other housing providers in the city—such as the Plant Memorial Home—operate non-exempt properties.

Table 11: Subsidized Housing Inventory in Bath

Organization	Property Address	Property Type	Units
Bath Housing Authority	20 Dike's Landing Road	Exempt	10
	47 Floral Street	Exempt	40
	125 Congress Street	Exempt	40
	100 Congress Street	Exempt	39
	570 Middle Street	Exempt	4
	19 Shaw Street	Exempt	6
	822 Middle Street	Non-Exempt	4
	832 Middle Street	Non-Exempt	2
	842 Middle Street	Non-Exempt	2
	19 Oak Street	Non-Exempt	5
Tedford Shelter	500 Middle Street	Exempt	5
	10 James Way	Exempt	6
Elmhurst Shelter	808 High Street	Exempt	2
Orchard Court Housing	Multiple Duplexes	Partially Exempt	70

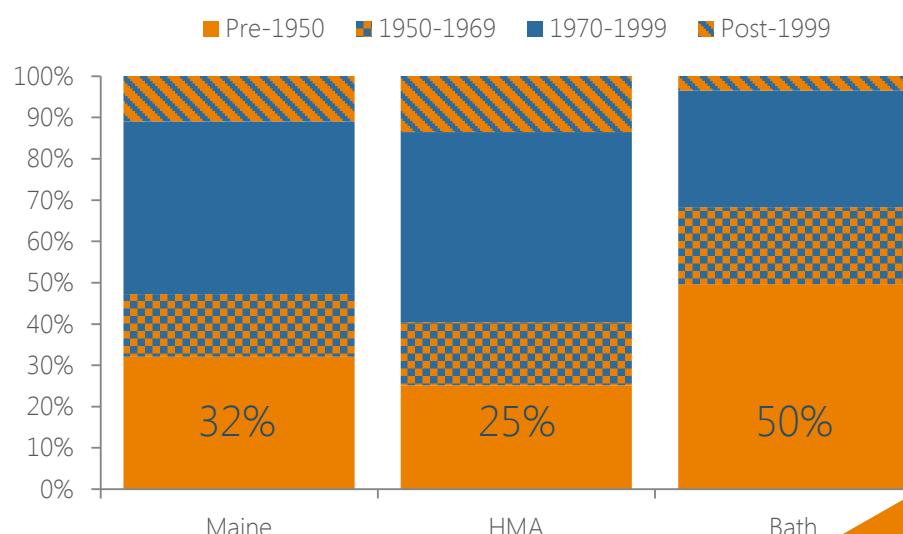
Source: City of Bath, 2013

### Age of the Housing Stock

Many housing quality and affordability issues relate to the age of Bath's housing stock. Nearly half of the housing stock was built before 1950, compared with roughly 30% for the state and HMA communities (Figure 22). Housing development slowed considerably in Bath after the 1980s due to a combination of declining jobs in the city, cheaper housing options in neighboring towns, and transportation improvements that made it easier to commute into the city. Just 1 in 20 homes in Bath were built after 2000, versus one in ten homes in the HMA (Figure 22).

Fig 22: Housing by Year of Construction, Bath, 2012

Source: U.S. Census, 2012



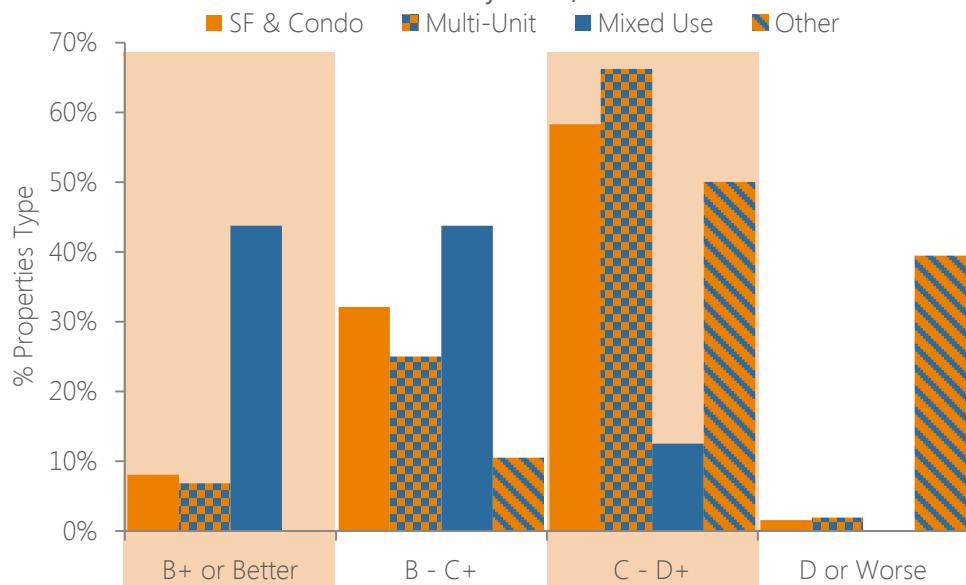
## Housing Condition and Quality

Older buildings tend to require more maintenance and upkeep because of structural and mechanical wear over time. The City of Bath assesses the quality of dwellings in residential buildings using two grading systems: the first is a letter-grade that speaks to the quality of construction (Figure 23), and the second reflects the building condition based on maintenance, upgrades, livability, and the desirability of the housing (Figure 24).

The majority of Bath's housing received a letter grade for construction quality of "C" to "D+"—average to below average. Dwellings in mixed-use buildings were rated best overall; half were ranked as good or better (Figure 23) but these units represent only a small share of the housing stock. Mobile homes, which were mostly built after 1980, represent the majority of "other" dwellings in Figure 24 with the lowest construction quality rating. Manufactured or mobile housing construction standards have improved dramatically over the last decade; the condition of existing mobile units should not be used to justify restricting mobile housing development in Bath, especially as these units can provide an affordable housing option for many homeowners.

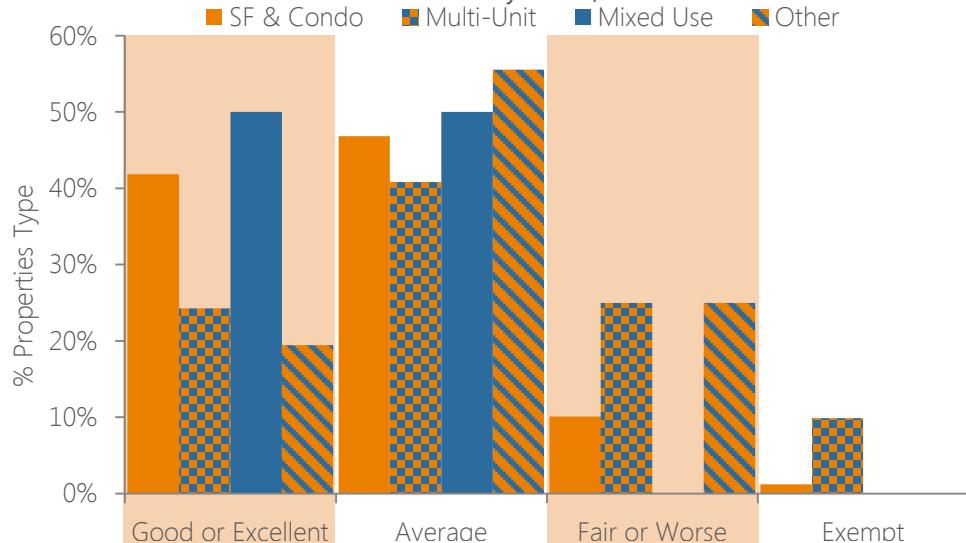
**Fig. 23: Construction Quality of Residential Units, Bath**

Source: City of Bath, 2013



**Fig. 24: Quality of Dwellings in Residential Buildings, Bath**

Source: City of Bath, 2013



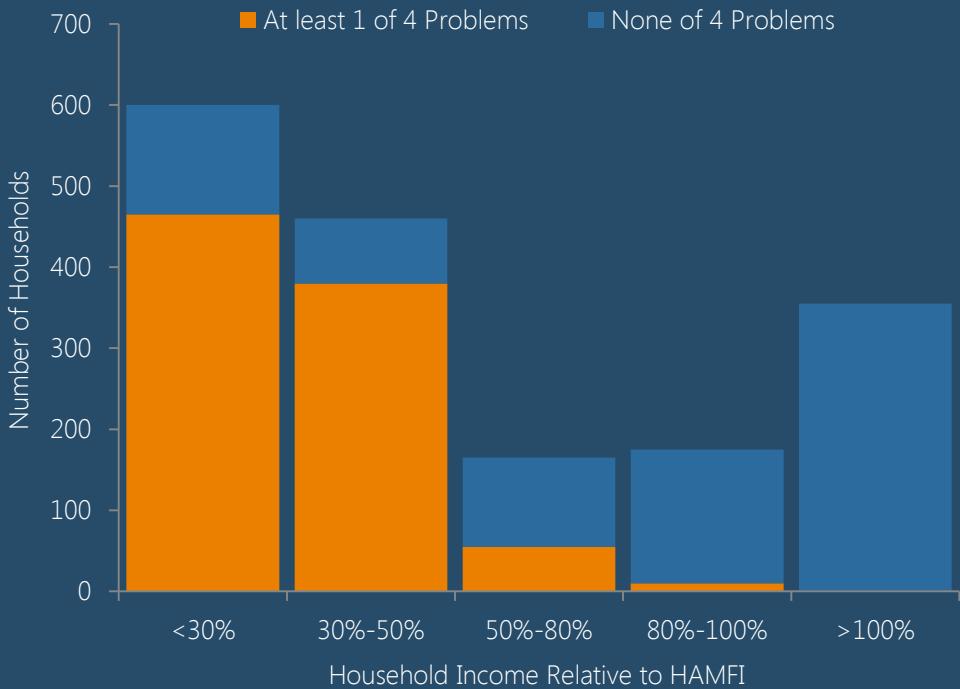
Renter families whose household income falls below the U.S. Department of Housing and Urban Development's Housing Area Median Family Income level (HAMFI) are more exposed to housing problems<sup>4</sup>. There is a sharp decline in the prevalence of housing problems among renters whose income is 50%-80% of the HAMFI level, versus those whose income is 30%-50% of HAMFI (Figure 29). This reflects the nature of some housing subsidy programs that tend to serve applicants in the “upper tier” of the low-income category. The prevalence of housing problems among homeowners is less closely tied to income (Figure 30).

<sup>4</sup> Category 1 housing problems include incomplete kitchen facilities, incomplete plumbing facilities, more than 1 person per bedroom, and/or a housing cost burden greater than 30% of household income. Category 2 housing problems include incomplete kitchen and plumbing facilities, more than 1.5 people per bedroom, and/or a housing cost burden greater than 50% of household income.

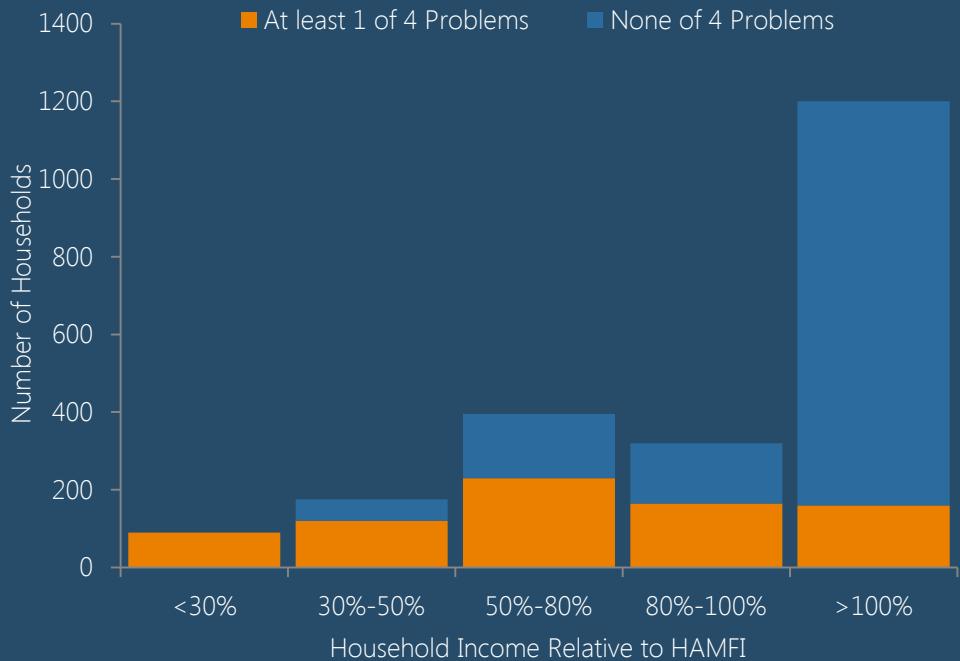
### HOUSING AREA MEDIAN FAMILY INCOME LEVEL (HAMFI)

The Housing Area Median Family Income or HUD Area Median Family Income (HAMFI) is the median family income calculated by the US Department of Housing and Urban Development (HUD) for each jurisdiction. The HAMFI is used to determine Fair Market Rents (FMRs) and income limits for HUD programs. The HAMFI will not necessarily match other calculations of area median income (such as the US Census) due to adjustments made by the HUD formula.

**Fig. 25: Frequency of Housing Problems for Renters, Bath, 2012**  
Source: U.S. Census, 2012



**Fig. 26: Frequency of Housing Problems for Owners, Bath, 2012**  
Source: U.S. Census, 2012



During interviews conducted for this study, municipal and Bath Housing staff members identified blighted housing an important issue in Bath. The staff added that dilapidated properties are distributed throughout the community' in no clear pattern or clustering. Interviews with real estate agents active in the Bath housing market agreed that there were no distinct "problem neighborhoods" in the city. Nevertheless, municipal staff noted several streets where the condition of particular housing units was beginning to impact surrounding homes, even if only by perception. The most common "problem areas" were most frequently identified with the following locations:

- + Elm Street,
- + Floral Street,
- + Washington Street from Center Street to Pine Street
- + Atlantic Townhouses,
- + Hyde Park,
- + Maritime Apartments,
- + portions of Court Street,
- + Union Street near Russell Street, and
- + Lincoln Street near Maple Street and Academy Street.

Absentee landlords were often cited as a primary cause of blighted housing. Emergency services and code enforcement staff identified two factors that seem to be driving the lack of investment in rental property. First, because the demand for affordable housing in Bath is so high, landlords have little financial incentive to improve their buildings to stay competitive.

Second, many landlords are facing financial hardship themselves and do not have the resources to make capital investments on their rental properties. Nevertheless, many of the calls reported to the code enforcement office regarding housing conditions in rental units deal with routine maintenance and care issues that speak more to property management neglect over time (which can eventually lead to major, costly repairs in the future).

