

**EQUITY AND JUSTICE FOR ALL  
ADVISORY COMMITTEE**



**FINAL REPORT TO THE SELECT BOARD  
March 23, 2022**

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## **I. Preamble**

The establishment of an Advisory Committee to the Select Board on Equity and Justice for All (“Committee”) recognized Milton’s need for increased attention to diversity, equity and inclusion (“DEI”) in its civic life.

The Committee’s charge, unanimously approved by the Select Board, was “to review Town policies, procedures, and budgets for the purpose of advancing equity and justice for all,” and to give a report within eighteen months from the Committee’s inception.

The Committee’s charge is an initial endeavor. It serves as a starting point toward implementing strategies that generate systemic change. “Equity and Justice for All” is an aspirational sentiment, and reflects principles that must be deliberately and continuously embedded in the civic consciousness of a community. This requires education, establishing DEI priority in Town policies, dedication of resources, and the establishment of systems of accountability.

During its tenure, the Committee observed signs of deeper commitment. Through the course of research and evaluation, many residents and civic workers have devoted much time and considerable candor to help assessing DEI in Milton. The equity audit in the Milton Public Schools (“MPS”) that occurred during the pendency of the Committee’s work helped identify the need for clarity and education around terms and assumptions about DEI. And the creation of a Senior Director of Education Equity at MPS models the need for focused resources and expertise in the on-going work of transformation.<sup>1</sup>

However, while it is clear that various members of Town government or Town departments have a view that diversity is important, up until this Committee’s work, that commitment has been consistently relegated to a lower priority when compared to various other public goods, such as public safety, conservation, and zoning. As this Report should make clear, there should be no competition between other public goods and the public good of DEI. Moreover, while the focus for many in government has been on diversity, it has been at the exclusion of equity and inclusion. While diversity is an important goal, diversity without inclusion and equity can be divisive and lend itself to tokenism. It is only by looking at DEI as a cohesive whole that Milton’s residents can find increased access to opportunity.

This report is an initial step toward the need for a much longer, holistic process. As this Report makes clear, Milton needs an official body dedicated to DEI issues to continue the work that will lead to the Town making substantial progress.

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<sup>1</sup> See Appendix B for relevant excerpts of the MPS Equity Audit and links to the full report.

## **II. Committee Overview**

In September 2020, the Select Board created and charged the Equity & Justice for All Committee to

- review Town policies, procedures and budgets for the purpose of advancing equity and justice for all, with a focus on eradicating from the Town of Milton oppression, racism, injustice, and violence against people of color (including without limitation immigrants of color);
- report to the Select Board on the results of its work at least once each calendar quarter during its tenure; and
- make recommendations based on the results of such work for the consideration of the Select Board within eighteen (18) months from the date of appointment of a Chair of the Committee.<sup>2</sup>

Thirteen members were originally appointed to the Committee—11 full members with 2 alternatives.

Linda Champion (alternate)  
Mark Conrad  
Frank Davis  
Karen Groce Horan  
Aldo Guerrero  
Christopher Hart  
Patricia Latimore

Janel Lucas  
Keith McDermott  
Quincy Miller (alternate)  
Lamar Reddicks  
Renisha Silva  
Reverend Lisa Ward

Patricia Latimore and Lamar Reddicks were appointed co-chairs. Over the course of the 18 month charge period, Mr. Reddicks resigned and was replaced by Mr. Hart as co-chair. Mr. Conrad and Mr. Davis also resigned from the Committee. Ms. Champion became a full member to replace Mr. Conrad. Mr. Davis was not replaced.

## **III. Purpose of This Report**

This Report has two primary goals. The first is to inform the Select Board and Milton residents of the work of the Committee: specifically, on its observations and recommendations. The second goal is to create a common baseline/understanding on the status of Diversity, Equity & Inclusion based on the observations of the Committee.

## **IV. Executive Summary**

The Committee concentrated its efforts to understand Milton's DEI challenges in four areas: Town government; affordable housing; schools, youth, and families; and police and fire. Through assigned subcommittees, the Committee reviewed several laws, policies, and other

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<sup>2</sup> See Appendix C for the original Select Board charging document.



relevant documents; interviewed dozens of stakeholders; crafted, implemented, and then reviewed the results of a first-in-Milton Town-wide survey on DEI; and collectively assessed potential recommendations for further actions to meet these challenges.

Although each subcommittee developed its own unique set of observations and recommendations, certain key observations were consistent across subcommittees' work, leading to a core set of recommendations from the Committee. The Committee promptly provided interim reports to the Select Board regarding some of these core observations and recommendations, leading the Select Board to take action prior to the delivery of this Report and the conclusion of this Committee's tenure.

### **A. Key Observations.**

The Committee's central and consistent observation, apparent almost immediately after it began its work and noticeable through interviews and document reviews, is lack of any formal commitment to DEI within Milton. In this respect, Milton as a Town is out of step with best practices in a host of institutions, whether public or private. In the Committee's experience, individual organizations—whether governmental entities, non-profit organizations, or private companies—formalize their commitments to DEI through public-facing statements coupled with actionable policies. This gap was doubly glaring given Milton's racial and ethnic diversity. While the Committee recognizes that a papered policy or statement is hollow without actions and accountability, the formation of a statement and policy is a minimum, and easy-to-achieve, starting point from which further action can be based. The lack of any such formal statement or policy in Milton reflected an obvious gap that could be quickly remedied to form a basis for further action.

Consistent with, flowing from, and reinforcing the lack of a formal commitment to DEI is a lack of diversity within Town institutions themselves. Whether through departmental staffing within the Town (including the police and fire departments), Town committees (whether appointed by the Select Board or the Moderator), or elected officials, those serving the Town and representing its institutions, in the aggregate, do not reflect the diversity of the Town itself. The Committee recognizes that there are structural barriers that may be difficult to overcome—such as the limitations of the Massachusetts Civil Service law placing limits on the freedom of the police and fire departments to hire with diversity in mind—but notes that the lack of diversity creates a negative feedback loop: when people of color in the Town do not see themselves represented in the Town's institutions, it diminishes a feeling of inclusion and belonging, and disincentivizes greater involvement.

The Committee further observed that historical patterns and inertia create obstacles to Milton's progress on DEI. A key and critically important example is affordable housing, where Milton has fallen far behind its statute-mandated requirement to provide a minimum amount of affordable housing, and where significant forces in the Town have and continue to create barriers to creating more affordable housing. Failure to provide for affordable housing carries elements of race discrimination, and disproportionately affects residents of color.

Milton's schools, during the Committee's tenure, have been in the process of attempting to overcome some of these same historical patterns and inertial and structural obstacles. The Committee observes that, in the schools and despite these efforts, there is still much work to be done on a number of fronts. Despite, for example, having a strategic plan around DEI, Milton's schools continue to struggle with diversifying their teachers and staff. And while the schools have created a position with responsibility over DEI, significant questions remain whether that position has been or will in the future be given sufficient power and support to be effective.

Outside of the centralized systematic issues around diversity and equity in the schools, the Committee focused on the more decentralized problem of youth sports, where programs are created without DEI in mind, detrimentally affecting families and children of color disproportionately.

Finally, while not an area of study, it is important to note that the Committee itself as a body, and members individually, observed or directly experienced expressions of bias and discrimination. For example, the Committee was aware of letters published in the *Milton Times* where residents took aim at this Committee and its work, or public comments regarding DEI by its members, calling such work or comments divisive and unnecessary. While the Committee appreciates that individuals may have differing political views that they are and should be free to express, resident comments regarding this Committee's work was at times overtly hostile, leading to concerns regarding the amount of resistance that the Town may need to overcome in realizing significant progress regarding DEI.

## **B. Key Recommendations.**

While each area of focus elicited its own unique set of recommendations, four key recommendations emerged, which the Select Board, as of this writing, is already in the process of implementing.

The first is the creation of a Town-wide DEI statement and policy. That policy would provide guidance and requirements regarding greater diversity in hiring and committee appointments; require that government entities throughout the Town (including appointed and elected committees) make their commitment to DEI clear through public-facing statements; create guidelines around procurement; and provide for a formal DEI complaints policy. In concert with the Select Board's Policy Committee, the Committee drafted such a policy, which at the time of this writing is still being considered by the Select Board.

The second is the creation of a standing DEI Committee, appointed by and accountable to the Select Board, with responsibility over DEI issues. While the Committee also recommends that Milton create a permanent Town-wide DEI position, a permanent Committee made up of volunteer residents can be a crucial sounding board and provide a needed forum for the Town to continue this ad hoc Committee's work far into the future.

Consistent with these actions, the Committee worked closely with the Town Administrator to select and hire a DEI consultant, who as of this writing has already begun work

auditing the Town's DEI practices to provide an assessment and recommendation for best practices.

The third is the need for education and dialogues around affordable housing. Much of the aversion among some Town residents regarding affordable housing appears to come from a lack of understanding about what affordable housing is and how Massachusetts General Law Chapter 40B imposes specific compliance requirements on the Town. This lack of understanding may lead to reticence from the Planning Board to proactively craft a plan for such compliance (presumably in concert with the Town Planner), and the Committee strongly recommends that the Select Board, to the extent possible, guide and work with the Planning Board on such efforts. Finally, consistent with the need for a Town-wide DEI staff member, such an individual should have in its purview oversight regarding 40B compliance. While the Town is in the process of creating a Shared Housing Services Office with a group of municipalities to maintain compliance, there should be structures of reporting and accountability so that the work of creating affordable housing continues equitably and without delay.

The fourth is a much-needed focus on youth sports, which is critically important to children and families in Milton. The decentralized, volunteer nature of youth sports leads to situations where there is inconsistent communication—and inconsistent resources—around available programs. This inconsistency can be remedied by providing for consistent and regularized communication regarding sign-up dates and transportation, which can also be made more broadly available to more families. Making even relatively simple changes in this regard, as the Board of Park Commissioners has been doing, can potentially lead to significantly improved opportunities for Milton's youth.

## **V. Areas of Focus**

### **A. Methodology in Choosing Areas of Focus**

The Committee started its process by brainstorming to identify priority topics/issues that members believed impeded equity & justice for all, especially people of color. Four main priority focus areas were identified. These were:

- Police & Fire
- Affordable Housing
- Schools/Youths & Families
- Town Government

The Committee created four subcommittees to research in detail these priority areas and to develop observations and recommendations for the larger Committee's consideration and feedback. Subcommittee members met with members of the Select Board, heads of Town departments, Town residents, Town groups/organizations, DEI professionals, and academics, and reviewed numerous relevant documents, including comparative analyses of other Towns. The subcommittees' Specific Observations and Recommendations are provided below in Section VII.

The Committee also crafted and conducted a Town-wide survey in October 2021, and held two focus groups in December 2021 and January 2022. See Section VI, below, for key findings from the survey and focus groups.

The Committee believes that the observations from the subcommittees, survey and the focus groups provide a baseline/understanding of DEI in the Town at the end of 2021.

## **B. Areas of Importance Not Explored**

The Committee recognizes that it did not consider all areas that might be important to gain a full understanding of equity and inclusion Milton. For example, the Committee did not look at health care disparities; the impact of residents' immigration status; the lack of affordable transportation options; the scope of services available for seniors, especially those of color; or diversity in Town-sponsored events.

The Committee believes that all of the above areas deserve further study, and hopes that these and other areas will be addressed by either other groups (such as the Partnership for a Healthy Milton, investigating healthcare inequities), or by a permanent standing Select Board Advisory Committee for Equity & Social Justice for All, which is a key recommendation.

## **VI. Summary of Key Survey Findings**

### **A. Introduction and Methodology**

The Committee developed and, in October 2021, administered a survey focused on understanding residents' perspectives regarding a variety of diversity, equity, and inclusion issues as well as steps and potential recommendations of the committee. Five hundred and seventy-one Milton residents completed the survey. In general, survey categories reflect the Committee's four primary areas of focus. The Committee retained a consultant, Dr. Rebecca Mirick, to complete the bivariate and qualitative analyses. Survey committee members also consulted with Kelly Mynema from the Department of Planning and Development in Arlington, a Town that has conducted annual Town wide surveys for the last twenty years.

Once developed and finalized by the Committee, the survey was put into the Town's Google Forms platform by Town Staff. It was then pilot tested by Committee members and their community contacts. Prior to "going live," the survey was also reviewed, edited, and approved by the Select Board. It was then distributed via email to community organizations and

businesses, and postcards with a QR code that linked to the survey were distributed to local businesses and to some residents' mailboxes. An ad was also placed in the *Milton Times* with information about the survey and the QR code. Fifty paper copies of the survey were also made available at the Library, Council on Aging, and Town Hall. The survey remained open for responses from October 8th to November 9<sup>th</sup>.

In an attempt to encourage resident participation, local businesses were approached for potential donations of gift cards for a participant lottery. Following completion and submission

of the survey, participants were prompted to include interest in participating in the lottery or follow-up focus groups. Steel and Rye, Fitness Unlimited, and Milton Market Place graciously contributed gift cards of \$100, \$50, and \$25 respectively. A drawing was held during a Committee open meeting, and gift cards were distributed to the recipients.

## **B. Summary of Survey Results**

Survey findings revealed the following, which the Committee took into consideration when finalizing this Report:

- There is widespread agreement that Milton is generally unaffordable, and also that Milton must do better to provide affordable housing.
- There is strong support for increasing the diversity of police and fire departments.
- There was strong support for police using bodycams and for the diversion of police funding to support youth, substance abuse and mental health programs.
- Except for those who have lived in Milton for more than 50 years, respondents largely do not believe that Milton has sufficiently diverse town government.
- There was significant variation between respondents who have lived longer in Milton, with longer term residents reporting more agreement that the town treats residents fairly.
- Most respondent reported not experiencing discrimination in the town; but for those who did, discrimination on the basis of race was most often cited.
- A majority of residents agreed that race was an issue and that the Town is racially segregated.

These findings were incorporated into observations and recommendations concerning the four specific topic areas on which the Committee focused. Further details regarding survey findings are provided below.

Finally, it should be noted that these results are a snapshot in time of perceptions and attitudes. Further important work in the future will include comparing such perceptions and attitudes over time through the use of similar surveys in the future.<sup>3</sup>

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<sup>3</sup> For a more detailed discussion of survey findings and methodology, *see* Appendix H.

## **C. Key Findings<sup>4</sup>**

### **1. Survey Demographics**

The racial and ethnic identity of respondents somewhat paralleled the demographics of Milton. 71% of respondents identified as white, 11% were Black or African-American, approximately 4% identified as Asian, with approximately 3% identifying as Latinx. Due to their small numbers, those who identified as two or more races, Other, Native American, or Hawaiian/Pacific Islander, a total of approximately 11% were combined.

With respect to gender, 49% of the respondents identified as female, with 20% identifying as male and no one identifying as non-binary. 31% of respondents did not respond to this question. Regarding sexual orientation, over 55% did not respond, with approximately 39% identifying as heterosexual, and 6% identifying as LBGQA. Most respondents also reported their income as over one hundred thousand dollars (approximately 80%), have lived in Milton between one and forty years (87%), with approximately 90% owning their residence. While approximately 23% of respondents did not know their precinct, of those who did, precincts one, two, and four had the highest response rates averaging approximately 11% each. All other precincts ranged from 5% to 8%.

### **2. Schools**

The majority (71%) of respondents reported that their children had attended MPS, with others (29%) reporting that their children attend(ed) private school. A majority of respondents with children who have attended Milton Public Schools reported that their children were treated fairly (80%) and that they were satisfied with their child's education (71%). A smaller percentage agreed that MPS provided equal opportunities for all students (51%), and that MPS focus on student inclusion (53%). Almost equal numbers of respondents felt that the Town's Schools are racially segregated (40%) while 43% felt that they are not segregated.

Narrative analysis of the open-end question regarding school feedback from one hundred six respondents elicited several themes. The most frequently mentioned theme was that of the lack of inclusion in schools (59). Others (51) mentioned that they had had positive experiences with MPS and specifically expressed that the Tucker School was a wonderful school (12). Other

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<sup>4</sup> Since some bivariate analyses were completed, this report includes discussion of several variables that were found to be statistically significant. The levels of probability (likelihood that the association between variables is by chance) for the statistically significant findings reported range from a 5% chance ( $p < .05$ ) the lowest level generally accepted in research, to a one ten-thousandth chance ( $p < 0.0001$ ), (an extremely improbable and unusual probability) that the association of the findings is due to chance. Most statistically significant findings reported here are in the  $p < .01$  to  $p < .001$  range. (A "p" value is a statistical value that indicates a level of confidence. Generally, the lower the p value, the higher the level of confidence that the finding provides meaningful data.)

concerns expressed were regarding segregation of the schools (20) and a desire for less inclusion and more focus on academics (22).

### **3. Housing**

While there was strong disagreement that anyone can live in Milton (69%), and strong agreement that Milton is an unaffordable place to live (59%), respondents did express concern that the Town address these issues. More specifically, an overwhelming majority (67%) agreed with Milton creating more options for affordable housing. Almost equal numbers felt that the Town should offer direct financing (35%), while 38% disagreed with this approach. Forty-one percent of respondents did not agree that Milton was racially inclusive, 32% agreed, and an almost equal number of respondents had no opinion or were unsure (28%). However, there were no significant racial differences with respect to these responses.

It is important to note that there was a significant relationship between how long an individual has lived in Milton and agreement that housing is racially inclusive ( $p < .05$ ), as the longer an individual has lived in Milton, the more likely they agreed that housing is racially inclusive. More specifically, less than 8% of those who have lived in Milton less than one year agreed that housing is inclusive, in comparison to those who have lived in Milton forty-one to fifty years where 38% agreed, or over fifty years where 49% agreed. Similar findings occurred regarding the belief that zoning laws are fairly enforced.

### **4. Police**

Approximately 72% of respondents related that they had some experience with the Milton Police Department. Those who felt satisfied or very satisfied with police handling a variety of interactions, ranged from a low of 37% regarding their handling of residential complaints and confrontations, to a high of 67% for handling emergency calls. 48% of respondents were satisfied or very satisfied with police handling of traffic stops, with 41% having no opinion and 11% feeling dissatisfied or very dissatisfied.

A few police interactions elicited significant differences between respondent groups. With respect to community engagement, approximately 71% of respondents who responded to this question were satisfied or very satisfied with police community engagement. However, respondent satisfaction with police engagement was significantly related ( $p = 0.039$ ) to how long respondents lived in Milton, with those who have lived in Milton forty-one to fifty years residents having a satisfaction rate of approximately 78% in comparison to 50% of those who have lived here less than one year. Length of time in Milton was similarly significantly ( $p = 0.003$ ) related to satisfaction with police response to emergency calls. Approximately 90% of those living in Milton over fifty years were satisfied or very satisfied, in comparison to 62% for those living in Milton less than one year.

Regarding approval of police maintenance of community safety, race was a significant factor ( $p = 0.007$ ), with 25% of those identifying as other agreeing, in comparison to 47% who are Black or A.A., 67% for those who are White or Latinx, and 50% for those who identified as Asian/Pacific Islander.

Although not a large group, older residents also evaluated the police more favorably, with 50% of those over sixty-eight satisfied or very satisfied with police transparency compared to 30% to 31% of those aged twenty-eight to sixty-seven. Similarly, 100% of those over seventy-eight believed that emergency calls were handled well, in comparison to 59% to 74% of other age groups. Of those over seventy-eight, 70% agreed that the police provided fair treatment to residents, in comparison to a range of 29% to 46% of those in other age groups. Across interactions, there were no significant differences in police satisfaction with respect to gender or sexual identity.

Approximately 9% of respondents reported that they had had a negative interaction with the Police or a Police officer, with 4% reporting that they had an interaction where they felt the interaction was discriminatory. A narrative analysis of responses of those who reported negative experiences with the police (54) centered on residents experiencing negative and unhelpful interactions (17), aggressive angry interactions with the police at times escalating the interaction (12), and the inequitable police response based on race or another social identity (11). Less frequent responses also noted police harassment of teens, disproportionate traffic stops of people of color, and unsafe driving. Some respondents also expressed concern that police had been inappropriate in their social media posts (3), that the police needed to do more (2), and concern regarding police leadership (3).

While it is clear that race, age, and length of time of residency are important residents' experiences and perspectives regarding the police, there was broad support for an enhanced vision to support and strengthen policing in Milton. Most significant was respondents' agreement with the addition of police use of body cameras (76%), the diversion of police funding (70%) for specific services, such as youth programs (74%), substance use (73%), and mental health (73%). There was also strong support for hiring policies that would increase the department's diversity (57%) and for community oversight of the police department (42%). Additionally, 41% of the respondents also supported a tax increase to support police salaries, with 27% opposed to this.

## **5. Fire**

Approximately only 41% of respondents had some experience with the Milton Fire Department (MFD). Overall, those who had experience with MFD overwhelmingly supported the actions of the fire department (98%). Of those who had an experience with the fire department, only approximately 1.5% reported having had a negative interaction, with 0.6 % reporting that interaction as discriminatory. However, despite respondents' significant approval of the department, there was considerable support to diversify the department (60%) and support for youth development/recruitment programs (58%), with 42% supporting a tax increase to offer more competitive salaries compared to 26% against a tax increase to be used for this purpose.



## **6. Government**

Overwhelmingly, respondents had not served in government in the past (74%), were not currently serving (83%), or were not interested in serving (61%). A majority of respondents had not filed a complaint (84%) and while 23% found the process readily available and easy to use, 22% disagreed, while the largest group, 55% were unsure or had no opinion. Of those who filed a complaint, the largest group (55%), were again unsure or had no opinion regarding how adequately their complaint had been handled by the Town, with 24% expressing that the Town's response was not adequate, and 21% agreeing that it was. Twenty-two percent of respondents had no idea how to file a complaint while 25% did, and 53% were unsure or had no opinion. Overall, respondents were fairly comfortable filing a complaint against the range of municipal departments. The municipal department with the highest percentage of respondents who were comfortable or very comfortable was the Library (76%), with the Police Department having the lowest percentage (66%), with all other departments ranging from 73% to 69%.

There was a significant association between the belief that Milton has a sufficiently diverse Town government, on the one hand, and the number of years in Milton, on the other ( $p < 0.001$ ). For those living here under ten years, only 15.4% and 16.8% agreed (under one year and 1-10 years, respectively). For those living in the Town between 11-20 years, 24.8% agreed; for those 21-30 years, 23.6% agreed; and for those 31-40 years, 23.2% agreed. For residents who had been in Milton 41-50 years, 30.4% agreed, while for those who had been in Milton 50+ years, 55.6% agreed.

As a second dimension of inclusion, perceptions of Town segregation were also explored with a significant relationship ( $p = 0.001$ ) between how long respondents had lived in Milton and the belief that Milton is racially segregated. For those in Milton less than one year, approximately 46% agreed, while agreement for those who have lived in Milton between one to forty years ranged from 49% to 50%. The lowest level of agreement occurred in those who have been here over forty-one years and fifty years with only approximately 21% agreeing that Milton is racially segregated, a significant difference from those who are more recent residents of Milton.

## **7. General**

Several questions were designed to assess Milton's climate and perspectives regarding diversity, equity, and inclusion issues. A large percentage of respondents agreed or strongly agreed that the Town makes an effort to facilitate positive relationships among residents (56%), that Town events were inclusive (62%), and that residents feel welcome (84%). On the other hand, a considerable percentage of respondents disagreed or strongly disagreed that Town government was inclusive (50%), with a larger or equal percentage agreeing that race is an issue (57%), and that Milton is racially segregated (50%).

There was a significant association between the belief that everyone in Milton is treated with respect and the number of years in Milton ( $p = 0.006$ ). While only 61.5 % of those here under a year agreed, 77.5% of those here from one to ten years agreed, 88.3% of those here eleven to thirty years agreed, and for those over 31 or more years, approximately 92% agreed.

This finding suggests that those who are newer to Milton hold a distinctly different perception and perhaps experience of Milton's treatment of residents.

Two factors were significantly related to the perspective that race is an issue in Milton: the length of time one has lived here ( $p<0.001$ ), and income ( $p=0.024$ ). Those relatively new to Milton (less than one year) and those here over 40 years were less likely to feel that race is an issue, while the higher a respondent's income, the more likely the respondent was to feel that race is an issue. There were no significant differences among racial groups for this variable. There were also racial/ethnic differences with respect to feeling welcome in Milton. Approximately 88% of those who identified as white agreed that they felt welcome, with approximately seventy-eight percent of those who identified as Other having the next highest level of agreement. Only 60% of those who were Black agreed, with 75% of those Latinx agreeing and 50% of those who were Asian agreeing.

With respect to inclusion, there were several differences with respect to gender. For example, women (81.7%) were less likely to feel welcome than men (92.9%), and women (11.8%) were less likely than men (29.5%) to believe that Milton has diverse staff. However, women (65.1%) were more likely than men (43.4%) to agree there is sufficient government diversity. Women (12.2%) were also less likely than men (26.3%) to believe there is racial segregation, but much more likely (94.2%) than men (47.3%) to believe that race is an issue.

While clearly there are ethnic and racial differences with respect to feeling welcome, most respondents (89.7%) did not report they had experienced discrimination. Of those who did report experiencing discrimination, intimidation, or violence (10.3%), most experienced discrimination or intimidation: based on race, 30; religion, 9; national origin, 10; gender identity, 10; language, 6; socio-economic status, 7; physical, cognitive, or emotional challenges, 4; and sexual identity, 14. Three respondents reported that they had experienced violence, one due to their race, and two due to their physical, cognitive or emotional challenges.

Despite differences regarding how respondents experience Milton, survey respondents overwhelmingly supported a variety of DEI initiatives. More specifically, most of the proposed initiatives were felt to be important or very important to Milton improving its diversity, equity, and inclusion: Hiring more diverse staff, 66%; developing a DEI statement and policy, 61%; designating a DEI official, 60%; reviewing policies for DEI compliance, 65%; and adopting a DEI plan, 64%. Initiatives such as making DEI funding a priority (59%) and hiring DEI staff (51%) were also felt to be important or very important to improving the Town's diversity, equity, and inclusion.

