

Town
Of
Barnstable



Community Preservation
Committee
PLAN

DRAFT
2013

The Town of Barnstable envisions its character and quality of life will be enhanced over the next twenty years in part by preserving its natural beauty, recreational opportunities, the historically significant architectural resources, and an adequate supply affordable housing.

Table of Contents

- I Introduction**
 - A. Responsibilities
 - B. Vision
 - C. Mission
 - D. Process

- II Project Evaluation Criteria**

- III. Category Specific Criteria**
 - A. Affordable Housing
 - B. Open Space
 - C. Historic Preservation
 - D. Recreation

- IV Affordable Housing**
 - A. Background
 - B. Resources
 - C. Needs
 - D. Goals
 - E. Potential Use of Existing Funds

- V Open Space**
 - A. Background
 - B. Resources
 - C. Needs
 - D. Goals
 - E. Potential Use of Existing Funds

- VI Historic Preservation**
 - A. Background
 - B. Priorities
 - C. Priorities Met Since 2009
 - D. Policies

Appendix

Local Comprehensive Plan – Each Village
Affordable Housing Production Plan
Historic Preservation Plan
Open Space and Recreation Plan
CPC Handbook

I. Introduction

The Community Preservation Act ("CPA" Massachusetts General Law (MGL) Chapter 44B) was enacted to assist municipalities in the Commonwealth in the preservation of qualified open space, historic, and housing resources. The Act authorizes revenues to be raised from two sources in order to fund resource preservation projects: a 3% real estate tax; and fees for recording Registry of Deeds documents. The CPA was adopted by the voters of the Town of Barnstable in November 2004, and went into effect on July 1, 2005.

In keeping with the tenets of the CPA, the Town formed and appointed a Community Preservation Committee (CPC), consisting of 9 Members representing the Historic Commission, Housing Authority, Conservation Commission, Planning Board, Recreation Commission and a Town Council Liaison in order to study and recommend how Barnstable's CPA funds should be administered and awarded.

The CPC is responsible for developing preservation plans, undertaking studies, and making recommendations for the expenditure of funds generated from the adopted Community Preservation Act (CPA), which is a tool to help municipalities in preserving open space, historic resources, supporting affordable housing and allowing for recreational opportunities. The funds can be used to address three core community interests:

- Creation and support of affordable housing;
- Acquisition and preservation of open space; and
- Acquisition and preservation of historic buildings and landscapes.

A minimum of ten percent (10%) of the annual revenues of the fund must be set aside for each of the three core community interests. The remaining seventy percent (70%) can be allocated for any combination of the allowed uses under CPA. The CPC advises and recommends qualified projects to the Town Manager and Town Council for CPA fund appropriation.

A. Responsibilities

The CPC is responsible for developing preservation plans, undertaking studies, and making recommendations for the expenditure of funds generated from the adopted Community Preservation Act (CPA), which is a tool to help municipalities in preserving open space, historic resources, supporting affordable housing and allowing for recreational opportunities. The funds can be used to address three core community interests:

- Creation and support of affordable housing;
- Acquisition and preservation of open space; and
- Acquisition and preservation of historic buildings and landscapes.

A minimum of ten percent (10%) of the annual revenues of the fund must be set aside for each of the three core community interests. The remaining seventy percent (70%) can be allocated for any combination of the allowed uses under CPA. The CPC advises and recommends qualified projects to the Town Manager and Town Council for CPA fund appropriation.

B. Vision Statement

The Town of Barnstable envisions its character and quality of life will be enhanced over the next twenty years in part by preserving its natural beauty, recreational opportunities, the historically significant architectural resources, and an adequate supply affordable housing.

C. Mission Statement

The mission of the CPC is to study the community and recommend how CPA funds be spent within the parameters of open space, recreation, historic preservation, and affordable housing. The CPC will evaluate the needs, possibilities, and resources of the Town regarding community preservation.