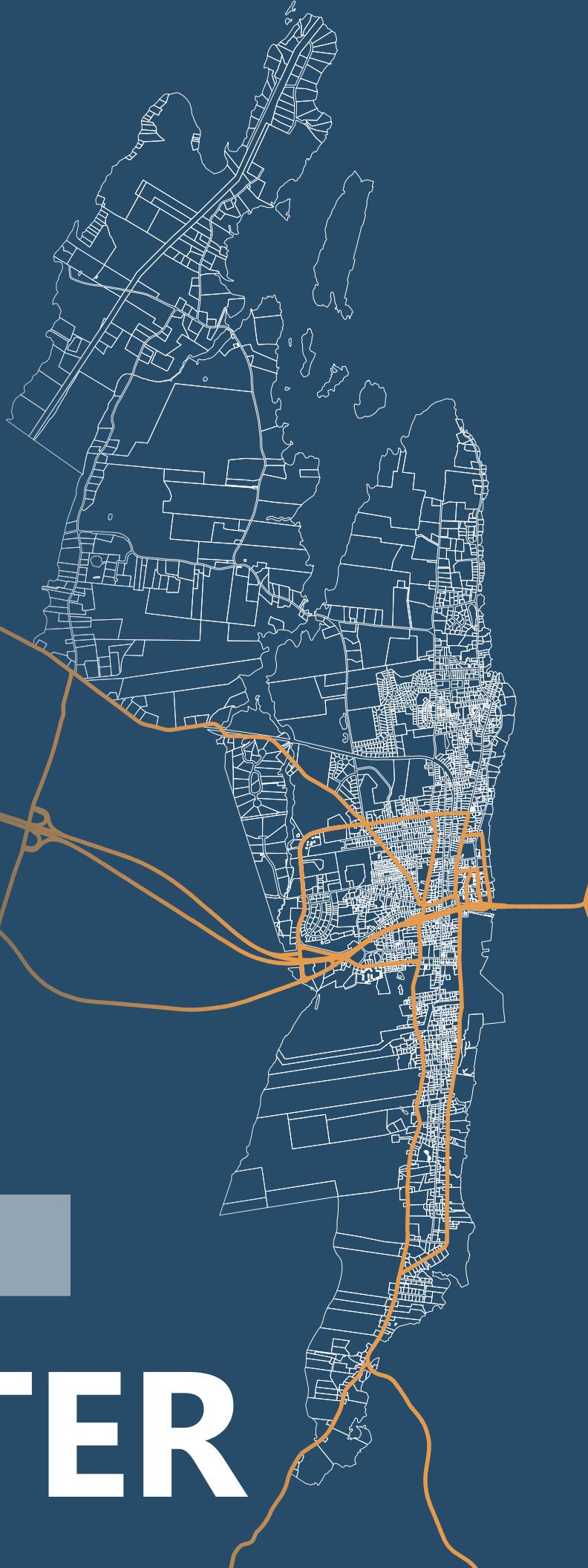
In sum, Bath has a highly diversified housing stock in terms of age, quality, type of dwelling unit, and type of residential neighborhood. Bath's older homes often add charm to a neighborhood, but they also present challenges, mainly related to the cost of upkeep and incompatibility with the growing need for smaller, more accessible units.

Among low-income households, housing units are not only in short supply, there are major issues with housing quality. Due to a combination of poor property management and disincentives for investment (e.g., high rental housing demand and the financial constraints of property owners), many renters live in blighted housing.



Photo: City of Bath

# CHAPTER



# CHAPTER IV

## HOUSING AFFORDABILITY

MEDIAN HOUSEHOLD INCOME IN THE CITY OF BATH HAS **INCREASED AT A SLOWER RATE OVER THE LAST SEVERAL YEARS AS COMPARED WITH COMMUNITIES IN THE HOUSING MARKET AREA AND IN THE STATE OF MAINE.**

Housing affordability is measured by comparing the cost of housing relative to household income. A housing cost burden is considered to occur when 30% or more of household income is used to cover housing expenses. A severe housing cost burden occurs when more than half of household income is used to pay for housing. Affordability is therefore affected by changes in household income and in the cost of housing.

Overall median household income in Bath has increased at a slower rate compared with the Housing Market Area and state (Table 12). In 2013, Sagadahoc County had a healthy ratio between median household income and median home prices. A typical home in the county cost roughly \$161,000 while the median household income was slightly above \$55,000—21% higher than was needed to comfortably afford an average home. Across the state, the median household income was 3% lower than what was needed to afford a typical two-bedroom home (Table 13).

Table 12: Median Household Income and Consumer Price Index Change 2000-2012

	2000	2012	% Δ	CPI Δ
Maine	\$37,240	\$48,219	+29%	+37%
Bath	\$36,372	\$44,410	+22%	+37%
HMA	\$41,683	\$53,071	+27%	+37%

*CPI Data reflects New England Urban area average inflation between 2000-2012*

*Source: U.S. Census, & U.S. Department of Labor*

Table 13: Home Ownership Affordability Index, 2013

	Index: Income vs. Home Price	Median Home Price	Household Median Income	Income to Afford Med. Home	Unaffordable Homes Sold (% Total)
Sagadahoc County	<b>1.21</b>	\$161,000	\$55,054	\$45,384	35.5%
Maine	<b>0.97</b>	\$169,900	\$47,728	\$49,034	52.4%

*Source: Maine State Housing Authority*

A location quotient (LQ) is a comparative tool that can be used to test the availability of housing options based on various price points in different geographic areas. The LQ can be used to gauge how housing affordability in Bath compares to the county average. An LQ below 1.0 indicates that, compared with the county, a smaller share of Bath's housing stock is priced in a certain category. An LQ above 1.0 indicates that a larger share of Bath's housing stock falls within a price category compared to the. In other words, if 20% of Bath's housing stock is "affordable", and 10% of the county's stock is "affordable", Bath would have an LQ of 2.0 (20% divided by 10%) in the "affordable" housing category.

Table 14 summarizes the location quotients across a variety of housing price points for Bath compared to Sagadahoc County. Bath has 33% more of its housing stock valued between \$80,000 and \$200,000 (lower value categories) compared to the county. Conversely, the HMA has a greater concentration of expensive homes compared to the county. Despite the high concentration of lower-cost housing in the city, affordability remains a critical issue in Bath because of the number of households living below the poverty line and the limited supply of housing. For both homeowners and renters, the number of households facing a severe housing cost burden rises sharply as household median income falls below 50% of HAMFI (see Figures 27-28 – also Appendix E for detailed numbers).

**DESPITE THE HIGHER CONCENTRATION OF LOWER-COST HOUSING IN BATH RELATIVE TO THE COUNTY, AFFORDABILITY REMAINS A CRITICAL ISSUE BECAUSE OF THE NUMBER OF HOUSEHOLDS LIVING WITH MEDIAN INCOMES BELOW THE POVERTY LINE.**

Table 14: Location Quotient, Number of Owner-Occupied Units by Property Value Range versus Sagadahoc County, 2012

Owned Property Value	Sagadahoc	Maine	Bath	HA	HMA
<\$80,000	1.00	1.67	0.71	0.80	1.19
\$80,000 - \$199,999	1.00	0.95	1.33	0.70	0.84
\$200,000 - \$299,999	1.00	0.89	0.73	0.86	1.02
\$300,000 - \$499,999	1.00	1.00	0.86	1.17	1.15
\$500,000+	1.00	1.02	0.67	2.02	1.72

Source: U.S. Census 2012

Fig. 28: Housing Cost Burden (Housing Cost/Household Income), Owners, 2012, Bath  
Source: U.S. Census, 2012

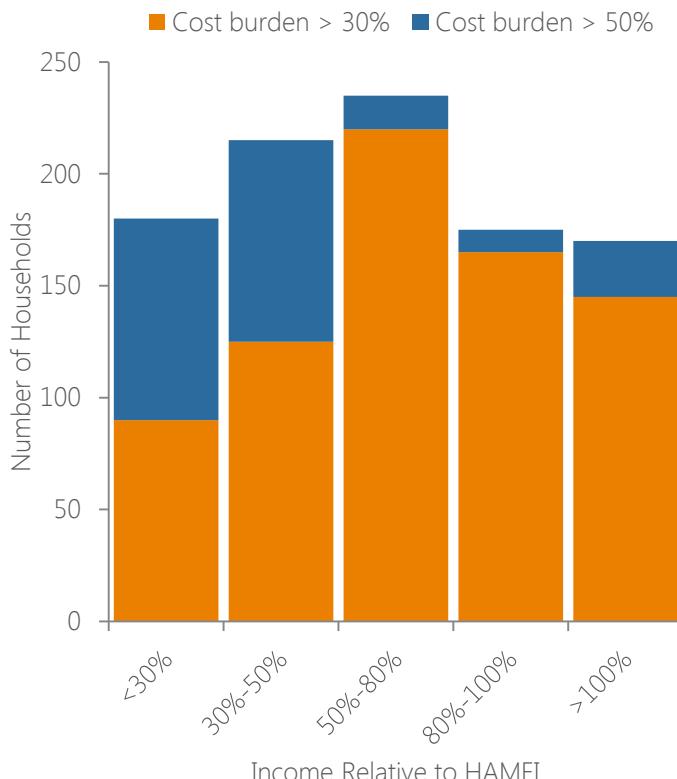
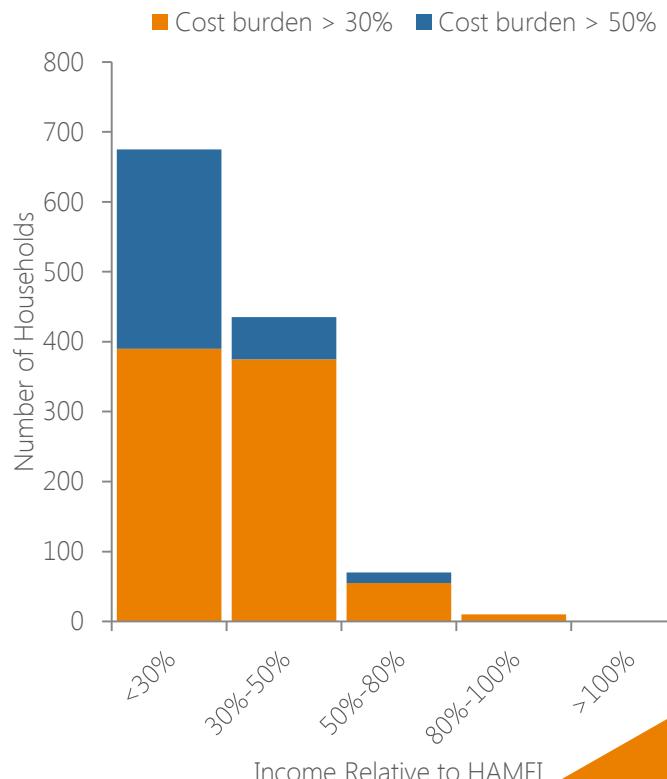


Fig. 28: Housing Cost Burden (Housing Cost/Household Income), Renters, 2012, Bath  
Source: U.S. Census, 2012



## Homeowners

For homeowners, several factors—such as mortgage costs, utilities, property taxes, and insurance—determine housing cost. Compared to the HMA, Bath homeowners face slightly lower overall housing costs but the impact of utilities, taxes, and insurance on housing costs is higher (Figure 29-30). There is no evidence to support the notion that property taxes are the primary differentiating factor of these costs (see the discussion in Chapter VIII). Furthermore, property taxes in Bath contribute to increased access to services, such as (albeit limited) public transit and curbside waste pick-up.

It is also not the case that Bath has a higher proportion of homes using costlier heating fuels—the city is on pace with other communities in the county in the adoption of lower-cost heating fuels for homes (Table 15).

Table 15: Heating Fuels Used in Households, Bath and Sagadahoc County, 2012

	Bath		Sagadahoc County	
	Households	% Total	Households	% Total
Utility Gas	58	1%	377	3%
Bottled, Tank, or LP Gas	557	14%	1,540	10%
Electricity	244	6%	552	4%
Fuel Oil, Kerosene, Etc.	2,721	68%	10,276	69%
Coal or Coke	0	0%	37	0%
Wood	93	2%	1,637	11%
Solar Energy	0	0%	6	0%
Other Fuel	33	1%	79	1%
No Fuel Used	275	7%	296	2%

Source: U.S. Census, 2012

Fig. 29: Monthly Housing Costs  
(Loan, Taxes, Insurance, & Utilities)  
Source: U.S. Census, 2012

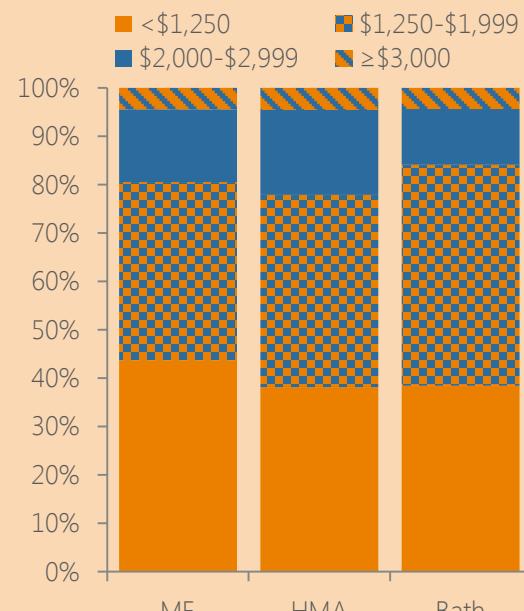
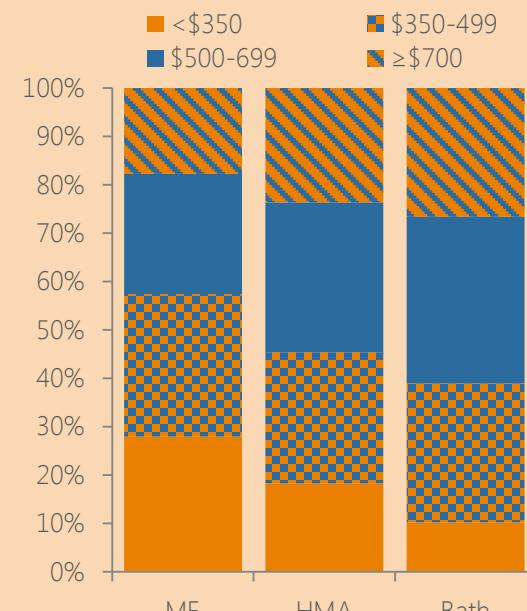


Fig. 30: Monthly Housing Costs  
(Taxes, Insurance, & Utilities)  
Source: U.S. Census, 2012



## COST OF HOUSING

Figures 29 and 30 help explain the makeup of housing costs for Bath area households. While the overall costs in Bath are similar to communities in the Housing Market Area (HMA), operational and maintenance costs tend to be higher. The burden of upkeep erodes housing affordability generally, but particularly among elderly residents.

**HOUSING OPERATING COSTS (UTILITY BILLS, MAINTENANCE AND REPAIR WORK, ETC.) POSE MAJOR ISSUE FOR AFFORDABILITY IN BATH. AMONG LOWER-INCOME RESIDENTS, THE INABILITY TO MANAGE THESE COSTS LEADS TO NEGLECTING UPKEEP, WHICH CONTRIBUTES TO LONG TERM HOUSING DETERIORATION**

So what explains higher ancillary housing costs in Bath? The difference in the type of housing that is being warmed and cooled throughout the year is important. Bath's large, older homes are simply more costly to heat and air condition than newer, more efficient homes.

Focus groups conducted with representatives from United Way in Bath and the Bath Senior Center found that the operating cost for housing (utility bills, maintenance and repair work, etc.) was a major issue for housing affordability in Bath. For lower-income residents covering these costs may mean neglecting routine repairs and other upkeep, which can lead to long term housing deterioration. For other households, variable ancillary costs have led to increasing financial insecurity. Representatives at the Healthy Family Network noted in interviews that they have seen a marked increase in the demand for fixed-cost rental housing that give families a better chance of organizing and maintaining a limited budget.

### Renters

Compared with the HMA, more of Bath's rental housing stock falls in lower cost categories (Figure 31). Across Sagadahoc County, the index of renter median income to average unit rent for a 2-bedroom unit is 0.7. That is to say, the median monthly household income in the county is well below the level needed to cover the cost of an average rental apartment for a family (Table 16).