## **8. Equity and Justice for All in Milton**

Two open-ended questions invited respondents to share their specific thoughts about living in Milton and what Equity and Justice for All in Milton should look like. As in other areas of the survey, narrative analysis was used to determine respondents' perspectives. Perspectives (144) regarding Milton found that, predominantly, respondents felt that Milton was a good place to live (50) without identifying reasons to change, while others felt that surveys like this one are a problem and should stop (10). Significant challenges in the Town were noted as

financial concerns (21), schools (15), resistance to change (15), racial and economic segregation (15), racism or bias (13), and traffic (10).

More respondents (209) shared their vision of what Equity and Justice for All in Milton should look like. The two most prominent themes noted were that people should be treated equally (57), and the need for inclusion, making sure that everyone feels welcome at all events (55). Other responses included the need to make changes in the schools (36), that Town officials should create a climate of equity and inclusion (29), the need to diversify staff, Town officials, and employees (22), to end segregated neighborhoods, schools, and communities (27) and to address economic issues (22). Respondents also felt that it was important to avoid polarization (23) and that although DEI work created this, it was important to do. They also felt it was important to do difficult Anti-Racist work, including anti-bias training and education across departments (21). Along similar lines, some felt that the Town needed to make a commitment to engage in cultural change (19), although some did not believe it was the role of the Town to do this work (10).

## **9. Focus Groups**

Survey respondents were asked to confidentially note their interest in participating in a survey focus group. The focus groups were designed to further explore survey focus and outcomes, as well as insight regarding areas considered important, but not included in the survey. Approximately thirty respondents expressed interest in participating, and three focus groups of six to eight participants were planned. However, due to participant availability, only two focus groups were held, with one group of five respondents held on December 16, 2021, and a second group consisting of two respondents that was held on January 4, 2022. All participants were Milton respondents, three female and four male, who had lived in Milton from two years to many generations. Most had children who had attended the Milton Public Schools, and some were actively involved in the community. Vivien Morris, a DEI consultant, was engaged to facilitate and provide summaries of the focus groups.

All participants were actively involved in both sessions regarding a variety of topics. Both groups addressed the issues of housing, civil service and police and fire, and schools, as well as recommendations for change and suggestions for increasing community engagement in Town efforts.

### **a. Housing Highlights and Recommendations**

Participants favored the proposed “affordable” housing to be built within the Town limits and expressed concern that a few persons of color purchasing condominiums is not the same as attracting persons of color to housing across neighborhoods. In order to remedy this problem, they suggested several actions: 1) The need to have a cultural shift in how diversity in housing is addressed, including honestly recognizing that Milton is not diverse across all neighborhoods, and that diversity across the Town of Milton is needed; 2) There needs to be clarity in recognizing and working to change the ways that people of color are steered to certain neighborhoods (currently ethnically diverse neighborhoods), including addressing whether there

is steering by realtors. Additionally, efforts should be made to specifically increase marketing in ethnically diverse communities of Boston for Milton housing.

### **b. Civil Service, Police, and Fire Highlights and Recommendations**

Participants expressed that greater diversity is needed in Milton Town workforce, with the Police Department, and Fire Department specifically cited as the workforces that do not reflect the town's population. They additionally noted that the civil service approach to hiring has the effect of decreasing staff of color, since priority in hiring is given to military veterans. Further, they noted that the high cost of living in Milton limits the number of younger people who can receive or accept jobs in Milton Town government. The groups also expressed concerns regarding unequal treatment by Milton Police. More specifically, examples were given of white youth receiving positive treatment from Police officers, compared to youth of color receiving mistreatment. They also noted the greater likelihood of motorists of color being pulled over by Police.

Recommendations to address these issues included the following: 1) a significant increase in the diversity of town employees across all departments and equitable treatment across employees of all racial groups; 2) having the Police and Fire Departments provide specific plans regarding how they intend to improve staff diversity; 3) having the Town of Milton Safety Budget consider needs including but also beyond the Police Department; and 4) increasing staff pay to at least the levels of Boston salaries, in order to reduce staff attrition from Milton to Boston.

### **c. School Highlights and Recommendations**

Participants expressed that the limited diversity in students and staff across Milton schools is a major concern and that little is being done to expand diversity Town-wide, despite receiving state funding due to the diverse population of a single elementary school (Tucker). They also felt that racial issues that come forward at the middle school and high school levels may in part be due to the limited diversity experience of students at the elementary level. Additionally, they expressed concern that high school student performance data shows racial inequity in academic performance, with Black students having lower performance than white students. Lastly, participants expressed concern that there is limited diversity in teaching staff across schools due to recruitment and retention, and that school staff do not reflect the racial diversity of students at the school. This is also a concern both at the Tucker Elementary School and other schools where the percentage of teachers of color is well below the percentage of students of color.

Focus group participants suggested several steps to address these concerns: 1) in order to address the issue of unequal racial diversity across Milton Schools, there should be a re-drawing of school districts, impacting the racial diversity of all elementary schools; 2) state funding received because of the high percentage of students of color at the Tucker Elementary School should be used to specifically challenge the limited diversity in other Milton elementary schools; 3) there should be a review of school statistics/data and exit interviews by teachers and staff to deepen understanding of their experiences and reasons for leaving; 4) consideration should be

given to working with other organizations and nearby Towns to increase teachers and staff of color; 5) there should be recognition that overall efforts to increase the housing racial diversity across all Milton neighborhoods will improve the racial diversity of Milton schools, and that addressing the lower academic achievement of students of color might also be addressed by increasing the number of teachers of color.

#### **d. Suggestions to Improve Community Engagement in Town Efforts**

Focus Group participants concluded with a range of suggestions to increase community participation and engagement in Town efforts and initiatives:

- Increase outreach to all Milton residents, talk to all residents, and share information on how to get involved in Town meetings, boards, elections, etc.
- Encourage more residents to volunteer.
- Make sure the outreach is grassroots, meeting people where they are.
- Continue projects like the Town-wide surveys and focus groups to use the information provided to help figure out how to make Milton a place for everyone.
- Increase the Town of Milton's commitment to equity and dedicate more Town financial and other resources to fund positions and efforts to address inequity.
- The Milton Select Board should clearly take on addressing issues of racism, and not allow the voices of those who disagree with addressing racism to drown them out.

### **VII. Specific Observations and Recommendations**

The following section details the Committee's specific observations and recommendations according to each of its four topic areas: 1) Town Government, (2) Affordable Housing, (3) Schools, Youth and Families, and (4) Police and Fire.

Each topic area contains a brief summary overview, the specific questions the Committee sought to answer, the methodology the Committee employed to study the questions presented, specific observations emanating from the Committee's work, and recommended actions for the Select Board or other organs of Town Government to remedy or otherwise address the Committee's observations.

In some instances, the Committee identified observations and recommendations that were repeated across topic areas. Those **Key Observations** and **Key Recommendations** have already been accounted for in **Part IV.B.**, above.

## **A. Town Government**

### **1. Overview**

Milton is a demographically diverse Town. While fewer than 75% of its over 27,000 residents are white. 15% identify as Black or African American, 3% as Hispanic or Latino, and nearly 7% as Asian.<sup>5</sup> The Committee recognized that Town government did not reflect this diversity; the significant majority of those elected, employed, or appointed to Town offices are (or appeared to the Committee to be) white.

Given the Town's diversity, the Committee set out to understand this disconnect between the Town's diversity, on the one hand, and the lack of diversity among the Town's staff and representatives, on the other. In the Committee's view, actual or even perceived lack of diversity among those elected, employed, and appointed by the Town can have long-term detrimental effects on how included Town residents feel in Milton; how responsive the Town is to their needs; and how receptive the Town is to the full array of concerns among residents.

### **2. Questions Presented**

The Committee identified the following four questions for research:

- a. How can the Town acknowledge its diversity and hold itself accountable for becoming a welcoming place for all of its residents?
- b. How can DEI efforts be made visible to all Town residents?
- c. What steps could be taken to make the Town government be more reflective of the Town's diversity? Such diversity includes
  - a. Staff
  - b. Elected officials
  - c. Appointed public servants

### **3. Methodology**

To better understand the answers to the questions presented above, the Committee engaged in the following activities:

- a. Reviewed Town's policies relating to DEI;
- b. Met with key members of Town government with responsibility for hiring, appointments, and Town policies, including the following:
  - i. Select Board members;
  - ii. Town Administrator;
  - iii. Town Moderator;
  - iv. Human Resource Manager; and

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<sup>5</sup> U.S. Census Bureau, QuickFacts, Milton Town, Norfolk County, Massachusetts, *available at* <https://www.census.gov/quickfacts/miltonTownnorfolkcountymassachusetts> (last accessed January 2, 2022).

- v. Town residents.
- c. Reviewed Practices and policies from other Towns;<sup>6</sup> and
- d. Met with DEI professionals.<sup>7</sup>

#### **4. Challenges and Obstacles**

The Committee did not encounter material challenges or obstacles in conducting its research, assessing observations, or proposing recommendations.

#### **5. Observations**

Based on the interviews and document review it conducted, the Committee made the following observations relating to Town government:

- a. The Town has not articulated a formal Town-wide commitment to DEI. Rather, there are few and, at best, disjointed tactics to address diversity, inclusion or equity. This lack of formal articulation has led to inconsistent progress and education on DEI and its importance.
- b. Similarly, with the exception of Milton schools, no person, committee, or other public body is responsible for leading or otherwise addressing diversity, equity and inclusion.
- c. The Town's employees and staff members, in the aggregate, do not reflect the diversity of Milton's residents.
- d. There is very little engagement with, outreach to, and recruitment of residents of color in the Town for Town offices and committee appointments.
- e. There are few elected officials of color.
- f. There is no formal DEI-related complaints process.
- g. Town committees with jurisdiction over residents are perceived to inequitably and inconsistently enforce relevant rules and regulations.
  - i. For example, during the pendency of the Committee's charge, some residents complained of inequitable enforcement by the Conservation Commission, leading to a revision of the Commission's notice procedure.

#### **6. Recommendations**

In response to the observations articulated above, the Committee recommends that the Town take the following actions:

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<sup>6</sup> See Appendix F for list of Town policies reviewed, along with websites

<sup>7</sup> See Appendix D for a list of names of professionals interviewed.

- a. Create a Town-wide DEI statement and policy that demonstrates the Town's commitment. The statement and policy should contain specific DEI goals.<sup>8</sup>
- b. Establish a permanent Select Board advisory DEI committee to ensure ongoing attention and accountability for DEI across the Town. The permanent committee should have specific and regular reporting obligations to both the Select Board and Town Meeting.<sup>9</sup>
- c. Incorporate DEI accountability and responsibility into the goals of the Town Administrator, including with regard to Town-wide hiring.
- d. Create a full-time, Town wide DEI position to lead the Town's DEI strategy.
- e. Create a DEI dashboard available on the Town website. The dashboard should contain at least the following information:
  - i. Town-wide demographic information.
  - ii. Diversity statistics of Town staff.
  - iii. Diversity statistics of Town elected officials.
  - iv. Diversity statistics of Town committees.
- f. Annually report the "state" of DEI to the Town, including but not limited to the information contained in the DEI dashboard, the Town's DEI goals, the efforts taken to achieve those goals, objectives met, and continued challenges.
- g. Create and implement an initiative to increase inclusion and equity with the Town's workforce.<sup>10</sup>
- h. Annually review and report on the Town's enforcement policies and activities to ensure equity in enforcement. Such enforcement activities include, but are not limited to, the following:
  - i. Zoning.
  - ii. Conservation Commission actions.
  - iii. Traffic and parking enforcement.
- i. Establish processes to recruit a more diverse pool for Town volunteer positions via more active outreach (e.g., social media, churches, civic organizations, newspaper notices, the Town website, and Town-wide emails).
  - i. The Town-wide DEI policy statement should outline a specific process to increase diversity in recruitment.

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<sup>8</sup> This recommendation was provided to the Select Board in April 2021, and was drafted during the pendency of the Committee's work. A copy of the final draft presented to the Select Board is at Appendix E. The Select Board agreed at its 1/24/22 meeting to begin the process of adopting a Town-wide DEI policy.

<sup>9</sup> The Select Board agreed to launch a permanent DEI Advisory Committee prior to March 21, 2022 at its 1/24/22 meeting. The charter for the permanent committee was approved by the Select Board on 3/14/22.

<sup>10</sup> The Select Board approved the hiring of a Town wide diversity consultant at its 1/24/22 meeting, with final budget approval on 2/9/22. The project is expected to kick off before the end of March 2022.



- ii. The Town-wide dashboard should report on the demographics of those who applied and those who were selected as part of the annual dashboard reporting.
- iii. Town volunteer forms should solicit voluntary demographic data.
- iv. Care should be taken to impose limits on the amount of time individuals may serve on Town-wide committees.<sup>11</sup>
- j. Provide information specifically to residents of color regarding the Town's political process and opportunities for service to encourage them to run for elected offices.
- k. Create and administer a Town-wide DEI Complaints process.

## **A. Affordable Housing**

### **1. Overview**

Milton's current Town-wide housing structure reflects historical barriers to housing based on race. Crafting strategies to make housing equitable in Milton requires understanding and acknowledging this history in order to take deliberate action on a short- and long-term basis.

Historically, Milton had restrictive covenants in place, but the public had no way to know of the existence of such restrictive covenants. Information regarding housing availability was also not readily available or accessible to the general public. The sign ordinance created by the 1989 Planning Board sought to restrict who could become a Milton resident, contributing to the clear racial segregation that exists today, where residents of color are largely confined to the Mattapan/Milton section of Town. Unfortunately, these areas have received less investment in infrastructure (sidewalks, curb cuts, road maintenance, and landscaping, for example), and are also devoid of a restaurant and a business district.

Recognizing decades ago that Massachusetts is an expensive place to live, the Legislature enacted Massachusetts General Law Chapter 40B ("40B"), known as the Comprehensive Permit Law, in 1969. Its goal was and remains making at least 10% of every community's housing affordable according to income standards set by the U.S. Department of Housing and Urban Development (HUD). The Town of Milton's goal should be to effect meaningful social change by educating residents on Chapter 40B's requirements, affordable housing, and the benefits of diversity, equity and inclusion. But since 1969, Milton has failed to develop affordable housing in compliance with 40B. As of the date of the last census, Milton is under 50% compliance with the law, hovering at 4.9%<sup>12</sup>. As a practical matter, this means Milton will need to inject an estimated 500+/- units of affordable housing to come into compliance with 40B.

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<sup>11</sup> It was noted that a number of various town committee members have served over 10 years.

<sup>12</sup> DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY ("SHI") as of 12/15/2021 evidences 586 units of SHI housing, 6.08% of SHI units, which is inclusive of the recently approved units at 582 Blue Hill Ave and provides a safe harbor for two years wher the Blue Hill Ave satisfies the production targets in Milton's housing production plan. Of the 586 units, 422 are senior housing (Fuller

Milton can overcome this history with strategic, deliberate and creative action. Current opportunities include strategic planning around MBTA neighborhoods, ADU units, and mixed use dwellings, which all have the potential to inject needed affordable housing into the community by counting toward the Subsidized Housing Inventory (SHI) requirement under 40B if zoning required the unit to be affordable according to HUD standards for income eligibility.

## **2. Questions Presented**

Understanding the historic landscape, the Equity and Justice Affordable Housing Subcommittee recognized systemic obstacles and ongoing challenges. The data evidenced that our sister communities, many similar to Milton, have met or are close to meeting the 40B mandate. Milton’s housing structure carries the historical effects of “redlining,” that is, the discriminatory practice of denying mortgages and other opportunities for home ownership to residents of color.<sup>13</sup>

The Committee identified the following questions for research to understand why Milton was falling short of the 40B requirements:

- . What is the history of and rationale behind the Town’s non-compliance with, and resistance, to 40B?
- a. How does Milton compare with its peer communities regarding the availability of affordable housing?
- b. Are there ways to develop creative solutions to encourage more affordable housing?

## **3. Methodology**

To find answers to the questions presented above, the Committee engaged in the following activities:

- a. Researched affordable housing initiatives with peer communities.
- b. Attended meetings organized by Milton residents who advocate for historical preservation, sustainable housing options, and affordable housing.
- c. Attended meetings with elected officials.

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Village, Unquity House, Winter Valley, and the Milton Housing Authority units at 65 Miller Ave are all senior housing). The Town of Milton has 164 units that are not age-restricted. *See* Appendix J; *see also* “Demographics and Housing Patterns in Milton, MA,” a presentation by Maria Alejandra Santa of Boston University, at Appendix I.

<sup>13</sup> “Redlining” refers to historic governmental and bank practices to discriminate against Black prospective home buyers by refusing to provide them loans for homes in certain defined neighborhoods.

- d. Participated in discussions with Dr. Yesim Sungu-Eryilmaz, Professor of City Planning and Urban Affairs at Boston University and worked on data points for analysis.
- e. Worked with BU Urban Affairs group to obtain mapping visualization combining census data with Town demographic data related to race, ethnicity, income, and density.
- f. Prepared map of all Town owned land available for development.<sup>14</sup>
- g. Reviewed Town meeting minutes and official Town correspondence related to restrictive covenants, planning board and accessory dwelling units.
- h. Read postings on social media from Milton residents.

#### **4. Challenges and Obstacles**

The Committee encountered three material challenges affecting its ability to provide effective recommendations.

- a. First, the structure of Town-wide housing is a significant creature of zoning laws with Planning Board oversight. There are systemic barriers to development and access to information about available properties and land opportunities. Any effective movement toward more affordable housing will need to be addressed through a change in leadership priorities and historical practices that do not encourage developers to increase affordable housing stock.
  - i. For example, the 92 Brush Hill Road project was a project where a developer was allowed to purchase an offsite project to satisfy the 25% affordable housing requirement for projects to receive specialized treatment when communities are under the 10% threshold.
  - ii. As another example, the Town has failed to launch other programs outside of 40B to make Milton more affordable, like establishing a down payment assistance program and/or residential tax exemption.
- b. Second, there is entrenched cultural resistance to affordable housing (“Not-in-my-backyard,” or NIMBY, politics). This resistance may in part reflect a lack of education, a lack of common understanding of what makes housing “affordable,” and entrenched racial and economic stereotypes. Common phrases encountered are those such as, “you can take the person out of the environment but not the environment out of the person,” “affordable housing will change the nature of the community,” and the perception that affordable homeowners “will not care for their property.”

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<sup>14</sup> A Map of Milton Land Available for Development can be found at Appendix G.

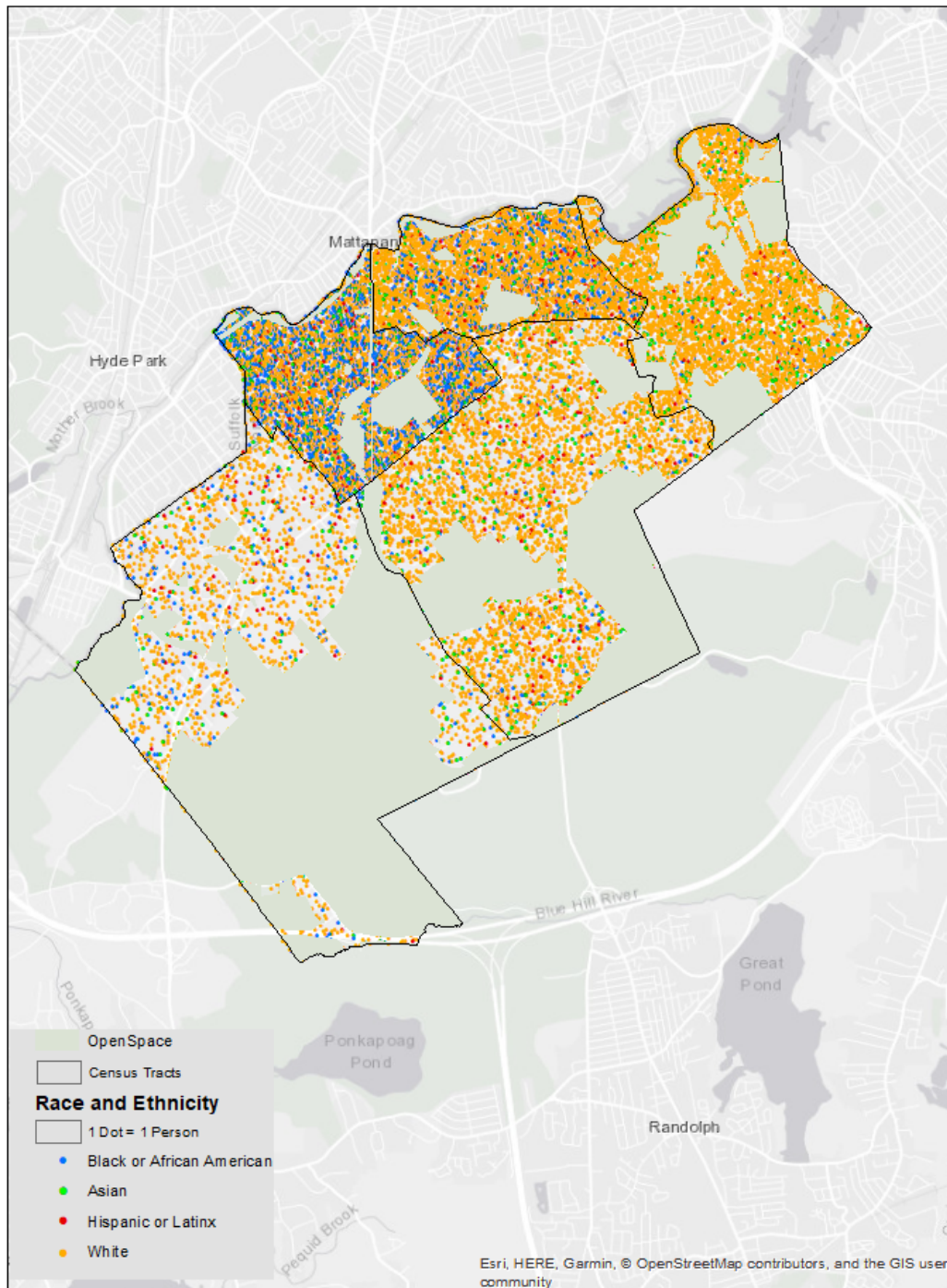
- c. Third, the Town faces a perpetual challenge stemming from the lack of revenue diversity in its tax base. Absent more taxable businesses in the Town, it is difficult to effectively devise recommendations to financially incentivize affordable housing.

## **5. Demographic Analysis**

Based on the data point mapping created by the Boston University Urban Planning group, the Town of Milton is segregated, with almost all of the residents of color clustered primarily in one census tract of Milton which census tract includes voting districts, Precinct 1, 4, 10.

60% of all Black or African American in Milton live in one census tract (Map1). The remaining 40% are distributed in other census tracts in Milton. Asian and White are almost equally distributed among the census tracts. The voting precincts and census tracts do not overlap geographically, and the population data is by census tracts.

## Map



1: Majority (60%) of all Black or African American in Milton live in one census tract.

There is no affordable housing in Precincts 6 and 7, those Precincts have the highest white population in the Town of Milton. All other precincts in Milton are hosting affordable housing units.

## **6. Recommendations**

Elected and appointed officials can create opportunities for affordable housing which will begin to dismantle the effects of previous redlining. Affordable housing presents an opportunity to advance inclusion for municipal, educational, and service workers to not only work in Milton but to make Milton their home. In response to the observations articulated above, the Committee recommends that the Town take the following actions:

- a. Implement a Town-wide education plan on affordable housing and Chapter 40B requirements to encourage education, visibility, and dialogue with Milton residents and community stakeholders.
- b. Planning Board members should prioritize creating a plan to bring Milton into compliance with Chapter 40B within the next 5 years. This includes establishing multi-family dwellings, creating new zones for mixed-use real estate, and changes to allowing accessory dwelling units,<sup>15</sup>
- c. Establish a housing ombudsman to oversee DEI and 40B compliance.
- d. Despite its minimal impact in the overall aspiration for Affordable Housing, utilizing ADU options for seniors or residents holds the prospect of helping inject flexible units of housing into the supply chain.

## **B. Schools, Youth and Families**

### **1. Overview**

According to a variety of metrics, Milton's attraction as a place to live stems in part from the strength of its school system. But Milton schools have also struggled with segregation and discrimination, including incidents of racism at Pierce Middle School that occurred during the pendency of this Committee's work.<sup>16</sup>

The Committee sought to understand the causes of segregation and discrimination within the Milton Public schools, and to build on the work of pre-existing organizations to identify opportunities for sustainable improvement and meaningful change.

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<sup>15</sup> At the time of this Report's writing, a proposed article regarding accessory dwelling units was approved by the Planning Board and then sent back to the Planning Board for further study without a vote at the March 16th Town Meeting.

<sup>16</sup> See, e.g., "Middle School Racial Slur and Graffiti Open Painful Discussion on Racism," *Milton Times*, December 12, 2021.

## **2. Questions Presented**

The Committee identified the following four questions for research:

- a. What inequities exist within Milton Public Schools (MPS) regarding the following?
  - i. Education
  - ii. Access
  - iii. Support services (i.e., health, food, and other services provided to students and families)
  - iv. Staffing
- b. How can the Town implement systemic change to education, access, support services, and staffing, within MPS? How can it do so in a way that is embraced by faculty, staff, parents and students?
- c. Why does sports participation among youth, including within Milton High School, not represent the demographics of the Town?

## **3. Methodology**

To better understand the answers to the questions presented above, the Committee engaged in the following activities:

Listening sessions and interviews with the following:

- a. Individuals affiliated with Citizens for Diverse Milton (CDM)
- b. Individuals affiliated with the Milton Against Racism Coalition (MARC)
- c. MPS School Administration (Principals, Administrators, Senior Director of Educational Equity, SC Committee)
- d. Parents
- e. Milton Early Childhood Alliance
- f. Milton Public Library
- g. Youth Sports Teams
- h. Parks & Recreation Commission

## **4. Challenges and Obstacles**

The Committee encountered the following challenges in providing effective recommendations regarding youth and families:

- At the time that the Committee began its work, there were already multiple pre-existing organizations working to address DEI challenges in MPS: CDM, MARC, Teachers Diversity Committee, New Educational Equity Director, and school-based diversity committees.
- The Committee sought to avoid merely providing an additional voice. Rather, the Committee endeavored to understand the experiences, perspectives, successes,

and challenges of these organizations, and find ways to augment, reinforce, or otherwise help consolidate their work.

