

Town of Manchester

Community Preservation Plan

FY2016-2020



Adopted 9/15/15

Prepared for the Town of Manchester Community Preservation Committee
By JM Goldson community preservation + planning

Acknowledgements

The Manchester Community Preservation Committee thanks the following for assistance with this Plan:

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- Beth Welin, Director of the Manchester Historical Museum
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- Manchester Board of Selectmen
- Manchester Conservation Commission
- Manchester Historical Commission
- Manchester Housing Authority
- Manchester Planning Board
- Sue Brown, Manchester Town Planner

Cover Photo: Historic Postcard of Singing Beach, posted on Town of Manchester Parks and Recreation Department webpage: http://www.manchester.ma.us/Pages/ManchesterMA_Recreation/singingbeach accessed February 2015.

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Executive Summary

Purpose

The Manchester Community Preservation Committee (CPC) created this Plan to guide the allocation of Community Preservation Act (CPA) funds for fiscal years (FY) 2016-2020.

To support the priorities and the goals described in this Plan, the CPC intends to strategically recommend appropriations of CPA funds for Town Meeting consideration. Therefore, the CPC encourages Town Meeting members, Town boards and commissions, and future applicants for CPA funds to use this Plan to guide requests for the use of CPA funds and decisions on allocation of funds.

This Plan is created in accordance with the Community Preservation Act, Massachusetts General Laws c.44B s.5 (b)(1) (CPA Statute):

The community preservation committee shall study the needs, possibilities and resources of the city or town regarding community preservation of regional projects for community preservation.

Planning Process

In accordance with the CPA Statute, the CPC consulted with the appropriate municipal boards and commissions through its CPC member liaisons to the various committees. In addition, the CPC contracted a planning consultant to assist with the preparations of this Plan. The consultant studied existing town plans to identify Manchester’s community preservation resources in the four CPA funding categories: community housing, historic preservation, open space conservation, and outdoor recreation. To encourage public participation in this Plan’s creation, the CPC sponsored a community workshop, facilitated by its planning consultant, and a held public hearing.

Mission, Principles, & Goals

The Plan identifies the CPC’s mission, guiding principles to guide all CPC recommendations, as well as target allocation goals and goals that are specific to each CPA funding category.

THE CPC’S MISSION IS TO ENHANCE THE COMMUNITY’S UNIQUE IDENTITY AS A SMALL PICTURESQUE CAPE ANN TOWN AND TO RECOMMEND FUNDING FOR INITIATIVES THAT:

- PROMOTE COMMUNITY SPIRIT, DIVERSITY, AND VITALITY
- SUPPORT CONTINUED VIBRANCY OF DOWNTOWN MANCHESTER AND ENHANCE TOURISM OPPORTUNITIES RELATED TO THE COMMUNITY’S HISTORIC RESOURCES AND NATURAL BEAUTY
- PROTECT AT-RISK NATURAL RESOURCES
- ENHANCE PUBLIC ENJOYMENT OF NATURAL AND HISTORIC RESOURCES

The principles and goals are briefly summarized below and described in more detail in the chapters to follow.



Guiding Principles

In the CPC's review of applications for funding, it intends to use the guiding principles and goals to steer its deliberations and selection of projects to recommend to Town Meeting for funding.

1. MAXIMIZE FUND LEVERAGING.
2. PRIORITIZE URGENT PROJECTS.
3. ADVANCE PROJECTS WITH HIGH COMMUNITY BENEFITS.
4. ENSURE CPA INVESTMENTS ARE MAINTAINED.
5. PRIORITIZE CREATION OF HOUSING OPPORTUNITIES.
6. IMPROVE OUTDOOR PUBLIC RECREATION OPPORTUNITIES.
7. FOCUS OPEN SPACE EFFORTS.

Community Housing Goals

1. Actively pursue and fund a variety of community housing initiatives to increase housing choice and enhance Manchester-by-the-Sea's diversity and vibrancy.
2. Support the creation of affordable units that count on the state's Subsidized Housing Inventory, per MGL c.40B, by funding context-sensitive developments.
3. Provide direct assistance to low-income (<80% AMI) households with buying and renting homes in the community.
4. Physically preserve existing affordable public housing units at the Housing Authority properties.

Historic Preservation Goals

1. Focus historic preservation activities on initiatives that preserve or rehabilitate town-owned resources and other resources that are open to the public.
2. Support historic preservation projects that serve multiple public purposes such as:
 - a. Enhance Town meeting/gathering space
 - b. Improve use of income-generating town function space
 - c. Support downtown improvements
 - d. Boost tourism

Open Space Goals

1. Protect the community's public drinking water sources through land conservation efforts and conservation practices.
2. Preserve natural habitat through remediation of invasive species in conservation areas with appropriate maintenance plans.
3. Preserve fish and aquatic habitat through infrastructure preservation initiatives.

Outdoor Recreation Goals

1. Create new outdoor recreation facilities to support growing public recreation needs including projects supported with regional partnerships.
2. Improve existing parks, beaches, and conservation areas to enhance public access and enjoyment.

Chapter 1: Overview

Background of CPA in Manchester

The Community Preservation Act (CPA), MGL Chapter 44B, was signed into law in 2000. The CPA Statute allows Massachusetts municipalities to adopt a property tax surcharge of up to 3%, the revenues from which are matched by state funds, with higher matches eligible to communities that adopt CPA at the highest level (3%). The purpose of CPA is to fund community preservation projects and initiatives in the areas of community housing, historic preservation, open space conservation, and outdoor recreation.

Manchester citizens adopted the CPA in 2005 with a local surcharge of 0.5%, which has since been increased, as further described below. The surcharge is currently at 3%, which provides the Town with the greatest level of state funds possible, but will be reduced to 1.5% beginning in Fiscal Year (FY) 2016 per results of the town election in May 2015.

CPA Eligibility

CPA funds can be allocated to projects in the following categories: community housing; historic preservation; open space; and outdoor recreation. The CPA Statute requires that at least 10% of CPA funds be spent or reserved in three categories, combining open space and outdoor recreation into one category for the purposes of the 10% spending/reserve requirement. CPA eligibility for each category is summarized briefly below and in more detail in the chapters to follow.

Community Housing

A minimum 10% of annual CPA revenue must be spent or reserved for the acquisition, creation, preservation, and support of community housing. Housing, under CPA, must be affordable to households with incomes at or below 100% of the area median income.

Historic Resources

A minimum 10% of annual CPA revenue must be spent or reserved for the acquisition, preservation, rehabilitation, and restoration of historic resources. Historic resources include buildings, other structures, landscapes, documents,

vessels, and artifacts that are listed on the State Register of Historic Places or are locally significant as determined by the local Historical Commission.

Open Space & Outdoor Recreation

A minimum 10% of annual CPA revenue must be spent or reserved for the acquisition, creation, and preservation of open space and/or the acquisition, creation, preservation, and rehabilitation of land for recreational use. (Note: the rehabilitation of existing recreation lands including parks and playgrounds is now allowed due to amendments to the CPA Statute).

Open space includes land to protect future well fields, aquifers, watershed land, grassland, fields, forests, marshland, wetlands, land to protect scenic vistas, and land for wildlife preservation.

Recreational use includes active and passive outdoor recreation such as parks, playgrounds, and athletic fields. It does not include stadiums, gymnasiums, or artificial turf for athletic fields.

Manchester Community Preservation Committee

The CPA Statute requires that the Town establish a Community Preservation Committee (CPC). In Manchester, the CPC includes nine members. By statute, the CPC must include one representative of each of the following Town entities: Housing Authority, Historic Commission, Conservation Commission, Parks and Recreation Commission, and Planning Board. In addition, Manchester's CPC has a Finance Committee representative, and the Board of Selectmen appoint three at-large members.