Table 16: Rental Housing Affordability Index, 2014

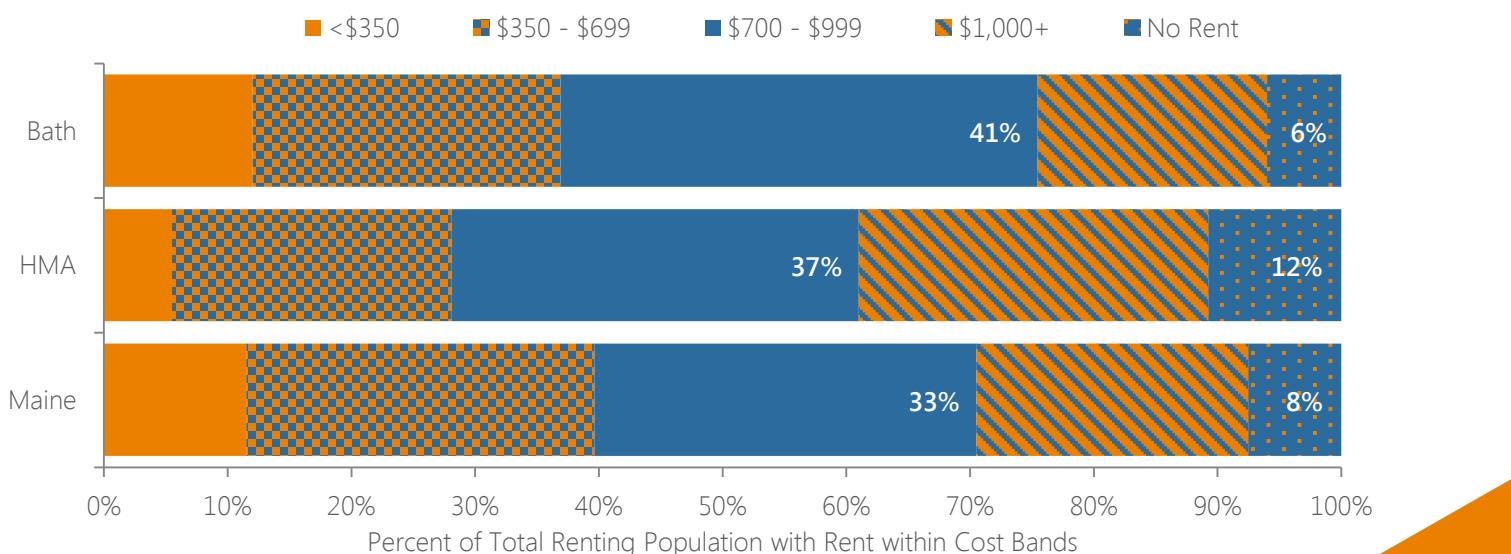
	Index: Income vs. Avg. Rent	Avg. 2BR Rent w/ Utilities	Renters Median Income ('12)	Income to Afford Avg. 2BR Unit
Sagadahoc Metro	0.70	\$824	\$22,984*	\$32,960
Maine	0.76	\$848	\$25,791*	\$33,928

\* Median renter household income, 2012 dollars, 3-year Estimate average

Sources: National Low Income Housing Coalition, "Out of Reach: 2014", 2014 American Community Survey, 2012

Fig. 31: Average Gross Rents, 2012

Source: U.S. Census, 2012



Housing needs change as we age. Interviews with local housing and poverty assistance groups frequently cited mobility and housing maintenance costs as critical issues for older (especially lower-income) residents in Bath. Although the city's urban amenities were cited valuable assets because they make important services available and create an attractive place to live, the housing and poverty assistance groups noted that many elderly residents were home-locked because walkways were not properly maintained throughout the year. They stressed the need for more sidewalks and regular maintenance of walkways to ensure that mobility-impaired residents can navigate their neighborhood<sup>5</sup>.

**FORECLOSED PROPERTIES FACED SEVERAL FACTORS THAT MADE THEM LESS MANAGEABLE FOR THE PROPERTY OWNER. THESE INCLUDE:**

- + TYPICALLY LARGE HOMES
- + HIGH OPERATING COSTS
- + OLDER BUILDINGS
- + MAJOR REPAIRS NEEDED
- + NEGLECTED MAINTENANCE
- + FINANCIALLY STRESSED LANDLORDS
- + UNSTABLE TENANCY
- + POOR TIMING OF PROPERTY PURCHASE IN THE MARKET

Housing in which laundry and other facilities are located on separate floors from living areas creates problems for elderly and mobility-impaired occupants as well<sup>6</sup>. This issue disproportionately impacts elderly residents who face higher rates of physical disability. Home maintenance also becomes more difficult as people age. Many older homeowners lose the ability to take on physically-demanding home repair tasks and thus must turn to hired contractors to complete the work. For households living on a fixed and limited income, hiring professional help can be cost prohibitive, leading to neglected repairs and deteriorating housing.

### Foreclosures

In Bath, the 2008 recession created significant financial hardship on a number of residents, leading to a dramatic increase in home foreclosure. Looking at these properties, there is no prototypical “foreclosure property” in Bath. Properties that were foreclosed upon faced a confluence of several issues (large homes with high operating costs, older buildings in need of major repairs, neglected maintenance, financially stressed landlords, difficulty finding stable tenancy, poor timing of housing purchase in the market cycle, etc.). Just as Bath Housing and municipal staff could not identify a geographic pattern to the location of blighted properties, no clustering of home foreclosures can be found in Bath. For maps identifying the location of foreclosed properties in the city, consult Appendix D.

Table 17 summarizes the characteristics of foreclosed residential properties against all other properties in the city. Foreclosed homes tend to be lower-value properties, with a slightly higher percentage of non-Bath ownership. This echoes “absentee landlord” concerns raised by many officials during interviews conducted for this study.

Foreclosed buildings tend to be of similar vintage to non-foreclosed properties, and the unit sizes are also similar. Nearly twice as many multi-unit properties were foreclosed upon than single-family homes or condominiums, suggesting that it has been difficult to retain tenants throughout the recession.



Photo: City of Bath

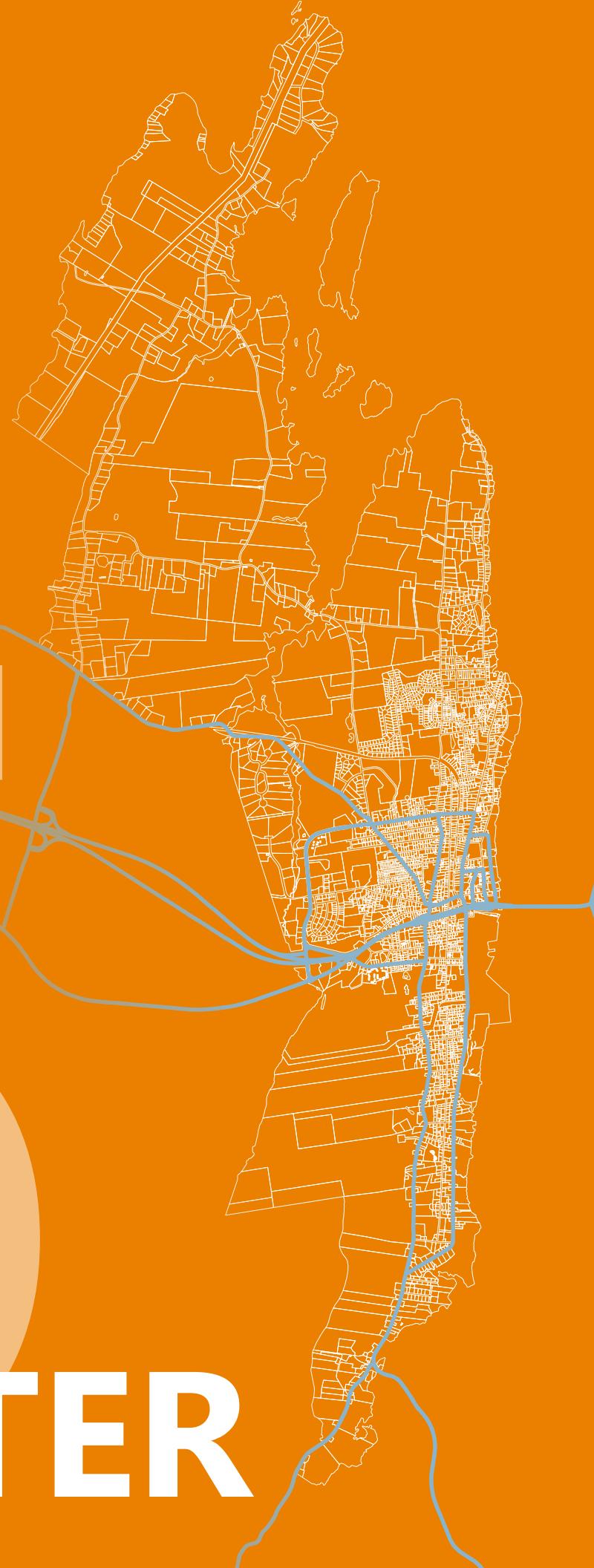
Table 17: Foreclosures in Bath, ME Compared with All Properties and Dwellings (in Commercial and Residential Buildings)

	Dwelling Foreclosures	All Dwellings	All Foreclosures	All Parcels
Total Properties	<b>36</b>	2890	132	3594
Average Parcel Acres	<b>0.17</b>	0.72	0.33	1.51
Appraised Land Value	<b>\$ 25,539</b>	\$ 38,320	\$ 29,633	\$ 74,935
Appraised Building Value	<b>\$ 120,903</b>	\$ 141,428	\$ 132,917	\$ 256,044
Appraised Total Value	<b>\$ 146,442</b>	\$ 179,734	\$ 162,551	\$ 330,406
Bath Owner	<b>24 (67%)</b>	2,348 (81%)	80 (61%)	2,786 (78%)
Non-Bath Owner	<b>12 (33%)</b>	542 (19%)	52 (39%)	808 (22%)
Maine Owner	<b>31 (86%)</b>	2,699 (93%)	104 (79%)	3,328 (93%)
Out-of-State Owner	<b>5 (14%)</b>	191 (7%)	28 (21%)	266 (7%)
Avg. Living Area (ft2)	<b>1,647</b>	1,758	-	-
Avg. Year Built	<b>1920</b>	1916	-	-
1-Unit	<b>27 (75%)</b>	2,488 (86%)	105 (81%)	2,480 (84%)
Multi-Unit	<b>9 (25%)</b>	395 (14%)	25 (19%)	468 (16%)
Sold After 12/31/2006	<b>23 (68%)</b>	880 (36%)	-	-
Sold Before 1/1/2007	<b>11 (32%)</b>	1,554 (63%)	-	-
Grade Good+	<b>1 (3%)</b>	644 (22%)	-	-
Grade Below Good	<b>35 (97%)</b>	2,246 (78%)	-	-

Source: City of Bath, Assessing Database

Roughly two-thirds of foreclosed properties were purchased after December, 2006 (during the recession years), while the reverse is true of non-foreclosed properties. Considered alongside the prevalence of non-Bath owners, these trends suggest that a number of lower-income migrants came to Bath shortly before the recession, financed new home purchases, and then were not able to retain their properties through the housing crash. Maintenance costs appear to be a factor as well; virtually all of the foreclosed housing stock was assessed to be of less than “good” condition, compared with 78% of the full residential housing stock.

# CHAPTER



# CHAPTER V

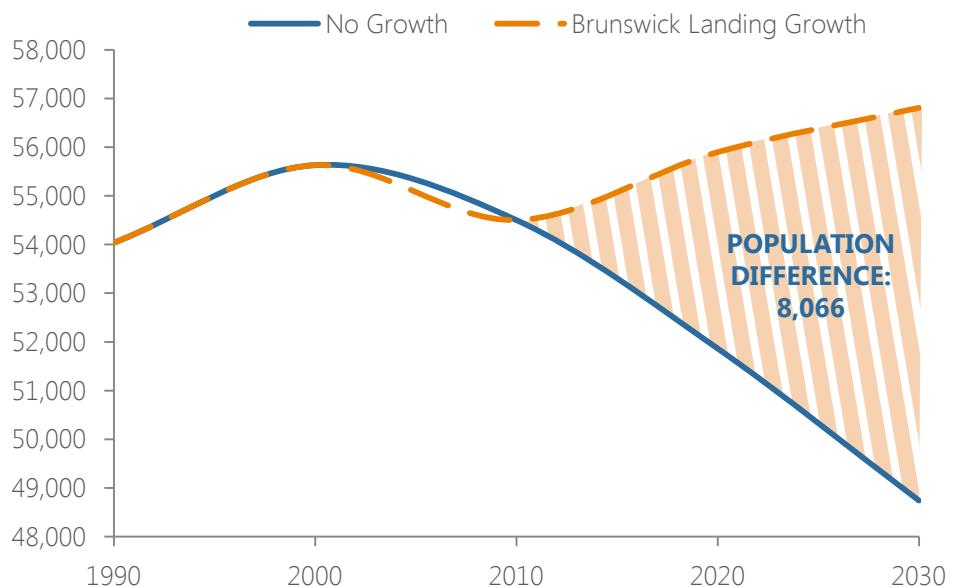
THE STATE'S POPULATION PROJECTIONS FOR THE BATH AREA DO NOT TAKE INTO ACCOUNT THE GROWTH OF THE BRUNSWICK NAVAL AIR STATION OVER THE NEXT 20 YEARS. PDI PROJECTED THAT THERE WOULD BE OVER 1,500 NEW JOBS CREATED AT THE BASE BY 2030. SO FAR, THE PACE OF JOB GROWTH HAS EXCEEDED THESE PROJECTIONS

## FUTURE HOUSING DEMAND

Bath's housing market has been through a range of ups and downs. Now, coming out of the recession, and with an aging population, there will be a new outlook on housing demand. This section explores those trends.

There is one publicly available population projection for the communities in the Bath Housing Market Area. The reports were produced by the Maine Office of Policy and Management (the successor to the Maine State Planning Office<sup>7</sup>) in February, 2013 and are based on population projections for each county. The calculations used trend data from 1990 to 2010 showing changes in the share of the county population in each community. The Bath-Brunswick area data is strongly influenced by the effects of the gradual phase-out of the Naval Air Station, which took place between 2005 and 2009. As a result, the state projections for communities in the area forecast a continuing loss of population into the future (Figure 32).

Fig. 32: Two Population Futures for Bath HMA  
No Growth (Maine Office of Policy and Management) and  
Brunswick Landing Growth (PDI)



<sup>7</sup> The report is available online at [www.maine.gov/economist/projections/index.shtml](http://www.maine.gov/economist/projections/index.shtml)

<sup>8</sup> MRRA. (2014, April 29). *Redevelopment News: Employment, Business Activity on Rise at Brunswick Landing*

The state's projections do not take into account the effects of the Naval Air Station redevelopment over the next 20 years. Planning Decisions projected in 2010 that there would be over 1,500 new jobs at Brunswick Landing by 2030 (as part of a business plan included in the application to the Navy for the conveyance of the property). So far, the pace of job growth has exceeded the projections. PDI anticipated that there would be 303 jobs in place by the end of 2014; as of the summer of 2014, there are 41 businesses with over 200 jobs on site currently, with a projected job total of 750 by the end of the year<sup>8</sup>. Brunswick Landing has been one of the most successful base redevelopment projects in its peer group from 2005, and certainly is the most successful job creation site in Maine.

Brunswick Landing has been one of the most successful base redevelopment projects in its peer group from 2005, and certainly is the most successful job creation site in Maine.