- Additionally, identifying observations and recommendations relating to youth sports proved challenging because of its decentralized nature: youth sports activities are led primarily by volunteer parents, and have a high level of turnover.

## **5. Observations**

Based on the interviews and document review it conducted, the Committee made the following observations relating to youth and families:

- a. MPS maintains a DEI Strategic Plan. It has been partially implemented, but significant gaps remain. For example, there has been a 0.8% decrease in teachers of color to 11.1% for the school year 2019-2020, but this is still below the Town's diversity percentage (27% residents of color). This lack of diversity inhibits the ability of teachers and staff to best support students in a way that encourages DEI, including respect for and acceptance of differences.
- b. MPS has created the position of Senior Director of Educational Diversity, Equity & Inclusion. After the departure of the individual who held the role, the position was changed to Director (rather than Senior Director), although the Senior Director did not appear to have sufficient accountability or responsibility to be effective.
- c. Lack of increased diversity stems in part from a lack of equity and competitiveness in pay in comparison to other municipalities. For example, Boston Public Schools provide higher pay and offer student loan forgiveness.
- d. As noted above in Section VII.A., there is a lack of diversity in Town government, including on the School Committee. Over time, this lack of diversity stifles diversity in thought and perspective. (Importantly, in the April 2021 Town election, the Town elected two new school committee members with a focus on DEI, one being of color.)
- e. There is racial segregation in the schools. Tucker Elementary's student population is over 50% students of color. This racial segregation in the elementary schools, reinforced by Town housing patterns, later leads to conflict and incidents of racial animus, stemming from a lack of education and preparation, when students from the remaining elementary schools then encounter students of color in Pierce Middle School.
- f. MPS faculty may suffer from an achievement bias (that is, an assumption that students of color are less capable than their white counterparts). The achievement bias is reflected in part through underrepresentation of students of color in honors and advanced courses as a result of teachers not recommending students of color for these higher-level courses. The achievement bias may stem in part from a lack of



unconscious bias training as a standard part of professional development.

- g. Students of color are disproportionately disciplined in comparison with their white counterparts.
- h. Students of color perform disproportionately poorly on the MCAS and similar standardized tests.
- i. Parent-teacher conferences—specifically at Pierce Middle School and Milton High School—do not allow enough time or enough opportunities for parents to meaningfully have a discussion with teachers. The time is often kept to ten minutes with limited time slots. These restrictions disproportionately impact working parents and parents with specific, and perhaps urgent, educational questions and concerns.
- j. While there are multiple organizations working to improve DEI within the schools (MARC, CDM, individual school DEI Committees), there is a lack of coordination among these groups and their work, although efforts are now being made to plan ongoing meetings. (Notably, during the work of the Committee, CDM and MARC appeared to be making efforts to work more closely together.)
- k. Youth sports have a long history of inequity. Because youth sports are often led by volunteer parents, initiatives begun by parents, including DEI initiatives, can often lose momentum as children age out of programs. For example, Tucker parents created their own basketball league because none of the youth basketball leagues leveraged their local gym. Prior to this program, families needed to get transportation across Town to Cunningham and Collicot to play. The Tucker program had high demand with over sixty students participating (and the program was led by a Tucker parent and a school staff member). Keeping the program required concentrated resources, not merely a few motivated parents, so the program was discontinued. After this Committee presented a list of recommendations, the Milton Parks and Recreation took action by opening basketball in the school, after they were initially told there was no space because the gym was being used for storage.
- l. Parents and children lack awareness of youth sports programs. In particular, MPS principals were historically required to seek prior approval from the MPS Superintendent's office before distributing to parents and students information about non-school extra-curricular activities. This practice ended a few years ago.
- m. Given the multiplicity of youth sports organizations and their decentralized nature, there are many different ways to register, creating confusion.
- n. Due to demand for youth sports participation and a paucity of programs, registration at times can fill up quickly. Students who have working parents or caregivers and who lack timely information can be left out of a fair opportunity to participate.

- o. Some programs offer financial assistance, but the information is not widely known.

## **6. Recommendations**

In response to the observations articulated above, the Committee recommends that the Town take the following actions:

- a. Reassess the Town's school assignment plan to address elementary school segregation and the ensuing racial tension that occurs when students are brought together in Pierce Middle School, especially in light of the new school building process.
  - i. The Committee recognizes that this topic was deeply researched by an appointed School Reassignment committee in 2004, relating to the MPS school rebuilding initiatives. However, and unfortunately, outcomes from the work of that committee did not result in substantive changes to the racial imbalance of the Town's elementary schools.
- b. Provide regular and consistent unconscious bias to MPS teachers and staff.
- c. Consolidate the efforts of the existing groups working toward improved DEI at MPS, either through a Town-sponsored forum or through permanent DEI advisory committees.
- d. Elevate the position of Director of Education Equity and empower the office to an appropriate level of accountability and responsibility, and provide sufficient support for the officeholder to be effective.
- e. Amend and improve the current policy regarding diversity in hiring to provide for specific and achievable results.
- f. Redesign the parent/teacher conference process to create more time for meaningful conversations and broader teacher availability for time slots.
- g. Reform student discipline:
  - i. Implement ongoing reporting, oversight, and approval of discipline practices and decisions.
  - ii. A school led diversity committee or similar authority should be responsible for receiving such reports, providing such oversight, and making decisions regarding approval.
  - iii. Train teachers to manage conflict and student behavior.
  - iv. Implement restorative justice practices in lieu of traditional discipline.
- h. Develop an academic strategic plan to address the MCAS gap for students of color. MHS teachers have access to SAT and MCAS data, but their use of it varies from department to department. MCAS achievement gaps persist across grade levels and over time along race, socioeconomic and disability status. While there have been some single-digit gains in some subgroups in certain years, the gaps between

students with disabilities, students at economic disadvantage, as well as students who are African American/Black and Hispanic/Latinx; and White & Asian students and all students remain persistent and large.

- i. Ensure diverse leadership on the School Building Committee that is currently addressing a potential new elementary school.
- j. Implement comprehensive changes to youth sports programs, including the following:
  - i. Increase financial access. Require all Town programs to offer financial access opportunities (e.g., scholarships) at the point of registration.
  - ii. Create more diverse and accessible transportation options (e.g., carpool volunteering at the point of registration; a Town youth sports van that could shuttle to and from Tucker or other schools in need).
  - iii. Establish standards for wait lists and engage the community to help provide coaches if necessary.
  - iv. Create a single point of information, such a centralized website, for youth sports activities that occur on Town property.
  - v. Create more consistency in communication, including where and when registration occurs.
  - vi. Effectively use school communication channels (e.g., Glover weekly email).
  - vii. Set minimum 60-day requirements for public announcement before registration periods.
  - viii. Require registration to take place when parents and caregivers are available (such as the weekend or after 5:00pm).
  - ix. Establish Town standards based on the above recommendations that are governed by Parks and Recreation. Require any youth program that rents Town land to meet these DEI best practices/standards to use Town fields.

## **C. Police and Fire**

### **1. Overview**

A central concern nationally is police conduct toward people of color, and in particular violence toward Black and brown individuals by police officers. The Committee set out to understand to what extent police conduct presented similar concerns to residents of Milton, but also went beyond examining the Milton Police Department and included the Milton Fire Department. It further sought to understand whether, and to what extent, both the Police and Fire Departments could be more diverse.

## **2. Questions Presented**

The Committee identified the following three questions for research:

- a. Are there unaddressed concerns regarding discrimination and misconduct toward people of color by Milton's police and fire personnel?
- b. How can the Police and Fire Departments be made more racially diverse to better reflect the racial diversity of the Town?
- c. How do we enhance our understanding of the role of the Civil Service statute regarding these issues?

## **3. Methodology**

To better understand the answers to the questions presented above, the Committee engaged in the following activities:

Interview of the following individuals:

- a. Police Chief John King (4 times)
- b. Fire Chief Chris Madden (4 times)
- c. Eddie Crispin
- d. Deborah Felton
- e. Mike Dennehy
- f. Paige Eppolito
- g. Police Chief - Sharon
- h. Police Chief - Braintree
- i. Regina Caggiano, Director of Civil Service

Review of the following documents:

- a. Civil Service Law
- b. Police Reform Law
- c. Collective Bargaining Agreements (CBA) provided to the Committee
- d. Records of complaints from Milton Police
- e. History of civil service hiring in Milton from Town Administrator Mike Dennehy

In addition, the Committee reviewed survey results to understand resident responses regarding their experiences with the Police and Fire Departments.

## **4. Challenges and Obstacles**

The Committee encountered the following challenge creating a material obstacle to providing effective recommendations:

In January 2021, a new police reform law was enacted and signed into law in the Commonwealth. That police reform law had two components relevant to this Committee's work: (1) overhauling the oversight system regarding police misconduct, and (2) creating a select legislative committee to examine the Civil Service law and provide recommendations to the Massachusetts legislature. The recommendations of the select committee will not be provided until, at the earliest, March 2022, and it is unknown what recommendations the Legislature may take up.

## **5. Observations**

Based on the interviews and document review it conducted, the Committee made the following observations relating to police and fire:

- a. There have been few formal complaints of police misconduct based on race over the past three years, and no complaints against the fire department of misconduct based on race.<sup>17</sup>
- b. Gaining access to police or fire department complaints is not straightforward for residents, assuming residents can in fact gain access to such complaints.
- c. There are differences, based on race, with respect to satisfaction with the manner in which the police maintain public safety. For example, according to the Committee's survey, only 47% of those identifying as African-American or Black agree that they are satisfied with the police in this respect, compared to 67% for White or Latinx. As well, 4 % of those who responded that they had a negative interaction with the police felt the interaction was discriminatory.
- d. Neither the Police Department nor the Fire Department reflect the Town's diversity.
- e. Both the Police Department and the Fire Department are subject to the Massachusetts Civil Service law and by existing collective bargaining agreements (CBAs) that place structural limits on hiring.
- f. Milton Police and Fire Departments offer less competitive pay and promotion opportunities than Boston and other Towns, making it less competitive and more difficult to recruit people of color to the departments.
- g. There is a Commonwealth-wide effort, affecting Milton, to reform both consequences for police misconduct and the existing Civil Service laws.

## **6. Recommendations**

In response to the observations articulated above, the Committee recommends that the Town take the following actions:

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<sup>17</sup> Per a records review provided by the Police and Fire Departments.

- a. While the Civil Service law creates certain obstacles to diversity in hiring at the Police and Fire Departments, the Committee does not recommend formulating a home rule petition that would allow the Town to exempt itself from the Civil Service law at this time for the following reasons:
  - i. The Committee does not have the expertise to draft a home rule petition that would not only help solve for the problem of inadequate diversity, but also prevent the evils the Civil Service law was meant to avoid (i.e., cronyism and nepotism).
  - ii. The structural realities of the Police and Fire Departments relating to both pay and promotion would likely undermine the effort to diversify the forces based on Civil Service law reform.
  - iii. Civil Service law reform would also create the need to examine effects on existing and future CBAs.
  - iv. The effort and time involved in pursuing the home rule process might be overtaken by the recommendations of the select committee and legislative reform.
- b. There is a continued need to seek diversity in the Police and Fire Departments, and a standing committee should be established, as follows:<sup>18</sup>
  - i. The standing committee should include
    - 1) At least one expert in Civil Service laws
    - 2) At least one expert on CBAs
    - 3) A member of the Police Department
    - 4) A member of the Fire Department
  - ii. The standing committee should report bi-annually to the Town regarding the Police and Fire departments hiring over the preceding half year, including the demographics of those individuals hired.
  - iii. The standing committee should report bi-annually to the Town regarding complaints of bias or discrimination made against either the Police or Fire Departments
  - iv. The standing committee should provide, within its first year, a recommendation to the Select Board about specific policies and practices to improve diversity in the departments.
  - v. The standing committee should work with Town leadership to significantly increase minority hiring for the cadet program.
- c. The Town should create a DEI Director or similar position to, among other things, coordinate with the Office of Civil Service (who has extended such an invitation and works with Town DE&I Directors).

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<sup>18</sup> There is precedent for such committees. *See, e.g.,* the Town of Swampscott's Civil Service Study Committee, *available at* <https://www.swampscottma.gov/civil-service-study-committee>.

## **VIII. Conclusion**

The creation of the Equity & Justice for All Advisory Committee presents a crucial first step toward Milton recognizing its challenges in making Milton a more inclusive and equitable Town, where its diversity is recognized and celebrated. This Report has sought to provide a foundation for the Town to recognize the significant challenges it faces, and a guideline for taking the important first steps to overcome those challenges. The Committee is confident that this work can be done, but only with concerted effort and cooperation, recognizing that time is of the essence. And the Committee further emphasizes that this work is only the beginning: there is no end to DEI work, but once Milton makes DEI a priority on par with other vital public goods, the Town will be well on its way to making Milton a more just place.

## **IX. Appendices**

**Appendix A: Definitions**

**Appendix B: MPS Equity Audit Excerpts**

**Appendix C: Updated Proposal for Establishment of an Advisory Committee on Equity and Justice for All**

**Appendix D: DEI Professionals Consulted**

**Appendix E: Proposed Town-Wide DE&I Policy**

**Appendix F: Town Statements and Policies Consulted**

**Appendix G: Map of Milton Land Available for Development**

**Appendix H: EJA Survey Discussion**

**Appendix I: “Demographics and Housing Patterns in Milton, MA,” by Maria Alejandra Santa (BU)**

**Appendix J: Department of Housing and Community Development CH 40B Subsidized Housing Inventory (Milton, MA)**

## Appendix A

### Definitions<sup>19</sup>

1. **Diversity** means those identified characteristics that might differentiate one individual or group from another. A broad definition includes race, ethnicity, gender, age, national origin, religion, physical and neuro ability, sexual orientation, gender expression, socioeconomic status, education, language, political values and physical appearance. However, for the purpose of the Select Board's charge to the Equity and Justice For all Advisory Committee, the diversity lens was primarily focused on racial, ethnic, and cultural attributes.
2. **Equity** means a situational status of equal access. Equity is different from equality by recognizing that each person has unique abilities and contexts. Equity is not an aspiration for all to be the "same" or even have the same resources. It is about providing individuals the access to equal opportunity and ensuring that each individual has what she/he/they need to achieve his/her/their full potential.
3. **Inclusion** means bringing individuals and/or groups into processes, activities, and decision/policy making in a way that shares power. In considering DEI, it is important to assess which groups or individuals are traditionally excluded from the power base.
4. **DEI - Diversity, Equity and Inclusion** means the interaction of primary factors which create the ground in which justice can thrive. The work of DEI is an invitation to be open to the abundance of life that can be known in community. It expands possibility, enriches our resources, and strengthens the fabric of society. DEI invites us to a resilient, creative, abundant, life-giving civic society.
5. **Intersectionality** means the interactive effects of multiple forms of discrimination. One can experience areas of privilege and oppression, depending on the dominant cultural aspect of the situation. It is important to consider the complexity of identity and environment when considering DEI.
6. **Racism** means one group having the power to carry out systematic discrimination through the institutional policies and practices of the society and by shaping the cultural beliefs and values that support those racist policies and practices. In the US, systemic racism is perpetrated by a white dominant culture.

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<sup>19</sup> Some definitions were derived from publicly available sources. *See, e.g.,* <https://www.racialequitytools.org/glossary>



## Appendix B – MPS Equity Audit Excerpts

### MPS report -Quality Review with an Equity lens

*3.2.1 - There is a proportionate number of African American/Black & Hispanic/Latinx students who participate in the SAT, yet there remains an achievement gap in the outcomes. In fact, in the Strategic Data Dashboard Presentation 2018–2019, on the slide entitled Cultural Competence: Equitable Access, it states that:*

- *Our overall district goal is to promote equitable access to match the demographic of any program to that of the student population.*
- *We believe that achieving this demographic match suggests equitable access to any given program.*
- *We recognize that access and achievement go hand in hand, in that we must make sure all students have equal access before they can have the opportunity to achieve.*
- *It is important to know that merely providing access does not yield equity; neither does proportionality, in and of itself, impact outcomes.*
- *Disproportionality and Over-identification of African American/Black and Hispanic/Latinx students for special Ed and disciplinary actions.*
- *MPS has been flagged by the Massachusetts DESE for potential disproportionality related to students of color in special education who have experienced discipline removals. African American/Black students on Individual Education Plans (IEPs) receive out-of-school suspensions at five times the rate of White students on IEPs.*

*Data reveals disproportionalities in student achievement, discipline, access to rigorous coursework and other opportunities, and in the identification of students with special needs. Some groups of students are matriculating into four-year colleges at a lower rate than others. Some student groups do not participate in extracurricular activities and sports at the same rate as others.*

*Page 9 - The district budgeting process does not engage all stakeholders, budget decisions are not based on data, nor are the decisions centered on student need. The voices of students are not considered in the decision-making processes in their schools, or even in their classes.*

*Page 10 - The district must hold all levels of staff accountable for achieving equity goals. To gain commitment, include stakeholders in generating solutions.*

*Page 10 - The district's strategic action plan should have equity goals and metrics throughout. Equity should not be independent from other goals, but part of each goal. Select strategic goals and limit them to a number that is challenging, yet achievable.*

<https://btu.org/wp-content/uploads/2019/12/Salary-Grids.pdf>

[https://www.miltonps.org/application/files/7416/2986/2472/Unit\\_A\\_Contract\\_19-22.pdf](https://www.miltonps.org/application/files/7416/2986/2472/Unit_A_Contract_19-22.pdf) (page 45)

## Appendix C

**UPDATED PROPOSAL FOR ESTABLISHMENT OF AN  
ADVISORY COMMITTEE ON EQUITY AND JUSTICE FOR ALL**

I hereby submit an updated proposal for the establishment of an Advisory Committee to the Select Board on Equity and Justice for All, as follows:

**PROPOSAL:**

The establishment of an Advisory Committee to the Select Board on Equity and Justice for All, whose charge is (i) to review Town policies, procedures, and budgets for the purpose of advancing equity and justice for all, with a focus on eradicating from the Town of Milton oppression, racism, injustice, and violence against people of color (including without limitation immigrants of color), (ii) to report to the Select Board on the results of its work at least once each calendar quarter, and (iii) to make recommendations based on the results of such work for the consideration of the Select Board within eighteen (18) months from the date of appointment of a Chair of the Committee.

**PROPOSED MEMBERSHIP:**

Up to eleven (11) Members and two (2) Alternate Members to be appointed by the Select Board, including:

- (i) one (1) of whom shall be a member of Courageous Conversations Towards Racial Justice;
- (ii) one (1) of whom shall be a member of the Milton Interfaith Clergy Association; and
- (iii) one (1) of whom shall be a member of Citizens For Diverse Milton.

Alternate Members shall attend meetings of the Committee but, unless substituting for a Member of the Committee as provided below, shall not participate in discussions unless called upon by the Chair and shall not vote.

In the event that a Member of the Committee is absent from a meeting, an Alternate Member shall substitute for such Member and shall participate in discussions and vote during such meeting.

Alternate Members shall substitute for absent Members during meetings on a rotating basis.

In the event that a Member of the Committee needs to be replaced, such Member shall be replaced by an Alternate Member to be appointed by the Chair.

In the event that an Alternate Member needs to be replaced, such Alternate Member shall be replaced by a new Alternate Member to be appointed by the Select Board.

Respectfully submitted,

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Michael F. Zullas  
Select Board Member

Dated: August 12, 2020

## **Appendix D**

### **DEI Professionals Consulted**

1. JP Enterprises
2. Jackie Phillips
3. KL Scott
4. Senior Director of Educational Equity-MPS
5. Padma Turmuluri
6. Vivien Morris

## **Appendix E**

### **TOWN OF MILTON TOWN-WIDE POLICY ON DIVERSITY, EQUITY, AND INCLUSION (Proposed Draft)**

#### **I. Purpose**

This Town of Milton Town-Wide Policy on Diversity, Equity, and Inclusion (“DE&I Policy”) is intended to increase diversity in Milton town departments, committees, and offices; augment the sense of inclusion and belonging in the town; and foster equity in the provision of town services.

#### **II. Scope**

This DE&I Policy applies to the following Town of Milton Public Bodies (“Departments”):

1. Town Clerk’s Office
2. Select Board
3. Town Administrator’s Office
4. Police Department
5. Fire Department
6. Library
7. Select Board-appointed committees
8. Moderator-appointed committees
9. Elected Committees (with the exception of MPS)

Because the Milton Public Schools (MPS) maintain a DE&I Policy specific to the school system, this DE&I Policy does not apply to MPS. However, the Town will endeavor to incorporate relevant best practices from MPS into this policy on at least an annual basis.

#### **III. Statement of Commitment**

The Town of Milton recognizes and values diversity as a vital characteristic of the town. Milton celebrates the diversity of the community it serves and the individuals it employs, embracing the differences in race, color, religious creed, national origin, ancestry, gender, age, intellectual or physical difference or disability, gender identity, sexual orientation, and military background.

The Town of Milton believes it has a responsibility to capitalize on the strengths emanating from these differences and has a duty to ensure its employees, citizens, volunteers, vendors, and the members of the general public are treated with dignity, respect, and equity in all of their duties and dealings with the Town of Milton. The Town also wants all stakeholders to enjoy a sense of belonging as an equal participant within the Town.

The Town of Milton believes a workplace that attracts and retains diverse personnel will allow it to serve its citizenry more creatively, strategically, productively, and equitably. A successful equity, inclusion and diversity program will ensure these objectives, goals, and priorities are maintained.

The Town of Milton recognizes that the values of diversity, equity, and inclusion are not in competition with other Town values and goals. Rather, diversity, equity, and inclusion must be fully integrated into all actions the town engages in.

#### **IV. Definitions**

1. **Department.** Any organ of Town government, including those with elected officials, appointed officials, committees, employees, and volunteers.
2. **Committee.** Any Town body elected, or appointed by either the Select Board or the Town Moderator, with the exception of MPS.
3. **Designee.** Any individual or set of individuals selected by an appropriate Town body to serve a specific function for which that Town body is otherwise accountable.

#### **V. Hiring/Recruitment**

##### **A. Statements**

1. All Departments must create, maintain, and regularly update a Department-specific statement affirming that Department's commitment to (a) diversity in hiring/recruitment, retention, and promotion; and (b) practices that promote and foster inclusion and equity ("**Statement**").
2. Statements must be created within three months of the effective date of this DE&I Policy.
3. Statements may not be inconsistent with this DE&I Policy, but should be tailored to the specific size, jurisdiction, scope, limitations, leadership, and individual term limits of the particular Department.
4. Statements must be reviewed at least annually by the relevant Department and updated as appropriate. Reviews must be documented. The updated document, noting the review date, must be publicly posted.
5. Each Statement must be published on the Town of Milton website and made available as a non-exempt public record.

##### **B. Diversity**

1. General principles
  - a. All Departments must use best and good-faith efforts to recruit and/or hire a diverse workforce, office, or committee body.
  - b. "Diversity" is defined as incorporating the following factors:
    - i. Race/ethnicity
    - ii. Gender and gender identity
    - iii. LGBTQ
    - iv. Religion
    - v. Physical or intellectual ability

- c. The Statement identified in Section V.A. must include a specific plan for recruiting/hiring to increase diversity.
- 2. Police & Fire Departments
  - a. Recognizing the limitations placed by the Massachusetts Civil Service Law (M.G.L. c. 31), the Police and Fire Departments shall:
    - i. Create a Statement in accordance with Section V.A.
    - ii. In that Statement, outline a specific plan for recruiting for diversity. That plan must include at least the following:
      - 1) Specific and particularized diversity recruitment goals.
      - 2) The identification of a Designee to be responsible for liaising with the Town Administrator regarding the Department's specific and particularized diversity recruitment goals.
      - 3) Specific and particularized methods of obtaining the specific and particularized diversity recruitment goals.
    - iii. Report bi-annually to the Select Board, including in a document to be published on the Town website, on (1) its hiring statistics for the preceding six months, (2) its diversity recruitment goals, and (3) its successes and challenges in meeting those diversity recruitment goals.
- 3. Town Government
  - a. The Town Administrator, either him/her or through a Designee, shall do as follows:
    - i. Create a Statement in accordance with Section V.A.
    - ii. In that Statement, outline a specific plan for recruiting for diversity. That plan must include at least the following:
      - 1) Specific and particularized diversity recruitment goals.
      - 2) The identification of a Designee to be responsible for liaising with the Town Administrator regarding the Department's specific and particularized diversity recruitment goals.
      - 3) Specific and particularized methods of obtaining the specific and particularized diversity recruitment goals.
    - iii. Report bi-annually to the Select Board, including in a document to be published on the Town website, on (1) hiring statistics for the preceding six months, (2) diversity recruitment goals, and (3) successes and challenges in meeting those diversity recruitment goals.
- 4. Town Committees
  - a. Select Board Appointed Position Recruitment
  - b. The Select Board shall be responsible for diversity in the recruitment of Town Committees for which it is responsible. That responsibility includes
    - i. Setting diversity recruitment goals.
    - ii. Ensuring that Town Committees for which it is responsible meet the requirements of this Policy (including, but not limited to, the creation of Committee-specific Statements).
- 5. Moderator Appointed Position Recruitment
  - a. The Town Moderator shall be responsible for diversity in the recruitment of Town Committees for which it is responsible. That responsibility includes
    - i. Setting diversity recruitment goals.