CPC's Role & Responsibilities

The CPC's responsibilities are to study the community preservation needs, possibilities, and resources and to recommend the use of CPA funds for Town Meeting consideration.

The CPC will vote and recommend at Town Meeting those projects which it deems will best achieve the purpose of the Community Preservation Act in the areas of open space, historic preservation, affordable housing, and recreation. The CPC's recommendations are often the result of CPC members working with town officials and others to cultivate projects that meet CPA goals and eligibility requirements. Although not required by the CPA statute,

the CPC also chooses to accept funding applications, which it reviews and considers annually for recommendation to Town Meeting.

Manchester's CPA Actual & Estimated Revenue

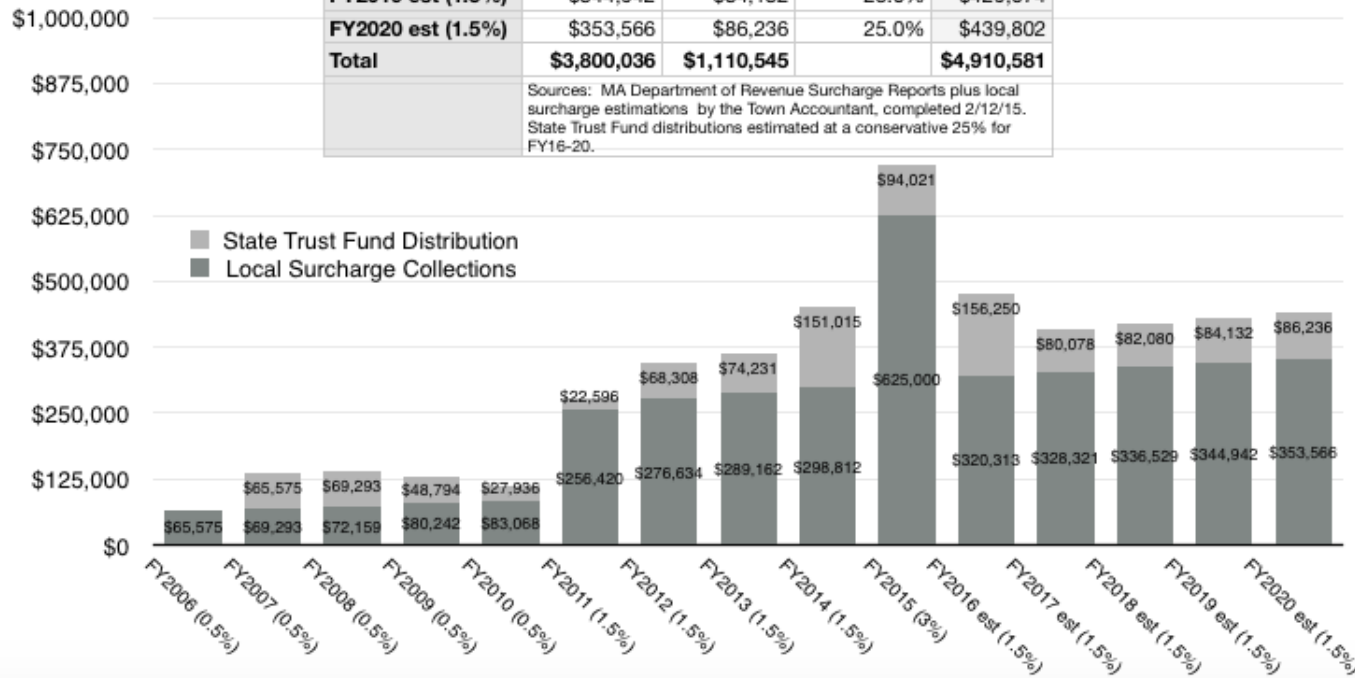
The Town generates CPA fund revenue through a local property tax surcharge that voters changed over time: from 0.5% between FY2006 and FY2010, to 1.5% in FY2011 through FY2014, to 3% in FY2015, and to 1.5% in FY2016. Manchester adopted the local surcharge (at all percentage variations) with two exemptions: 1) low income households and 2) the first \$100,000 of residential property value.

The local CPA revenue also includes a variable statewide Community Preservation Trust Fund (CP Trust Fund) distribution. The CP Trust Fund distribution has varied from a low of 27.2% of local surcharge collections to a high of 100%, with an average distribution of about 52%.

Between FY2006 and FY2015, the Town raised approximately \$2,738,100 in CPA revenue including the annual distributions from the state CP Trust Fund.

ACTUAL AND ESTIMATED CPA REVENUE FY2006-FY2020 w/ 1.5% FY16-20				
Fiscal Year	Local Surcharge Collections	State Trust Fund Distribution	State Distribution as % of Local Share	Total Revenue
FY2006 (0.5%)	\$65,575	\$0		\$65,575
FY2007 (0.5%)	\$69,293	\$65,575	100.0%	\$134,868
FY2008 (0.5%)	\$72,159	\$69,293	100.0%	\$141,452
FY2009 (0.5%)	\$80,242	\$48,794	67.6%	\$129,036
FY2010 (0.5%)	\$83,068	\$27,936	34.8%	\$111,004
FY2011 (1.5%)	\$256,420	\$22,596	27.2%	\$279,016
FY2012 (1.5%)	\$276,634	\$68,308	26.6%	\$344,942
FY2013 (1.5%)	\$289,162	\$74,231	26.8%	\$363,393
FY2014 (1.5%)	\$298,812	\$151,015	52.2%	\$449,827
FY2015 (3%)	\$625,000	\$94,021	31.5%	\$719,021
FY2016 est (1.5%)	\$320,313	\$156,250	25.0%	\$476,563
FY2017 est (1.5%)	\$328,321	\$80,078	25.0%	\$408,399
FY2018 est (1.5%)	\$336,529	\$82,080	25.0%	\$418,609
FY2019 est (1.5%)	\$344,942	\$84,132	25.0%	\$429,074
FY2020 est (1.5%)	\$353,566	\$86,236	25.0%	\$439,802
Total	\$3,800,036	\$1,110,545		\$4,910,581

Sources: MA Department of Revenue Surcharge Reports plus local surcharge estimations by the Town Accountant, completed 2/12/15. State Trust Fund distributions estimated at a conservative 25% for FY16-20.



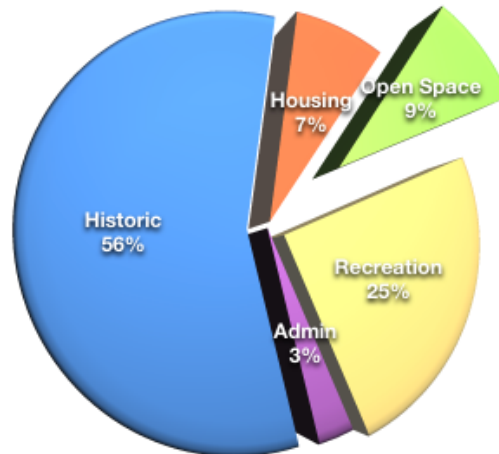
CPA Appropriations

Between FY2006 and FY2016, the Town appropriated roughly \$2.788M. About 56% of total appropriations were for historic preservation projects, about 9% for open space, 25% for recreation and about 7% for community housing. As a percentage of total revenue, however, about 44% has been appropriated for historic preservation, 7% for open space, 6% for recreation, 6% for community housing, and roughly 22% is not appropriated yet. In total, the Town appropriated over \$1.56M for historic preservation projects, \$252K for open space, \$694K for recreation, and \$201K for community housing.