D. Process

The CPC will solicit and evaluate project submissions, and make recommendations to the Town Council for the acquisition, creation, and preservation of open space; for the acquisition and preservation of historic resources; for the acquisition, creation and preservation of land for recreation use; for the creation, preservation and support of community housing; and for rehabilitation or restoration of such open space, historic resources, land for recreational use and community housing.

II. Project Evaluation Criteria

The CPC requires that all proposed projects be eligible for CPA funding according to the requirements described in the CPA legislation (MGL Chapter 44B). Use of CPA funds for acquisitions and private preservation projects requires a deed restriction; (some applications may require one or more restrictions). Applicants are required to provide the first draft of the restriction and submit it to the CPC. Sample restrictions are available for viewing on the Community Preservation Committee webpage on the official website of the Town of Barnstable www.town.barnstable.ma.us. Please review them carefully as each applicant must agree with the contents of their respective restriction. Applicants are responsible for reviewing and identifying how their project(s) meet CPA criteria. Projects will be evaluated according to the following criteria:

- Consistency with the Local Comprehensive Plan (LCP), Open Space and Recreation Plan and other planning documents that have received wide scrutiny and input and have been adopted by the Town;

- Preserving the essential character of the Town;
- Saving resources that would otherwise be threatened and/or serve a currently under-served population;
- Demonstrating practicality and feasibility, and indicating that they can be implemented expeditiously and within budget;
- Exhibiting the cost benefit value;
- Leveraging additional public and/or private funds;
- Receiving endorsement of other municipal boards, committees, and/or departments; and
- Serving more than one CPA core community interests.

III. Category Specific Criteria

A. Affordable Housing

Proposals that address as many of the following criteria as possible will receive preference in allocating CPA Affordable Housing funds:

- Create affordable rental housing;
- Contribute to the goal of ten percent (10%) affordability in the Town;
- Promote a socioeconomic environment that encourages a diversity of income, ethnicity, religion and age;
- Provide housing that is harmonious in design and scale with the surrounding community;
- Intermingle affordable and market rate housing at levels that exceed state requirements for percentage of affordable units;
- Ensure affordability in perpetuity;
- Promote use of existing buildings or construction on previously developed or Town-owned sites;
- Convert market rate to affordable units;
- Give priority to local residents or town employees;
- Promote visit-ability; and
- Provide a community-wide housing program to assist low and moderate-income families and individuals.
- Provide a community-wide housing program to assist low and moderate-income families and individuals

B. Open Space

Acquisition proposals that address as many of the following specific criteria as possible will receive preference in allocating CPA Open Space funds:

- Protecting land bordering on wetlands in order to assist in minimizing or eliminating eutrophication of habitats;
- Permanently protect important wildlife habitat, including areas that
 - * are of local significance for biodiversity
 - * contain a variety of habitats, with a diversity of geologic features and types of vegetation
 - * contain a native habitat type that is in danger of vanishing from Barnstable
 - * preserve habitat for threatened or endangered species of wildlife
- Preserve scenic, agricultural, historic, archeological or wooded character;
- Provide opportunities for passive recreation and environmental education;
- Protect or enhance wildlife corridors, promote connectivity of habitat or prevent fragmentation of habitats;
- Provide connections with existing trails or potential trail linkages;
- Preserve scenic vistas and qualities of lands bordering a scenic road;
- Protect embayment or salt surface water quality in addition to quantity including wellhead protection area or Zone I as defined in 310 CMR 22.00;
- Provide flood control/storage;
- Preserve important surface water bodies, including wetlands, vernal pools or riparian zones;
- Provide public access; and
- Provide pocket parks and urban open space.

C. Historic Preservation

Proposals for publicly-owned property listed on the State or National Register of Historic Places or deemed historically significant by the Barnstable Historical Commission will receive preference in allocating CPA Historic Preservation funds by addressing as many of the following Historic Preservation criteria as possible:

- Protecting, preserving, enhancing, restoring and/or rehabilitating publicly-owned historic, cultural, architectural or archaeological resources of significance, especially those that are threatened and/or Town-owned;
- Protecting, preserving, enhancing, restoring and/or rehabilitating the historical function of a publicly-owned property or site;

- Demonstrating a public benefit; and
- Demonstrating the ability to provide permanent protection for maintaining the historic resource.