- ii. Ensuring that Town Committees for which it is responsible meet the requirements of this Policy (including, but not limited to, the creation of Committee-specific Statements).
- 6. Methods of Recruitment
  - a. Both the Select Board and the Town Moderator shall use, at a minimum, the following forms of recruitment to fulfill their responsibilities under this Policy:
    - i. Town Website
      - 1) The Select Board and the Town Moderator shall prominently advertise positions on the Town Website.
      - 2) Such advertisements will specifically stress the importance of diversity in recruitment.
    - ii. Town email listserv
      - 1) The Select Board and the Town Moderator advertise positions through use of the Town email listserv.
      - 2) Such advertisements will specifically stress the importance of diversity in recruitment.
    - iii. Volunteer forms
      - 1) Volunteer forms shall be amended, within three months of the effective date of this Policy, to include (a) voluntary self-identified demographic information, and (b) the need for diversity in town Committees.
    - iv. Town institutions
      - 1) The Select Board and the Town Moderator shall, within three months of the Effective Date of this Policy, identify Town institutions that it will use as a network for recruitment. Those institutions shall include, but not be limited to, MARC, CDM, and MICA.
  - b. Consideration should be given to posting open positions in available media, including social, print and digital.
- 7. Notices
  - a. Both the Select Board and the Moderator shall send monthly formal outreach communications consistent with this Section describing open positions and encouraging increased diversity.
- C. Retention and Promotion
  - 1. Town Departments shall make best efforts to retain and promote a diverse workforce and volunteers. Such efforts shall be documented in Statements, with specificity.
- D. Data Collection and Reporting
  - 1. Town Departments shall collect the following information:
    - a. Demographic information of candidates for employment.
    - b. Demographic information of those hired, not hired, fired, and promoted.
    - c. Demographic information of volunteers.
    - d. Demographic information of volunteers selected to serve on Committees, not selected, or chosen to chair such Committees.
  - 2. Town Departments shall report the above information on an annual basis to the Select Board and post the information on the Town's website.



## **VI. Procurement**

The Town shall incorporate the following practices through its procurement and supplier processes:

### **A. Procurement Practices.**

#### **1. Bidding**

- a. Place emphasis on the importance of soliciting certified MBE companies for goods and services and subcontracting opportunities at pre-bid conferences and in the bid documents.
  - i. Examine specifications to identify special subcontracting opportunities and strongly encourage prime contractors to solicit bids for subcontracts from MBE firms.
- b. Provide detailed information to majority contractors concerning the bidding and good faith efforts requirements by holding meetings with the contractors.

#### **2. Database**

- a. Develop and continuously maintain a database specifically for MBE firms and majority contractors to ensure those firms wishing to do business with Milton have access to up-to-date information.

#### **3. Departments**

- a. Work with departments to make subcontracting opportunities more noticeable and more easily understood by potential contractors and subcontractors.

### **B. Assessment**

1. Assess the effectiveness of the MBE program, and identify opportunities to enhance it by evaluating MBE participation and compliance and reviewing the good faith efforts provided in bid packages.

### **C. Best Practices**

1. Build new and strengthen existing business relationships through networking.
2. Continue communicating with other peer towns' public agencies to find out how their MBE outreach programs are working and to share "best practices" and ideas to improve programs.

### **D. Education, Training, and Outreach**

1. Participate in educational opportunities throughout the South Shore and Greater Boston community as they become available.
2. Offer training sessions to share the Town of Milton's outreach plan with interested businesses and organizations
3. Be visible through participation in vendor fairs and business organizations of interest to MBE firms, majority contractors, and small businesses.
4. Provide information to the general public about the MBE program, and continue outreach efforts to the business community.
5. Enhance Milton's web page by including the outreach plan and guidelines, listing good faith efforts, creating links to MBE resources, and creating awareness of specific subcontracting opportunities and track performances by town departments.

## **VII. Training**

- A. The Town of Milton shall create and mandate training, available for all departments and committees, on best practices to encourage inclusion, equity, and belonging.

## **VIII. Discrimination Complaints**

- A. The Town of Milton Shall Maintain a Town-Wide DE&I Complaints Policy.
- B. The Town-wide DE&I Complaints Policy shall at a minimum contain the following Elements:
  - 1. The Town shall appoint an individual to be responsible for the intake, processing, response and resolution, and reporting of DE&I complaints. That individual may be the Town Administrator, their Designee, or a dedicated staff member hired by the Town (“**Complaints Administrator**”).
  - 2. Each Department shall appoint a Designee to be responsible for processing complaints in coordination with the Complaints Administrator.
  - 3. The Complaints Administrator shall create an intake form that shall be posted on the Town Website, with paper copies available at the Town Clerk’s office and all Town Departments with physical office.
  - 4. The complaints form shall provide sufficient opportunity for the complainant to specify the nature of the complaint. Complaints may be anonymous.
  - 5. The Complaints Administrator shall also be responsible for oral complaint intake (such as via telephone).
  - 6. When submitted to a specific Department, the Department Designee shall provide the complaint to the Complaints Administrator. The complaint may also be submitted directly to the Complaints Administrator.
  - 7. The Complaints Administrator shall acknowledge the receipt of the complaint to the complainant as soon as practicable, and in no event shall such acknowledgment be provided later than three business days after receipt.
  - 8. The Complaints Administrator, either themselves or through their Designee, shall then investigate the complaint. The outcome of that investigation and the complaint itself shall be documented and shall be a public record not subject to exemption under the Public Records Law.
  - 9. The Complaints Administrator shall communicate with the complainant regarding the outcome of the complaint. If resolution of the complaint exceeds 5 business days, the Complaints Administrator shall communicate the progress of the investigation to the complainant on the 5th business day, and every 5 business days thereafter.

## **IX. Reporting**

- A. Town Departments shall report annually to the Select Board, and in writing posted on the Town Website, specific information regarding diversity in hiring, procurement, and government committees; confirmation of trainings; and data surrounding complaints.
- B. Effective Date and Revision History
  - 1. Effective Date
    - a. The Effective date of this Policy is [DATE], subject to changes based on the Revision History below.

## 2. Revision History

DATE OF OPERATIVE VERSION	AUTHOR	NOTES

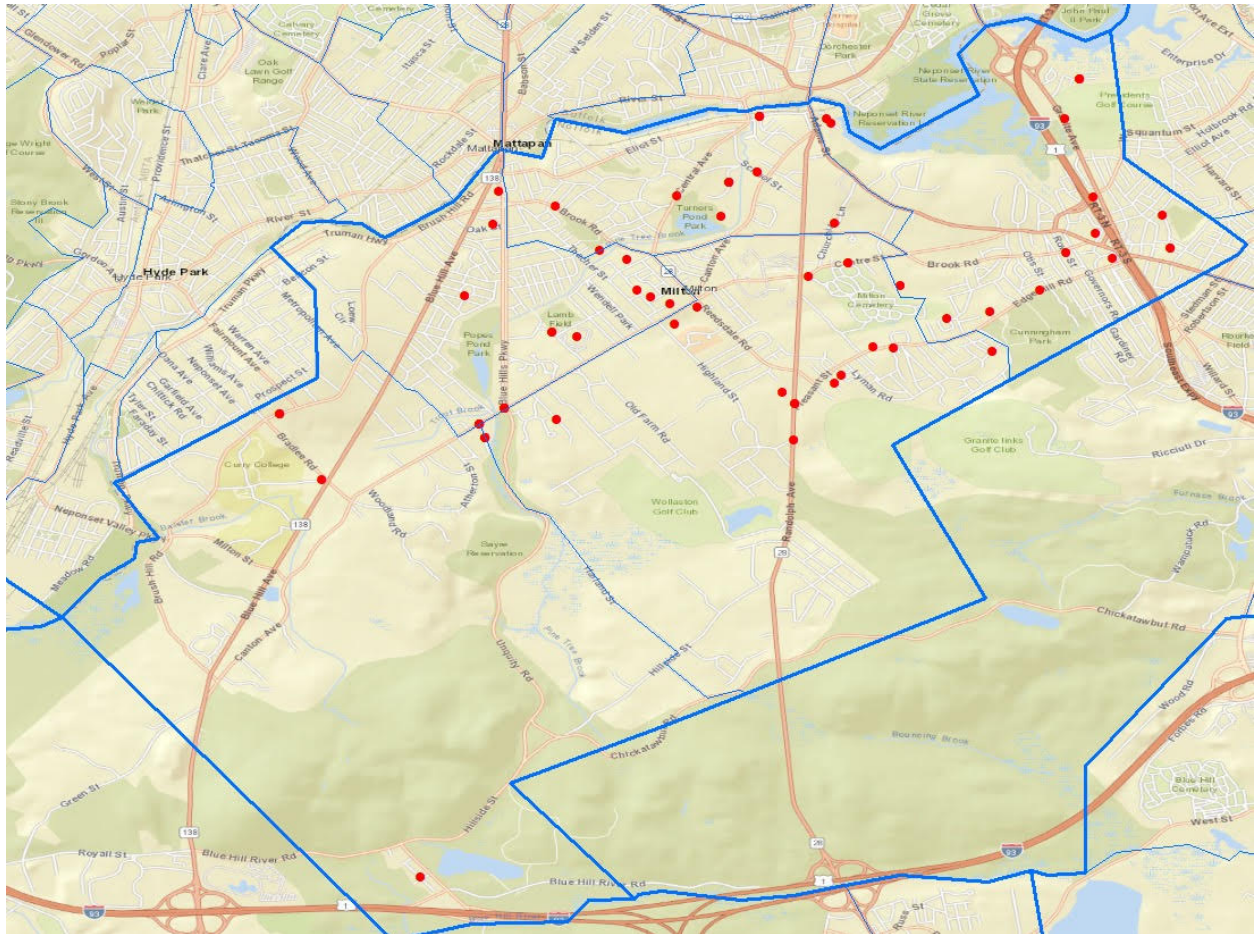
## **Appendix F**

### **Town Statements and Policies Consulted**

- <https://www.brooklinema.gov/286/Diversity-Inclusion>
- <https://www.somervillema.gov/accessibility>
- <https://www.grotonma.gov/2020/08/11/diversity-statement-of-the-groton-select-board/>
- <https://www.amherstma.gov/3588/Diversity-Equity-Inclusion>
- <https://www.scituatema.gov/select-board/pages/diversity-equity-inclusion-statement>
- <https://www.townofsharon.net/diversity-equity-inclusion-committee-0>
- <https://www.hanover-ma.gov/board-of-selectmen/pages/statement-on-community-inclusiveness>
- [https://www.town.duxbury.ma.us/sites/g/files/vyhlf3056/f/pages/2021\\_board\\_of\\_selectmens\\_statement\\_on\\_diversity\\_equity\\_inclusion.pdf](https://www.town.duxbury.ma.us/sites/g/files/vyhlf3056/f/pages/2021_board_of_selectmens_statement_on_diversity_equity_inclusion.pdf)
- <https://www.lexingtonma.gov/town-manager/pages/toward-equitable-and-just-community>
- <https://andoverma.gov/900/Andover-DIVERSE>

## Appendix G

### Map of Milton Land Available for Development



## **Appendix H**

### **EJA Survey Discussion**

#### **Introduction**

Five hundred and seventy-one residents completed the Equity and Justice For All (EJA) survey between October 15<sup>th</sup> and November 16<sup>th</sup>. A smaller group (7) of self-selected residents participated in two Focus Groups once much of the survey data analysis was completed. Although this represents a relatively small number of residents, the racial and ethnic demographics of the respondents closely paralleled the racial and ethnic demographics of the town. Additionally, as survey respondents were not a random sample, we cannot generalize these results to the wider community. However, the survey does provide a snapshot of a group of residents' experiences, conflicts, and concerns and provides data rather than anecdotal reports that have often been captured in the media and/or on social media platforms.

This discussion of the survey focuses on select findings and their implications for understanding some of the issues and dynamics that may underlie the goal of supporting and moving toward equity and justice for all in Milton. A full review of the survey and its findings may be found in the Equity and Justice for All Report to the Select Board. The initial research platform, Google Forms, only provided univariate data, and while univariate data played an important role in understanding respondents' perspectives, we felt it would be important to ascertain if there were links between variables using bivariate analyses. Thus, a research consultant was obtained to perform bivariate analyses. A second consultant was obtained to facilitate two focus groups.

#### **Univariate Data Highlights**

To begin, there is much about life in Milton that respondents agree on regardless of differences of their ethnic or racial identity, gender, or age. For example, with respect to Milton Public Schools, most respondents (80%) felt that their children had been treated fairly in the schools and that they were satisfied with their child's/children's education (71%), although equal numbers of respondents agreed (40%) and disagreed (43%) that Milton schools are segregated, and fifty-three percent agreed that MPS focused on student inclusion. While many felt that the Tucker school was an excellent school, it was also noted as the only school in Milton that has a diverse student body. With respect to housing, respondents agreed that Milton is not an affordable place to live (59%) with a majority (67%) supporting more options for affordable housing. Forty-one percent of the respondents did not feel that Milton communities are racially inclusive while fifty percent viewed Milton as segregated, and a fairly equal number of respondents either had no opinion or were unsure.

While respondents generally related overwhelming support of the Fire Department (98%), they were also in support of diversifying the department (60%) and financial support for youth programming (58%). Levels of agreement regarding the Police Department's services was lower,

with the highest level of agreement for their handling of emergency calls (67%) to a low of thirty-seven percent regarding their handling of residential complaints. Somewhat broader levels of agreement for the police were reported such as the need to diversify the department (57%), support for the use of body cams (76%), and the diversion of police funding (70%) for funding for youth programs (74%), substance use (73%), and mental health services (73%). A smaller number of respondents supported community oversight of the department (42%).

With respect to Town Government, most respondents had never filed a complaint, but there was considerable agreement (76 – 66%) that they were comfortable with potentially filing complaints across all municipal departments. Additionally, more than half of the respondents also agreed that the Town makes an effort to facilitate positive relationships among residents (56%), that Town events are inclusive (62%), and that residents generally feel welcome (84%). A small, but significant number (9%) of respondents reported having experienced discrimination, and respondents were split with respect to feeling that Town government is inclusive, and that race is an issue in Milton. Despite these perspectives, respondents overwhelmingly supported the range of proposed DEI initiatives (60 – 66%).

In summary, there was wide agreement that Milton is a good place to live and that residents should be treated equally, but that more inclusion is needed. A lack of diversity was noted across schools, housing, police, fire, and town government with some respondents also expressing a desire to have the Select Board take a more active role in addressing racism. While areas of agreement on the surface are important, in some instances differences in respondents' experiences and perspectives related to dimensions of identity, socio-economic status, or length of residency were observed.

### Bivariate Data Analysis and The Dynamics of Difference

While there were many common areas of overall agreement and/or disagreement across respondents, it is important to note that in some instances, statistically significant differences in the level of agreement emerged in the bivariate data. These differences were not observed unilaterally across the survey, and in some instances, due to the size of the sample and its sub-groups, bivariate analyses were not feasible. However, there were several areas where differences with respect to racial/ethnic identity, gender, age, socio-economic status, and length of residency in Milton provided important perspectives.

### Race and Ethnicity

A significant area of differences in agreement due to race had to do with resident satisfaction of police maintenance of community safety. More specifically, sixty-seven percent of those who identified as White or Latino were in agreement, in comparison to forty-seven percent of those who identified as Black and fifty percent of those who identified as Asian/Pacific Islander. Of the nine percent that reported a negative interaction with the Police, four percent felt that this interaction was discriminatory.

Another dimension of community safety can be measured by how welcome residents feel in the community where racial differences regarding this variable were also observed. More specifically, eighty-eight percent of those who identified as White felt that they were welcome, in comparison to seventy-five percent of Latinx, sixty percent of those who identified as Black, and fifty percent of those who identified as Asian. Open-ended question responses also referenced disproportionate traffic stops of people of color, and inequitable police responses due to their race. Of the nine percent reporting negative experiences with the police, nearly half, four percent, felt that the experience was discriminatory. Thus, while racial differences were not observed in respondents' overall perspectives regarding police actions, in this survey some areas of police interaction were identified as remaining problematic for residents of color.

### Gender

Gender also played an important role in respondents' perspectives regarding town climate and inclusion. Women (81 %) were less likely to feel welcome than men (92.9%) in town, and women (11.8%) were also less likely to feel that town staff is diverse in comparison to men (29.5%). Women (12.2%) were also less likely than men (26.3%) to feel that there is racial segregation in Milton.

However, women (94.2%) in comparison to men (47.3%) were also more likely to feel that there is sufficient government diversity, but much more likely (94.2%) in comparison to men (47.3%) to feel that race is an issue. While this study did not correlate race and gender variables, women clearly feel they are treated differently than men which may contribute to and/or support their view that race or perhaps treatment of difference is an issue in Milton.

### Age and Income

Although a relatively small number of respondents reported they were senior residents, a few bivariate analyses were completed although due to the sample size, may be skewed. The limited analyses found that residents over sixty-eight (fifty%) in comparison to those twenty-eight to sixty-seven (30 – 39%) had a much more favorable view of police transparency, with one hundred percent of those over seventy-eight in comparison to fifty-nine to seventy-four percent of those in other groups agreeing that emergency calls were handled well. Older residents were also much more likely to feel that the police provide fair treatment to residents, with for those over seventy-eight, seventy percent agreed that the police provide fair treatment to residents, in comparison to the twenty-nine to forty-six percent approval of those in other age groups.

While there was no direct correlation between age and length of time of residency in Milton, one could assume that that these two variables may be related. Those who have lived in Milton over forty years were also less likely to feel that race is an issue. No correlations were made between length of residency and income, and in this survey it would appear that age and income are not positively related, as the higher one's income, specifically those who reported their income as



over \$100,000, the more likely residents were to feel that race *is* an issue. It is important however to note that almost two thirds of survey respondents reported an income of over \$100,000.

### Length of Residency

Another variable that plays a significant role in one's perspectives regarding diversity in Milton is length of time of residency. For those who have lived in Milton less than a year, forty-six percent agreed that Milton is segregated which is similar to the forty-nine to fifty percent of those who have lived in Milton between one to forty years. However, those who have lived here over forty-one years had the lowest level of agreement, with only twenty-one percent agreeing that Milton is segregated. Similarly, the longer you have lived in Milton, the more likely you are to believe that housing is racially inclusive with only eight percent of those living here less than one year agreeing in comparison to those who have lived here over forty-one years where only thirty-eight percent agreed, and for those here over fifty years, forty-nine percent agreed.

One's length of residency also impacted one's perspective regarding the diversity of Town government. For those who have lived in Milton under ten years, fifteen to seventeen percent agreed that Town government was diverse, rising to approximately twenty-five percent for those between eleven to thirty years, thirty percent for those in Milton forty one to fifty years; with the highest levels observed in those who have been Milton residents over fifty years, where fifty-six percent agreed that the Town's government is diverse. Similarly, of those who have lived in Milton fifty years or more, only twenty-one percent agreed that Milton is segregated in comparison to forty-six percent of those who have lived in Milton less than one year, and fifty percent for those who have lived in Milton between one and forty years.

Length of time of residency and income were also significant factors in respondents' agreement that race is an issue in Milton. Those who were new to Milton, less than one year and those in Milton over forty years were less likely to feel that race is an issue, while the higher your income, the more likely respondents were to feel that race is an issue.

Many of these issues and perspectives were repeated in the focus group discussions where respondents had a variety of recommendations regarding schools, housing, and civil service/police and fire. While a more specific discussion of their recommendations is included elsewhere, some of the focus group recommendations include: that Milton should make a concerted effort to address school diversity through re-drawing school districts, to utilize state funding related to school diversity, and to connect with other local communities who can support efforts to diversify school teachers and staff. They also felt that Milton needs a cultural shift in how diversity in housing is addressed and to recognize and address the fact that people of color are still being steered to ethnically diverse neighborhoods.

Suggestions regarding municipal government and police and fire included increasing diversity across departments, increasing salaries to the level of Boston salaries, and that police and fire should have specific plans regarding their plans for increasing diversity. Lastly, participants felt

that residents were willing to work to make Town changes and raised several recommendations for resident involvement, with a final recommendation that the Select Board should clearly take on addressing issues of racism and not be swayed by the voices of those who disagree.

## Conclusion

As noted previously, while there are many areas of agreement, some of the differences in perspectives and experiences suggest that there are many dynamics that may contribute to dividing rather than unifying Milton. The bivariate analyses suggest that some differences in perspectives or experiences are related race or ethnicity, gender, age, socio-economic status, and residency length of time; and may challenge Milton residents regarding a variety of town issues. More specifically, in this survey: 1) attitudes toward and agreement with police actions were viewed differently depending on respondents' race or ethnicity, their age, and the length of time they have been residents of Milton, 2) respondents' views of community safety, inclusivity, sense of feeling welcome, housing inclusivity as well as segregation were evaluated differently and related to one's race, gender, and length of residency, 3) perspectives regarding the diversity of town government were related to gender and length of residency, and 4) the perspective that race is an issue in Milton was related to respondents' gender, income, and length of residency.

In many instances, the EJA survey reflects much of the public discourse that has occurred regarding issues of diversity, equity, and inclusion in Milton. Issues raised by the survey regarding schools, housing, police and fire, and town government are not new, and to some extent, these issues have been evident in the press and in social media and reflected in the town's climate. To some extent, the survey outcomes may be viewed as a microcosm of town tensions – differences in the experiences, treatment and therefore perspectives of people of color, lack of representation of people of color in town government and municipal departments including schools, residents who seem less aware of several of the issues, and fundamental differences regarding the extent to which residents view race as an issue; related to one degree or another by issues of race, class, gender, and newer versus longer term residents.

These findings as represented in this survey present a complex picture of the Town and its potential for change. However, although a complicated and evolving picture, this survey also found considerable support for change in Milton, along with support for additional funding and proposed DEI initiatives. While resident interest in being involved may be skewed by the participation of those in this survey that were involved in community groups, survey outcomes suggest that many residents not only want change but have ideas about how this may happen and should be included as part of that process. This suggests that active inclusion of residents regarding the implementation of multiple DEI initiatives, the use of town funding, and consideration of structural changes regarding schools and housing is important. Lastly, the EJA survey outcomes support the need for Milton to bring more diverse voices and perspectives around the table if significant steps are to be made toward a more equitable and inclusive Milton.

## **Appendix I**

**“Demographics and Housing Patterns in Milton, MA,” by Maria Alejandra Santa (BU)**

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# Demographics and Housing Patterns in Milton, MA

By Maria Alejandra Santa

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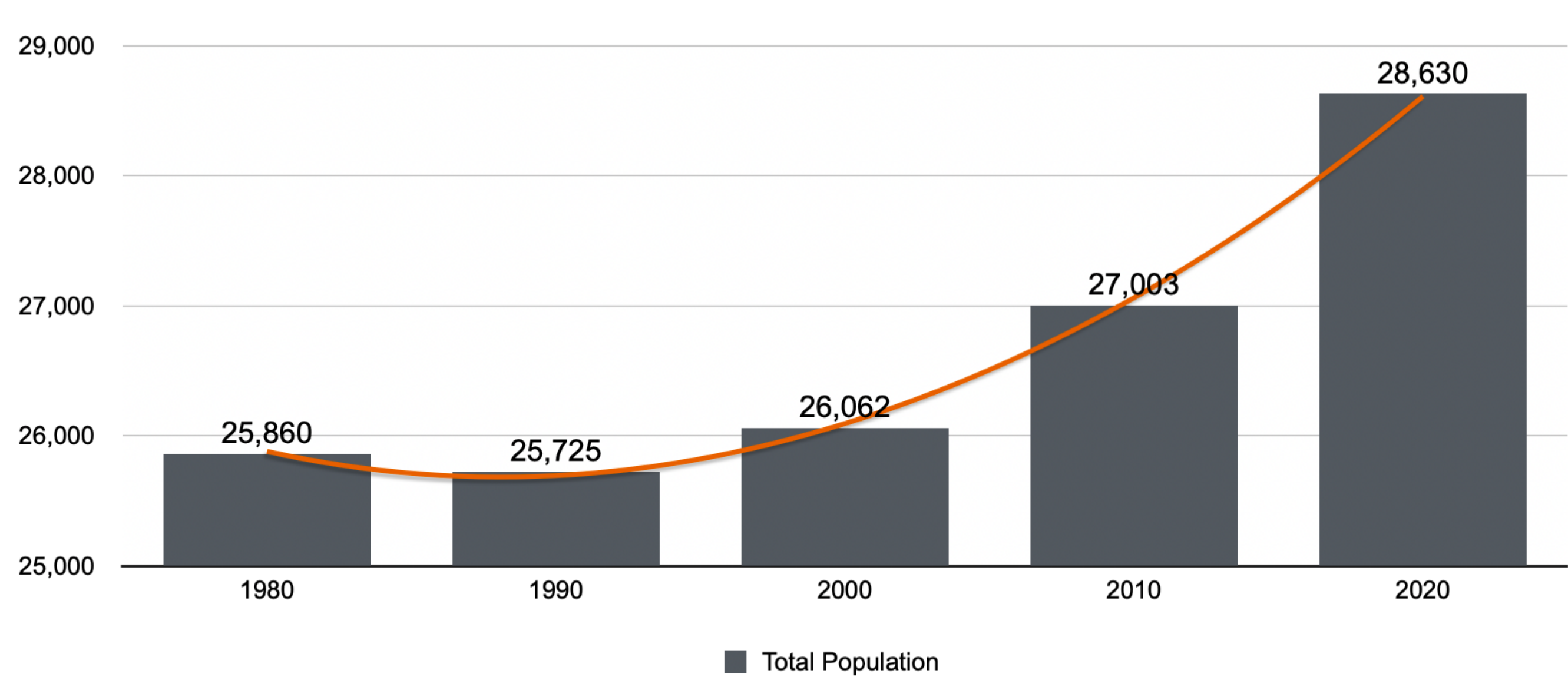
# Outline

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- Demographics since 1980
- Residential Landscape in Milton
- Housing Pattern and Current Affordable Housing Stock in Milton