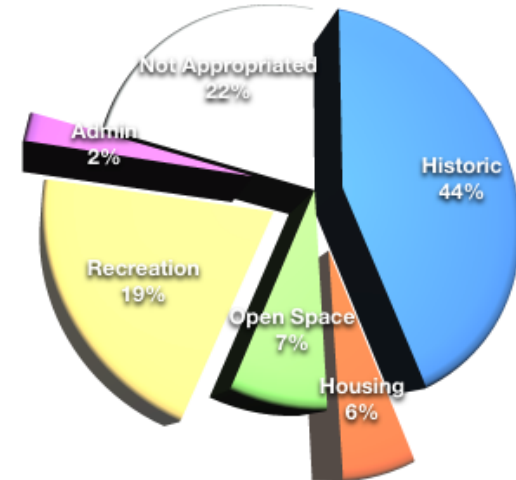
The CPC administrative expenses have totaled \$77,016 between FY2006 and FY2016, which is roughly 3% of total appropriations

Manchester CPA Appropriations FY06-16			
	Total Appropriations	% of Total Appropriations	% of Total Revenue
Historic	\$1,563,370	56.07%	43.56%
Housing	\$201,440	7.23%	5.61%
Open Space	\$252,223	9.05%	7.03%
Recreation	\$694,000	24.89%	19.34%
Admin	\$77,016	2.76%	2.15%
Total	\$2,788,049	100.00%	77.68%
Total Revenue FY06-15	\$3,589,259		100.00%
Not Appropriated	\$801,210		

Manchester CPA Appropriations FY06-16 (as % of Total Appropriations)



Manchester CPA Appropriations FY06-16 (as % of Total Revenue)



Planning Process

The CPC, through the Town of Manchester-by-the-Sea, contracted with community preservation planning consultant Jennifer M. Goldson, AICP of JM Goldson to assist with the preparation of a Community Preservation Plan in January 2015. JM Goldson reviewed current and past relevant planning documents including the 2014 Open Space and Recreation Plan, NHESP BioMap 2, MECT Wilderness Conservation Area Management Plan, 2004 Community Development Plan, MAPC Basic Housing Needs Assessment (generated November 2014), 1985 Massachusetts Historic Commission Reconnaissance Survey, and the Massachusetts Cultural Resource Information System to identify the Town’s community preservation resources.

On April 13, 2015, the CPC sponsored a community workshop facilitated by the planning consultant. The workshop was highly interactive and included digital group polling and a small discussion group exercise called “CPA Tetris,” a consensus-building prioritization exercise developed by JM Goldson. A detailed description of the digital group polling CPA Tetris exercise results can be obtained from the Community Preservation Committee’s records.

The overall principles and goals laid out in this Plan were derived from the April workshop results and further discussion with the CPC. The CPC posted the draft Plan on its website, distributed copies for review and comment in June 2015, and held a public hearing on September 15, 2015 to review the draft Plan and gather public comments. The CPC adopted the Plan at the close of this public hearing.



April 13, 2015 Manchester CPA Community Workshop
JM Goldson, April 2015

Application & Funding Process

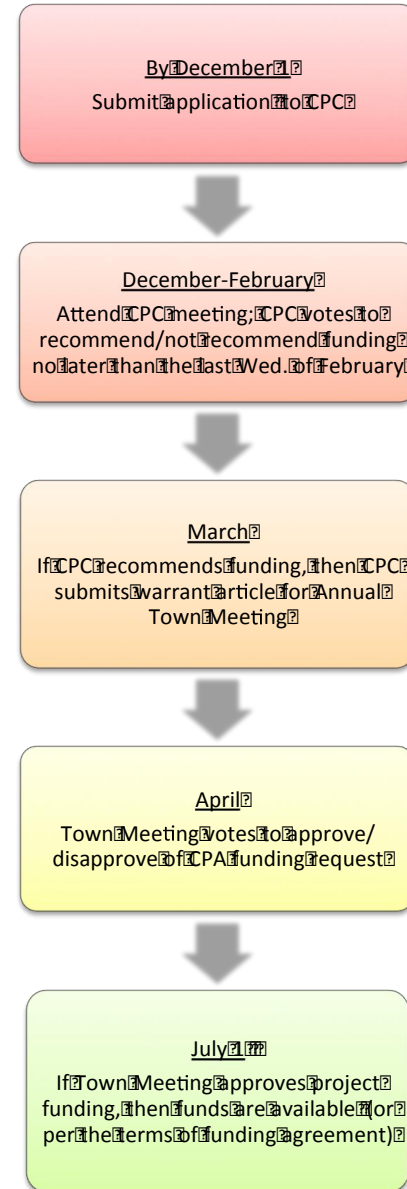
The CPC accepts applications requesting CPA funds from project proponents. Applications must be submitted by December 1st to be considered for CPC recommendation to Spring Town Meeting. The CPC holds a public hearing on all applications. The CPA application and guidelines for project submission are available at:

www.manchester.ma.us/Pages/ManchesterMA_BComm/community

Applications are required to:

1. Provide a clear breakdown of costs with descriptions of the main tasks involved in each part of each phase. Each phase may have sub-projects/tasks involved.
2. Provide a clear summarization of costs that build up to the final total amounts shown in the table on page 1 of this application.
3. Describe and quantify any other funding sources being sought even if no commitment has been made by them to assist in the project.
4. Describe sources of other recent funding you have received and how much your organization has spent on similar projects in the past.
5. Projects must be summarized fully with as complete a set of supporting information as possible. The use of maps, studies, visual aids, photographs and other supplemental information is encouraged.
6. Obtain estimates for project costs wherever possible. If third-party estimates are not available, provide a pro-forma with an explanation as to how the costs were arrived at.
7. If the request is part of a multi-year or phased project, detail the total costs and describe the prioritization and sequencing of funding.

Manchester-by-the-Sea CPC Application Review & Funding Process



Chapter 2: Mission & Guiding Principles

Mission

BE STRATEGIC. USE CPA FUNDS TO ENHANCE MANCHESTER-BY-THE-SEA'S UNIQUE IDENTITY AS A SMALL PICTURESQUE CAPE ANN TOWN - SPECIFICALLY FOR CPA-ELIGIBLE PROJECTS THAT:

- a) Promote community spirit, diversity, and vitality
- b) Support continued vibrancy of downtown Manchester and enhance tourism opportunities related to the community's historic resources and natural beauty
- c) Protect at-risk natural resources
- d) Enhance public enjoyment of natural and historic resources

Guiding Principles

1. **Maximize fund leveraging**
Favor projects that expand the impact of CPA funds through maximum leveraging with other public or private sources of funds, volunteer efforts, and/or donated materials, supplies, or property.
2. **Prioritize urgent Projects**
Analyze projects to determine the relative level of urgency of the work and possible phasing of approaches.
3. **Advance projects with high community benefit**
Select projects that have importance to the Town and demonstrate substantial community benefits.
4. **Ensure maintenance of CPA-funded investments**
Favor projects that demonstrate an adequate plan and financial capacity for ongoing maintenance required to protect any CPA-funded investment.

5. Prioritize creation of housing opportunities

The highest CPA priority between FY16 and FY20 is to create greater housing choice and foster diversity in the community. Based on Manchester's housing needs and the community and economic benefits of providing greater housing choice, the CPC will favor projects and initiatives that create and preserve affordable housing and assist low-income households with housing costs.

6. Improve outdoor public recreation opportunities

The second CPA priority in this five-year time horizon is to improve the community's outdoor recreation opportunities, including for active-organized sports and passive enjoyment of natural resources.

7. Focus open space efforts

Target open space conservation efforts to protect drinking water, control invasive plant species, and protect aquatic habitats.