In 2009, Planning Decisions looked at an earlier iteration of state projections, and estimated the difference that the base redevelopment would make. PDI estimated that the region would gain 190 additional households per year over what the state was projecting because of the base redevelopment and other economic development activities in the region.<sup>9</sup>

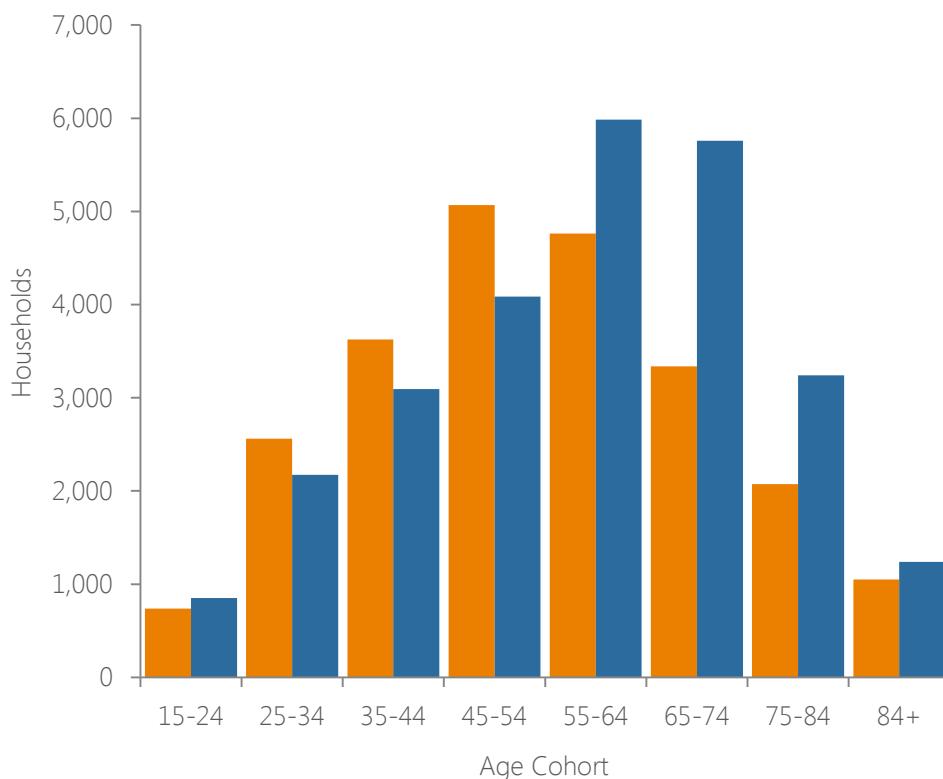
**THE BATH-BRUNSWICK REGION APPEARS HEADED FOR A PERIOD OF POPULATION GROWTH, NOT DECLINE, BY THE ORDER OF 3,000 NEW PEOPLE OR 4,000 NEW HOUSEHOLDS IN THE REGION**

Factoring these additional households, the Bath-Brunswick region appears headed for a period of population growth, not decline (Figure 33). This means a population growth of 3,000—not a decline of 5,000—and 4,000 new households in the region instead of a loss of 2,000 households. Recent improvement to the employment outlook at Bath Iron Works (600 new jobs projected as of the spring of 2014) has not been included in this revised projection, but it gives further support to a more positive population outlook over the next twenty years.

Modest population growth, rather than decline, will likely define the HMA in the coming decade. However, the current demographic profile of the region is not likely to remain the same. Future growth will be heavily weighted to older age cohorts. Households headed by individuals under the age of 55 will shrink markedly. As the area gains 5,000 additional households with members over age 55, it will experience a loss of 1,800 households with members in younger cohorts. Of course, this language of “gain” and “loss” can be misleading. Most of this change is not due to movement in or out of the region, it is simply due to the aging of the existing population.

**Fig. 33: Bath HMA Households by Age, 2010-2020**

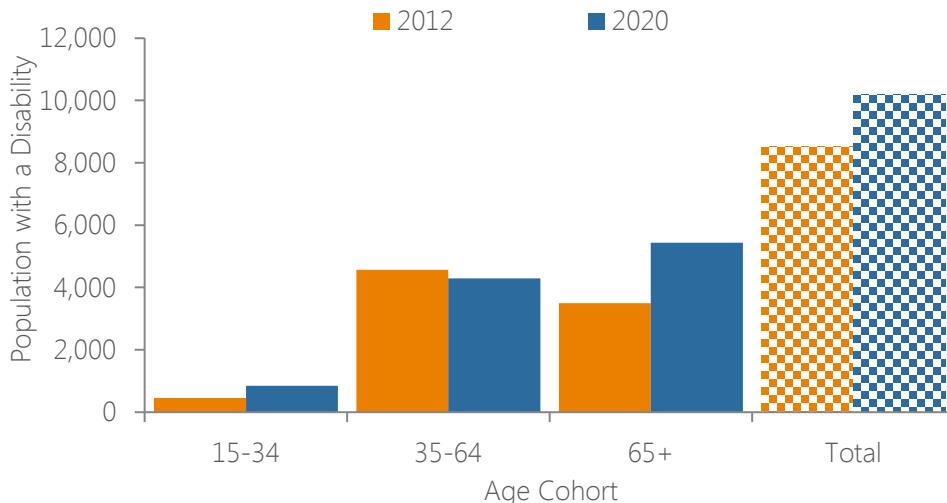
■ 2010 (Census actual) ■ 2020 (PDI projected)



<sup>9</sup> Development Synergies LLC. (2009). *Brunswick Naval Air Station Housing Disposition and Redevelopment Plan*, pp 43-51

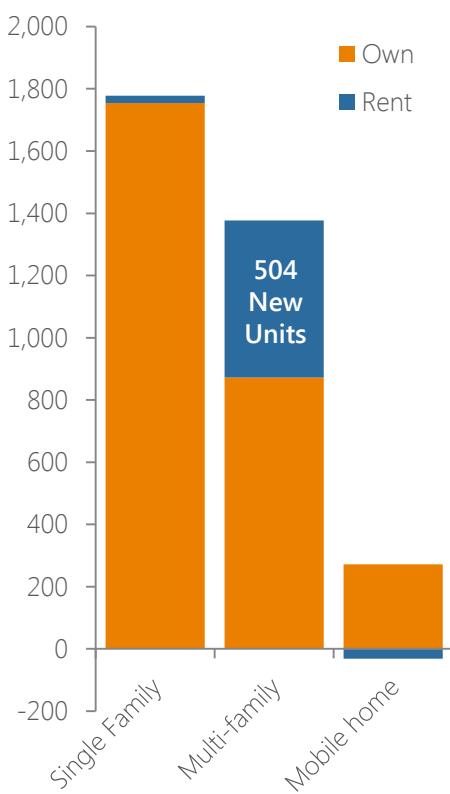
As we have seen, an older population is a population with higher rates of sensory, cognitive and physical disabilities. By 2020, there are projected to be 1,600 more people in the HMA with disabilities – a 20% increase from the previous decade (Figure 34). The increase will occur largely among residents aged 65 and older—a 55% increase for this group over the previous decade.

**Fig. 34: Bath and HMA Households With Disabilities by Age Cohort, 2012-2020**



THE OLDER HOUSING THAT EXISTS IN BATH—PREDOMINANTLY LARGE, MULTI-STORY, HIGH-MAINTENANCE BUILDINGS—WILL NEED REHABILITATION AND ALTERATION IN ORDER TO BE MARKETABLE TO OLDER DEMOGRAPHICS.

**Fig. 35: Projected New Demand by Housing Type, HMA, 2020**



People with disabilities need housing on a single floor, that is easy to maintain, and has accessible bathrooms and doorways. The older housing that exists in Bath—predominantly large, multi-story, high-maintenance buildings—will need rehabilitation and alteration in order to be marketable to this demographic.

In terms of future demand, the area has traditionally favored owner housing (72% homeownership in 2010). There is no reason to think that this will change significantly in the coming ten years. However, the area has also tended to favor single family homes, which is likely to change in the near future. With rising demand for affordable, accessible, low-maintenance units located near services (where land is hard to find), multifamily housing will increase as a share of the owner market in the HMA. Planning Decisions projects that 30% of the owner market will be in attached or multifamily housing from 2013-2020 (Figure 35).

Interviews with real estate agents active in the Bath housing market identified the vibrant downtown area as a “unique and meaningful asset to the community”. The more urban- or village-oriented housing model is a market that Bath, with limited available land but an attractive downtown and riverfront, can compete for effectively.

# CHAPTER



# CHAPTER VI

## UNMET HOUSING NEEDS

Given the market background provided in previous chapters, what can be learned about unmet needs for housing among Bath residents? This chapter summarizes the needs that have been identified and highlights critical housing issues that must be addressed to meet those needs.

### Affordability: A Major Problem in Bath

A LARGE NUMBER OF BATH RESIDENTS RESIDE IN DWELLINGS WITH SUBSTANDARD HOUSING CONDITIONS. APPROXIMATELY 1 IN 8 HOMEOWNERS IN BATH (12%) LIVE IN HOUSING WITH AT LEAST ONE "SEVERE PROBLEM"

<sup>10</sup> The four "serious housing problems" are: incomplete kitchen facilities; incomplete plumbing facilities; more than 1 person per room; and a housing cost burden greater than 30% of household income. The four "severe housing problems" are: incomplete kitchen facilities; incomplete plumbing facilities; more than 1.5 persons per room; and housing cost burden greater than 50% of household income. The housing cost burden is the ratio of housing costs to household income. For renters, housing cost refers to gross rent (contract rent plus utilities) and for homeowners the housing cost is "select monthly owner costs" which includes mortgage payment; utilities; association fees; insurance; and real estate taxes.

A large number of Bath residents reside in dwellings with substandard housing conditions. Approximately 1 in 8 homeowners in Bath (12%) live in housing with at least one "severe problem" (the homeowner may be paying over half of their income to cover housing costs, or the home is overcrowded, or the building lacks kitchen and plumbing facilities), and 1 in 3 (35%) live in homes with a "serious problem."<sup>10</sup> The ratios are higher among renters; 1 in 4 (25%) face severe housing problems, and 1 in 2 (52%) live with serious housing problems (Figures 36-37).

Fig. 36: Bath Households With a Housing Problem, 2014

Source: U.S. HUD, 2014

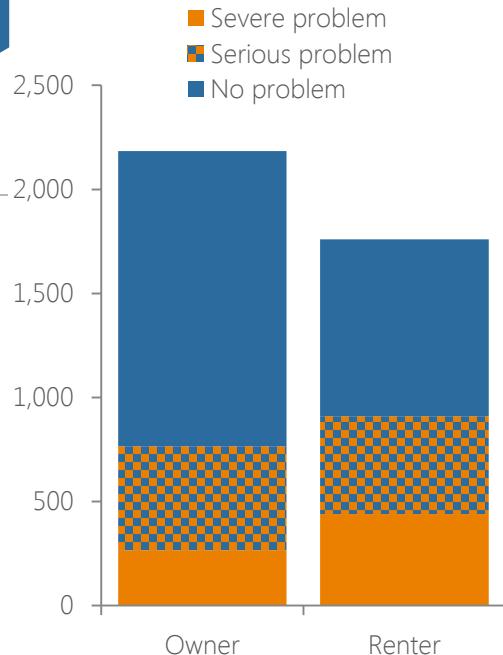
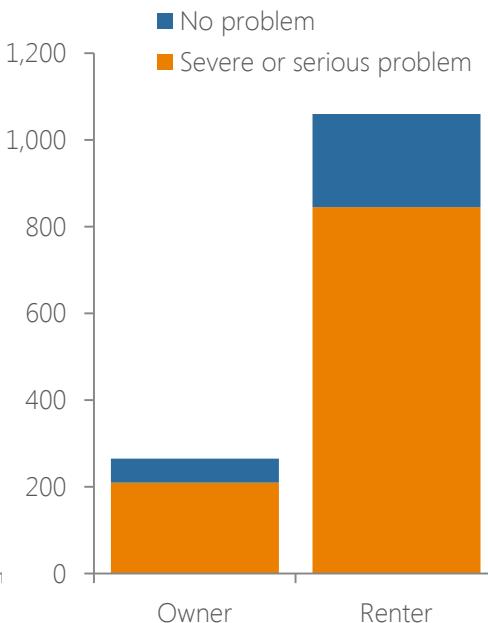


Fig. 37: Bath Households with Income <50% HAMFI with a Housing Problem, 2014

Source: U.S. HUD, 2014



MOST HOUSING IN THE CITY OF BATH AND ELSEWHERE IN THE US CAN BE CONSIDERED “SUBSIDIZED” HOUSING. FEDERAL PROGRAMS OFFERING FINANCIAL ASSISTANCE TO APARTMENT UNITS AMOUNTED TO \$46 BILLION IN 2010 . THAT SAME YEAR, THE FEDERAL SUBSIDY FOR MORTGAGE INTEREST AND PROPERTY TAXES PAID BY MIDDLE INCOME HOMEOWNERS TOTALED OVER \$300 BILLION.

Most of the problems have to do with affordability. One fifth (20%) of all renters pay over 50% of household income toward rent. Of all of those reporting a problem, 91% of renters and 97% of owners are experiencing an affordability problem. Housing problems are particularly severe among low income people. About 4 in 5 people with incomes below 50% of the area median household income (roughly households with an income of \$35,000 and under) are experiencing a housing problem in Bath. Those who are not experiencing a problem most likely live in some form of subsidized housing.

### Subsidized Rental Housing: Source of Decent & Affordable Housing

A seldom realized fact is that most housing in the City of Bath and elsewhere in the United States can be considered “subsidized” housing. Federal programs run by the Department of Housing and Urban Development (HUD) offer financial assistance to many apartment units, amounting to a total cost to the department of \$46 billion in 2010<sup>11</sup> . That same year, the federal subsidy for mortgage interest and property tax expenses paid by middle income homeowners totaled over \$300 billion<sup>12</sup>. While federal and state governments are helping both owners and renters afford housing, the largest subsidies are provided to homeowners.

Around 23% of Bath renters receive rental assistance through federal subsidies overseen by HUD and the Rural Development (RD) program (Table 18). Rental assistance covers housing expenses for qualified renters living in modest apartments when the housing costs exceed 30% of the tenant household income. Another 12% of rental units in Bath receive other subsidies, such as tax credits, which help reduce the overall rental costs, but may still cost the tenant up to 40% of their household income.

Table 18: Subsidized Rental Housing in Bath Housing Service Area, 2014

Subsidy	Housing Property	Rent Assistance	Other Subsidy	Total	Type
Senior	Plant Home	0	47	47	LIHTC
	Washington House	53	0	53	
	Anchorage	40	0	40	
	Moorings	40	0	40	
	Dike's Landing	18	0	18	
	Seacliff (40)	40	0	40	
	Oak Ridge	30	0	30	
	<b>Subtotal</b>	<b>221</b>	<b>47</b>	<b>268</b>	
Family	Maritime Apartments	80	54	134	LIHTC
	Oak Grove Commons	15	19	34	
	Glynn Courtyard	0	69	69	
	Academy Green	2	22	24	
	Evergreen Woods	0	8	8	
	Gilbert Place	0	5	5	
	Seacliff (10)	10	0	10	
	<b>Subtotal</b>	<b>107</b>	<b>177</b>	<b>284</b>	
Vouchers		114	0	114	RD515
	<b>TOTAL</b>	<b>442</b>	<b>224</b>	<b>666</b>	
	<b>% Rental Stock</b>	<b>23%</b>	<b>12%</b>	<b>35%</b>	

Note: All properties are located in the City of Bath

Source: Bath Housing, 2014

**ASSISTED HOUSING LIKE THAT OFFERED BY *BATH HOUSING* WAS ONCE THE “HOUSING OF LAST RESORT” FOR PEOPLE THAT COULD NOT FIND OR AFFORD SUITABLE HOUSING. DUE IN PART TO CHANGES IN FEDERAL REGULATIONS FOR SUBSIDIZED HOUSING, IT HAS BECOME MORE DIFFICULT TO QUALIFY FOR HOUSING MANAGED BY ORGANIZATIONS LIKE *BATH HOUSING***

A high proportion of those receiving assistance in Bath are disabled. Over half (55%) of households in which the head-of-household is aged 62 and younger and is receiving rental assistance from the Bath Housing Authority (BHA), has a household member with a sensory, cognitive, or ambulatory disability. Among elderly households, about a third (34%) has a member with a disability. The proportion of people with disabilities is higher among those residing in public housing compared with renters enrolled in the voucher program<sup>13</sup>.