E. Recreation

Proposals that address as many of the following criteria as possible will receive preference in allocating CPA Recreation funds:

- Support multiple recreation uses;
- Serve a significant number of residents;
- Expand the range of recreational opportunities available to residents of all ages;
- Benefit the town financially long term and/or strongly support the community's quality of life;
- Maximize the Recreation use of the town owned land;
- Promote creative uses of public corridors for safe and healthful opportunities;
- Promoting visit-ability;
- Promote the collaboration demonstrated by Civic Groups and user groups with the Recreation Commission;
- Long range sustainability Plan;
- Provide Equal Access to All resident (upgrading to make facilities handicap accessible); and
- Leverage as many public and/or private funds available that would identify commitment from funding sources.

IV. HOUSING

A. Background

The Town of Barnstable has been experiencing a housing crisis for more than a decade that affects our economic and social well-being. The Town Council recognized the need to address this crisis by taking several proactive steps. In 2001, the Town created a Housing Committee and adopted Action Plans. The Town conducted a Housing Needs Assessment in 2003 which set forth the extent of the estimated need for additional housing, according to the specific composition of the current and future populations. In 2004 the Affordable Housing Production Plan was adopted and in 2009 it was updated. The plan addresses the preservation and production of housing opportunities for our citizens.

The Town created a new Growth Management Department in 2005 to better address development issues, including housing, which comes before the Town. The Town's Housing Committee works with developers and municipal boards to meet the challenges of producing additional affordable housing.

B. Resources

The Town is currently certified by the Department of Housing and Community Development as having 6.7% or 1,358 units, of its year-round housing stock as of 2000 census (20,266) as affordable. The Town needs to create 673 units to reach the 10% goal. In addition to talented staff and community members, the Town relies on Community Development Block Grant and CPA funds for affordable housing projects, as well as the Barnstable County Home Consortium, other State and Federal funding sources, and partners in the field of affordable housing.

C. Needs

The Town needs to create both rental housing and home ownership opportunities however the greatest need is for rental housing. Fair market rent for a two-bedroom apartment is \$1,201 which requires an hourly wage of \$23.10 to afford. The median price of a home in 2010 was \$325,000; income needed to purchase median priced home is \$79,200 while median family income is only \$75,300. Regional wages have not kept pace with the rise in rental and median priced housing over the last five years.

The affordability gap is widest for the disabled, those on public assistance, the elderly, minorities and the unemployed. The median household income in the Town in 2010 was \$75,300. However, 40% of our Barnstable households earn less than 80% of the median income.

Seasonal rentals and the strong second home market in Barnstable also contribute to making housing unaffordable for most year-round residents. Each year, the Town loses a substantial amount of year-round housing to nonresident, retired and second home buyers. Currently, 38% of the Town's housing stock is comprised of second homes.

The lack of affordable housing plus the economics of the region may have contributed to a 25% decrease in young adults in the 20 to 34 age range living in the region as reported by the 2000 US Census.

The Town needs to assist the above-mentioned populations by creating new affordable housing opportunities, preserving existing affordable housing and working to prevent homelessness. A diverse housing stock will provide the housing necessary to sustain a stable workforce.