Chapter 3: Community Housing

This chapter describes Manchester's community housing needs, CPA goals, eligibility, and minimum CPA spending requirements for this spending category.

Community Housing Resources & Needs

MANCHESTER, ONCE A QUIANT FISHING VILLAGE, THEN A PROMINENT SUMMER RESORT, IS NOW A HIGHLY-DESIRABLE COASTAL COMMUNITY WITH BREATHTAKING NATURAL BEAUTY AND MANY IRREPLACEABLE HISTORIC AND ARCHITECTURAL TREASURES. ONE OF MANCHESTER'S GREATEST STRENGTHS CREATES ONE OF ITS GREATEST CHALLENGES – ITS EXCEPTIONAL QUALITY OF LIFE CONTRIBUTES TO EXTREMELY HIGH HOUSING COSTS.

Population and Household Characteristics

According to the 2010 U.S. Census, Manchester had 5,136 people in 2,147 households. Roughly 30% of total households had children under 18 years old and about 34% were households with individuals 65 years and over. Roughly 10% of all households were single-person households, close to half of which were older adults - 65 years and over. The median household income in Manchester, according to the U.S. Department of Housing and Urban Development FY14 figures, was \$115,650, whereas the median household income in the Boston-Cambridge-Quincy Metro FMR Area (Metro Area) was \$94,100.

Housing Stock

According to the U.S. 2010 Census, about 27% of all occupied housing units in Manchester are renter-occupied units and about 73% are owner-occupied. The average household size of renter-occupied units is 1.73 persons per unit and 2.64 persons per unit for owner-occupied units. Roughly 247 units were vacant, which included 119 seasonal rental units. Rental vacancy rate was 6.5% and ownership vacancy rate was 1.9%. According to economists at the Dukakis Center at Northeastern University, a healthy housing market where supply and demand are in balance has a vacancy rate of roughly 1.5% for

ownership units and 7% for rental units. Close to 71% of total housing units in Manchester are in single-family detached structures; about 7% are in 2 family homes, and about 18% are in 3-9 family homes.

Summary of Community Housing Needs

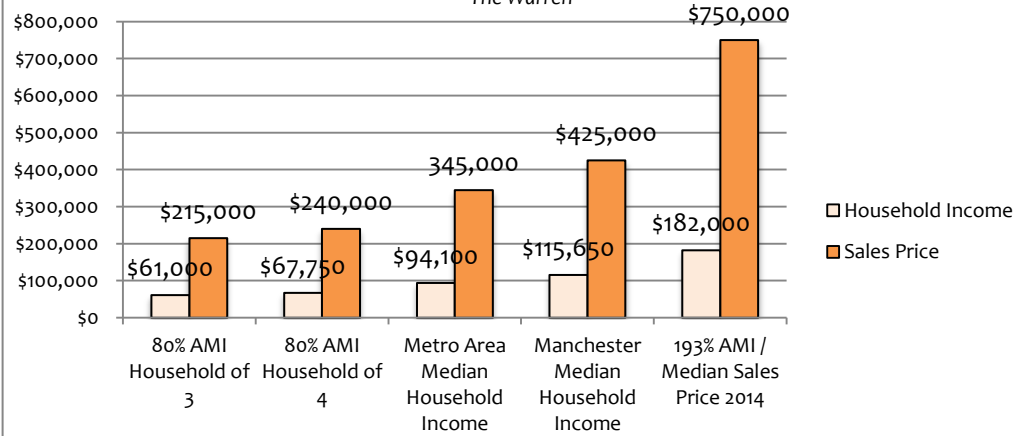
Providing a diversity of affordable housing options is increasingly important to maintain Manchester's community vitality and economic strength. Particularly with regard to ownership housing, Manchester has few affordable housing options for low- and moderate-income households. According to the Massachusetts Subsidized Housing Inventory (SHI) for Manchester, updated 12/5/14, Manchester's affordable housing stock is 4.8% of its total year-round housing stock, with 110 units counted on the SHI. Manchester would need an additional 118 units to reach the state's affordable housing goal of 10%.

Rental Affordability

According to the U.S. Census Bureau's 2013 American Community Survey (ACS) 5-year estimates, the estimated median gross rent in Manchester is \$1,355 (with a margin of error of +/-135 due to sampling variability). This rent would be affordable to a household with an annual income of roughly \$54,200. Rental units in Manchester appear fairly affordable and available based on the vacancy rate and median gross rent. However, more information would be required to conclusively determine need, especially regarding year-round availability of rental units in addition to the type, size, and location of available units.

Annual Income Needed to Afford to Purchase a Single-Family House in Manchester

Source: DHCD Sales Price Calculator, Author calculations using Manchester FY2015 tax rate, and assuming 30-year fixed mortgage, 5% downpayment, 3.92% interest rate.
The Warren



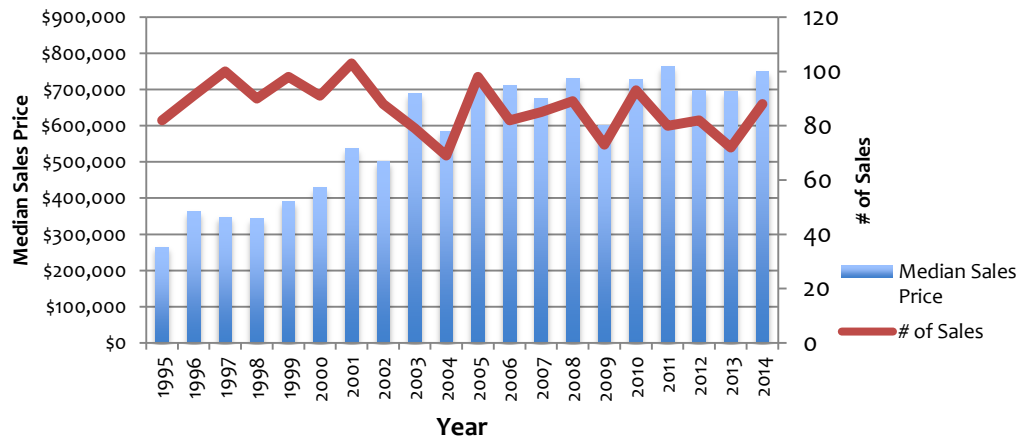
Ownership Affordability

With a 2014 median sales price of \$750,000 for single-family homes, Manchester’s ownership housing is significantly out of reach for low- and moderate-income households. Between 2004-2014, Manchester’s median single-family sales prices ranged from \$584,000 and \$750,000. Even in the midst of the recession, sales prices remained strong with a low of \$599,500 in 2009.

Manchester’s housing prices are also out of reach for the town’s current residents: with the town’s median household income of \$115,650, a household would have the borrowing power to purchase a home of costing up to roughly \$425,000, which falls short of the 2014 median sales price by \$325,000.¹ There is a greater difference between what households with the Metro Boston’s Area Median Income (\$94,100) could afford and the 2014 median sales price, see the chart to the left.

Manchester Median Single-Family Sales Prices and Sales by Year (1995-2014)

Source: The Warren Group Town Stats, median sales price and number of sales by calendar year, accessed 3/2/15.



Even the median sales price of condominiums in Manchester, which was \$508,000 in 2014, would be out of reach for most of Manchester’s current households as well as low-income households. A four-person household with 80% of the area median income (AMI), which is defined by the CPA statute as a low-income household, could afford to purchase a house costing roughly \$240,000, less than half of the median sales price of a condo

More Study Needed

This information provides only a cursory glance at indicators of housing need in Manchester. A detailed study would be required to more conclusively determine the level of need for affordable rental and ownership units especially regarding the type, size, quantity, and location of needed units.