Most residents in the housing service area that receive BHA assistance—who are neither elderly nor disabled—are employed. There are 33 BHA tenants working in nearby convenience stores, grocery stores, car dealerships, clothing stores, nursing homes, financial services offices, cleaning businesses, schools, day cares, and social service agencies. Their economic activity contributes to local retail sales revenues, as well as state sales and income tax receipts. Of the 33 working tenants, 27 are women; 25 tenants have children and therefore must balance work and family life.

New federal and state laws are making it tougher for households to qualify for rental assistance programs. In addition to meeting the “low-income” test, applicants for housing assistance must demonstrate that they are responsible and law-abiding. People with records of drug or sex abuse, other criminal behavior, credit and financial problems, and prior eviction, are not eligible for housing assistance. Because these individuals do not qualify for assisted housing, they are increasingly turning to the private housing sector or other alternatives.

Several landlords interviewed in the course of this study noted an increase in the number of inquiries for housing from tenants that failed to qualify for housing assistance. One reported “more bad applicants than before;” another “a lot of shelter/homeless calls;” and a third informant noted “more applicants with criminal records.” Few of the landlords interviewed were interested in renting to these individuals—they were seen as a liability.

<sup>13</sup> The voucher program provides qualified applicants with financial assistance toward housing costs in private housing units

<sup>14</sup> MacArthur Foundation. (September, 2013). *How Housing Matters: Policy Research Brief*. Retrieved from [www.macfound.org/media/files/HHM\\_Research\\_Brief\\_-\\_September\\_2013.pdf](http://www.macfound.org/media/files/HHM_Research_Brief_-_September_2013.pdf)

Assisted housing like that offered by Bath Housing was once the “housing of last resort” for people that could not find or afford suitable housing. Due in part to changes in federal regulations for subsidized housing, it has become more difficult to qualify for housing managed by organizations like BHA. Individuals that do not qualify—the “difficult to house”—have extremely limited options available and many resort to homelessness. When asked to comment on the state of housing in Bath, fire and rescue (EMS) personnel working for the City commented on the sharp increase in the rate of poverty over the last several years.

EMS staff also pointed out that more and more, city-wide service calls are dealing with domestic violence, mental health, and substance abuse cases. One EMS personnel made a direct link between poverty and drug use, saying that many Bath residents have “given up” and resort to drugs and alcohol to cope. Housing insecurity can exert considerable stress on a household, and it likely plays an important role in the recent rise in domestic violence and substance abuse cases seen in Bath. Research published by the MacArthur Foundation examined the linkages between emotional and behavioral problems in children and five housing characteristics (affordability, quality, stability, ownership, and availability of housing subsidies). The study found that poor housing quality is the most consistent and strongest predictor (among those studied) of emotional and behavioral problems in low-income children and youth. Much of the association between poor quality and unstable housing and children’s well-being operates through parental stress and parenting behaviors<sup>14</sup>.

## The Overall Rental Market in Bath: Diminishing Supply

Further still, low-income or difficult-to-house individuals must compete in an increasingly tight rental housing market. Bath has seen a rise in the number of higher-income renters, including homeowners looking to downsize into an apartment, new BIW employees relocating to the city, and others. All of these prospective tenants are looking for bargains, but higher income renters can afford more and tend to be more attractive to a landlord due to their perceived financial security.

**BATH RENTS ARE LOWER THAN NEIGHBORING COMMUNITIES IN SOUTHERN, COASTAL MAINE DESPITE CONTINUING PERCEPTIONS OTHERWISE. REPORTED TWO-BEDROOM RENTS ARE \$120+/MONTH HIGHER IN BRUNSWICK AND PORTLAND COMPARED TO BATH.**

Table 19: Rent for Apartments in Bath, 2014

Projects	Units	Vouchers in units		1 BR		2 BR		3 BR	
		BHA	Other	#	Rent	#	Rent	#	Rent
9	557	78	66	104	\$ 650	295	\$ 766	146	\$ 866

*Note: All units include heat, tenant pays electricity*

*Source: Bath Housing*

One landlord commented that this is a “great time to be a landlord” in Bath. All nine of the landlords interviewed had full apartment occupancy and long waiting lists for their units. A survey of nine projects conducted by Bath Housing staff found that the highest demand was for units with subsidies attached and smaller units, that is 1-bedroom apartments (Table 19). On the other side of the coin, landlords reported difficulties with renting out tax credit-subsidized units—those that lack rental assistance—as well as apartments on the third floor. The challenges reported by landlords may be largely relative as the vacancy rates for the “difficult” units is still below 1% according to Bath Housing staff members.

Table 20: Average 2-bedroom rent with utilities, 2013

	Bath	Topsham	Brunswick	Portland	Wiscasset
Average 2Bdr Rent with Utilities	\$834	\$841	\$966	\$1,183	\$1,054
Renter Households Unable to Afford (%)	52%	n/a	58%	66%	n/a

*Source: Maine Housing Authority, 2013*

While Bath landlords and tenants complain that rents are too high, the fact is that Bath rents are lower than neighboring communities in southern, coastal Maine. Reported two-bedroom rents are \$120+/month higher in Brunswick and Portland compared to Bath (Table 20). Not surprisingly, these are the communities where new construction for private apartments is underway. It takes rent levels of \$1,500/month and higher before private investors can justify investing in new rental housing projects.

Given a market defined by –

- + generally low rent levels
- + low vacancy rate
- + growth in BIW jobs
- + growth in Brunswick Landing jobs
- + an increase in retirees looking to coastal Maine to live, and
- + the recovery of the economy generally

— higher rents can be expected in the Bath housing market over the coming decade.

## What Happens to Low-Income Renters not Served by Assisted Housing

In a market with rising rents, the ability to find housing for people already shut out of the rental market—people that do not qualify for public housing assistance—is in serious question. According to interviews conducted by City and Bath Housing officials for this study, the housing challenge for this group is growing every day.

Food banks provide an early warning system of a rise in people at risk of homelessness. The Bath Area Food Bank serves 250 families with its Mobile Food Truck program every month. Increasingly the people being served do not report having an address; many are frequently moving from one unstable situation to another. There are also more families with two working parents seeking assistance from food security and assistance organizations. The MidCoast Hunger Prevention (MHP) program in Brunswick has reported a rise in visits from dual-income households. Increasingly, many employees in the service sector are unable to make ends meet. Over the past two years, in a period of job growth and declining unemployment in Maine, the Brunswick-based program has seen 10%-12% annual increases in demand for its services. Like the Bath food bank, MHP sees many people from Tedford Shelter, as well as individuals living in their vehicles or staying at nearby campgrounds.

MHP also reported a “skyrocketing” in the number of young, 18-25 year old males, some of whom have significant substance abuse and mental health issues, requesting assistance. The Census reports 33 young people in the market area between the ages of 16 and 19 who do not have a high school degree, who are not in school or the armed services, and who are not in the labor force<sup>15</sup>, that is, individuals who are neither working nor looking for work. Similar issues—an increase in the number of “working homeless,” people needing multiple jobs to get by, more instability, security deposit issues—were raised through interviews with agents from the Healthy Family Network.

<sup>15</sup> American Community Survey, 2008-2012

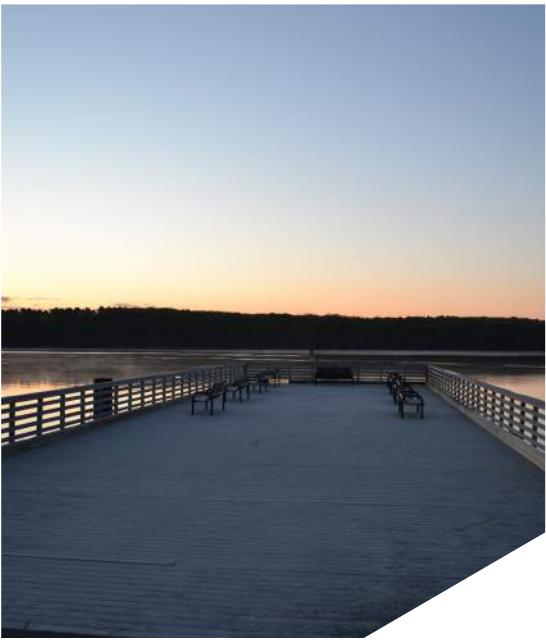
The City of Bath Fire Chief has seen a marked increase in the number of cases that his department deals with involving mental health issues, drug use, and calls for “free rides” of a non-emergency nature.



Photo: City of Bath

Housing inquiries at Bath Housing between May and September, 2014 illustrate the overall trend toward greater demand for housing assistance. Over the 133-day tracking period, Bath Housing received between one and two calls per day. In all, 150 households (45% from the City of Bath, 9% from other communities in Housing Area, and 18% from within the HMA) were put on the waiting list; of those families:

- + Half (75) had a household member with a disability;
- + Approximately half (49%) were renting; one quarter (24%) were homeless; one in six (16%) “shared” space (i.e., couch-surfed); and nearly one in ten owned a home.
- + The need to change housing was caused by a variety of issues (often multiple problems or causes were cited):
  - + The loss of a job or working hours (29)
  - + Health setbacks (24)
  - + Not in a stable situation – includes domestic violence (32)
  - + Expenses exceeded income last year (23)
  - + Housing is not in a safe and decent condition (26)
  - + Housing is not affordable (70)
  - + Other – changing family composition, need to move in with family, divorce, care-taking needs, landlord property sale, need to move out of family home (72)



The reported incidence of homelessness in Sagadahoc County is not large. The “Point-In-Time” survey conducted by the Maine Housing Authority on January 29, 2014 identified only 11 homeless people in a homeless shelter in the County. The survey also identified two Bath households not living in a shelter that were homeless, and another 16 “marginally housed” families—individuals living in jail, a psychiatric hospital ward, living with family, couch-surfing, and similar scenarios.

Photo: City of Bath

In short, there are few homeless people at any one point living in the Bath area, but there are hundreds of households on the brink of homelessness, in marginal and unstable housing situations.

### Housing and Bath’s Elderly Population

One of the most challenging issues in addressing housing issues for Bath’s elderly population is that there is significant under-reporting of need. Many elderly households are reluctant to seek assistance; resorting instead to alternative, often problematic alternatives such as keeping their homes heated to barely 50 degrees, or saving money while going hungry.

Older residents tend to face very different housing issues compared with younger and working-age residents. Bath’s elderly tend to own homes, and as they age, keeping up with maintenance costs and other demands associated with home ownership becomes more difficult. When spouses pass away many elderly are vulnerable to the psychological stresses of isolation and deprivation. At the Bath Senior Center, 11 focus group participants identified property tax and heating costs as the major housing issues. Many reported that as tax and utility costs have grown, elderly homeowners have been taking “a step backwards” financially. As residents age, they are less able to personally manage building upkeep. Routine maintenance that was done in the past by the homeowner must be done by paid contractors and other service providers, further driving up the cost of homeownership. These financial pressures have pushed many elderly residents to consider moving into rental housing, but the vast majority would prefer to stay in their homes. All eleven of the focus group respondents commented that Bath was a great place to retire, and the community was very supportive and welcoming.

Bath's religious institutions provide many services to the community including those focusing on housing issues. Representatives from these institutions concur with the findings of the Bath Senior Center focus group. The Bath Congregational Church does a lot of work with homeless individuals; the church provides assistance with couch-surfing, mental illness, developmental disabilities, post-incarceration issues, and substance abuse. The Good Samaritan Ministry assists 20 to 50 people per month with utility bills, security deposits, gas cards, and other needs. The minister of Grace Episcopal Church (GEC) has a discretionary fund to help people in financial need and those facing hardship. The GEC has found that older people are "reluctant to ask for help," but that many find themselves in housing that is "really old, under-insulated, and oil-heated." Church representatives add that the "valiant but thin" city bus is not enough to help seniors with mobility issues. Catholic Charities serves 40 seniors through its SEARCH program. One third resides in their own homes, and one third live in an apartment unit. The homeowners tend to be housebound, have limited mobility, have difficulty making it to various appointments, cannot afford heating oil, and are generally isolated (one commented that "all of my friends are dead"). Church representatives see a need for additional senior housing in Bath with access to public transportation and services. Financial and other resources are also needed to help elderly homeowners maintain and adapt older homes.



Photo: City of Bath

<sup>16</sup> City of Bath. (2009). *Comprehensive Action Plan: Chapter 4*, pp. 7

Habitat for Humanity is one source of resources for improving housing quality and conditions. Their "Stay At Home" program helps seniors weatherize homes and complete basic repairs. Habitat described the demand for these services as immense—120 people are currently on the waiting list, and new calls are received every day. The group needs more money and land to expand the program. Callers with mental health issues (such as hoarding), or those facing homelessness, have needs that reach beyond Habitat's service capacity.

### Subsidized Housing: Can There Be Too Much?

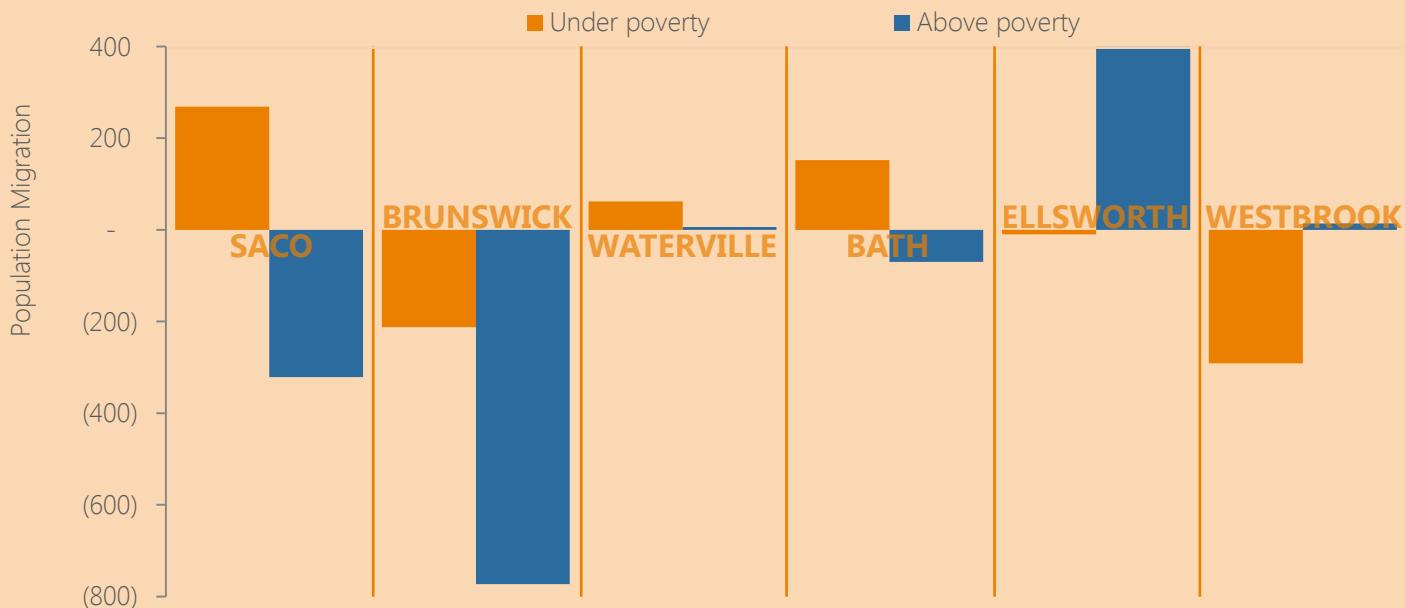
There are many possible answers to the worsening situation of poor people in Bath and surrounding towns. These programs include those designed to help people stay in their homes, repair older houses, increase access to transportation options, and so forth. Another obvious solution is to provide more rental subsidies to local households.