C. Goals

The approved Town-wide Affordable Housing Production Plan sets a goal of producing 505 new affordable housing units by 2014. The goal from 2009 to produce 1,000 units by 2011 was met. The Community Preservation Plan will incorporate the goals of the Local Comprehensive Plan and the Housing Production Plan. These include, but are not limited to:

- Developing new regulatory tools to guide housing development in accordance with Planned Production goals;
- Encouraging re-development of existing housing or construction on previously developed or Town-owned sites;
- Ensuring affordability in perpetuity;
- Promoting visitability;
- Giving priority to local residents or Town Employees;
- Intermingling affordable and market rate housing at levels that exceed state requirements;

The following goals are the goals from the 2009 Housing Production Plan

- Provide at least 10% of Town's year round housing stock as decent, safe and affordable housing.
- Promote the provision of fair, decent and safe affordable housing for rental and purchase which meets the present and future need of low to moderate income residents.
- Ensure distribution of affordable housing throughout the seven villages.
- Integrate development of affordable housing with the protection of the Cape's environment.
- Preserve existing affordable housing.
- Promote smart growth principles to the greatest extent possible.
- Preserve and improve the quality of community life in Barnstable by retaining an adequate mixture of income levels, work skills and talent.

D. Potential Uses of Existing Funds

Redevelop Existing Buildings

CPA funds may be used to redevelop existing buildings to create Community Housing.

Projects may originate from:

- Barnstable Housing Authority
- Non-Profit organizations such as Housing Assistance Corporation or CHAMP Homes
- For-profit developers
- Local homeowners

Projects may include:

- Donation of a community building
- Acquisition of a privately owned residential or commercial building for the creation or preservation of community housing
- Participation in Accessory Affordable Apartment Program
- Rental Acquisition Program

Develop New Community Housing

CPA funds may be used to bridge the gap between costs of development and debt. The CPC encourages the leveraging of CPA funds with other public or private funds.

Projects may originate from:

- Barnstable Housing Authority
- Non-profit developers
- For-profit developers

Projects may include:

- Mixed-use developments
- Purchase of Inclusionary Zoning Ordinance-produced units
- Creation of Accessory Affordable Apartments

First Time Homebuyer Loan Program:

- soft second loans
- Down payment and closing cost assistance

V. OPEN SPACE

A. Background

The Town has a variety of land uses from urban Hyannis to rural West Barnstable. The tourist economy and the rural and village traditions of the community make preservation of the natural and historic environment important, along with the creation of recreational opportunities. Rapid development in the 1970's and 1980's, with doubling

of the population between 1970 and 1990 and major loss of open space, prompted the Town to begin to purchase open land in quantity.

With the passage of the Land Bank in 1998, a 3% surcharge on the property tax ensured that funding would be available each year for Open Space purchases. Between 1999 and 2005, the Town was able to purchase 1,136.63 acres at a cost of \$38,890,928. Acquisitions included such diverse uses as urban pocket parks, protection of drinking water wells, view-shed protection, herring runs, wetlands, habitat protection, playing fields, a golf course, and un-development. The Town leveraged its funding through borrowing, leaving debt to be paid off with future Land Bank receipts through 2025.

In 2005, the Town adopted the Community Preservation Act, which added state matching funds to the 3% surcharge and allowed recreation, housing, and historic preservation as additional fundable items. Since then, Barnstable's Community Preservation Act funds leveraged the purchase of approximately 80.26 acres for Open Space in the amount of \$2,665,099 at approximately \$42,789 per acre.

B. Resources

As of 2011, the Town owns approximately 7,671 acres of open space, with an additional 450.5 acres under the control of the Recreation Department. Beaches, ways-to-water, boat landings, and school lands are also available for recreation for residents and visitors. The Barnstable Land Trust now protects 796 acres in the town, 500 acres are owned in fee and 296 acres under Conservation Restrictions. The Commonwealth owns approximately 555,414 acres of land in the state, of which 631 acres are located in the town of Barnstable. Funding for additional land protection and recreational lands is available through the Community Preservation Act, as well as private organizations like the Barnstable Land Trust, neighborhood partnerships, and State and Federal grants.

For a major acquisition, the Town Council could also consider asking voters for a Proposition 2 ½ exclusion. In some cases, mechanisms other than land acquisition, such as view-shed or conservation restrictions may be more attainable and less expensive.