¹ These figures are based on the Massachusetts Department of Housing and Community Development’s affordable sales price calculator, not on conventional lending standards.

CPA Community Housing Goals & Possibilities

Goal 1

Actively pursue and fund a variety of community housing initiatives to increase housing choice and enhance Manchester-by-the-Sea's diversity and vibrancy.

There is an assortment of possible CPA-eligible initiatives that can increase housing choice and enhance the community's diversity and vibrancy and that the CPC would consider for recommendation. CPA-funded initiatives can create affordable housing units through new construction or re-use of existing buildings and houses, support low-income households with housing costs for affordable rental or homeownership, and preserve existing affordable housing units.

Goal 2

Support the creation of affordable units that count on the state's Subsidized Housing Inventory, per MGL c.40B, by funding context-sensitive developments.

Manchester's affordable housing stock is 4.8% of its total year-round housing stock, with 110 units counted on the SHI. Manchester would need an additional 118 units to reach the state's 40B goal of 10%. There are a variety of project possibilities that could utilize CPA funds to create affordable units that would help Manchester reach the state's 10% 40B goal.

For example, the CPC would consider recommending CPA funds for projects that create affordable units on surplus town-owned property and/or tax-title property. These could be locally-initiated projects where the Town seeks a private developer to create rental or ownership housing on town-owned properties, such as through the state's Local Action Unit (LAU) program, if in compliance with the Town's land use regulations or the Local Initiative Program (LIP) if requiring a Comprehensive Permit. The CPC would also consider possible projects that utilize CPA funds to leverage other public and private investment in privately-initiated developments, such as friendly 40B developments (a.k.a. LIP). A good example of such an eligible project is the Manchester Housing Authority's development at 10 and 12 Summer Street in Manchester Village. The Housing Authority partnered with the Manchester Affordable Housing Corporation to oversee the development. Although this project did not use CPA funds, it is a good example of a public/private

partnership to create affordable units that would have been eligible for CPA funds.

Goal 3

Provide direct assistance to low-income (<80% AMI) households with buying and renting homes in the community.

A variety of communities have used CPA funds to create rental assistance or homebuyer assistance programs. A rental assistance program is likely more feasible, especially given the reduction of the CPA surcharge from 3% in FY2015 to 1.5% in FY2016. However, a down payment assistance program with grants or forgivable loans typically less than \$10,000 per applicant could be a feasible option to assist homebuyers. Note that this type of down payment assistance program, as opposed to a homebuyer assistance program, does not create a permanent affordable unit.

The local Housing Authority or a non-profit organization, such as a Community Development Corporation, often administers such rental assistance programs. On the other hand, Town staff, consultant services, or a local or regional non-profit organization can administer down payment assistance programs. The administration costs for both such rental and homebuyer programs are eligible for CPA funds.

The CPC would consider recommending CPA funds to create a local rental assistance program or a down payment assistance program.

Goal 4

Physically preserve existing affordable public housing units at the Housing Authority properties.

The Town has already allocated Manchester's CPA funds to preserve affordable units owned by the Manchester Housing Authority, and the CPC would consider recommending additional CPA funds to continue preservation efforts for Housing Authority units. Note that CPA funds for affordable housing projects can be used for preservation of existing affordable units to protect the units from harm, but cannot be used for rehabilitation of existing affordable units unless those units were originally created with CPA funds.

Eligibility for Community Housing Projects

The CPA Statute defines “community housing” as “low and moderate income housing for individuals and families, including low or moderate income senior housing.” This document favors substituting the more familiar term “affordable housing” for “community housing.”

Low-income housing is affordable to households with annual incomes of less than 80% of the area wide median income (AMI) and moderate-income housing is affordable to households earning less than 100% AMI. Furthermore, the CPA Statute defines “senior housing” as housing for persons 60 years old or over with low- or moderate- income.

The CPA Statute allows expenditures for the acquisition, creation, preservation, and support of community housing and for the rehabilitation of community housing that is acquired or created through CPA. Therefore, it is important to understand the difference between “preservation” and “rehabilitation.”

Preservation, which is a permitted activity for community housing, is defined as “protection of personal or real property from injury, harm or destruction, but not including maintenance.”

Rehabilitation, which is only permitted for housing created with CPA funds, is defined as “the remodeling, reconstruction and making of extraordinary repairs, to...community housing for the purpose of making such...community housing functional for their intended use, including, but not limited to, improvements to comply with the Americans with Disabilities Act and other federal, state or local building or access codes.”

The CPA Statute defines the term “support” as programs that provide grants, loans, rental assistance, security deposits, interest-rate write downs or other forms of assistance directly to individuals and families who are eligible for community housing . . .”

The CPA Statute also allows CPA funds to be appropriated to a Municipal Affordable Housing Trust (MGL c.44 s.55C).

CPA Spending Requirements & Targeted Allocation Goal for Housing

By statute, the Town must spend or set aside for future spending 10% of total annual CPA revenue for affordable housing initiatives. The matrix below summarizes the May 2015 housing reserve balance, the FY2015 approval of \$100,000 for an unspecified housing project, and estimated minimum housing reserve for FY2016-2020.

<i>CPA-Affordable Housing Reserve</i>	\$
Housing Reserve Balance (May 2015)	\$69,028
FY2015 Unspecified Housing Project	\$100,000
Estimated Minimum Housing Reserve FY2016-2020	\$217,245
Total Actual + Estimated Housing Reserve	\$386,273

Chapter 4: Historic Resources

This chapter describes Manchester's historic resource needs, CPA historic preservation goals, eligibility for historic preservation projects, and minimum CPA spending requirements for historic preservation.

Historic Resources & Needs

BEFORE THE EUROPEAN COLONISTS SETTLED IN MANCHESTER IN THE EARLY 17TH CENTURY, NATIVE AMERICANS² HAD INHABITED THE LAND FOR MANY GENERATIONS. THE COLONISTS ESTABLISHED FISHING AND MARITIME INDUSTRIES - LATER INHABITANTS ESTABLISHED A CABINETMAKING INDUSTRY – BY THE LATE 19TH - CENTURY, MANCHESTER BLOSSOMED INTO A PREMIER SUMMER DESTINATION. THE COMMUNITY'S HISTORIC RESOURCES ARE ESSENTIAL CHARACTER-DEFINING ELEMENTS AND REPRESENT MANCHESTER'S RICH HISTORY.

Manchester has many significant historic resources. This section briefly describes these resources including the Essex National Heritage Area, Essex Coastal Scenic Byway, Manchester Village Historic District, and Inventoried Resources.

Essex National Heritage Area

The Essex National Heritage Area encompasses the 34 cities and towns of Essex County, a 500 square mile region just north of Boston, Massachusetts. "The fascinating interface of land and sea characterizes the north shore communities of Massachusetts and provides an abundance of natural resources and distinctive landscapes that are the context for the Essex Coastal Scenic Byway." (Source: Essex Scenic Coastal Byway "Corridor Management Plan.") Essex County was officially designated a National Heritage Area by an Act of the U.S. Congress in 1996, in recognition of the important role that the county played in American history and the significant

² The Native Americans inhabiting Manchester were of the Pawtucket Group, which is also known as the Penacook. Source: Manchester-By-The-Sea MHC Reconnaissance Survey Town Report, 1985.

heritage resources that still exist in the region. (Source: www.essexheritage.org)

Essex Coastal Scenic Byway

The Essex Coastal Scenic Byway is a 90-mile roadway that links 14 coastal communities from Lynn to Salisbury. The Byway links important natural, scenic, historic, and recreational resources through the coastal communities of the Essex National Heritage Area. There are over 7,200 properties included on the National Register that are located along the Byway. Of the fewer than 2,500 historic places across the U.S. that are designated National Historic Landmarks, 11 are located along the Byway. (Source: Essex Scenic Coastal Byway "Corridor Management Plan.")