# Demographics

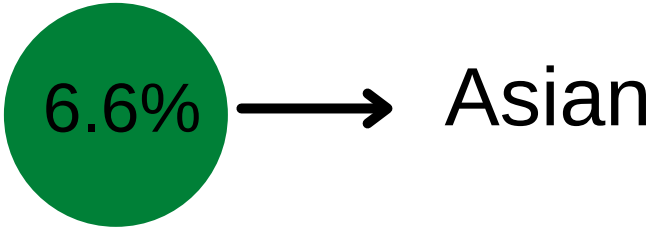
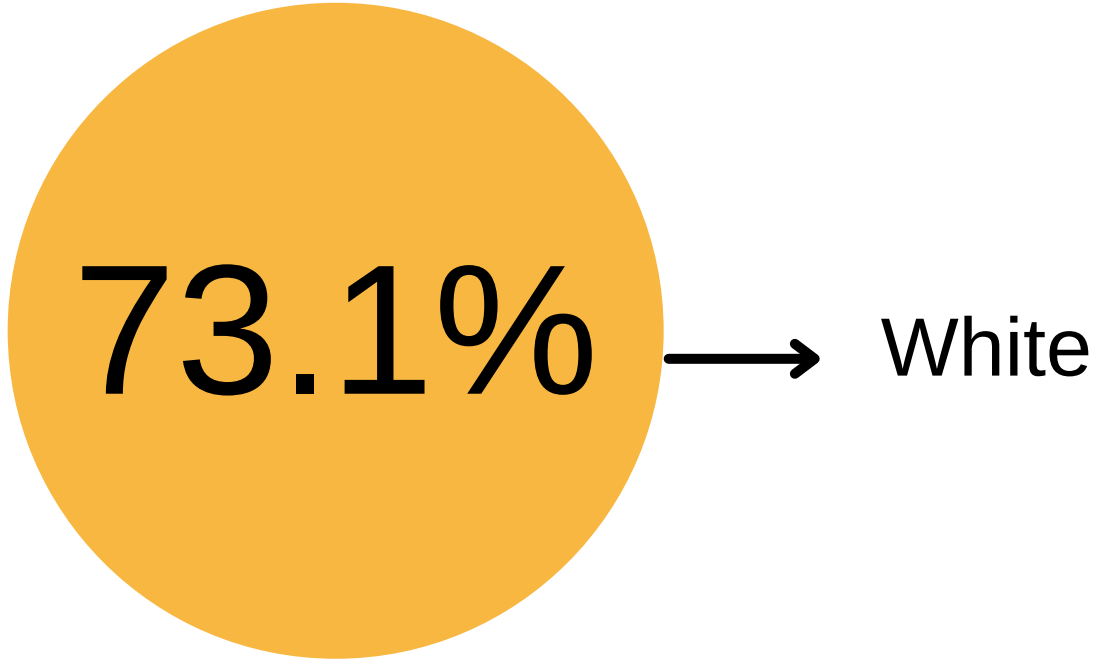
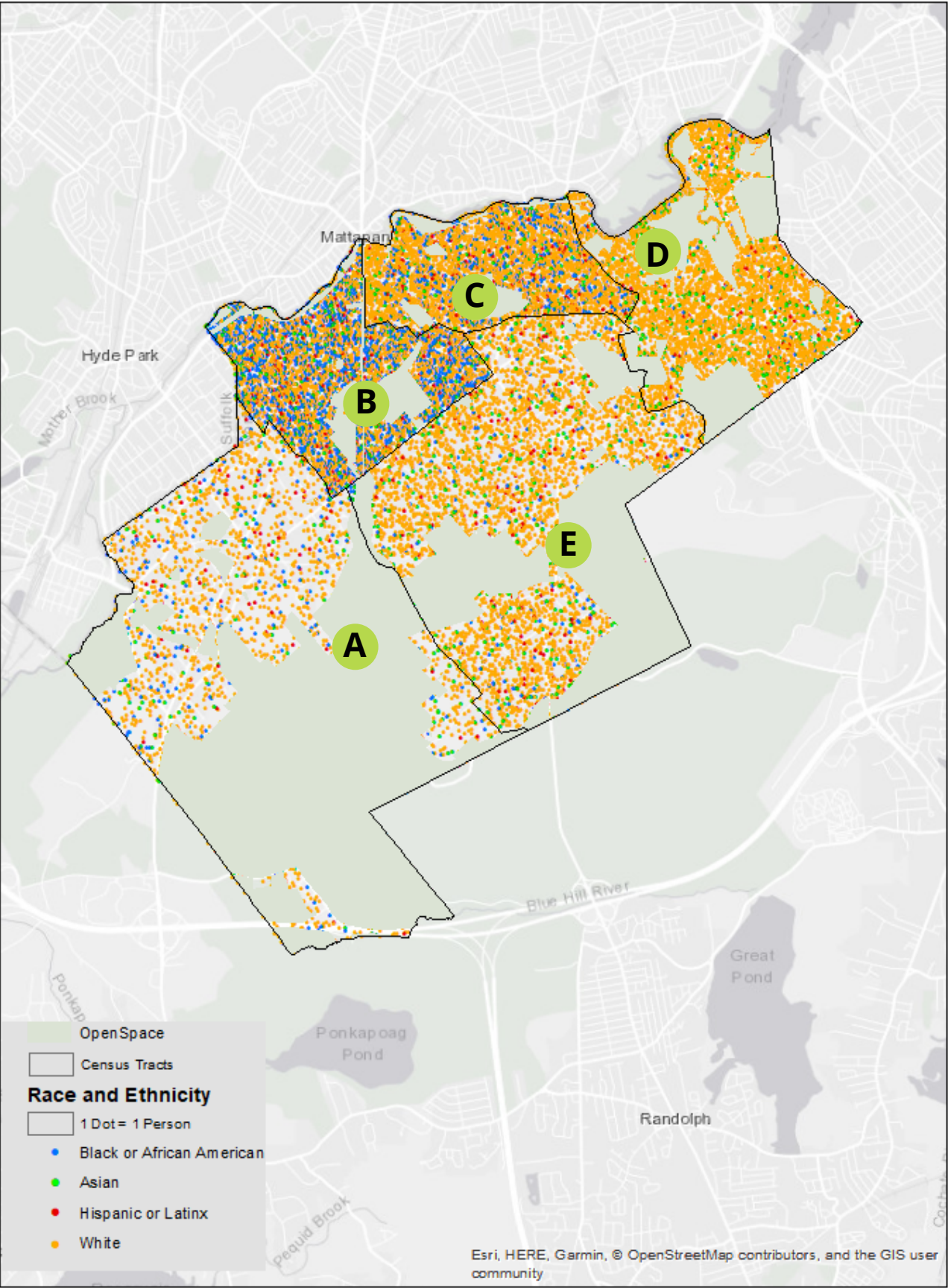
# Milton's population has been increasing since 1990



Source: US Census



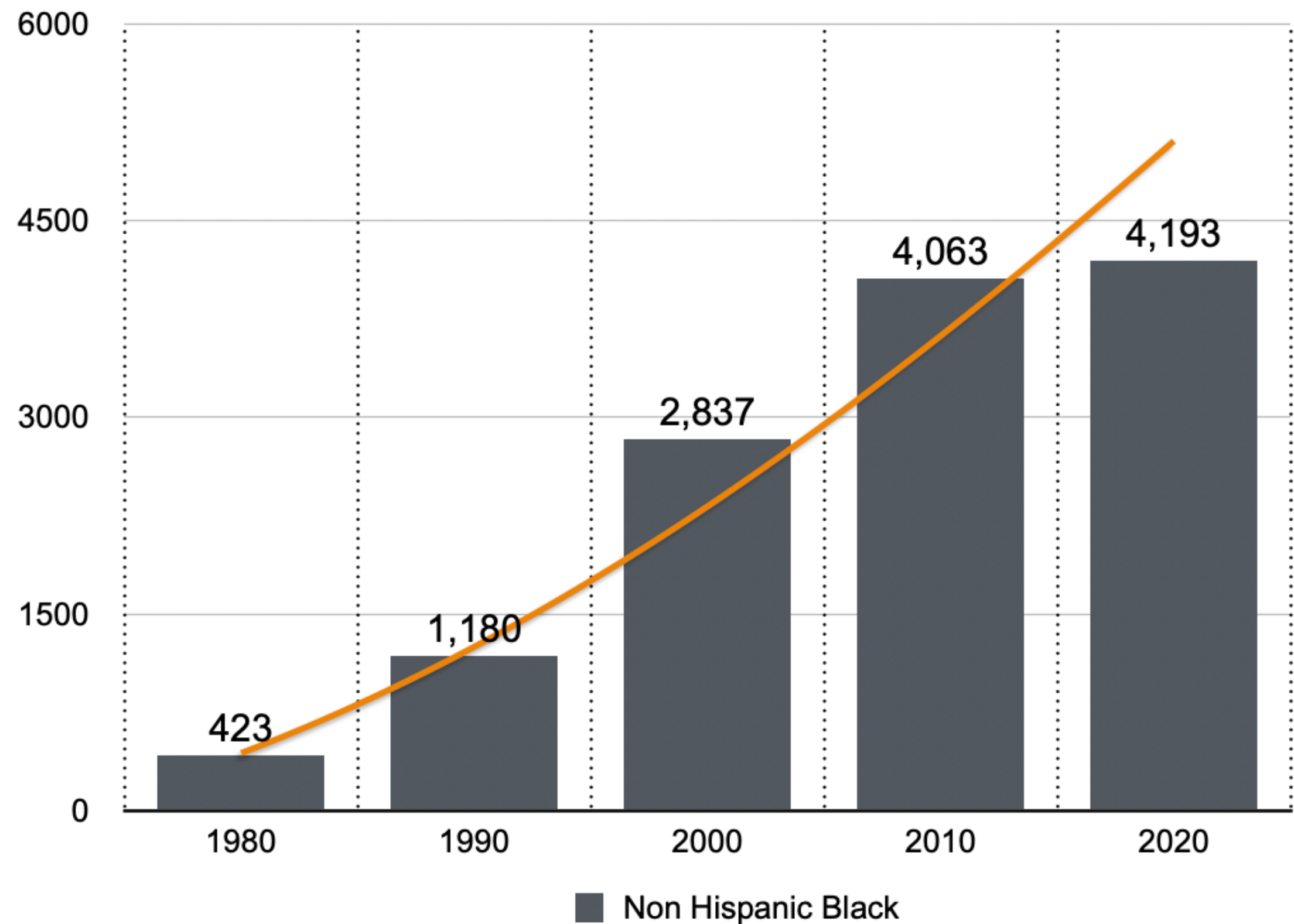
# Geographic Residential Pattern by Race and Ethnicity