C. Needs

Barnstable continues to be under intense development pressure. Sensitive habitat areas need to be preserved and linked, and remaining agricultural lands need protection as well. Freshwater wetland, saltwater marshes, rivers, estuaries, ponds and lakes, and lands subject to coastal storm flowage need safeguarding to ensure

healthy embayment, continued fishing and shell fishing resources, and clean recreational facilities. Historic, cultural and scenic landscapes that are important to residents and visitors alike also need attention if the community is to retain its beauty and community character. Given the Town's rapid population increase, additional recreational facilities are needed as well.

D. Goals

Acquire land, interest in land, or participate in partnerships to preserve land to protect sensitive embayment and drinking water supply, preserve open lands, and protect habitats, agricultural lands, and cultural, historic, and scenic landscapes. Increase recreational opportunities and access to the waterfront for residents and visitors. Link existing protected areas to create habitat corridors and recreational opportunities.

E. Potential Use of Funds

1. Acquire Open Space
2. Acquire conservation or view-shed restrictions
3. Acquire land and create recreational amenities
4. Acquire small parcels of prime habitat to link existing protected areas
5. Facilitate and encourage partnerships with private, non-profit and community groups
6. Acquire land for un-development, while protecting historic property

VI. **HISTORIC PRESERVATION**

A. Background

The same development pressure that threatens remaining open land also threatens historic properties that now, more than ever before, represent mere building lots available for redevelopment. The Community Preservation Act provides virtually the first funding for historic preservation beyond the State's limited and competitive annual 50%-reimbursement grant programs, with their rigorous administrative regimen. This nearly 370 year old town is fortunate in having so many historic properties in its 60 square miles of land area that contribute to the unique, historic ambience that supports the town's economy, but they may suffer from decades of neglect, causing inordinate demand for historic preservation funding.

In view of the backlog of need for historic preservation funding and the unique needs of so many historic properties, the CPC should always be willing to consider applications for emergency funding for historic properties suffering from an unforeseen crisis that requires prompt remedial action. Deferring remediation could cause further damage to vulnerable, antique properties. CPC historic preservation decisions routinely and

consistently involve collaboration with the Barnstable Historical Commission established under MGL Chapter 40 Section 8D with responsibility for protecting the Town's historic resources.

B. Priorities

1. Emergency needs, especially involving Town-owned property, should always receive priority consideration.
2. Preservation needs of Town-owned historic property should represent a priority for funding consideration.
3. A revolving loan fund could be established and administered to benefit restoration of significant historic properties in low to moderate income ownership and also provide interim funding for reimbursement (including reimbursement grants).

C. Priorities Met since 2009

1. The Town's 1985 and 1990 Historic Preservation Plans was updated to help establish priorities and guidelines for Community Preservation decision making and can be found of the website of the Town of Barnstable.

D. Policies

1. Allocation of Community Preservation funds must respect the Town's adopted Open Space and Recreation Plan, including those of the Local Comprehensive Plan and Historic Preservation Plan.
2. All Community Preservation funding awards for historic private property, require deeded preservation restrictions to secure the investment of public funds valued historic property.
3. As required in the CPA, historic properties must be listed on the State or National Register of Historic Places or deemed significant by vote of the Barnstable Historical Commission.
4. As specified in the CPA, projects may include conformance with the Secretary of the Interior's Standards for the Treatment of Historic Property and the Americans with Disabilities Act.
5. In recognition of funding constraints and the considerable needs of Town-owned and other publicly owned historic structures in Barnstable, it is the current CPC priority for allocation of Community Preservation funds for historic buildings to secure their exterior envelopes to sustain them and forestall further damage.

APPENDIX

Town Plans

Local Comprehensive Plan – Each Village Included

- [Local Comprehensive Plan](#)

Affordable Housing Production Plan

- [Affordable Housing Plan](#)

Historic Preservation Plan

- [Barnstable Historic Preservation Plan](#)

Open Space and Recreation Plan

- [Open Space and Recreation Plan](#)

CPC Handbook

- [CPC Handbook](#)