Manchester Village Historic District

The Manchester Village Historic District is 39 acres and located on Route 127 in the center of Town. It includes historic properties once owned by some of the merchant sea captains who lived in Manchester and commanded ships that traded with Europe and the Far East. The district also includes a few commercial buildings associated with the days of cabinet making and furniture manufacturing, at one time mainstays of the Town's economy. Manchester's attraction as a summer destination for the wealthy is reflected in some of the fine homes constructed during this period in the downtown area as well as the commercial buildings containing stores and specialty shops to service the summer visitors. (Source: Essex Scenic Coastal Byway "Corridor Management Plan.")

The Town established a historic district encompassing most of the village center in 1975. The buildings in the District represent an excellent sampling of virtually every major type of vernacular architecture from the 17th to the early 20th Century.

Forster Cemetery, Tappan Cemetery, the 1661 Cemetery, and the Manchester Common are the village's primary historic landscapes. Also included is the *Trask House*, home of the Manchester Historical Museum. The museum is open to the public. (Source: 2014 OSPP.) Also of note in the historic district is the *Seaside No. 1 Firehouse Museum*, which was constructed in 1885 to house Seaside No. 1, Manchester-by-the-Sea's first horse-drawn fire engine. This building, located on Central Street, now serves as a museum and home for

the Town's two antique engines and a collection of firefighting equipment and memorabilia.

Inventoried Resources

The Massachusetts Historical Commission's database of historic resources, "Massachusetts Cultural Resource Information System" (MACRIS) includes roughly 240 historic resources in Manchester.

Three listed resources date to the 17th century: the 1661 Cemetery on Washington Street, Austin Crombie Housing at 85 Summer Street, and the Bennett House at 25 Bennett Street.

MACRIS includes 27 resources that date to the 18th century – the earliest of which is the Little Orchard House at 388 Summer Street that was constructed c. 1700. Most of the 18th century resources appear to be mid-century houses with 17 resources constructed between c.1743 and c.1773.

The great majority of the historic resources listed on MACRIS are 19th century with 159 resources constructed between c.1800 and c.1899. The 19th century resources are a mix of residential, commercial, institutional, and industrial properties, monuments, and structures. These include houses, shops, churches, bridges, barns, a sawmill, and a fountain.

MACRIS lists 39 historic resources from the 20th century, spanning from c. 1903 to 1950.³ These include monuments, bridges, houses, shops, farm buildings, institutional buildings, and a pond (Coolidge Pond and Channel).

Summary of Resource Protection Needs

In addition to its scenic and natural beauty, Manchester's historic resources are a critical component of its attraction to tourists and summer visitors. Manchester's historic village center, municipal buildings, such as Crowell Chapel, and town recreation facilities such as those at Tuck's Point, are important historic resources that enhance public spaces, create town revenue, and boost the local tourism economy. Manchester's priority historic resource protection needs are to support the preservation of key resources

³ This count excludes five resources listed that date in the mid to late 20th century:

#MAN.58 Bennett Street (1965); #MAN.38 5 Ashland Ave (1975); #MAN.96 Elm Ct. (1975); #MAN.119 47 Union St. (1975); and #MAN.57 Bennett St. (1985).

that provide these additional economic and public benefits for the community.

CPA Historic Preservation Goals & Possibilities

Goal 1

Focus historic preservation activities on initiatives that preserve or rehabilitate town-owned resources and other resources that are open to the public.

Manchester's historic resources include both public resources, such as the Public Library and Crowell Chapel, as well as private resource, such as the Trask House. The CPC would consider recommending funding for projects that preserve, rehabilitate, or restore public and private historic resources that are open to the public for public enjoyment and use.

Goal 2

Support historic preservation projects that serve multiple public purposes such as:

- a) Enhance town meeting/gathering space
- b) Improve use of income-generating town function space
- c) Support downtown improvements
- d) Boost tourism

The CPC would favor historic preservation projects that demonstrate multiple community benefits, such as those listed above. Manchester's economic and community vibrancy depends in large part on the preservation of historic resources to boost the economy and support downtown improvements. In addition, historic resources such as the Chowder House and Crowell Chapel can also generate revenue for the Town as function space.

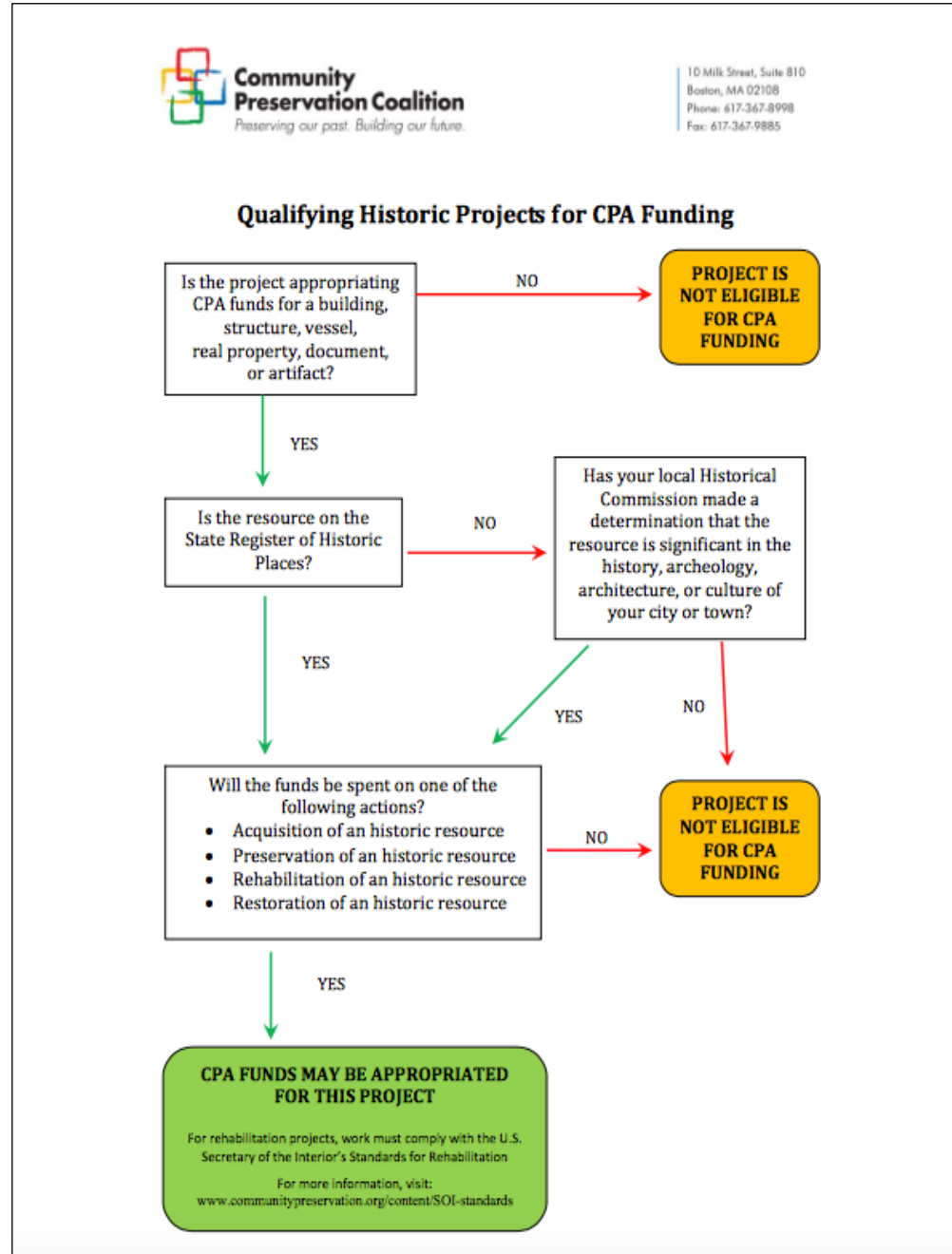
Eligibility for Historic Preservation Projects

The CPA Statute, as amended July 2012, defines historic resources as “a building, structure, vessel, real property, document, or artifact that is listed on the state register of historic places or has been determined by the local historic preservation commission to be significant in the history, archeology, architecture, or culture of a city or town.” In other words, if a resource is not listed on the state register, the local historic commission must determine local significance to be eligible for CPA funds.