Source: United States Census Bureau, 2020

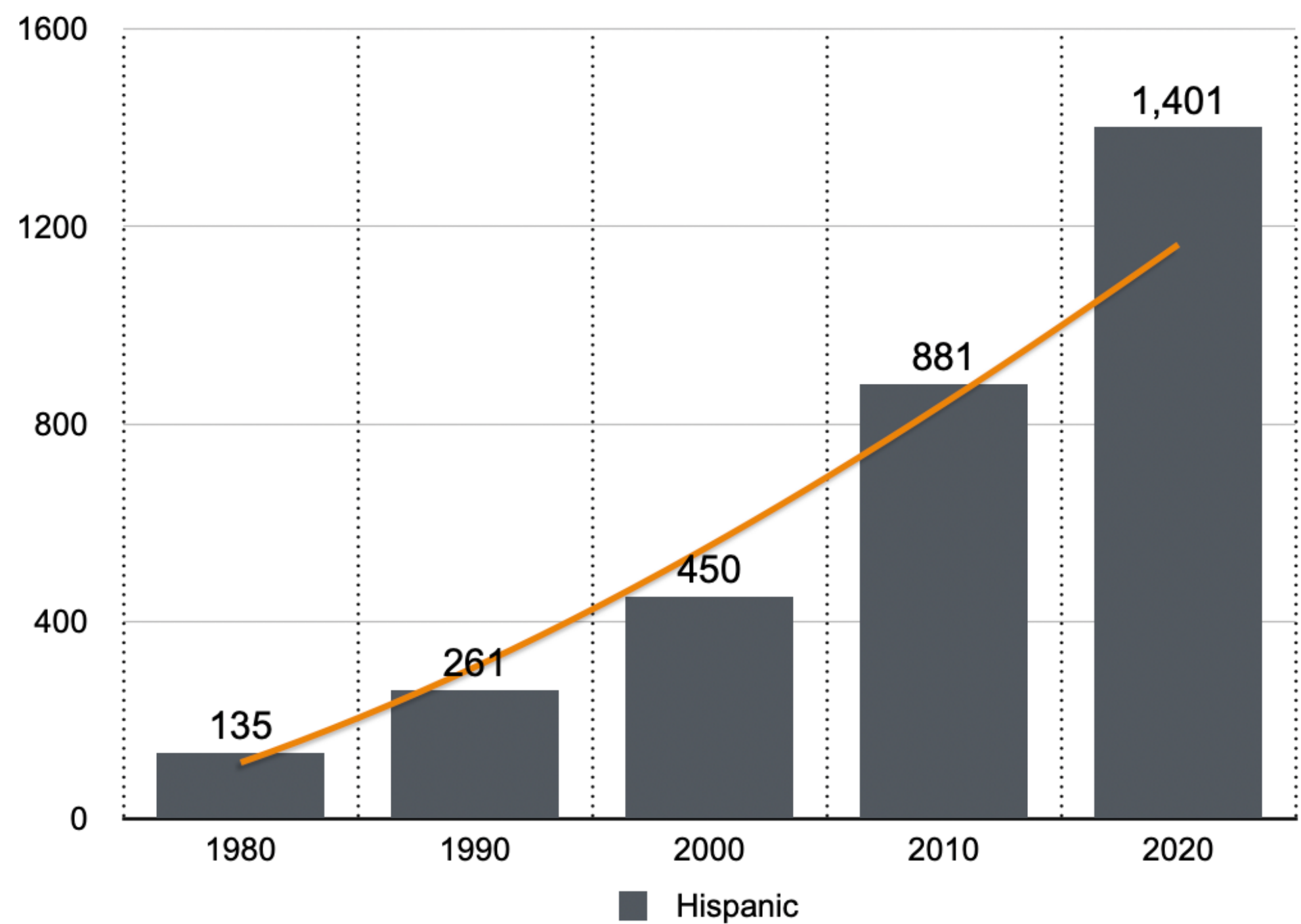


# Non Hispanic Black or African American population has been increasing since 1990



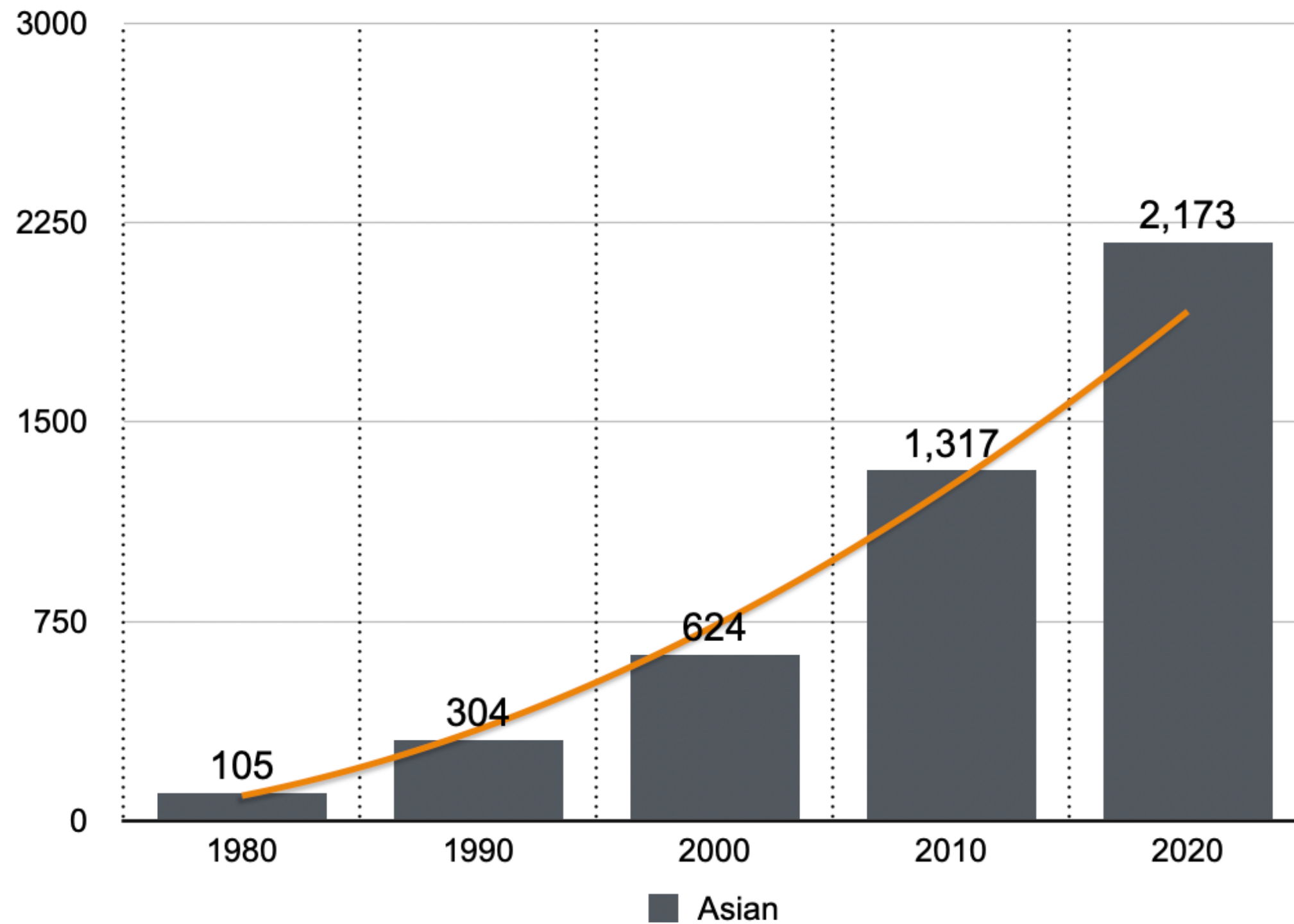
Source: US Census

# Hispanic or Latinx population has been increasing since 1990



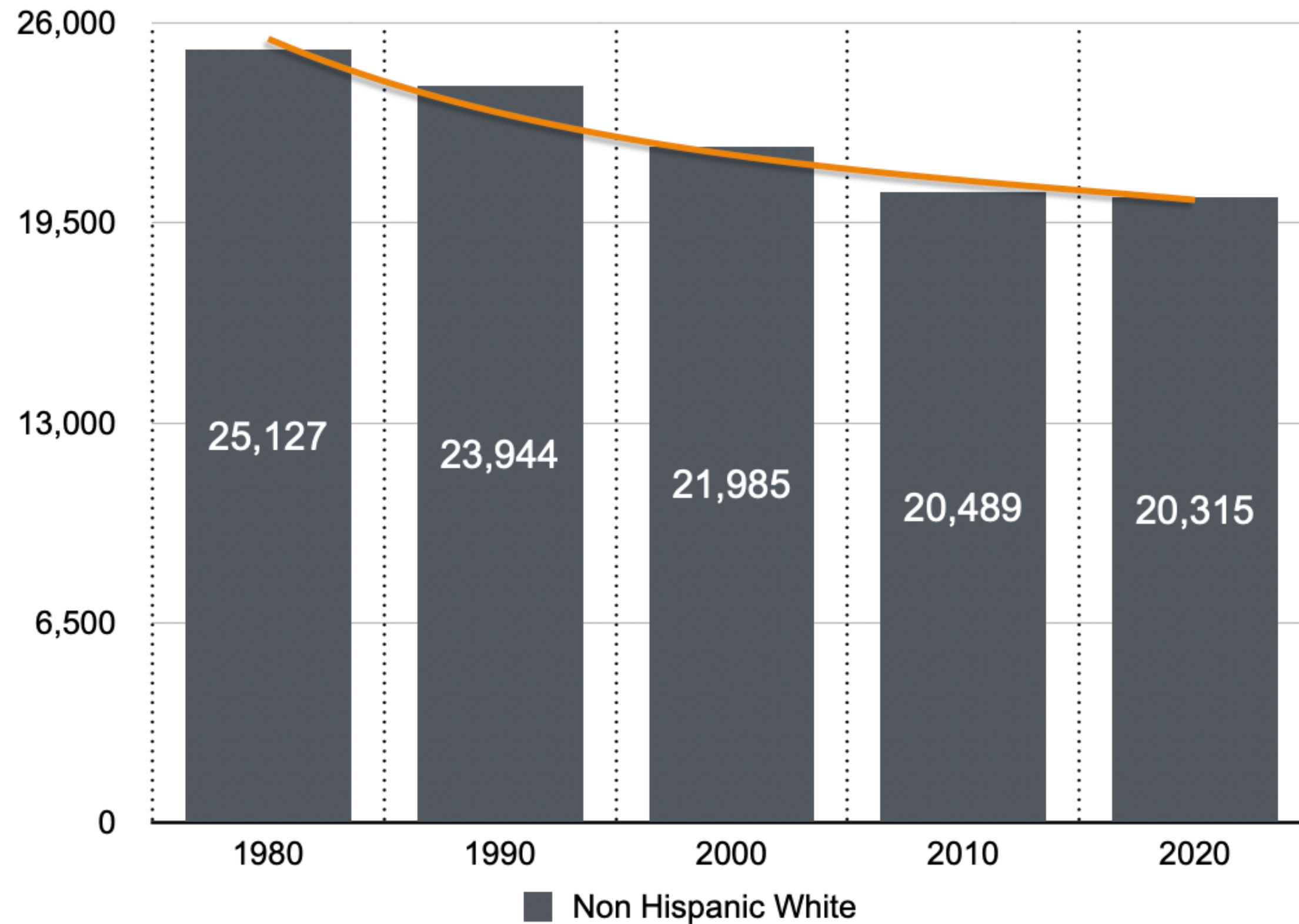
Source: US Census

# Asian population has been increasing since 1990

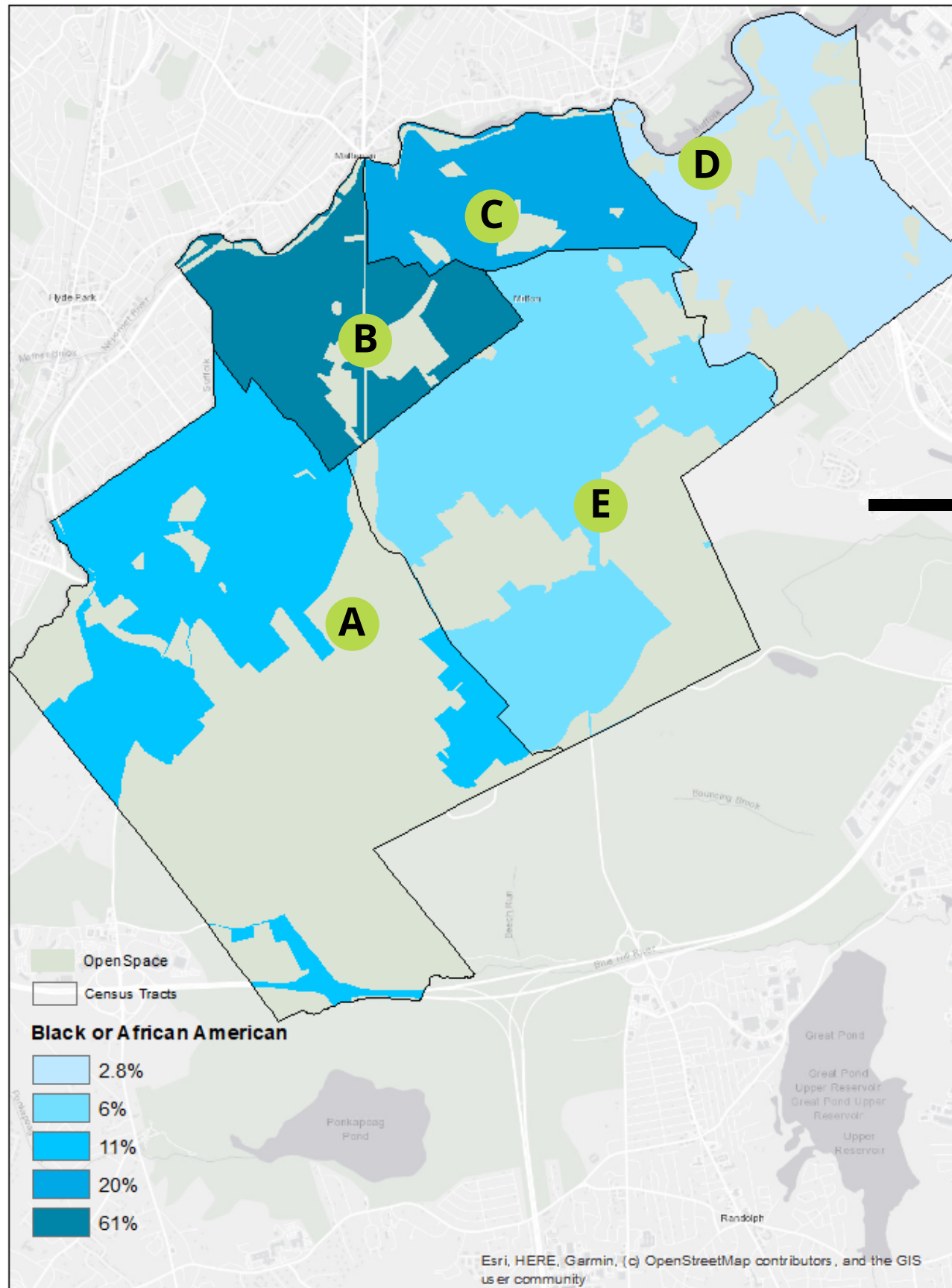


Source: US Census

# Non Hispanic White population has been decreasing

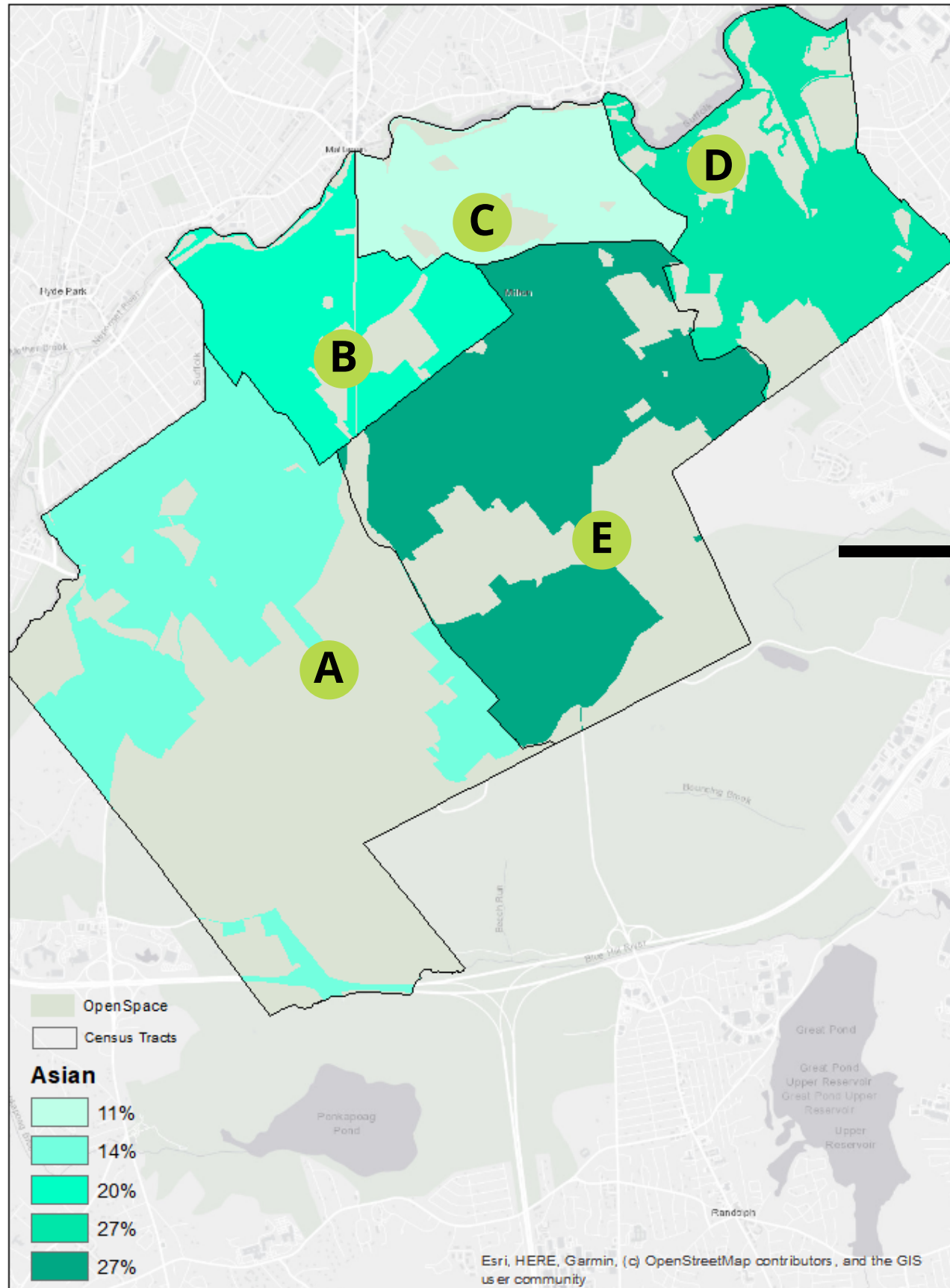


# Residential Landscape

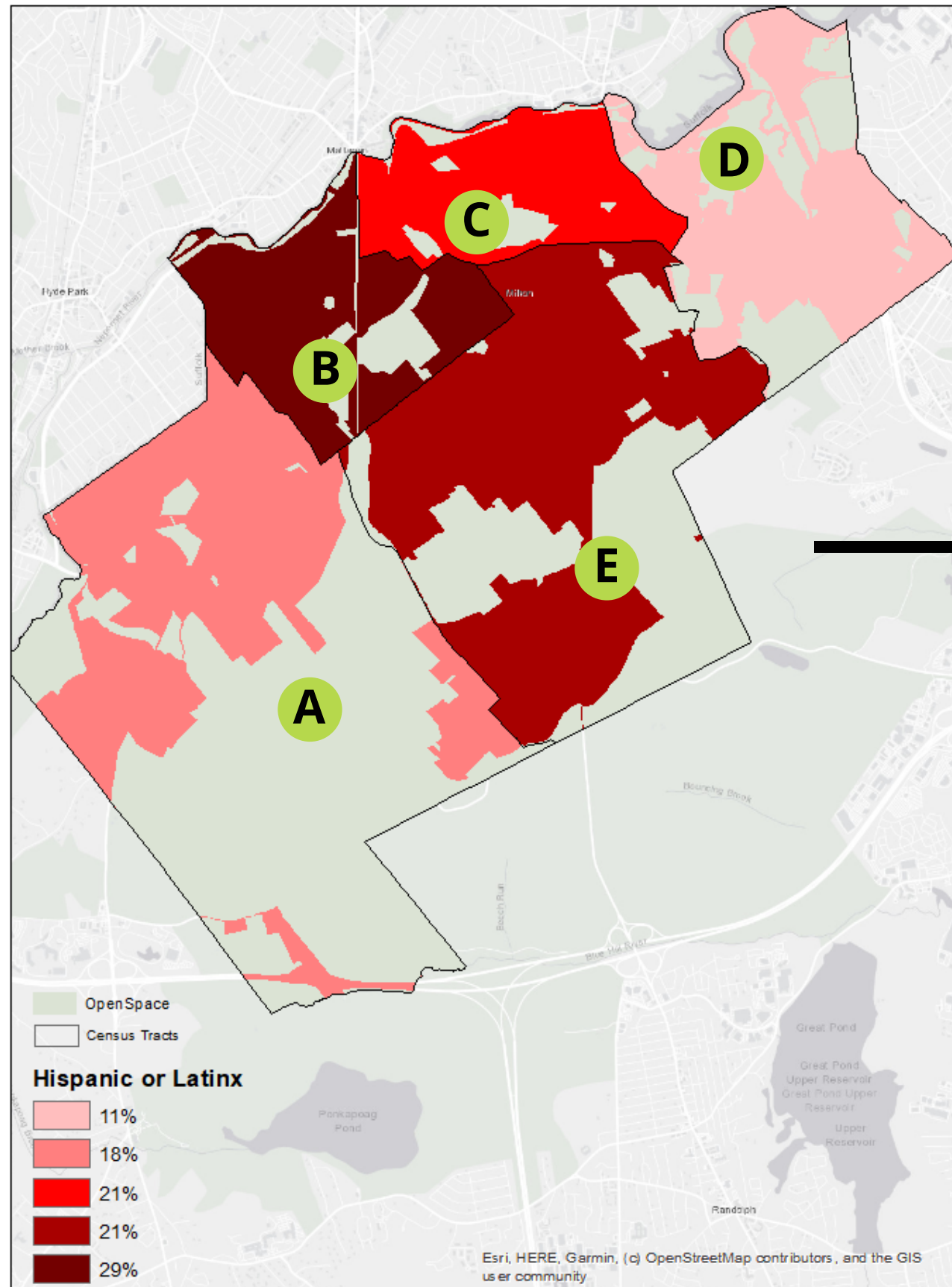


The majority (60%) of all Black or African American residents in Milton live in the census tract B.



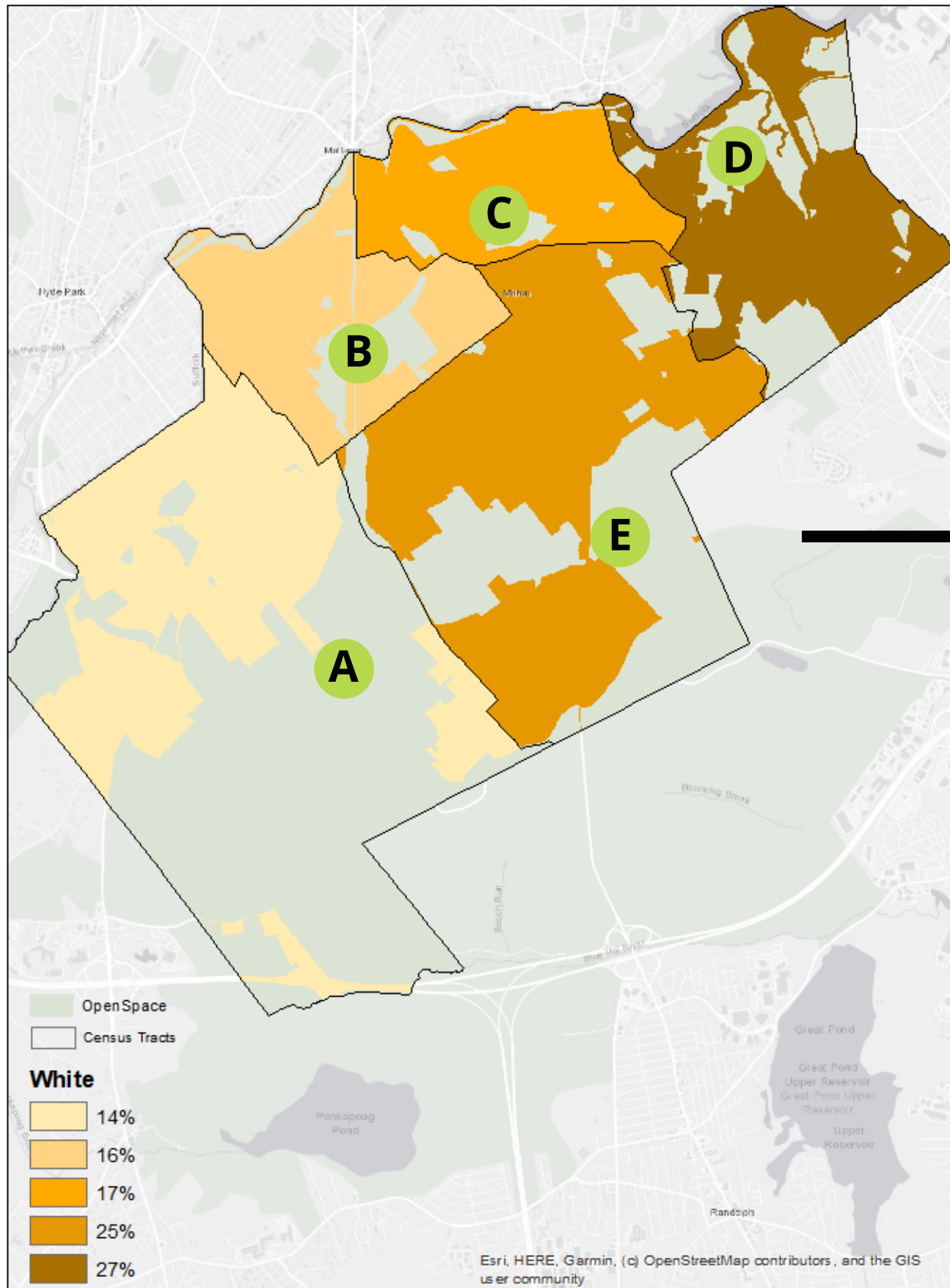


Asian residents in Milton are almost equally distributed. The highest percentage (27%) is in D and E census tracts.



Hispanic or Latinx residents in Milton are almost equally distributed. The highest percentage (29%) is in census tract B.





White residents in Milton are almost equally distributed. The highest percentage (27%) is in the census tract D.

# Housing Pattern

# Subsidized Housing Inventory (SHI)

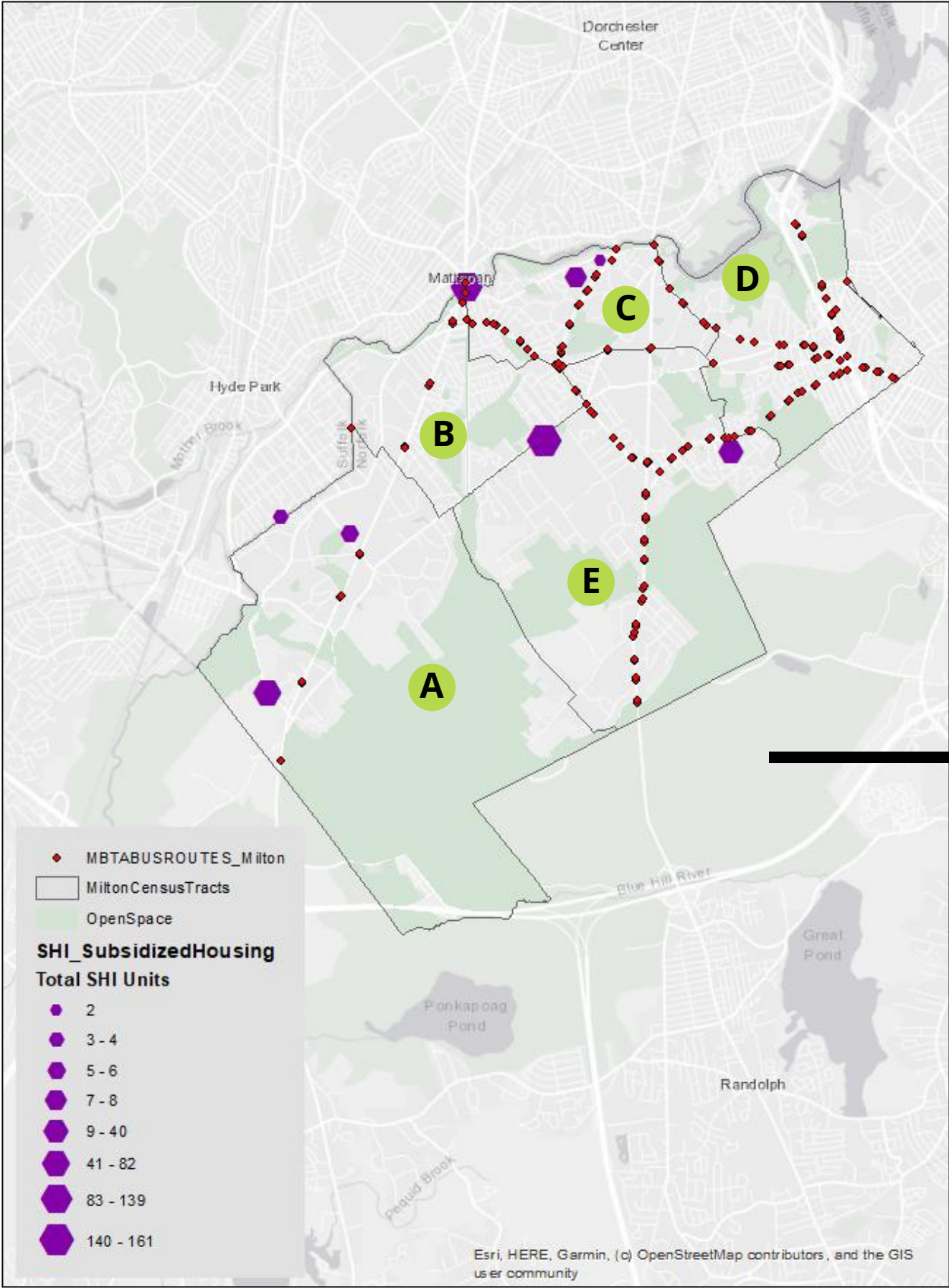
MASSACHUSETTS  
SHI UNITS: 273,004  
10.1%\*

BOSTON  
SHI UNITS: 55,509  
20.6%\*

MILTON  
SHI UNITS: 477  
4.9%\*

Source: Department of Housing and Community Development Chapter 40B  
Subsidized Housing Inventory (SHI)  
as of December 31, 2020  
\*Percentage of 2010 Census Total Housing units

# Number of Subsidized Housing Units

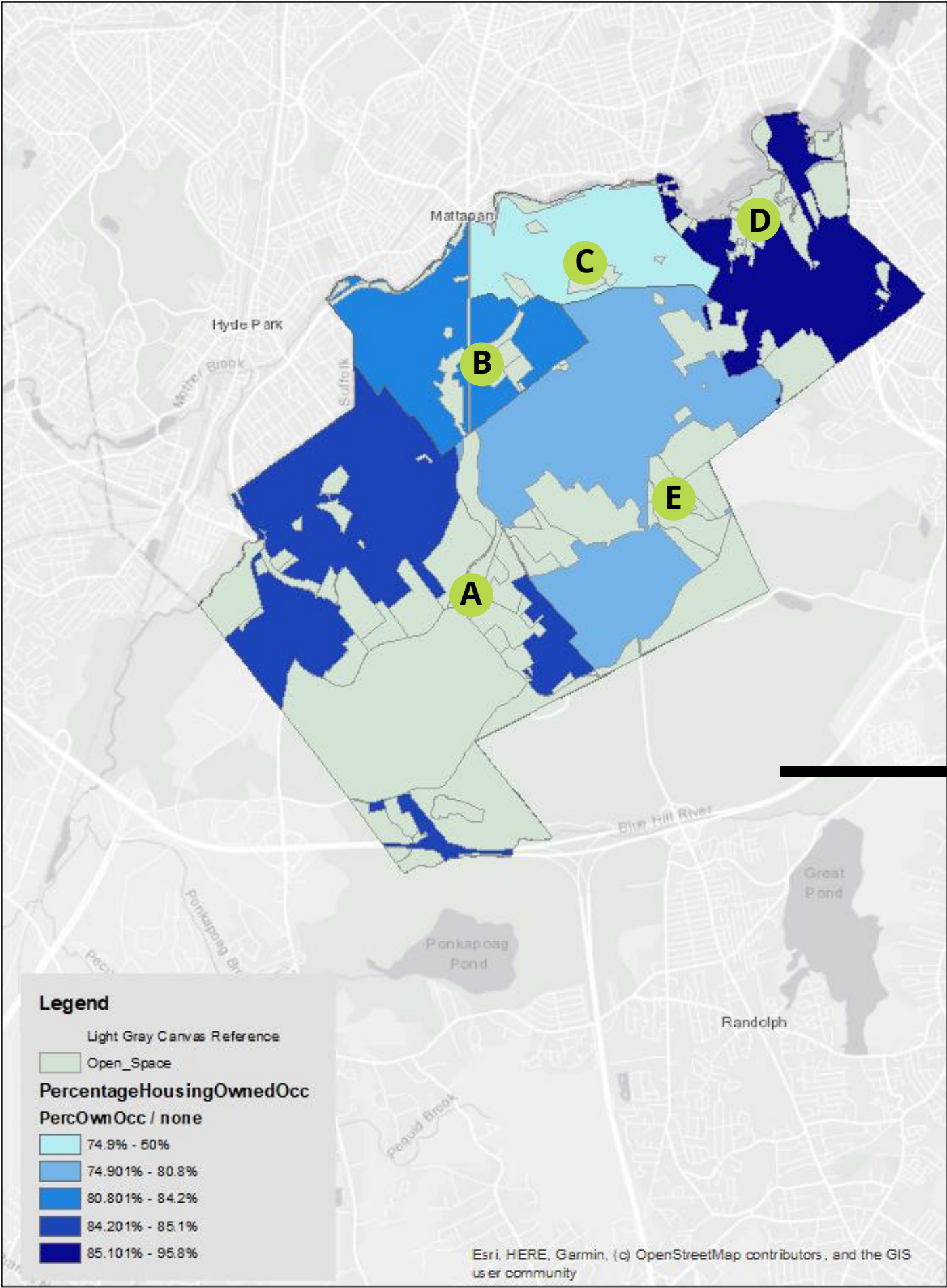


The Subsidized Housing Units\* are located in the census tracts A-B-C-E.

\*The Subsidized housing units with known addresses.

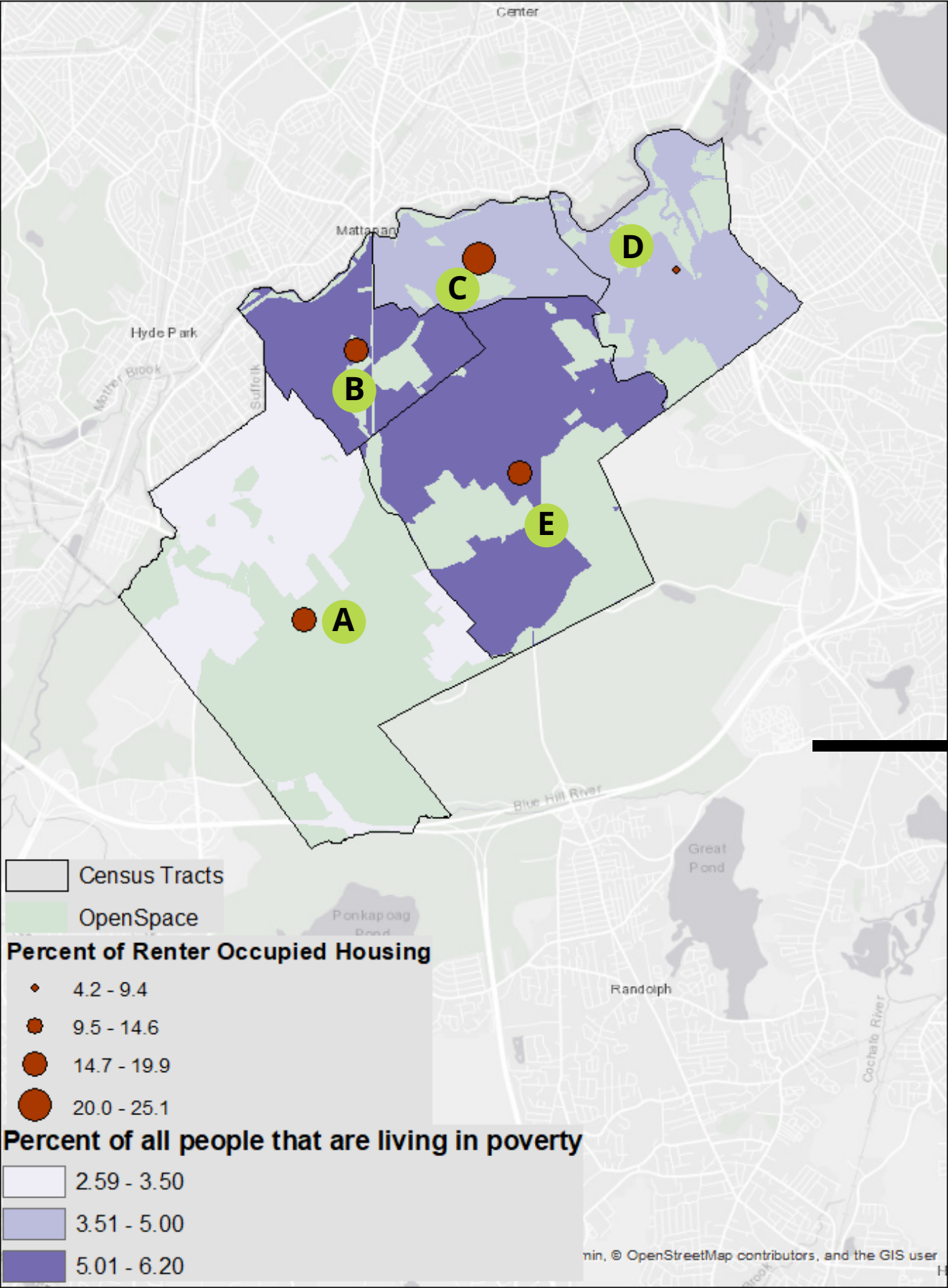


# Percentage of Owner-Occupied Housing



The Census Tract D has the highest (86% - 96%) owner-occupied housing.

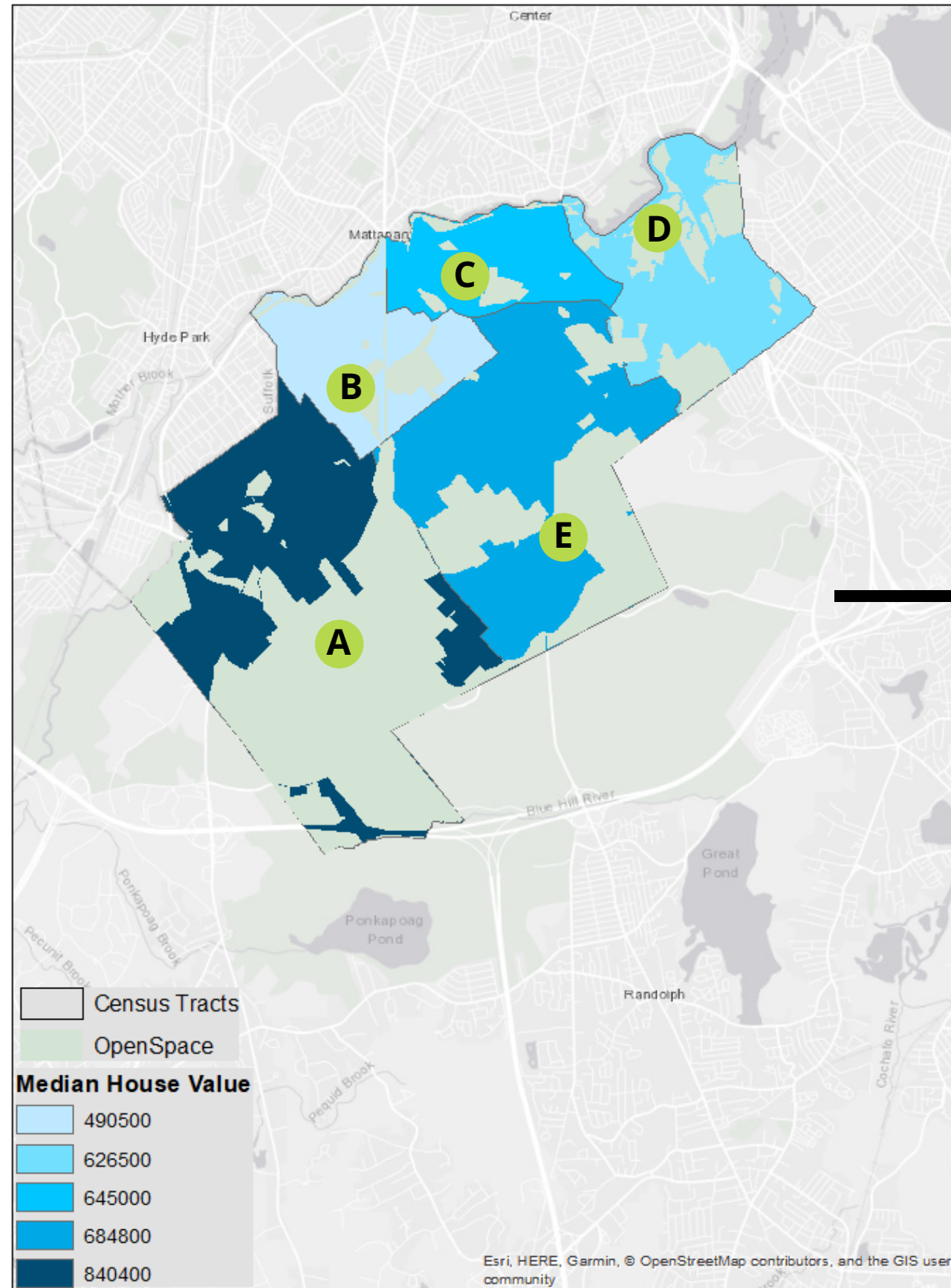
# Geographic Pattern of Poverty and Percent of Renter Occupied



The poverty is predominant in the census tracts B and E.