The purpose of this report is not to design a housing strategy for the Bath Housing; rather, it is to outline the facts to decision-makers in Bath, who can then use the information to develop informed, and effective affordable housing solutions.

One of the issues that has come up in interviews with Bath officials is whether the City has "too much" subsidized housing. The question was first raised in the 2009 Comprehensive Plan, which claimed that "Bath has the highest percentage of federally assisted multifamily housing (for Maine communities with populations of more than 7,500)." <sup>16</sup> As no source was given for the claim there is no way to test this assertion properly. The Department of Housing and Urban Development reports on HUD-subsidized buildings, but households subsidized in private apartments, or apartments and homes subsidized by the Rural Development Agency are not included in the HUD listing. The most complete source of data on subsidized housing in Maine is from the State of Maine Office of Policy and Management (OPM). It provides counts of rental units and vouchers in most communities. The lists are incomplete, which makes a ranking exercise impossible.

**Fig. 38: Net Annual Migration of Population, Over and Under Poverty**

Source: U.S. Census, 2012



**Table 21: Subsidized Housing Units in Select Municipalities in Maine, 2011**

	<b>Saco</b>	<b>Brunswick</b>	<b>Waterville</b>	<b>Bath</b>	<b>Ellsworth</b>	<b>Westbrook</b>
Disabled Units	12	9	56	0	21	35
Family Units	263	138	149	345	63	451
Housing Choice Vouchers	188	463	419	141	389	827
Senior Units	230	314	287	215	204	408
Special Needs Units	0	0	0	0	0	0
Total	693	929	911	701	677	1,721
Population – 2012	18,758	20,329	15,855	8,408	7,824	17,606
<b>Subsidized Units per 100 People</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>8</b>	<b>9</b>	<b>10</b>

Source: State of Maine Office of Policy and Management, 2011

The public policy issue, however, is not how to define the most accurate ranking system, but to uncover what is meant by ranking communities based on the amount of affordable housing available. The implicit assumption of such rankings is that the subsidized housing brings low income people into a community; the higher the proportion of subsidized housing, the greater the effect.

To test this assumption, Planning Decisions, Inc. selected five service centers in Maine that are similar to Bath in terms of population, and for which the OPM appears to have relatively complete data. The five municipalities are Saco, Brunswick, Waterville, Ellsworth, and Westbrook.

Table 21 below provides the overall affordable housing picture in these communities. Bath has eight subsidized rental units per hundred people—a rate higher than Saco, Brunswick, and Waterville, but lower than Ellsworth or Westbrook.

An examination of the rates of annual net migration shows no relationship between subsidized units and the movement of low income people (Figure 38). Ellsworth and Westbrook have the highest concentrations of subsidized housing in the list, and they both have a net out-migration of low income households. Saco has the lowest concentration of subsidized housing, and has the highest in-migration. Bath is in the middle in terms of concentration, and has a slight increase in poor people and decrease in people under poverty.

What is clear from this exercise is that migration is driven by different factors than subsidized housing. Brunswick lost its air base and had a net outmigration of all income levels. Westbrook lost 740 jobs in the recession (Table 22). Ellsworth is attracting retirees from out of state, and consequently has seen a net in-migration of middle class people. The numerical changes in other communities are small, and can be explained by random chance, economic factors, or a combination of myriad factors.

Table 22: Job Change in Select Communities in Maine, 2008-2011

	<b>Saco</b>	<b>Brunswick</b>	<b>Waterville</b>	<b>Bath</b>	<b>Ellsworth</b>	<b>Westbrook</b>
Jobs, 2008	6,756	12,491	10,959	<b>9,699</b>	6,138	12,326
Jobs, 2011	6,726	11,284	10,910	<b>9,505</b>	5,844	11,586
Change	-30	-1,207	-49	<b>-194</b>	-294	-740
% Change	0%	-10%	0%	<b>-2%</b>	-5%	-6%

*Source: Department of Labor, On the Map Survey, 2008-2011*

There is no evidence for the widely assumed proposition that the existence of subsidized housing drives low-income migration. Low income people move for the same reasons as higher income people – to be near places of work, family members, quality of life benefits, schools, etc. The fact that there is more subsidized housing in one place rather than another is not a big factor, particularly when waiting lists for such housing are so long.

### The Value of Subsidized Housing to Taxpayers, Landlords, and Retail Stores

Another way to think about the supply of affordable and subsidized housing is to consider the impact on Bath if those existing subsidies were taken away. What would the impact be on the community and long term prosperity? Would all of the low-income residents relocate to Portland? This scenario is highly unlikely. There are no vacant subsidized units in Portland, or anywhere else in Maine for that matter.

The likelihood is that low-income residents would stay where they are and simply pay more for housing. Meanwhile, landlords would get far less in total revenue. The annual value of federal rental subsidies in the City of Bath is around \$5 million per year. This is money that now goes largely into housing maintenance; in its absence, the housing occupied by poor people would deteriorate rapidly. Low income people themselves would have less disposable income to spend in neighborhood stores, so retail sales in Bath would suffer. With less rental income among landowners, and lower retail sales, commercial property values would decline in Bath and reduce the City's property tax revenues and introduce new pressure to increase local property taxes. The net result of eliminating housing subsidies in Bath would be a loss to every resident in Bath, from landlords to tenants to taxpayers to store owners.

The conclusion from this analysis is not that all subsidized housing is good. Subsidized housing located in the wrong place, or designed to serve a need that doesn't exist, or built to poor standards, can detract from a community's appeal and overall quality of life. Rather, when a proven need does exist, local officials should feel confident that if addressing that need in an intelligent manner can enhance (rather than jeopardize) the city's overall prosperity, quality of life, and fiscal stability.



Photo: City of Bath

# CHAPTER



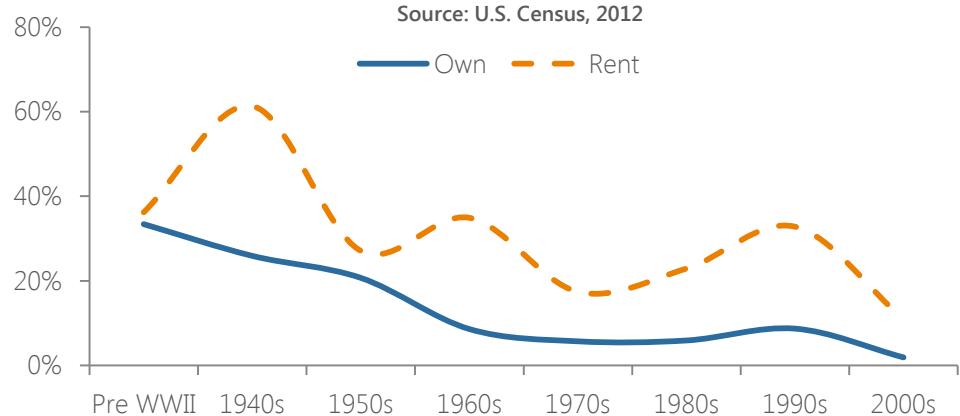
# CHAPTER VII

## THE "BATH" HOUSING BRAND

### Bath's Competitive Position in the Market

Over the past 75 years, Bath's share of new housing construction in the area housing market has declined steadily. Whereas Bath accounted for over 30% of the rental and owner housing stock in the pre-World War II era, by 2010 the City's share of the market area's new rental housing and new owner housing construction fell to 10% and 5% respectively (Figure 39).

Fig. 39: Bath's Share of Housing Construction in the HMA  
(Percent of Total Construction) by Decade



THERE ARE MANY REASONS FOR BATH'S DECLINING SHARE OF HOUSING CONSTRUCTION IN THE HMA. THE MOST PROMINENT ARE:

- + FEWER BIW WORKERS ARE HOUSED OR ARE LOOKING FOR HOUSING IN BATH.
- + BATH IS LAND-LIMITED. THE CITY HAS 9 MILES<sup>2</sup> OF AVAILABLE LAND, JUST 3% OF THE TOTAL AVAILABLE LAND IN THE HOUSING MARKET AREA (HMA)

<sup>1</sup> These figures represent total land available, not to be confused with net buildable land—a figure that would subtract areas such as swamps, land with excessive slopes, areas with ledge geology, and other compromised acreage that is not suitable for development.

There are many reasons for Bath's declining share of housing construction in the HMA. The first is economic; Bath Iron Works had two peak employment periods, one in the 1920s (when Bath's population reached 15,000) and the second occurred during World War II when the plant employed approximately 12,000 workers. Current employment rests at around 6,000 workers, and many of these employees commute to work (an option that was not available one hundred years ago). As a result far fewer BIW workers are housed or are looking for housing in Bath.

A second major factor is land availability. The City of Bath has nine square miles of land (excluding water bodies), or just 3% of the total available land in the housing market area (280 square miles in total). Brunswick by way of contrast has 47 square miles of land; the City of Topsham has 32 square miles<sup>17</sup>. With 448 housing units per square mile, Bath has an average housing density that is almost three times the density in Brunswick, and six times as high as the housing market area average (Table 23).

Table 23: Housing Density in the Bath Housing Market Area (MA)

	HMA	Bath	Brunswick	Topsham	Wiscasset	Rest of HMA
Land (miles <sup>2</sup> )	279.8	9.1	46.8	32.0	24.6	167.3
Land Area (%)	100%	3%	17%	11%	9%	60%
House Units ('11)	23,013	4,036	8,411	3,564	1,469	5,533
% of Total Units	100%	18%	37%	15%	6%	24%
Houses/mile <sup>2</sup>	82	443	180	111	60	33

Source: Maine Office of Policy and Management

These are unchangeable facts affecting the ability of Bath to attract new residential development. Other barriers to housing development however can be addressed through public policy decisions. Interviews with real estate agents reveal that negative perceptions of housing and the city affect the marketability of Bath real estate. Some of the negative perceptions include:

- + A housing stock that is old and out of date
- + Neighborhoods are of mixed quality
- + Prevalence of wet basements
- + Lack of units with first floor bathrooms and units within walking distance of downtown (where retirees desire to locate)
- + Relatively high property taxes
- + Lower than average school quality

These perceptions make a difference with respect to housing choice, housing investment, and the overall health of the Bath housing market. In comparison to Brunswick and Topsham, in the past two years Bath real estate has sold more slowly and at lower prices. The first four issues in the list above relate to the quality and design of Bath housing. These can be addressed through the construction of new units. The last two are more complex issues that deserve careful consideration and strategic thinking.

The data does not support the perception of higher than average taxes (Table 24). The average tax paid on an average home in Bath is approximately \$2,600, which is lower than Brunswick (\$3,300) or Topsham (\$2,900). The tax burden in Bath is higher than in surrounding rural towns, but there is a significant difference in the services—police, public transit, waste collection, emergency medical, and others—that are available in a city like Bath compared with rural towns.

It is difficult to evaluate the perception that Bath schools are under-performing compared to its neighbors. There is an ongoing debate among educational researchers about the best methodology to evaluate school systems, and there is as no consensus on the question as of yet. One comparative analysis of Maine school performance was done in 2011 by the University of Southern Maine Center for Education Policy, Applied Research, and Evaluation<sup>18</sup>. Their study compared academic performance across several school systems, adjusting for various socio-demographic characteristics, and found that the Bath schools were in need of improvement.

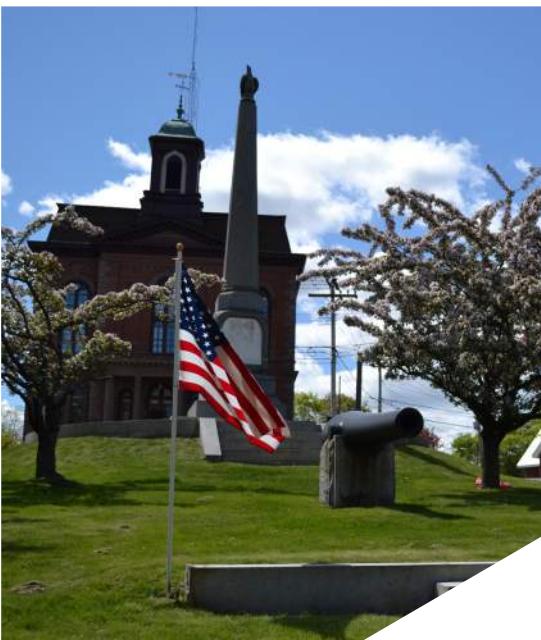


Photo: City of Bath

<sup>18</sup> University of Southern Maine Center for Education Policy. (2011). *Maine Public School Efficiency Profiles*. Retrieved from <http://usm.maine.edu/cepare/maine-public-school-efficiency-profiles#B>



Table 24: Property Tax Burden in the Bath HMA

	<b>Maine</b>	<b>Bath</b>	<b>Brunswick</b>	<b>Topsham</b>	<b>Wiscasset</b>	<b>Arrowsic</b>	<b>Bowdoinham</b>	<b>Phippsburg</b>	<b>W. Bath</b>	<b>Woolwich</b>	<b>Dresden</b>
Med. Income, 2013	\$47,728	<b>\$44,563</b>	\$52,115	\$62,377	\$40,965	\$54,521		\$60,484	\$57,190	\$49,184	\$54,519
Median Sale Price, 2013	\$169,9	<b>\$135.0</b>	\$199.5	\$174.2	\$147.5	\$265.8		\$160.0	\$212.5	\$224.0	\$149.0
100% Tax Rate, 2012	0.0140	<b>0.0194</b>	0.0165	0.0166	0.0168	0.0094		0.0147	0.0071	0.0097	0.0121
Average Tax per Household	\$2,377	<b>\$2,622</b>	\$3,282	\$2,897	\$2,477	\$2,498		\$2,358	\$1,515	\$2,173	\$1,986
Tax as a Percent of Income	<b>5.0%</b>	<b>6.3%</b>	<b>4.6%</b>	<b>6.0%</b>	<b>4.6%</b>	<b>3.9%</b>		<b>2.6%</b>	<b>4.4%</b>	<b>3.3%</b>	<b>3.7%</b>

Sources: Maine Housing Authority (2012)<sup>1</sup>, & Maine Revenue Services (2012)<sup>2</sup>

1 – Median income, affordability index, median sale price

2 – Estimated full value tax rates

## Advantages of Living in Bath

Those who live in Bath have strong positive feelings toward the city. In interviews conducted over the course of the housing study a number of quality of life and neighborhood assets were listed by area residents as reasons to live in Bath. Specific assets reported by residents and the consultant team include:



Photo: City of Bath

- + A strong sense of community
  - » Small town feel is welcoming and accessible
  - » Friendly residents
  - » Residents are willing to help
  - » Sense of “civic decency” – people treat each other with respect
  - » Houses have porches, making the community feel welcoming
  - » People bump into/know each other in public areas
  - » Religious institutions are involved and active community members
- + Active and engaged community
  - » There are many opportunities to get involved with various groups and organizations
  - » Great institutions that support the community and provide resources to residents are available, such as:
    - Patten Free Library
    - The Chocolate Church – an arts and community building
    - YMCA
    - Bath Maritime Museum
  - » Lively downtown atmosphere
    - Small but complete downtown area
    - Excellent dining and shopping opportunities (Reny's, Now You're Cooking, etc.)
  - » The Bath Farmer's market provides access fresh, quality food, and a chance to meet local farmers and interact with neighbors
- + A community with strong family traditions
  - » Morse Alumni Association is active and supports Bath's families
  - » Multiple generations of families still live in town
    - Families with roads named after them!
- + Manufacturing employment base
  - » Bath is not just a coastal tourist town
- + Historic housing, architecture and traditions
  - » Historic Main Street
  - » Maine Maritime Museum
  - » Historic homes
  - » Bath shipyard
- + Availability of customized services
  - » Bus transportation
  - » Wilson's Drug store will fill and deliver med boxes to elderly
  - » Brackett's grocery store delivers orders to customers' homes
  - » YMCA provides programs for youth and the elderly, including a senior discount
- + Access to the ocean and natural amenities
  - » Views of the Kennebec River
  - » Nearby state parks (Popham, Reid) nearby
  - » Thorne Head preserve located just north of the peninsula provides an excellent recreational area for Bath residents

## Housing Real Estate Activity

There are 121 homes on the market in Bath as of October 01, 2014—more than any other HMA community except Brunswick, roughly 2.5 times the size of Bath (Table 26). There are 39 more homes for sale in Bath than in Topsham, a similarly sized community. These are indications that it is harder to sell homes in Bath than in neighboring towns.