CPA funds can be used for the “acquisition, preservation, rehabilitation, and restoration of historic resources.”

In addition, CPA funds may be appropriated to pay a nonprofit organization to hold, monitor, and enforce a deed restriction as described in Section 12 of the CPA Act (amended Summer 2012). Furthermore, within the definition of “rehabilitation,” CPA is allowed to fund improvements to make historic resources functional for their intended use, including improvements to comply with the Americans with Disabilities Act and other building or access codes.

All rehabilitation work, with respect to historic resources, is required to comply with the Standards for Rehabilitation stated in the US Secretary of the Interior’s Standards for the Treatment of Historic Properties (codified in 36 C.F.R. Part 68).



CPA Spending Requirements for Historic Preservation

By statute, the Town must spend or set aside for future spending 10% of total annual CPA revenue for historic preservation projects. The matrix below summarizes the May 2015 historic reserve balance and estimated minimum historic reserve for FY2016-2020, with a total minimum spending requirement of roughly \$217,245.

<i>CPA- Historic Reserve</i>	\$
Historic Reserve Balance (May 2015)	\$0
Estimated Minimum Historic Reserve FY2016-2020	\$217,245
Total Allocation Goal	\$217,245



Tucks Point Rotunda and Crowell Chapel, JM Goldson, March 2015

Chapter 5: Open Space

This chapter describes Manchester's open space and natural resource needs, CPA open space goals, eligibility for open space projects, and minimum CPA spending requirements for open space.

Open Space Resources & Needs

THE FOUNDATION OF MANCHESTER'S UNIQUE CHARM IS ITS EXCEPTIONAL OPEN SPACE AND NATURAL RESOURCES INCLUDING THE MANCHESTER HARBOR, BEACHES, TIDAL LANDS, FRESH WATER, WILDLIFE HABITATS, AND BREATHTAKING VISTAS. THESE IRREPLACEABLE RESOURCES WERE DRIVING FORCES OF MANCHESTER'S HISTORIC DEVELOPMENT PATTERNS AND REMAIN SIGNIFICANT COMPONENTS OF THE TOWN'S ESSENCE AND IDENTITY.

Manchester has many significant open space properties and natural resources. This section briefly describes these resources and is largely based on the Town's 2014 Open Space and Recreation Plan (OSRP), unless otherwise noted.

Permanently Protected Open Space

Roughly 1,445 acres of land (26% of total land area) in Manchester are permanently restricted from development as open space including conservation areas, parks, and private land with conservation or agricultural preservation restrictions. Conservation lands include properties such as Wilderness Conservation Area and Powder House Hill, owned by the Town of Manchester and the Manchester Essex Conservation Trust; Agassiz Rock and Coolidge Reservation, owned by the Trustees of Reservations; Kettle and House islands, owned by Mass Audubon; Rattlesnake Den and Cranberry Pond, owned by the Essex County Greenbelt Association; as well as Dexter Pond, owned by the Town of Manchester.

Priority Private Land for Protection

Goal 2 of the 2014 OSRP is to "protect land significant to drinking water protection, wildlife habitat, and natural resource protection." The OSRP identifies high priority candidates for land protection as follows:

- Unprotected parcels within the Round Pond and Gravelly Pond watersheds

- Remaining unprotected woodlands north of Route 128
- Parcels that would link existing parcels in order to create greenway corridors including Wyman Hill, Great Hill and Owl's Nest Nature Preserve
- Eaglehead Wildlife Study Area

The OSRP also states that consideration should be given to those areas identified in the *BioMap2*, created by the Massachusetts Natural Heritage and Endangered Species Program.

Summary of Resource Protection Needs

The below text is excerpted directly from the 2014 OSRP.

Manchester has an abundance of protected open space that helps safeguard our natural resources for clean water and wildlife habitat. There are, however, areas that should be considered for acquisition or for further protection through conservation restrictions in order to protect our drinking water supply.

The Town owns a fair amount of open space and much of this is under the management of the Manchester Conservation Commission; however, active management of these conservation lands has been lacking. The Conservation Commission is tasked with reviewing and issuing a great number of wetlands permits, leaving an inadequate amount of time for open space management. It is clear that there's a need for additional involvement in managing these lands.

The following summarizes the Resource Protection Needs of the Town:

- Increase safeguards for the Town's water supply, especially in the Gravelly Pond/Round Pond watershed and the watershed of the Lincoln Street aquifer.
- Identify and protect important wildlife habitat and natural resource areas.
- Proactively manage town-owned open space parcels.
- Improve the Town's open space parcels for walking, hiking, and environmental studies.
- Increase public awareness of the Town's open space parcels.

CPA Open Space Goals & Possibilities

Goal 1

Protect the community's public drinking water sources through land conservation efforts and conservation practices.

To support the community goals and priorities established through the 2014 Open Space and Recreation Plan (OSRP) and the Town's critical need to protect the community's public drinking water sources, the CPC would consider recommending open space projects that protect strategic water protection properties. One land conservation possibility that was supported at the CPC's Community Workshop is protecting the Gordon College property either through property acquisition or conservation restriction. The CPC would also consider strategic protection of property in other communities to protect Manchester's water sources.

In addition the CPC would consider supporting projects that would implement best conservation practices to protect drinking water, such as the installation of rain gardens, pervious surfaces, and native plantings.

Goal 2

Preserve natural habitat through remediation of invasive species with appropriate maintenance plans.

Although Manchester's natural areas support healthy and diverse natural habitats, there have been issues with introduction of invasive species, which out-compete native plants for survival. The CPC recognizes the need to preserve natural habitat and open space resources and to control invasive species on natural lands owned by the Town and non-profit conservation trusts (e.g., Manchester Essex Conservation Trust), such as Manchester-Essex Woods, Dexter Pond Conservation Area, and Manchester beaches. However, it is important to note that since CPA funds are not permitted to be used for maintenance, that it will be critical to demonstrate how the initial CPA investment to remediate invasive species will be maintained over time.

Goal 3

Preserve fish and aquatic habitat through infrastructure preservation initiatives. Protecting Manchester's key water resources is important to preserve Core Habitats and Cold Water Fisheries. In particular, the Town has identified that the stonewall at the Saw Mill Brook is in need of repair. Dam removal and/or repair has also been identified as a need to enhance fish migration and help with flooding issues. The Saw Mill Brook is within a BioMap 2 Core Habitat (areas to promote long-term persistence of rare species), a Cold Water Fisheries Resource (CFR), and plays an important role for flood protection. According to the 2014 OSRP, the Town undertook reparation of the stonewall along Sawmill Brook and removal of debris in 2002 to enhance flow and improve smelt spawning habitat. The CPC would consider recommending CPA funding to support further reparation needed to protect this important natural resource, minimize erosion, mitigate flooding, and support fish and aquatic wildlife.