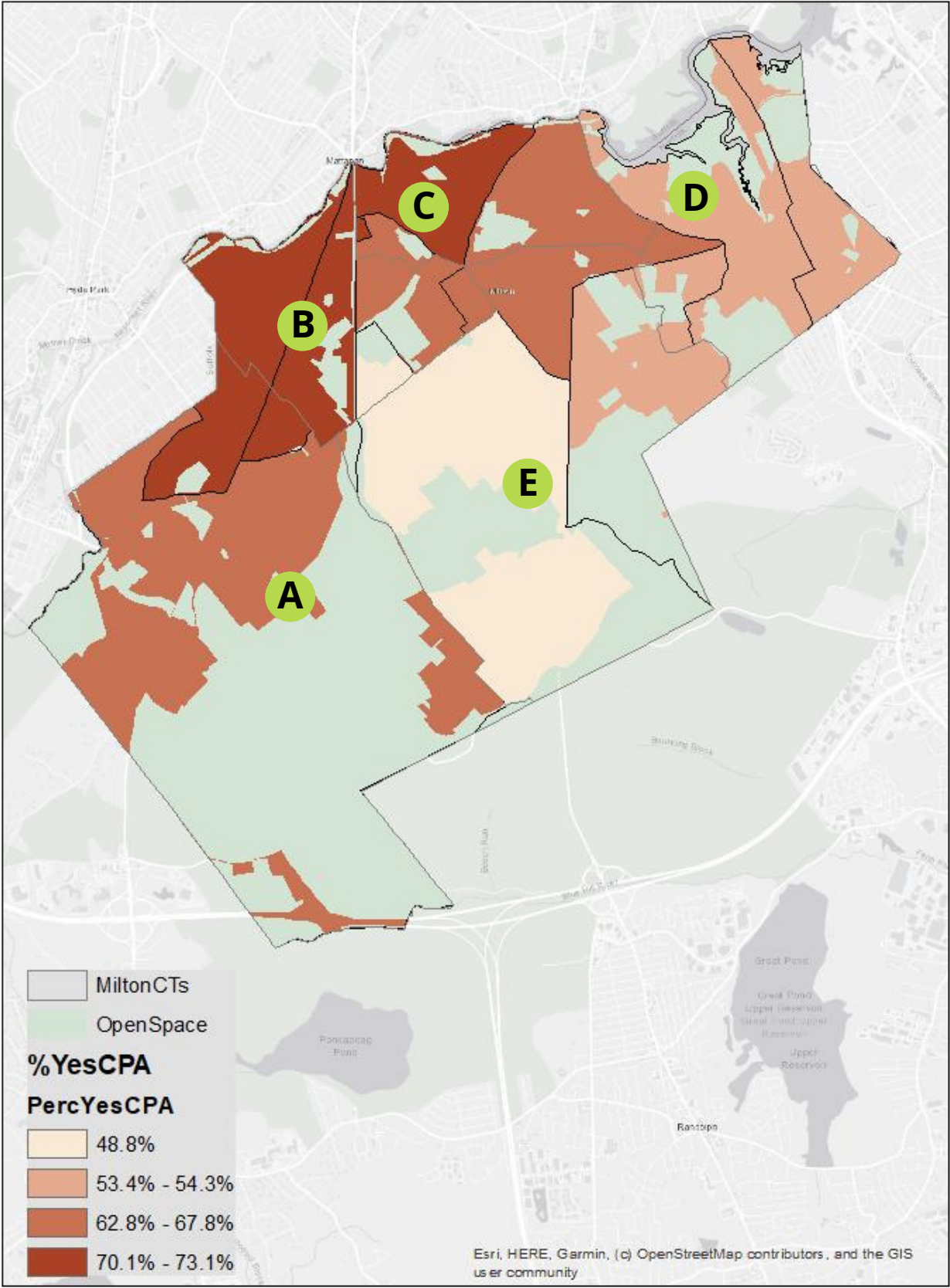
## Median House Value



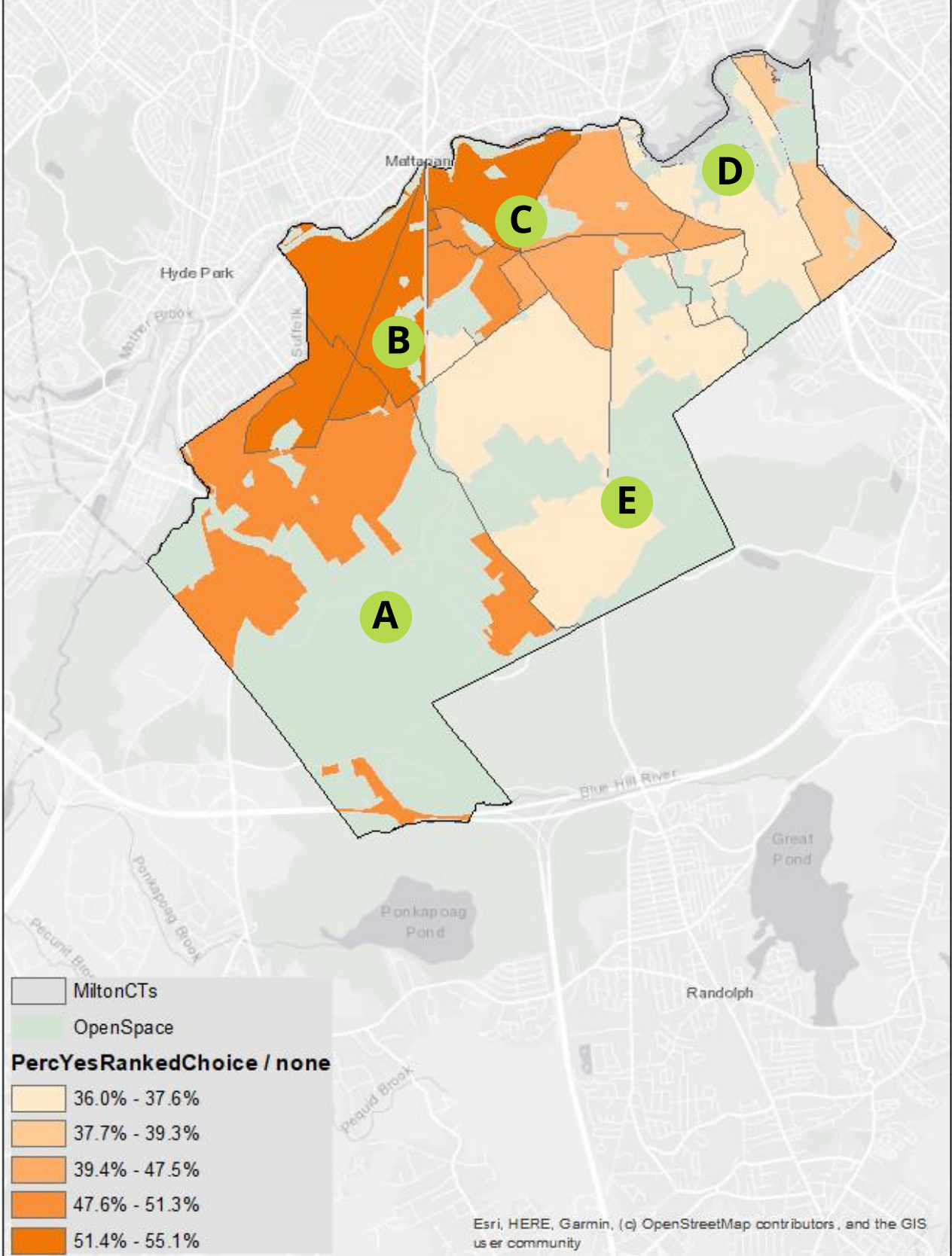
Census tract A has the highest median house value (\$840,400).

Census tract B has the lowest median house value (\$490,500).

Percentage of Yes CPA

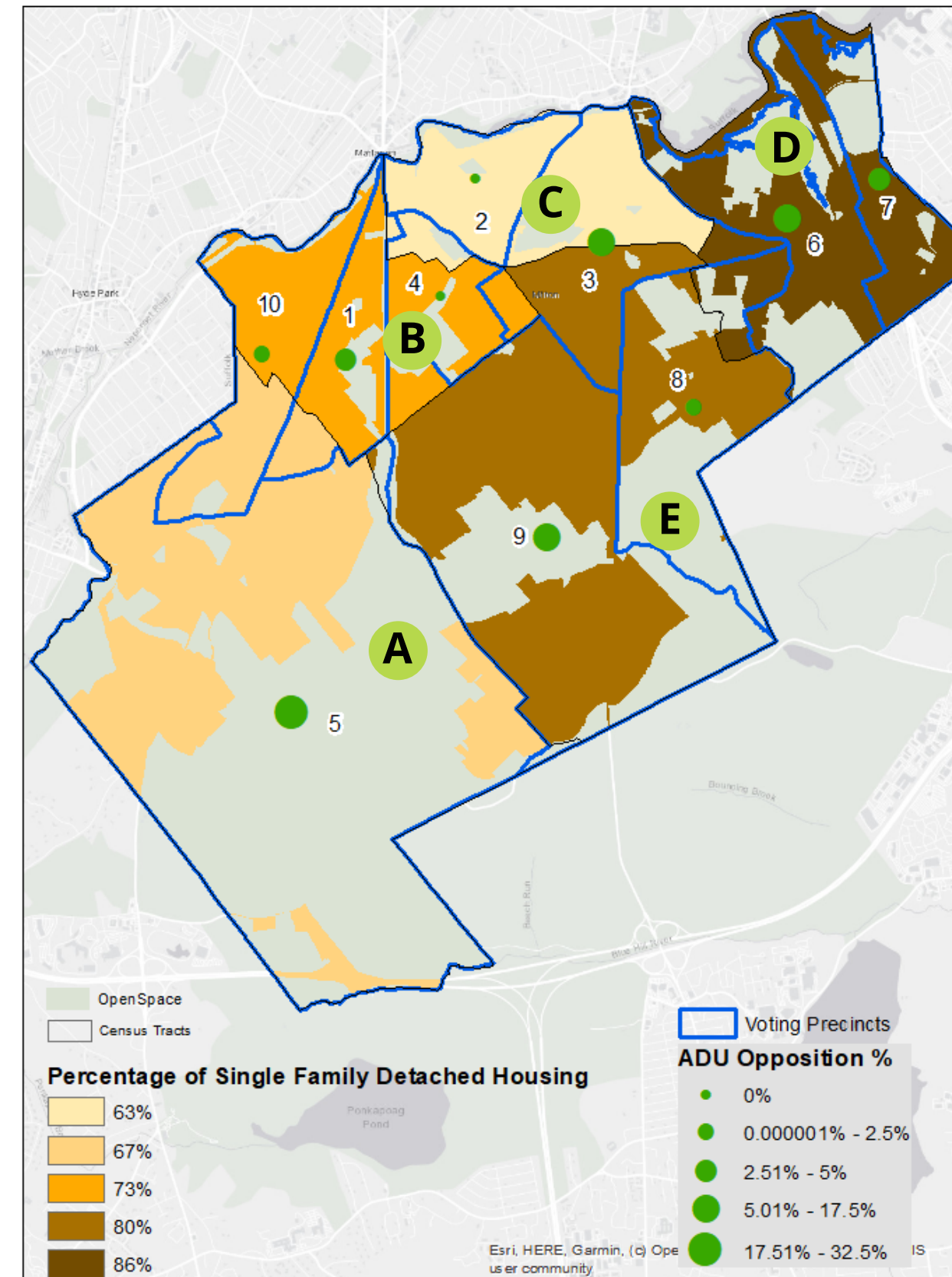
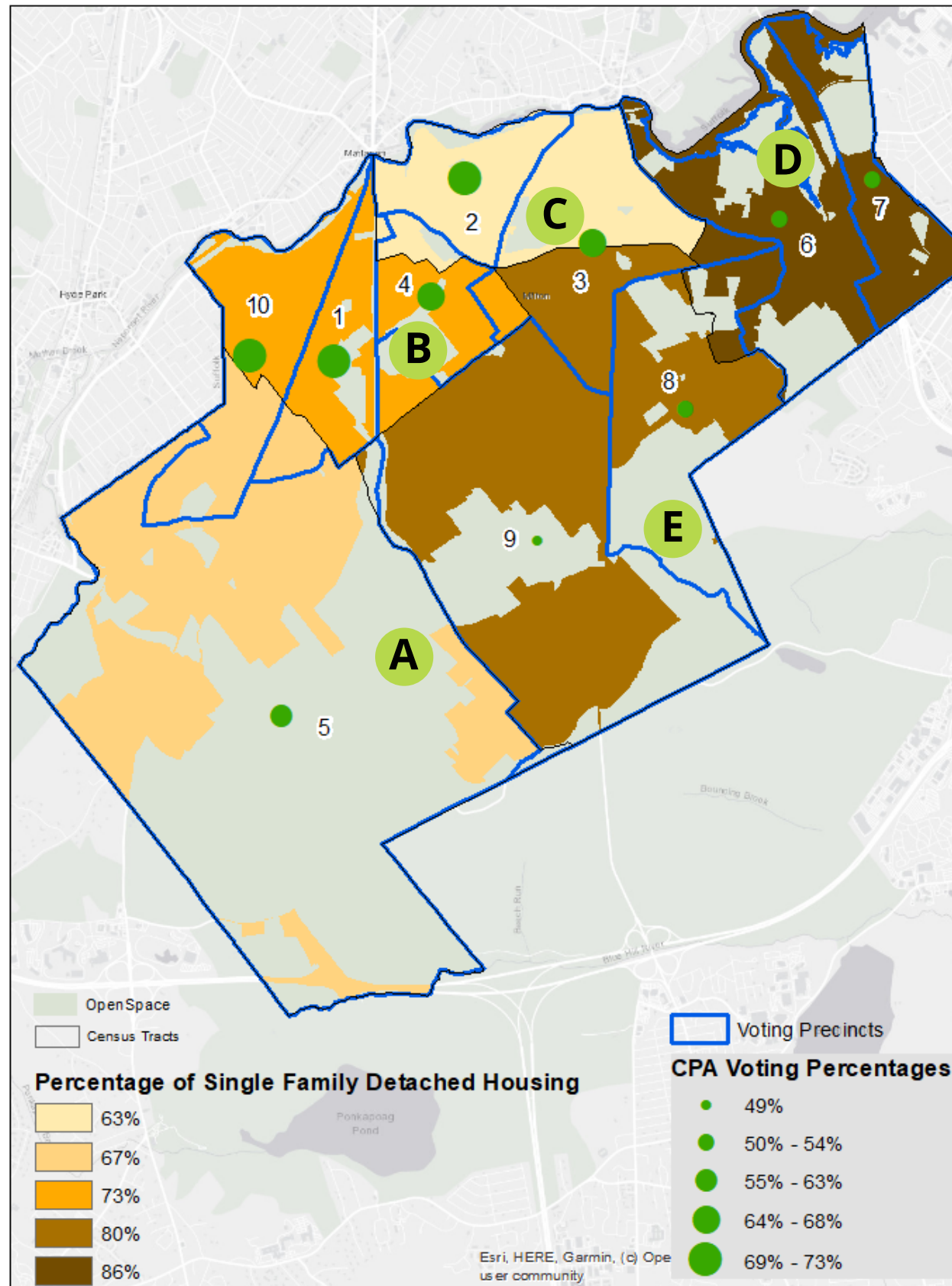


Percentage of Yes Ranked Choice Voting



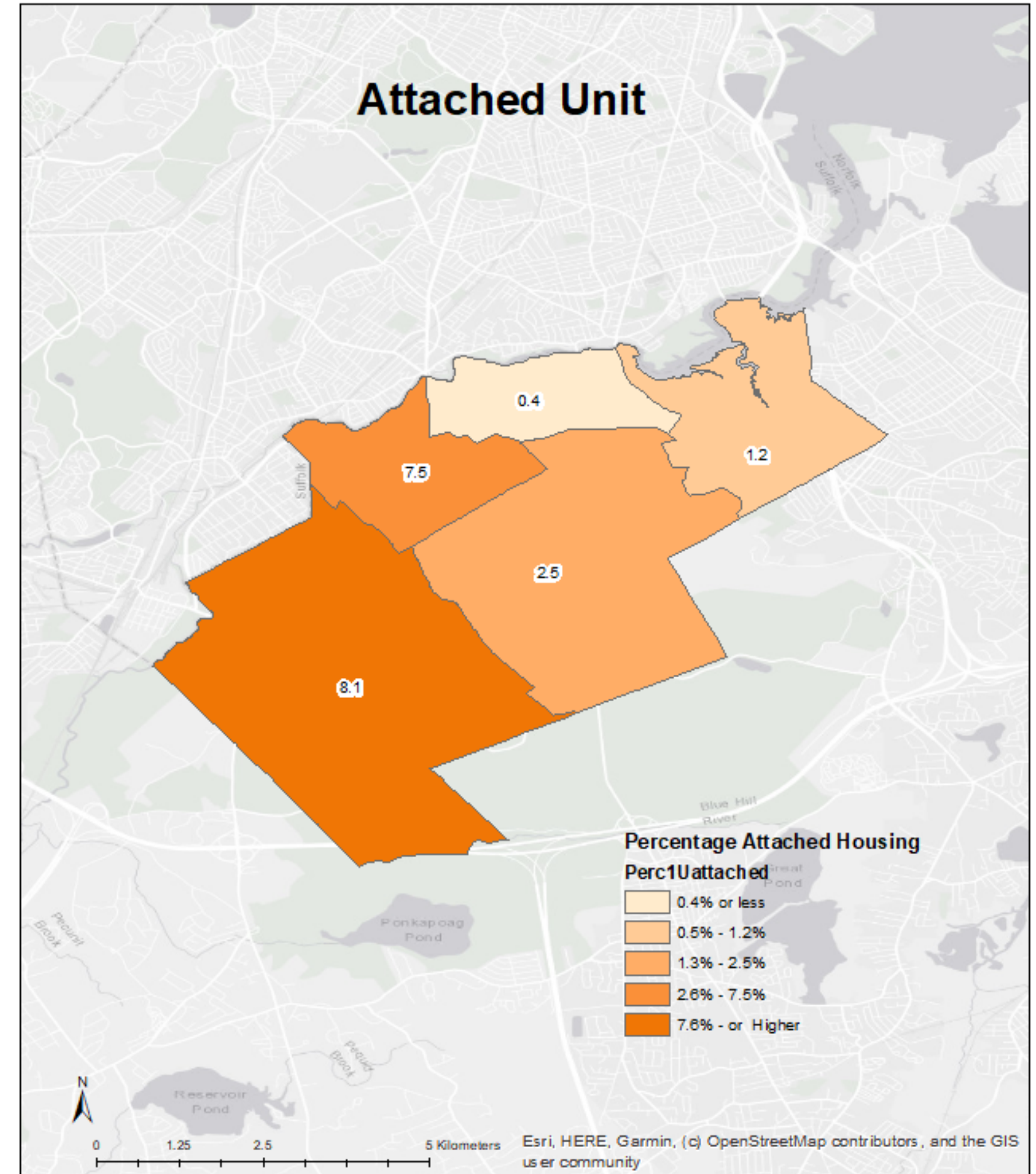
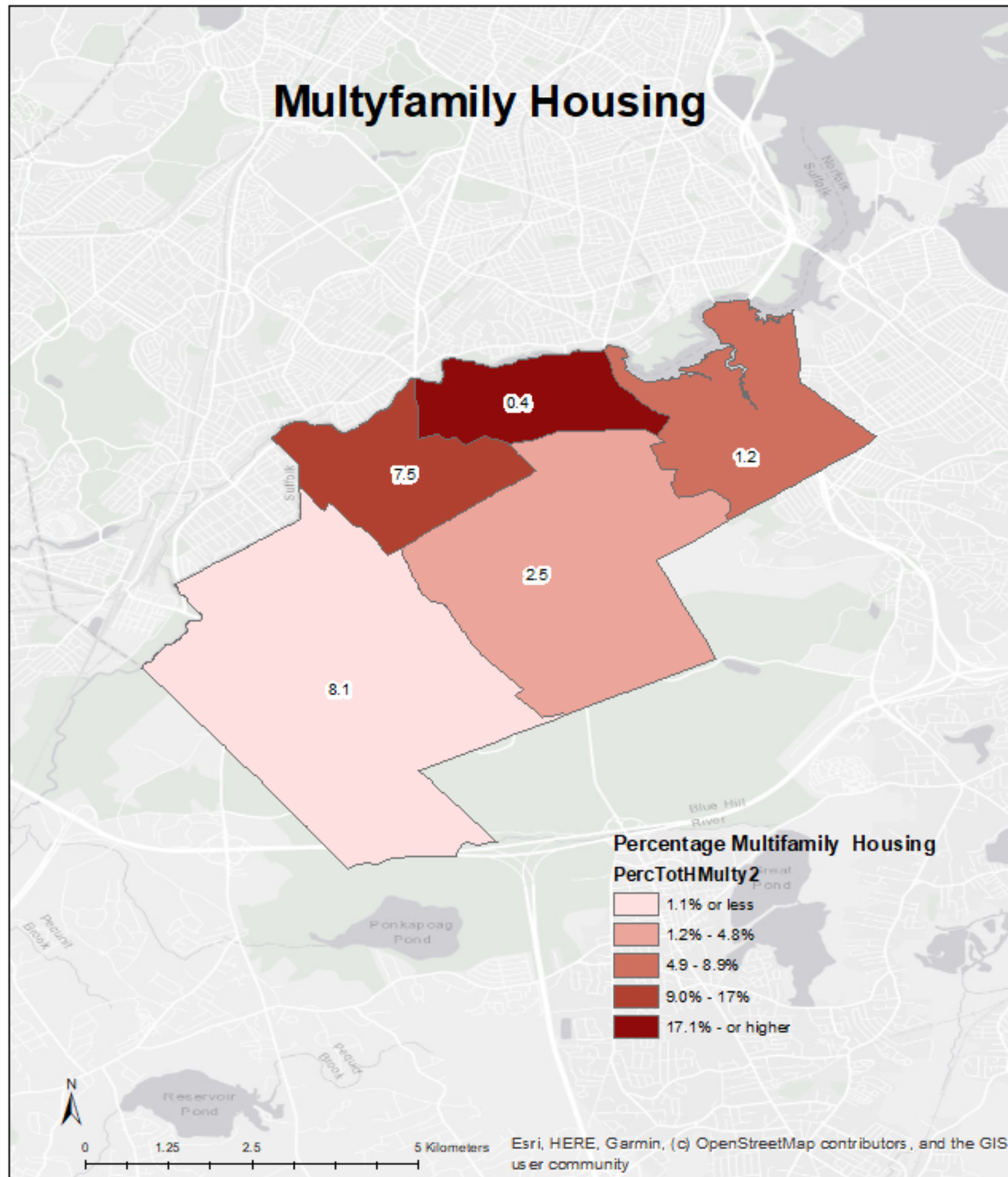
The lowest (49%) Yes CPA voting is in the precinct 9 (census tract E), where the demographics are 6% Black or African American, 27% Asian, 21% Hispanics or Latinx and the 25% are White residential.