Table 26: Real Estate Market Activity for Owner-Housing in Bath and HMA Communities (as of October 01, 2014)

Town	Single Family	Multi-Family	Condos	Mobile Homes	Total	2012 Population
Bath	89	27	4	1	121	8,547
Bowdoinham	28	2	0	5	35	2,885
Georgetown	25	0	0	0	25	935
Phippsburg	39	0	15	1	55	2,228
Topsham	66	5	10	1	82	8,819
West Bath	30	0	0	1	31	1,994
Woolwich	34	1	0	2	37	3,074
Brunswick	116	11	17	4	148	20,376
Wiscasset	61	1	1	8	71	3,720

Source: [www.mainelisting.com](http://www.mainelisting.com), retrieved October 01, 2014; U.S. Census, 2012



## Future Housing Development Opportunities

There are a number of desirable and available parcels of land that could serve as sites for housing in Bath (Figure 4O). These sites were identified for their ability to be developed, their proximity to service areas, the applicable land use regulations, and neighborhood compatibility. Table 27 provides a summary of the features for each parcel.

Table 27: Developable Properties for Housing in Bath

Map	Property Description	Map/Lot	Zoning	Address	Status Classification	Acres	Land (\$)	Building (\$)	Total (\$)
1	Sewall Tank Farm Site	21-087-001	R1	1090 High Street	Vacant Land, Residential	11.06	\$ 93,200	\$ -	\$ 93,200
2-3	Old Shipyard Site	21-231 21-232	R5	375 Front Street Front Street	Vacant Land, Residential	1.10 1.32	\$ 213,500 \$ 215,700	\$ -	\$ 213,500 \$ 215,700
4	Coal Pocket Site	26-258	C1	133 Commercial Street	Vacant Land, Commercial	4.60	\$ 1,513,400	\$ -	\$ 1,513,400
5	Huse School Property	25-046	C2	39 Andrews Road	Existing School Facility	2.00	\$ 827,300	\$ 2,606,300	\$ 3,433,600
6	Former YMCA Lot	26-218	C1	26 Summer Street	Vacant Lot, Commercial	0.59	\$ 220,100	\$ 2,000	\$ 222,100
7	Middle St. Surface Lot	27-049	C1	790 Middle Street	Parking Lot- Accessory	0.16	\$ 38,400	\$ 4,900	\$ 43,300
8	Middle St. Surface Lot	27-065	C1	801 Middle Street	Parking Lot- Accessory	0.32	\$ 67,000	\$ 34,000	\$ 101,000

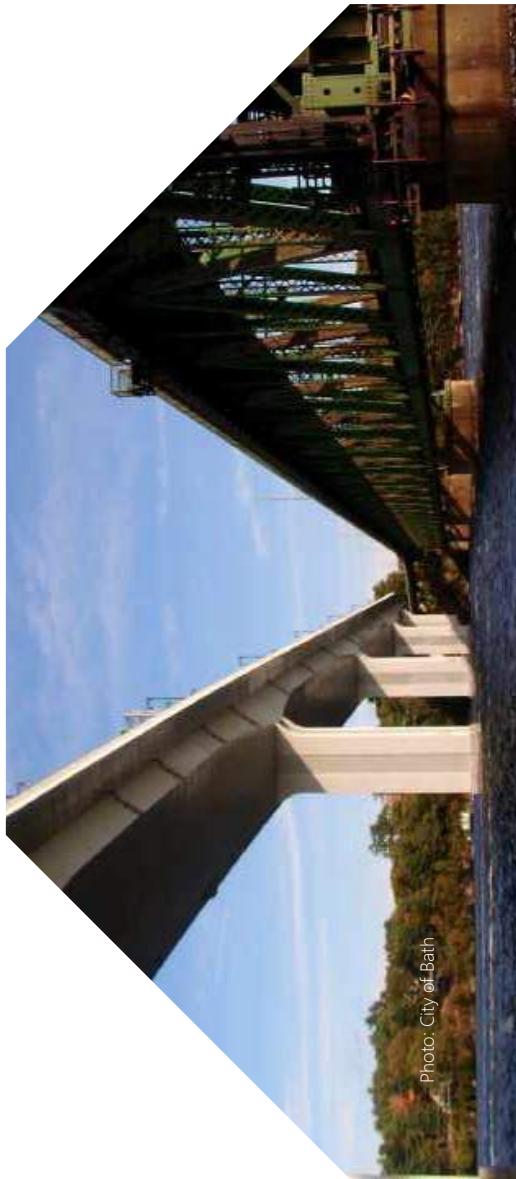
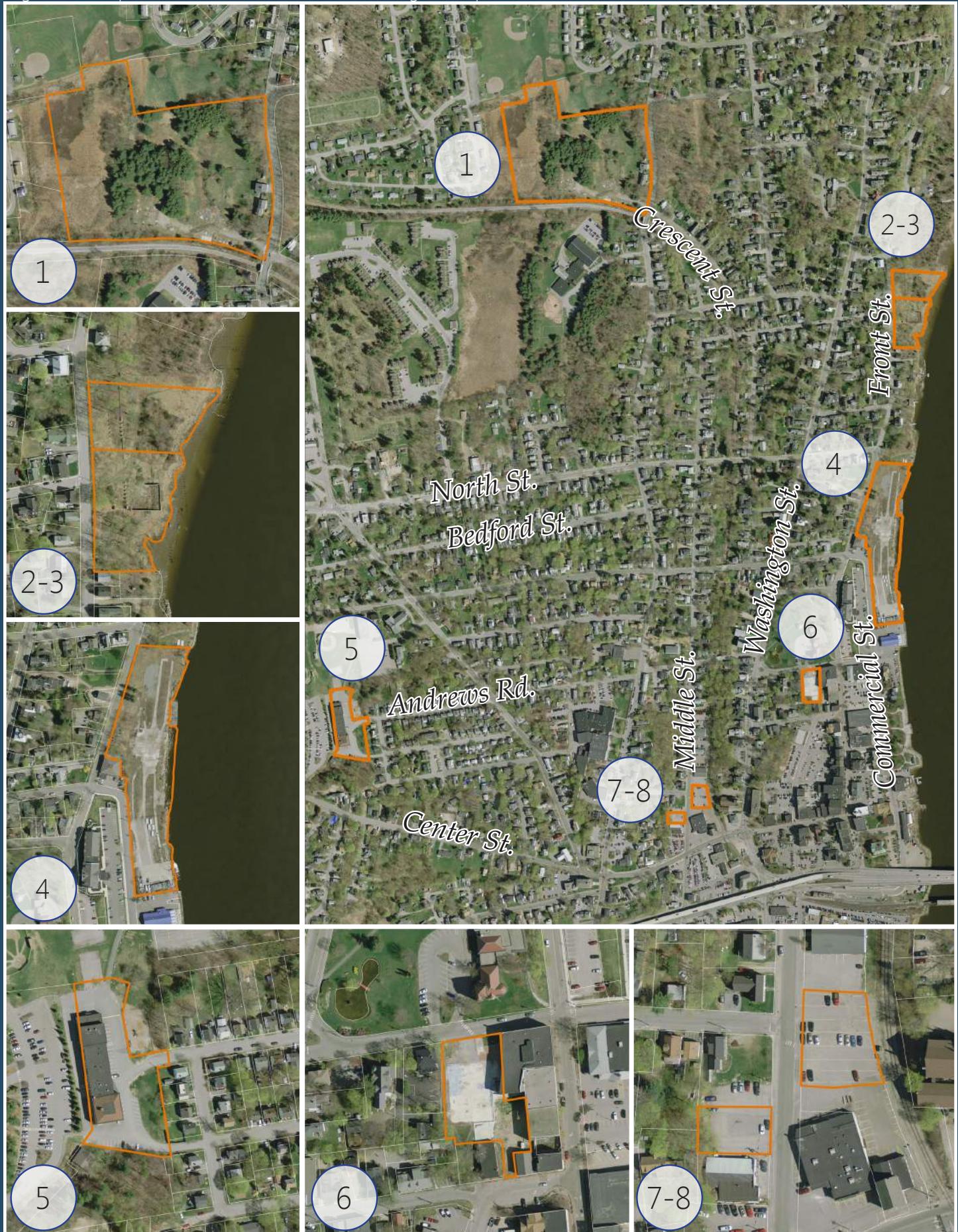


Photo: City of Bath

Figure 40 - Map of Lots Suitable for Affordable Housing Development

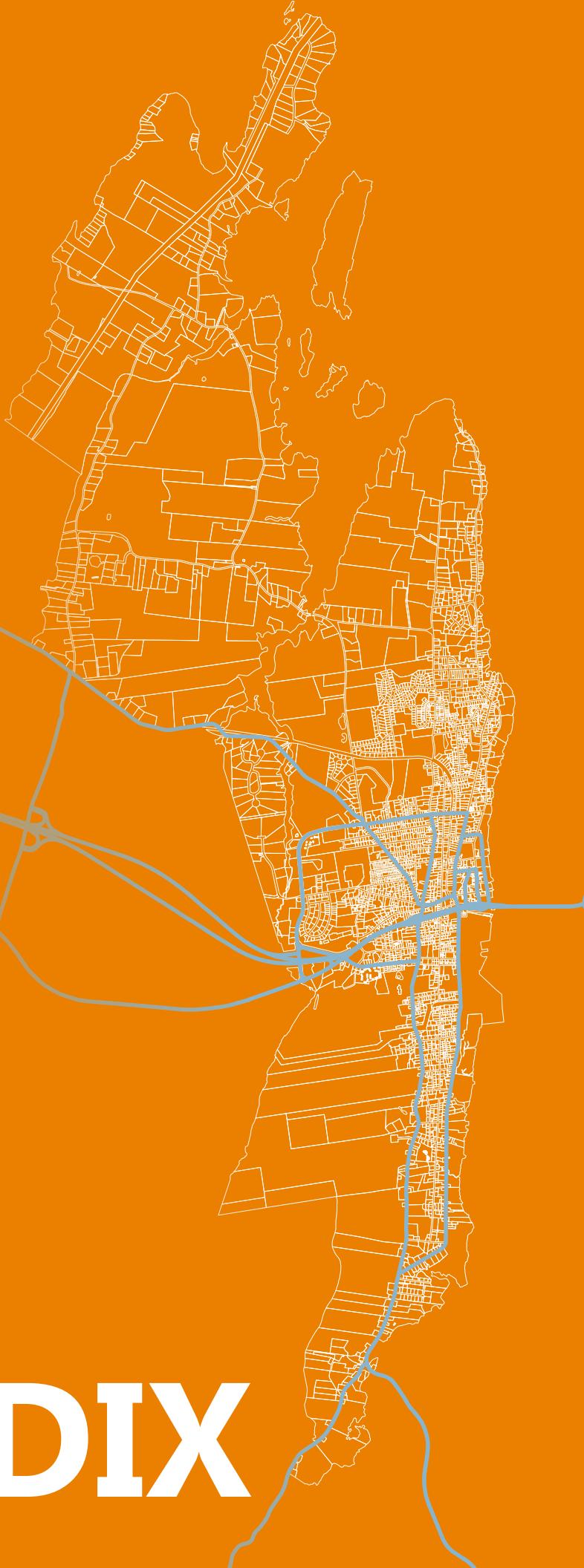


## Bath's Housing Brand

The City has strengths that position it well to attract new housing in the future. In particular, the trend in the national housing market toward urban living patterns among both the senior population (the fastest growing demographic in the housing area) and young adults make central Bath potentially more competitive than it has been at any time in the last several years.

There are challenges to capitalizing on this potential housing demand. Marketing will play a key role in the future to help the City communicate the local housing “brand.” Helping homeowners, developers, and home-buyers, understand the realities of the tax burden in Bath, for example, should be an important component of the marketing effort. Other elements of the branding initiative may focus on celebrating the advantages and community assets that are available to a wider audience and informing residents of the advantages that developing new, affordable housing projects in the city help overcome negative associations with affordable housing.

Overcoming other challenges will involve more significant community organizing efforts. Improving performance in the local school system will require both a strategic planning effort and a long term commitment of resources to support programs and expand the available resources for students and families.