Eligibility for Open Space Projects

The CPA Statute defines the term "open space" as including, but not limited to, land deemed necessary to protect existing and future well fields, aquifers and recharge areas, watershed land, agricultural land, lake and pond frontage, beaches, and scenic vistas. The CPA Statute allows the use of CPA funds for the acquisition, creation, and preservation of open space. Additionally, the CPA Statute allows for the rehabilitation and restoration of open space that was acquired or created with CPA funds. Per MGL c. 44B s.5 (f), CPA funds may not be used to acquire real property, or property interest, for a price exceeding the value of the property.

In accordance with the CPA Statute (MGL c.44B s.12 (a) and (b)), an acquisition of real property is required to be owned by the municipality and to be bound by a permanent restriction. Therefore, any open space acquisitions by the Town using CPA funds will require execution of a permanent restriction that runs to the benefit of a nonprofit organization, charitable corporation, or foundation and that is in accordance with the requirements of MGL c.184. In addition, CPA funds may be appropriated to pay a nonprofit organization to hold, monitor, and enforce the deed restriction on the property (sometimes called a "stewardship fee").

CPA Spending Requirements & Targeted Allocation Goal for Open Space

By statute, the Town must spend or set aside for future spending 10% of total annual CPA revenue for open space/recreation projects. The matrix below summarizes the May 2015 open space/recreation reserve balance, FY2015 approval of \$100,000 for an unspecified open space project, and the estimated minimum open space/recreation reserve for FY2016-2020.

<i>CPA-Open Space/Recreation Reserve</i>	\$
Open Space/Recreation Reserve Balance (half of May 2015 balance – split with Recreation)	\$455
FY2015 Unspecified Open Space Project	\$100,000
Estimated Minimum Open Space/Recreation Reserve FY2016-2020 (half of required 10% - split with Recreation)	\$228,263
Total Actual + Estimated Open Space/Recreation Reserve	\$328,718



Brickyard Pond, JM Goldson, May 2015

Chapter 6: Outdoor Recreation

This chapter describes Manchester's outdoor recreation resources, needs, CPA recreation goals, eligibility for recreation projects, and minimum CPA spending requirements for recreation.

Recreation Resources & Needs

MANCHESTER'S EXTRAORDINARY NATURAL RESOURCES OFFER AN ABUNDANCE OF INFORMAL RECREATIONAL ACTIVITIES SUCH AS HIKING, SWIMMING, BOATING, FISHING, AND BIRDING. THE TOWN ALSO SUPPORTS ACTIVE RECREATION ACTIVITIES BY PROVIDING PUBLIC ATHLETIC FIELDS, PARKS, AND PLAYGROUNDS.

Manchester has a host of outdoor recreation resources. This section briefly describes these resources and is largely based on the Town's 2014 Open Space and Recreation Plan (OSRP), unless otherwise noted.

Public Lands for Outdoor Recreation

Passive (Informal)

The roughly 1,445 acres of protected open space in Manchester provide many passive recreation opportunities for residents and visitors especially hiking, birding, swimming, fishing, and boating. Passive recreation opportunities are entwined with Manchester's public open space resources and benefit from the community's land conservation efforts.

In addition, there are six town-owned beaches for public use: Black, Magnolia, Singing, Tuck's Point, West Manchester, and White. Tuck's Point also has a swing set.

Active

The active recreation needs in Manchester are largely met by the Town's Parks and Recreation Department, which was formed in 2002. The Department is responsible for active recreation programming and coordination. In addition, the Manchester Council on Aging organizes recreational activities for older adults. There are also private organizations

that offer active recreation programs including the Cape Ann YMCA, Hamilton-Wenham's and Beverly's flag football programs, and Gloucester Lacrosse program.

The Town has three recreation facilities for outdoor active recreation:

- Coach Field Playground, which has a multi-purpose athletic field and two tennis courts
- Masconomo Park, which has a Little League field, playground, and bandstand
- Sweeney Park, which includes a softball field, Little League field, two small basketball courts, and a skateboard park

Summary of Outdoor Recreation Needs

Below is a brief description of "Summary of Community's Needs" from the 2014 OSRP.

The Massachusetts Statewide Comprehensive Outdoor Recreation Plan 2012 (SCORP), which is a planning document created by the state, assesses recreational resources and needs in Massachusetts.

A notable finding cited in SCORP's *Public Officials Survey* was that for adults, hiking and walking trails were by far the most popular recreational facility. Survey results indicated that trails are the "type of facility that has increased the most in popularity over the past five years, as well as the activity that respondents believe will increase the most in popularity over the next five years." The popularity of hiking and walking aligns closely with the popularity of these activities in Manchester.

According to the 2013 Public Survey, Manchester residents cited hiking/walking/running, swimming, bicycling, athletic team activities, informal athletic activities, organized recreational activities, and sailing as the most popular activities. Facilities that were most often named in Manchester as either needing improvement or a desire for additional facilities were athletic fields, bicycling, boating, walking/hiking/trails, dog parks, parks and playgrounds, rest facilities, beaches and conservation/wildlife/water quality.

Specifically, with regard to the need for more athletic fields, the Manchester Playing Fields Committee has stated that Manchester needs one more multi-purpose field and a full sized baseball field to meet the needs of in-town programs and eliminate the need to use neighboring town fields for local programs.

CPA Outdoor Recreation Goals & Possibilities

Goal 1

Create new outdoor recreation facilities to support growing public recreation needs including projects supported with regional partnerships.

As identified through the CPA community workshop and past town efforts, Manchester residents could benefit from the creation of new outdoor recreation facilities. Many of Manchester's organized sports require use of fields in other communities. In addition, the community perceives a strong demand for additional outdoor recreation facilities, particularly athletic fields.

The CPC would consider recommending use of CPA funding for land acquisition or construction costs to create new athletic fields or other outdoor recreation facilities, as supported by demand.

Goal 2

Improve existing parks, beaches, and conservation areas to enhance public access and enjoyment.

Manchester has a strong need to rehabilitate aging recreation facilities to increase safety, accessibility, and general functionality of the facilities. In particular, the CPC would consider projects to promote accessibility and public enjoyment of Manchester's parks, conservation areas, and beaches, which could include projects such as providing public bathroom facilities at Singing Beach, improving drainage on athletic fields, or projects to create

greater accessibility of outdoor recreation facilities. With the July 2012 amendments to the CPA Statute, rehabilitation of existing parks, playgrounds, and other existing outdoor recreation areas are eligible CPA activities.

Eligibility for Recreation Projects

The CPA Statute defines recreational use as "active or passive recreational use including, but not limited to, the use of land for community gardens, trails, and noncommercial youth and adult sports, and the use of land as a park, playground, or athletic field." The definition goes on to prohibit "... horse or dog racing or the use of land for a stadium, gymnasium, or similar structure."

Per the July 2012 amendments, the CPA Statute allows use of CPA funds for the acquisition, creation, preservation, rehabilitation, and restoration of land for recreational use. Note that the 2012 amendments allow "rehabilitation" where previously only allowed for recreational land created through the CPA. This amendment would allow existing parks and playgrounds to be rehabilitated with upgraded and new facilities and amenities.

Maintenance costs are not eligible for CPA funds. In addition, acquisition of artificial turf for athletic fields is expressly prohibited in Section 5(b)(2).

CPA Spending Requirements & Targeted Allocation Goal for Recreation

By statute, the Town must spend or set aside for future spending 10% of total annual CPA revenue for open space/recreation projects. See the Open Space Chapter for reserve fund balance and estimate.

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