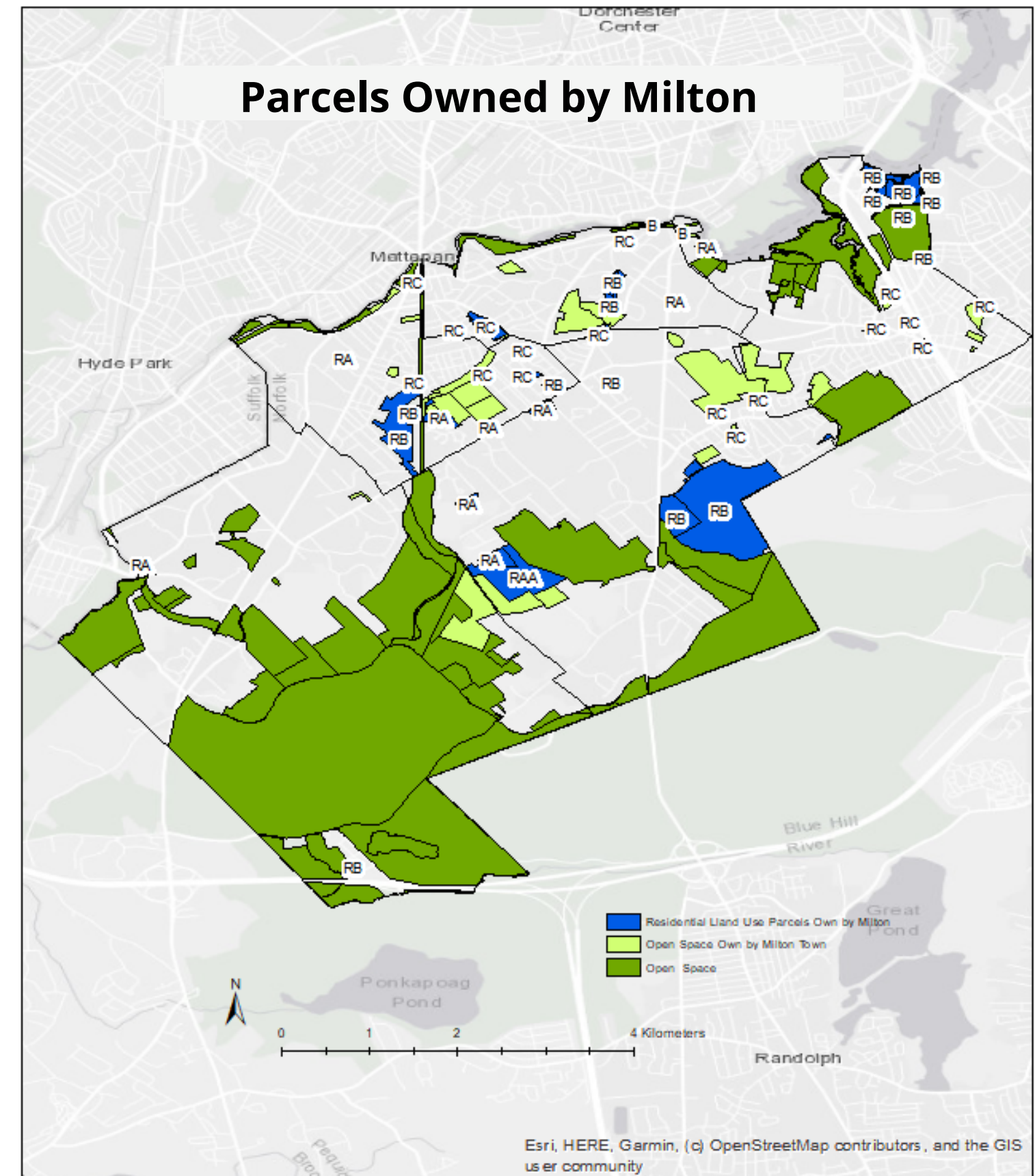
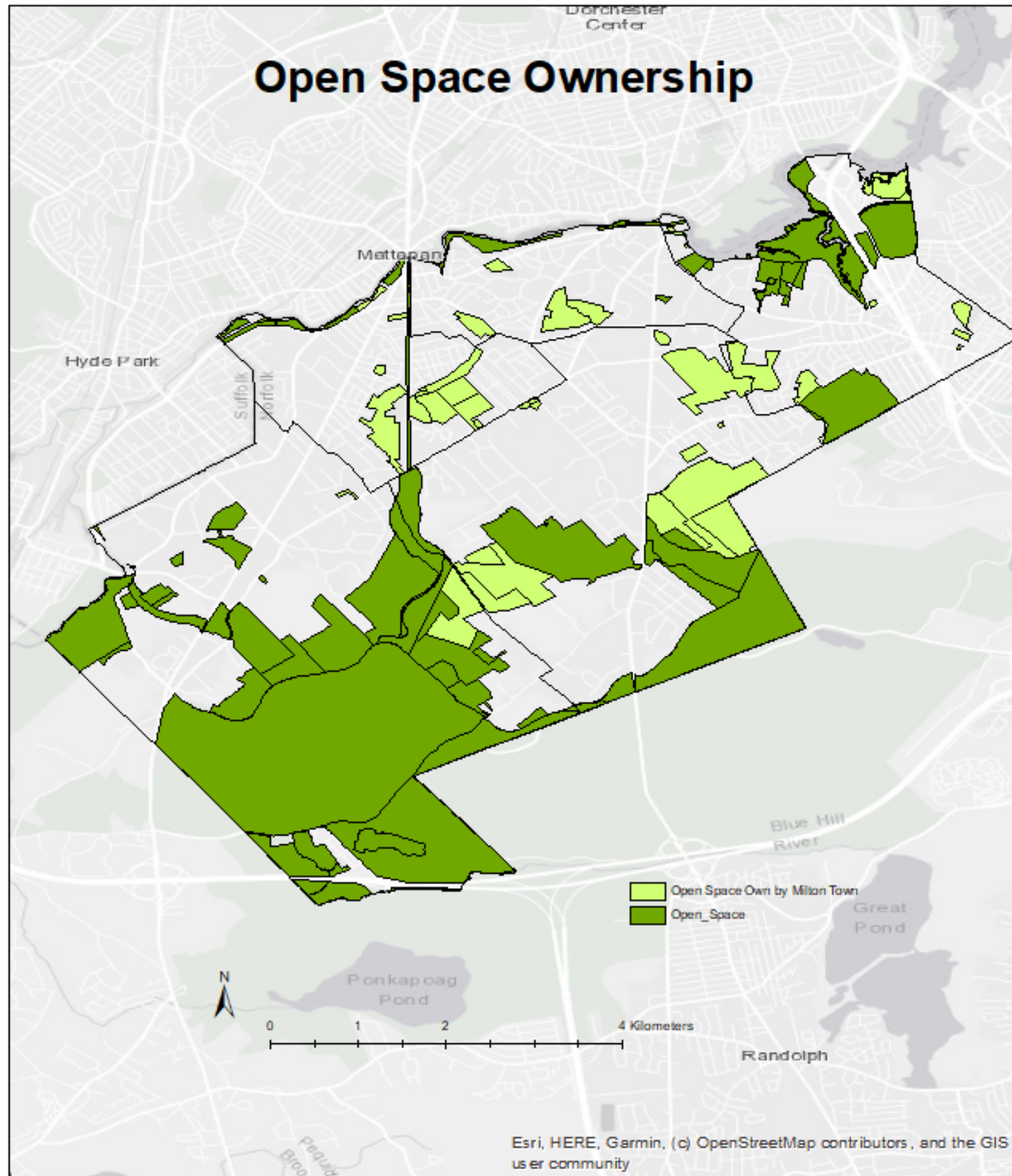


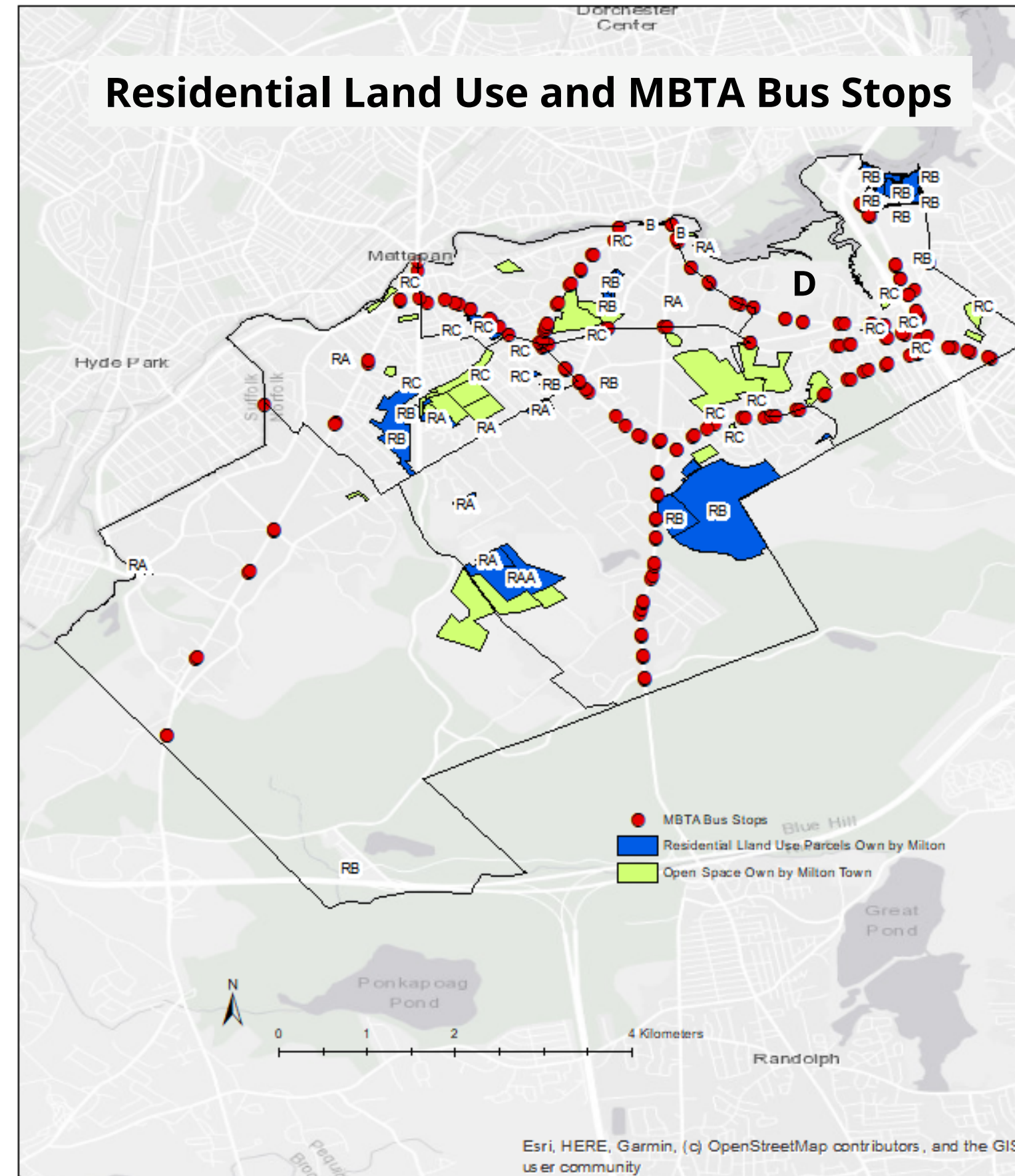
- The highest concentration of single-family housing (80% or over) is in the census tracts D and E.
- Precinct 9 (the census tract E) has the lowest (49%) Yes Vote for CPA.



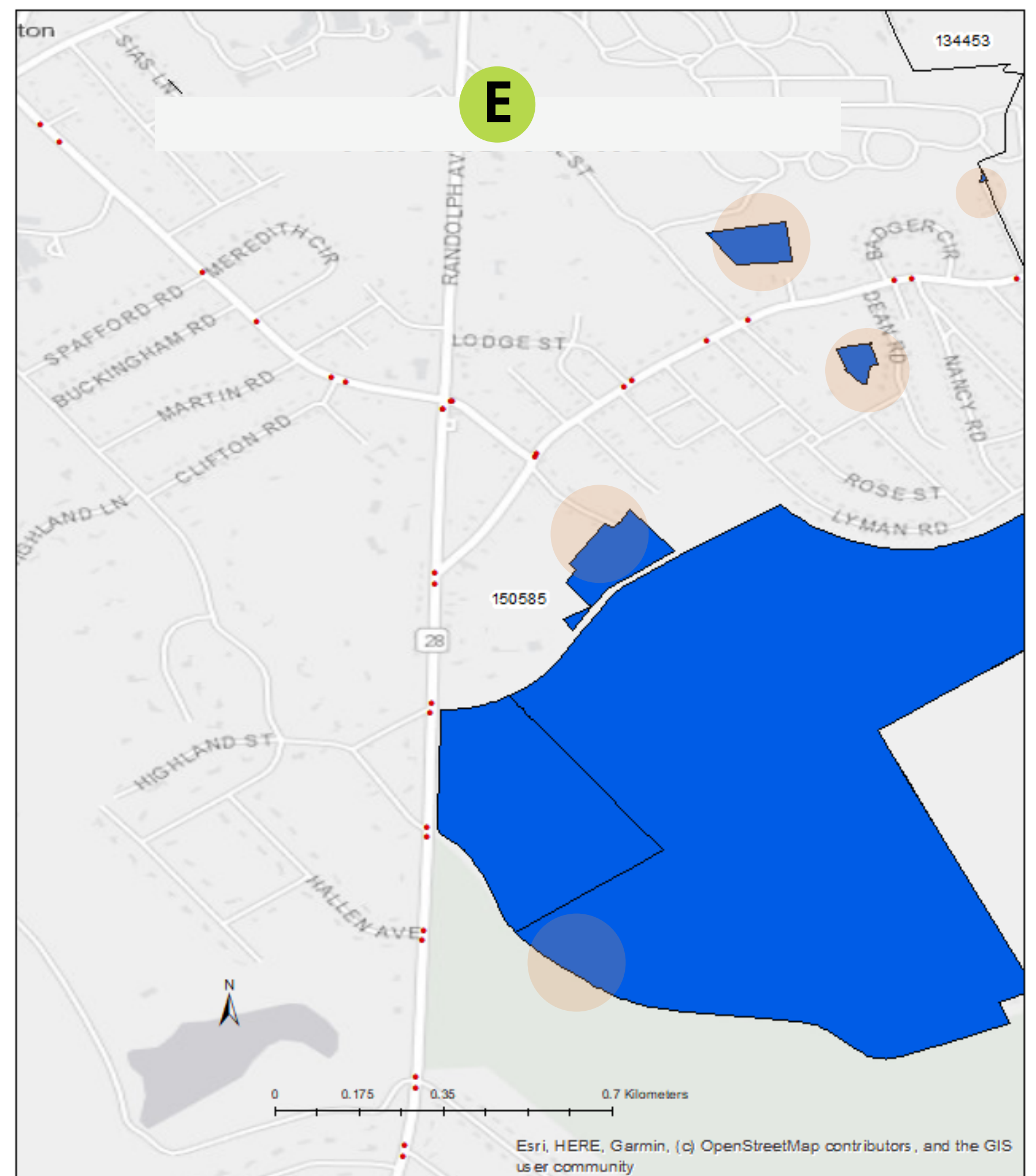
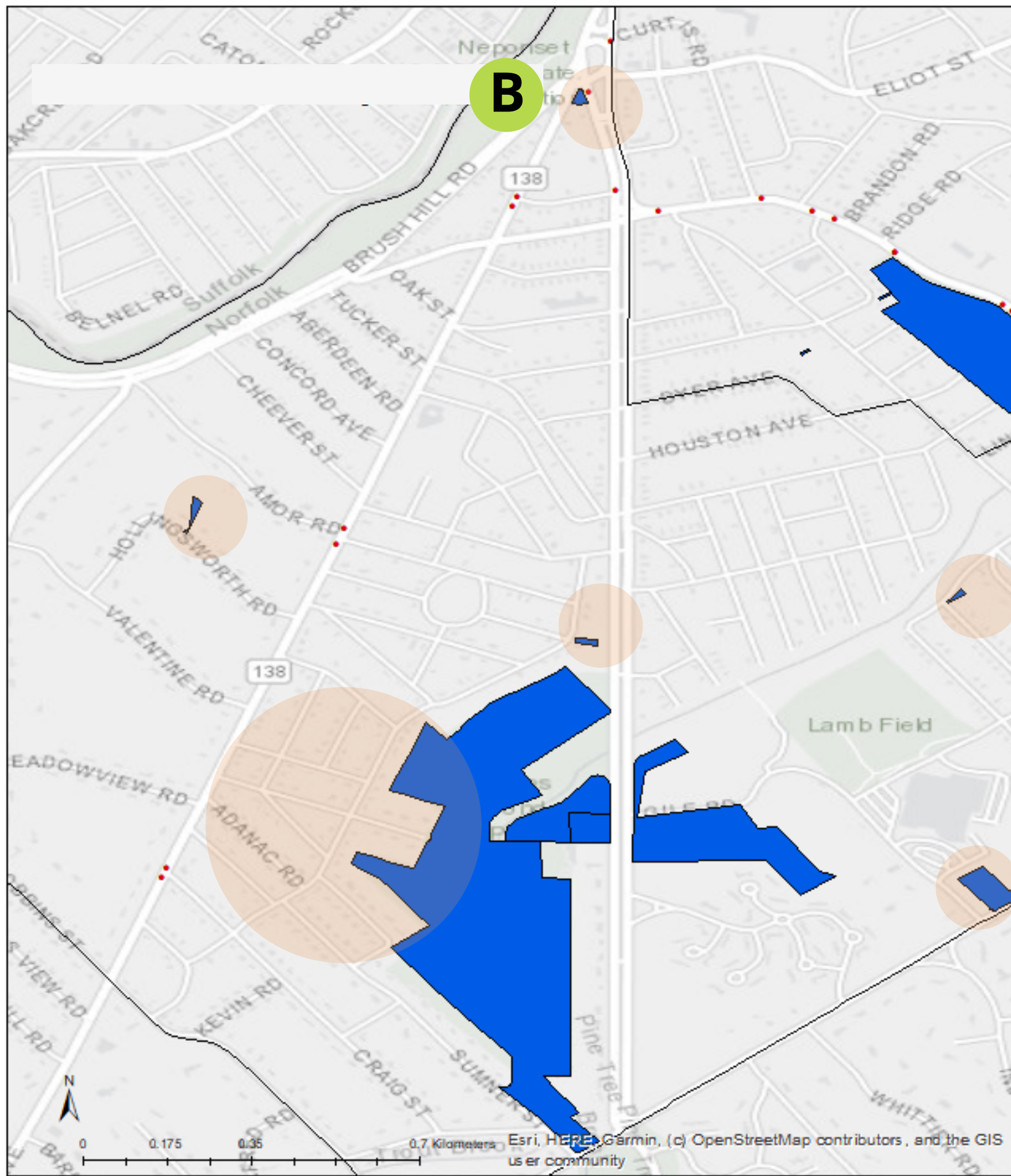






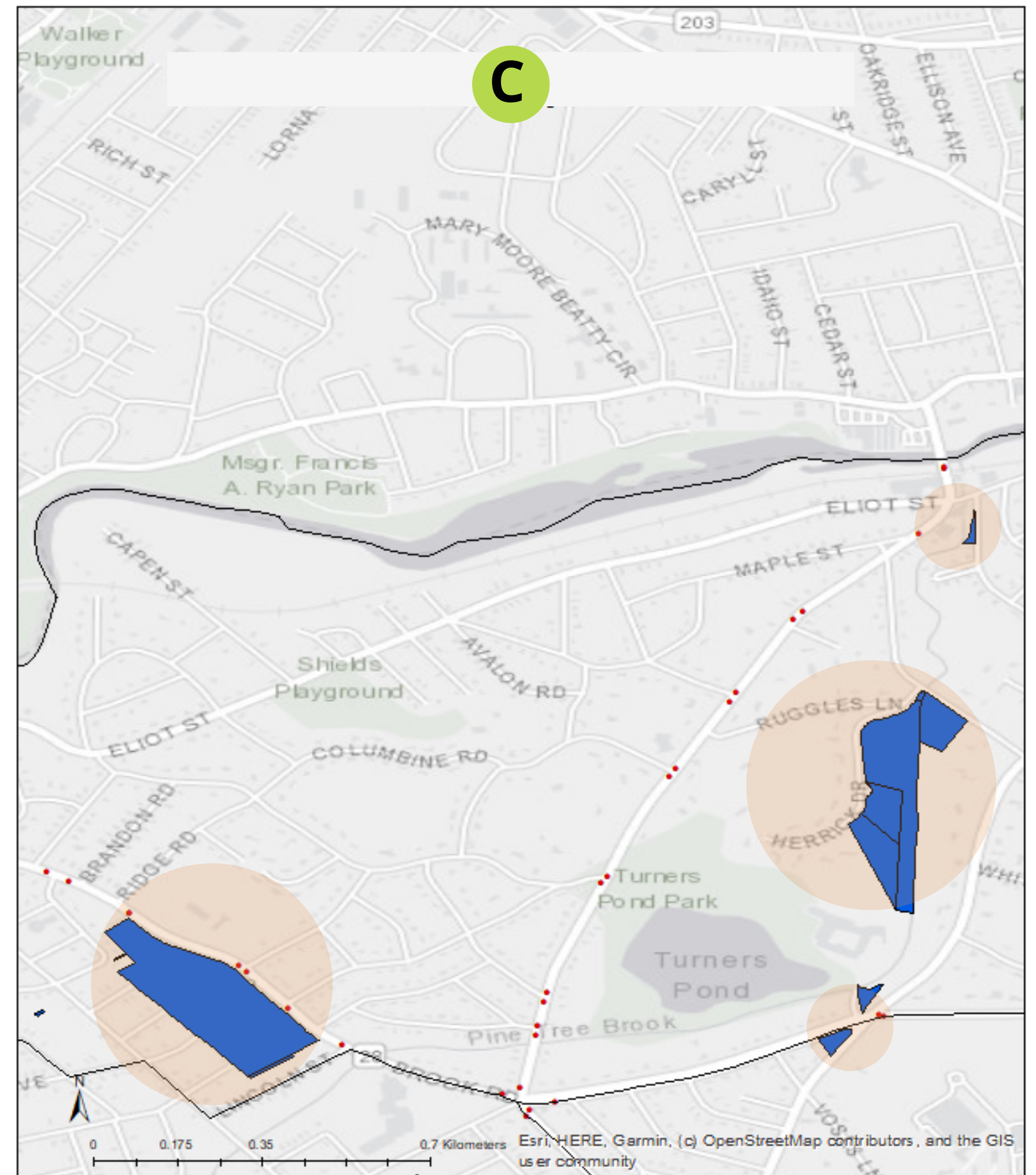
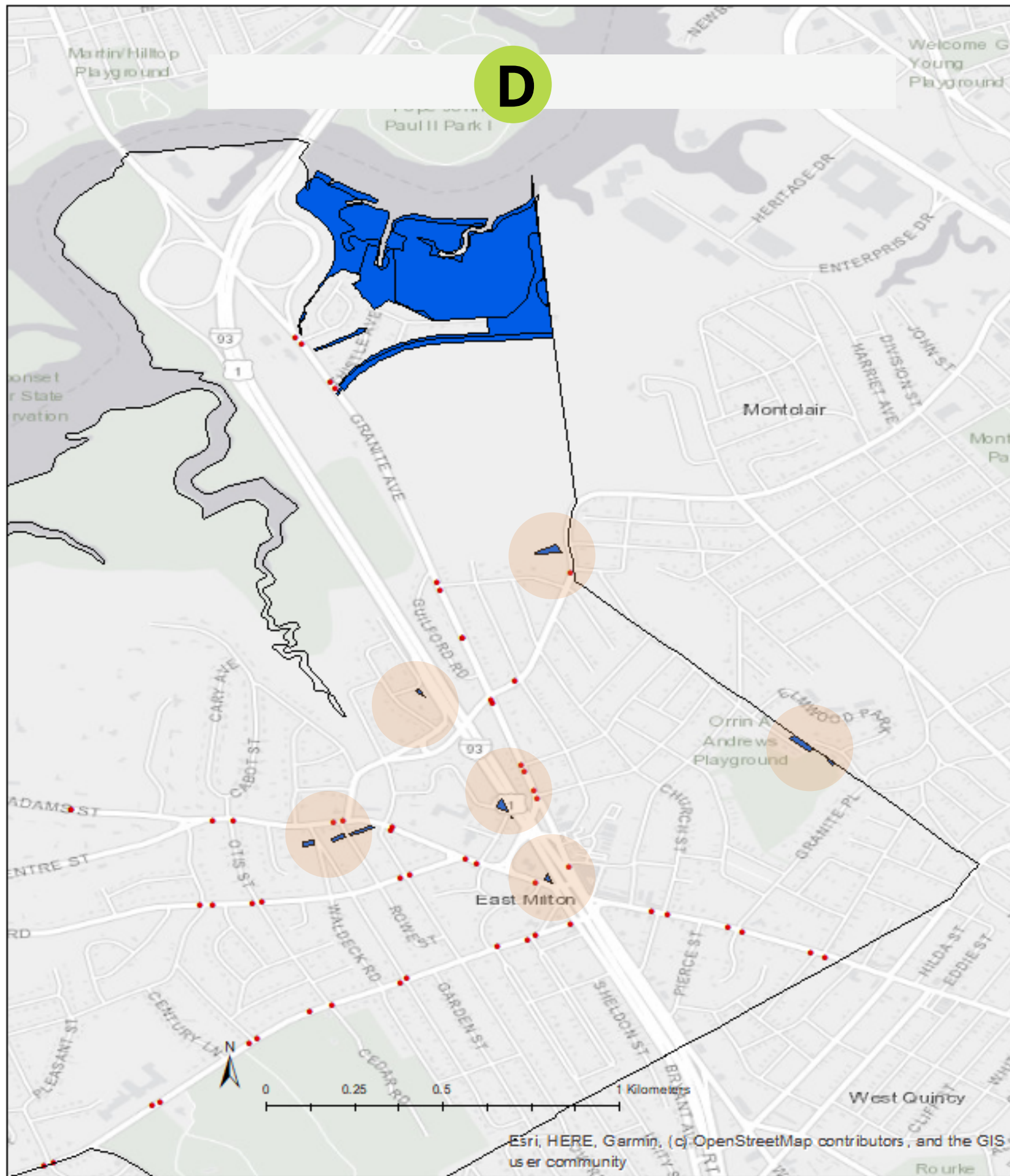






Source: United States Census Bureau





# Thank you



## **Appendix J**

### **Department of Housing and Community Development CH 40B Subsidized Housing Inventory (Milton, MA)**



# DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

## Milton

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
2000	n/a	65 Miller Ave.	Rental	40	Perp	No	DHCD
2001	n/a	121 Central Ave.	Rental	8	Perp	No	DHCD
2002	n/a	753 Blue Hill Avenue	Rental	6	Perp	No	DHCD
2003	n/a	Blue Hill Avenue	Rental	2	Perp	No	DHCD
2004	n/a	Eliot Street	Rental	2	Perp	No	DHCD
2005	n/a	Central Avenue	Rental	2	Perp	No	DHCD
2006	n/a	Lothrop Avenue	Rental	2	Perp	No	DHCD
2007	n/a	Brook Road	Rental	2	Perp	No	DHCD
2008	n/a	Tucker Street	Rental	2	Perp	No	DHCD
2009	Unquity House	30 Curtis Road	Rental	139	2029*	No	MassHousing DHCD
2010	Winter Valley Housing	Highland & Canton Aves.	Rental	129	2020	No	HUD
2011	Winter Valley Phase II	600 Canton Avenue	Rental	32	2031	No	HUD
4374	DDS Group Homes	Confidential	Rental	28	N/A	No	DDS
4586	DMH Group Homes	Confidential	Rental	5	N/A	No	DMH
8719	Fuller Village	Blue Hills Rd		82	perp	NO	DHCD
9718	The Residence at Brook Hill	36 Central Avenue	Ownership	2	Perp	NO	DHCD
10298	Woodmere at Brush Hill	22-28 Woodmere Dr	Ownership	4	Perp	NO	DHCD
10605	Milton Woods	Church Street	Ownership	2	perp	NO	DHCD

12/15/2021

Milton  
Page 1 of 2

This data is derived from information provided to the Department of Housing and Community Development (DHCD) by individual communities and is subject to change as new information is obtained and use restrictions expire.

# DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

## Milton

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
10657	485-487 Blue Hills Parkway	485-487 Blue Hills Parkway	Ownership	13	perp	YES	MassHousing
10658	582 Blue Hill Ave	582 Blue Hill Ave	Rental	84	perp	YES	MassHousing
<b>Milton Totals</b>				586	<b>Census 2010 Year Round Housing Units</b>		9,641
					<b>Percent Subsidized</b>		6.08%