# APPENDIX

# A

## Appendix A: Location of Residence of Employees in the City of Bath

Residence	Employed (2011): 9,505		Employed (2002): 10,946	
	Employed in Bath	% of Bath Workers	Employed in Bath	% of Bath Workers
Bath, ME	1,307	13.75%	1,997	18.24%
Brunswick, ME	497	5.23%	698	6.38%
Lewiston, ME	387	4.07%	541	4.94%
Topsham, ME	256	2.69%	383	3.50%
Auburn, ME	184	1.94%	255	2.33%
Lisbon Falls, ME	161	1.69%	215	1.96%
Portland, ME	142	1.49%	241	2.20%
Augusta, ME	135	1.42%	172	1.57%
Gardiner, ME	89	0.94%	112	1.02%
Richmond, ME	73	0.77%	105	0.96%
Wiscasset, ME	70	0.74%	104	0.95%
South Portland, ME	65	0.68%	-	-
Yarmouth, ME	55	0.58%	39	0.36%
Waterville, ME	51	0.54%	67	0.61%
Winslow, ME	49	0.52%	33	0.30%
Westbrook, ME	45	0.47%	-	-
Damariscotta, ME	38	0.40%	19	0.17%
Saco, ME	35	0.37%	64	0.58%
Bowdoinham, ME	34	0.36%	48	0.44%
Brunswick, ME	33	0.35%	106	0.97%
Biddeford, ME	30	0.32%	29	0.26%
Waldoboro, ME	27	0.28%	33	0.30%
Farmingdale, ME	25	0.26%	42	0.38%
Randolph, ME	23	0.24%	31	0.28%
Thomaston, ME	22	0.23%	17	0.16%
Old Orchard Beach, ME	20	0.21%	12	0.11%
Bangor, ME	18	0.19%	-	-
Winthrop, ME	18	0.19%	8	0.07%
Boothbay Harbor, ME	17	0.18%	18	0.16%
Newcastle, ME	17	0.18%	19	0.17%
Rockland, ME	17	0.18%	31	0.28%
Freeport, ME	15	0.16%	20	0.18%
Mechanic Falls, ME	14	0.15%	27	0.25%
Skowhegan, ME	14	0.15%	20	0.18%
Cumberland, ME	13	0.14%	16	0.15%
Fairfield, ME	12	0.13%	19	0.17%
Gorham, ME	11	0.12%	16	0.15%
North Windham, ME	11	0.12%	9	0.08%
Sanford, ME	11	0.12%	3	0.03%
Hallowell, ME	10	0.11%	20	0.18%
South Paris, ME	10	0.11%	9	0.08%

# A

<b>continued...</b>	<b>Employed (2011): 9,505</b>		<b>Employed (2002): 10,946</b>	
<b>Residence</b>	<b>Employed in Bath</b>	<b>% of Bath Workers</b>	<b>Employed in Bath</b>	<b>% of Bath Workers</b>
Clinton, ME	9	0.09%	13	0.12%
Norway, ME	9	0.09%	4	0.04%
Oakland, ME	9	0.09%	9	0.08%
Farmington, ME	8	0.08%	12	0.11%
Rumford, ME	8	0.08%	4	0.04%
Camden, ME	7	0.07%	2	0.02%
Norridgewock, ME	7	0.07%	3	0.03%
Scarborough, ME	7	0.07%	13	0.12%
Belfast, ME	6	0.06%	11	0.10%
Livermore Falls, ME	6	0.06%	17	0.16%
South Sanford, ME	6	0.06%	2	0.02%
Ellsworth, ME	5	0.05%	11	0.10%
Kennebunkport, ME	5	0.05%	1	0.01%
Lake Arrowhead, ME	5	0.05%	4	0.04%
Old Town, ME	5	0.05%	-	-
Oxford, ME	5	0.05%	5	0.05%
Pittsfield, ME	5	0.05%	15	0.14%
Caribou, ME	4	0.04%	-	-
Dixfield, ME	4	0.04%	-	-
Falmouth, ME	4	0.04%	11	0.10%
Hampden, ME	4	0.04%	-	-
Kennebunk, ME	4	0.04%	13	0.12%
Little Falls, ME	4	0.04%	1	0.01%
Madison, ME	4	0.04%	3	0.03%
Medford, MA	4	0.04%	-	-
Brewer, ME	3	0.03%	-	-
Bridgton, ME	3	0.03%	2	0.02%
Chisholm, ME	3	0.03%	8	0.07%
Gray, ME	3	0.03%	4	0.04%
South Eliot, ME	3	0.03%	-	-
South Windham, ME	3	0.03%	-	-
Cambridge, MA	3	0.03%	-	-
Nashua, NH	3	0.03%	-	-
Casco, ME	2	0.02%	-	-
Dover-Foxcroft, ME	2	0.02%	1	0.01%
Falmouth Foreside, ME	2	0.02%	5	0.05%
Fryeburg, ME	2	0.02%	-	-
Mexico, ME	2	0.02%	1	0.01%
Millinocket, ME	2	0.02%	-	-
Orono, ME	2	0.02%	-	-
Presque Isle, ME	2	0.02%	-	-

# A

<b>continued...</b>	<b>Employed (2011): 9,505</b>		<b>Employed (2002): 10,946</b>	
<b>Residence</b>	<b>Employed in Bath</b>	<b>% of Bath Workers</b>	<b>Employed in Bath</b>	<b>% of Bath Workers</b>
Standish, ME	2	0.02%	-	-
Steep Falls, ME	2	0.02%	2	0.02%
West Kennebunk, ME	2	0.02%	-	-
York Harbor, ME	2	0.02%	-	-
Fall River, MA	2	0.02%	-	-
Marlborough, MA	2	0.02%	-	-
Somerville, MA	2	0.02%	-	-
Durham, NH	2	0.02%	-	-
Portsmouth, NH	2	0.02%	-	-
New York, NY	2	0.02%	-	-
Los Angeles, CA	1	0.01%	-	-
Groton, CT	1	0.01%	-	-
Bar Harbor, ME	1	0.01%	-	-
Bingham, ME	1	0.01%	-	-
Blue Hill, ME	1	0.01%	1	0.01%
Calais, ME	1	0.01%	-	-
Cousins Island, ME	1	0.01%	2	0.02%
Fort Fairfield, ME	1	0.01%	-	-
Hartland, ME	1	0.01%	2	0.02%
Machias, ME	1	0.01%	2	0.02%
Madawaska, ME	1	0.01%	-	-
Milo, ME	1	0.01%	1	0.01%
Naples, ME	1	0.01%	-	-
Newport, ME	1	0.01%	-	-
Searsport, ME	1	0.01%	1	0.01%
Springvale, ME	1	0.01%	5	0.05%
Wilton, ME	1	0.01%	2	0.02%
Winterport, ME	1	0.01%	13	0.12%
Boston, MA	1	0.01%	-	-
Chicopee, MA	1	0.01%	-	-
Dedham, MA	1	0.01%	-	-
Forestdale, MA	1	0.01%	-	-
Haverhill, MA	1	0.01%	-	-
Lowell, MA	1	0.01%	-	-
Springfield, MA	1	0.01%	-	-
Detroit, MI	1	0.01%	-	-
Berlin, NH	1	0.01%	-	-
Exeter, NH	1	0.01%	-	-
Laconia, NH	1	0.01%	-	-
Manchester, NH	1	0.01%	-	-
North Conway, NH	1	0.01%	-	-

# A

<b>continued...</b>	<b>Employed (2011): 9,505</b>		<b>Employed (2002): 10,946</b>	
<b>Residence</b>	<b>Employed in Bath</b>	<b>% of Bath Workers</b>	<b>Employed in Bath</b>	<b>% of Bath Workers</b>
Paterson, NJ	1	0.01%	-	-
Upper Pohatcong, NJ	1	0.01%	-	-
New, NY	1	0.01%	-	-
Woodbury village, NY	1	0.01%	-	-
East Providence, RI	1	0.01%	-	-
Rutland, VT	1	0.01%	-	-
Newport News, VA	1	0.01%	-	-
Everett, WA	1	0.01%	-	-
<b>All Other Locations</b>	<b>5,201</b>	<b>54.72%</b>	<b>5,142</b>	<b>46.98%</b>

*Source: U.S. Census Bureau, Center for Economic Studies, LEHD*

# B

## Appendix B: Bath's Largest Employers, 2013 (by Number of Employees)

<b>Employer</b>	<b>Est. Employees</b>	<b>NAICS</b>	<b>Industry Description</b>	<b>Established</b>
Bath Iron Works	5,500-6,000	336611	Ship Building and Repair	1884
Bath Savings Institution	100-249	522110	Commercial Bank	1852
MidCoast Community Action	100-249	813319	Social Advocacy Organization	2009
Elmhurst Inc.	100-249	813319	Social Advocacy Organization	1995
Hyde School	100-249	611110	School	2004
Shaw's Supermarket	100-249	445110	Supermarket and Grocer	2011
YMCA	100-249	624110	Child & Youth Services	2013
Bath Elementary Schools	50-99	611110	School	2005
Bath Fire & Rescue	50-99	922160	Fire Protection Services	1992
Bath Middle School	50-99	611110	School	1988
Fisher Mitchell School	50-99	611110	School	2011
Kennebec Tavern & Marina	50-99	722410	Drinking Establishment	2003

*Source: Maine Center for Workforce Research and Information, 2013*

## Appendix C: Housing Units in Bath

# C

The following pages include maps of all dwelling units, in residential and commercial properties, in the City of Bath. Each map represents a portion of the City and the number of dwelling units listed in the legend that coincides with each map is the number of units in the geography that is visible on the map.

## Appendix D: Foreclosures in Bath

# D

The following maps identify properties that have been foreclosed upon or are under foreclosure in the City of Bath between 2011 and 2014.

## Appendix E: Housing Needs in Bath, the Housing Service Area & the Bath Housing Market Area

# E

Household Income	Bath Housing Market Area (HMA)			Bath Housing Area (HA)			City of Bath		
	Owner	Renter	Total	Owner	Renter	Total	Owner	Renter	Total
Income ≤30% HAMFI	940	1,685	2,625	350	725	1,075	90	605	695
30% < Income ≤50% HAMFI	1,330	1,455	2,785	490	505	995	175	460	635
50% < Income ≤80% HAMFI	2,750	1,449	4,199	960	279	1,239	395	165	560
80% < Income ≤100% HAMFI	1,890	629	2,519	725	195	920	325	175	500
Income >100% HAMFI	9,690	1,268	10,958	2,830	429	3,259	1,205	355	1,560
<b>Total</b>	<b>16,585</b>	<b>6,485</b>	<b>23,060</b>	<b>5,340</b>	<b>2,130</b>	<b>7,470</b>	<b>2,190</b>	<b>1,760</b>	<b>3,945</b>
Affordable as a percent of all problems							97%	91%	94%

HAMFI: "HUD Area Median Family Income" or "Housing Area Median Family Income"

Source: CHAS, 2012

Less Severe Housing Problems	Bath Housing Market Area (HMA)			Bath Housing Area (HA)			City of Bath		
	Owner	Renter	Total	Owner	Renter	Total	Owner	Renter	Total
At least 1 Problem	4,920	3,105	8,025	1,685	1,090	2,775	765	910	1,675
No Housing Problems	11,580	3,349	14,929	3,645	1,044	4,689	1,420	850	2,270
Cost Burden Not Available	82	29	111	4	-	4	-	-	-
<b>Total</b>	<b>16,585</b>	<b>6,485</b>	<b>23,060</b>	<b>5,340</b>	<b>2,130</b>	<b>7,470</b>	<b>2,190</b>	<b>1,760</b>	<b>3,945</b>
Total living with less severe housing problems							500	470	-
Severe Housing Problems									
At least 1 Problem	2,055	1,600	3,655	750	550	1,300	265	440	705
No Housing Problems	14,445	4,849	19,294	4,580	1,579	6,159	1,920	1,320	3,240
Cost Burden Not Available	82	29	111	4	-	4	-	-	-
<b>Total</b>	<b>16,585</b>	<b>6,485</b>	<b>23,060</b>	<b>5,340</b>	<b>2,130</b>	<b>7,470</b>	<b>2,190</b>	<b>1,760</b>	<b>3,945</b>
Percent living with severe housing problems							31%	43%	37%

Source: CHAS, 2012

## Appendix E: Housing Needs in Bath, the Housing Service Area & the Bath Housing Market Area

# E

Housing Cost Burden	Bath Housing Market Area (HMA)			Bath Housing Area (HA)			City of Bath		
	Owner	Renter	Total	Owner	Renter	Total	Owner	Renter	Total
Cost Burden ≤30%	11,700	3,550	15,250	3,685	1,106	4,791	1,445	905	2,350
Cost Burden >30%, ≤50%	2,879	1,525	4,404	949	554	1,503	515	470	985
Cost Burden >50%	1,885	1,336	3,221	686	450	1,136	230	360	590
Cost Burden Not Available	82	59	141	4	15	19	-	15	15
<b>Total</b>	<b>16,585</b>	<b>6,485</b>	<b>23,060</b>	<b>5,340</b>	<b>2,130</b>	<b>7,470</b>	<b>2,190</b>	<b>1,760</b>	<b>3,945</b>

Source: CHAS, 2012

Household Income	Bath Housing Market Area (HMA)			Bath Housing Area (HA)			City of Bath		
Owners and Renters	At least 1 Problem	None of the 4 Problems	At least 1 Problem	None of the 4 Problems	At least 1 Problem	None of the 4 Problems	At least 1 Problem	None of the 4 Problems	At least 1 Problem
Income ≤30% HAMFI	2,073	417	874	172	555	135			
30% < Income ≤50% HAMFI	2,029	731	719	261	500	135			
50% < Income ≤80% HAMFI	1,823	2,374	524	719	285	275			
80% < Income ≤100% HAMFI	798	1,720	339	570	175	320			
Income >100% HAMFI	1,282	9,663	308	2,939	160	1,395			
<b>Total</b>	<b>8,025</b>	<b>14,929</b>	<b>2,775</b>	<b>4,689</b>	<b>1,675</b>	<b>2,270</b>			
Renters Only	At least 1 Problem	None of the 4 Problems	At least 1 Problem	None of the 4 Problems	At least 1 Problem	None of the 4 Problems	At least 1 Problem	None of the 4 Problems	At least 1 Problem
Income ≤30% HAMFI	1,259	390	560	160	465	135			
30% < Income ≤50% HAMFI	1,030	418	415	88	380	80			
50% < Income ≤80% HAMFI	689	764	110	174	55	110			
80% < Income ≤100% HAMFI	39	590	10	185	10	165			
Income >100% HAMFI	84	1,183	-	429	-	355			
<b>Total</b>	<b>3,105</b>	<b>3,349</b>	<b>1,090</b>	<b>1,044</b>	<b>910</b>	<b>850</b>			

# E

<b>continued...</b>	<b>Bath Housing Market Area (HMA)</b>		<b>Bath Housing Area (HA)</b>		<b>City of Bath</b>	
<b>Owners Only</b>	<b>At least 1 Problem</b>	<b>None of the 4 Problems</b>	<b>At least 1 Problem</b>	<b>None of the 4 Problems</b>	<b>At least 1 Problem</b>	<b>None of the 4 Problems</b>
Income ≤30% HAMFI	814	27	314	12	90	-
30% < Income ≤50% HAMFI	999	313	304	173	120	55
50% < Income ≤80% HAMFI	1,134	1,610	414	545	230	165
80% < Income ≤100% HAMFI	759	1,130	329	385	165	155
Income >100% HAMFI	1,198	8,480	308	2,510	160	1,040
<b>Total</b>	<b>4,920</b>	<b>11,580</b>	<b>1,685</b>	<b>3,645</b>	<b>765</b>	<b>1,420</b>

Source: CHAS, 2012

# E

Income by Cost Burden (CB)	Bath Housing Market Area (HMA)			Bath Housing Area (HA)			City of Bath		
Owners & Renters	CB >30%	CB >50%	Total	CB >30%	CB >50%	Total	CB >30%	CB >50%	Total
Income ≤30% HAMFI	1,978	1,695	2,615	798	660	1,065	480	375	695
30% < Income ≤50% HAMFI	2,033	900	2,785	718	270	990	500	150	635
50% < Income ≤80% HAMFI	1,686	413	4,205	501	128	1,245	275	30	560
80% < Income ≤100% HAMFI	754	36	2,515	315	22	920	175	10	495
Income >100% HAMFI	1,180	172	10,955	300	52	3,255	145	25	1,560
Total	7,631	3,216	23,060	2,632	1,132	7,470	1,575	590	3,945
Renters Only	>30%	>50%	Total	>30%	>50%	Total	>30%	>50%	Total
Income ≤30% HAMFI	1,168	1,014	1,685	484	375	725	390	285	605
30% < Income ≤50% HAMFI	1,027	293	1,455	410	60	505	375	60	460
50% < Income ≤80% HAMFI	563	29	1,449	100	15	279	55	15	165
80% < Income ≤100% HAMFI	39	-	629	10	-	195	10	-	175
Income >100% HAMFI	64	-	1,268	-	-	429	-	-	355
Total	2,861	1,336	6,485	1,004	450	2,130	830	360	1,760
Owners Only	>30%	>50%	Total	>30%	>50%	Total	>30%	>50%	Total
Income ≤30% HAMFI	812	689	940	317	289	350	90	90	90
30% < Income ≤50% HAMFI	1,002	610	1,330	312	210	490	125	90	175
50% < Income ≤80% HAMFI	1,116	378	2,750	401	113	960	220	15	395
80% < Income ≤100% HAMFI	719	36	1,890	305	22	725	165	10	325
Income >100% HAMFI	1,115	172	9,690	300	52	2,830	145	25	1,205
Total	4,764	1,885	16,585	1,635	686	5,340	745	230	2,190

Source: CHAS, 2012

# BATH AREA HOUSING ASSESSMENT

Bath Housing Development Corporation

NOVEMBER, 2014

Planning Decisions, Inc.

