

Town of Manchester
Community Preservation Plan
FY2021-2025



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Updated by the Town of Manchester Community Preservation Committee, March 2021

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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) 2021-2025.

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. The CPC contracted a planning consultant to assist with the preparation of the first version of this Plan (2016-2020). 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 the original Plan's creation, the CPC sponsored a community workshop, facilitated by its planning consultant, and held a public hearing. The resulting plan has been updated for 2021-2025 based on the 2019 Town Master Plan and other recent planning activities, but the shape and direction remain consistent.

Mission, Principles, & Goals

The Plan identifies the CPC's mission and guiding principles, 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 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 uses the guiding principles and goals developed as part of the original Community Preservation Plan in 2015 (and informed by recent planning activities such as the Town's 2019 Master Plan) to steer its deliberations and selection of projects to recommend to Town Meeting for funding. These principles are:

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'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.
5. Work with the Manchester Municipal Affordable Housing Trust to support and encourage the creation of community affordable housing for rent and ownership

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

Open Space Goals

1. Protect the community's public drinking water sources through land conservation efforts and practices.
2. Preserve natural habitat through remediation of invasive species in conservation areas, other remediation and restoration activities, and the establishment of effective management strategies and programs.
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.
3. Work with the Town Open Space and Recreation Committee and the Town Open Space and Recreation Plan as a means to achieve Outdoor Recreation goals.

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 the 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%. The surcharge was increased to 3% in 2015 and then reduced to 1.5% beginning in Fiscal Year (FY) 2016 where it has remained since.

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, bleachers, 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.

Manchester's CPA Actual & Estimated Revenue

The Town generates CPA fund revenue through a local property tax surcharge that voters changed over time:

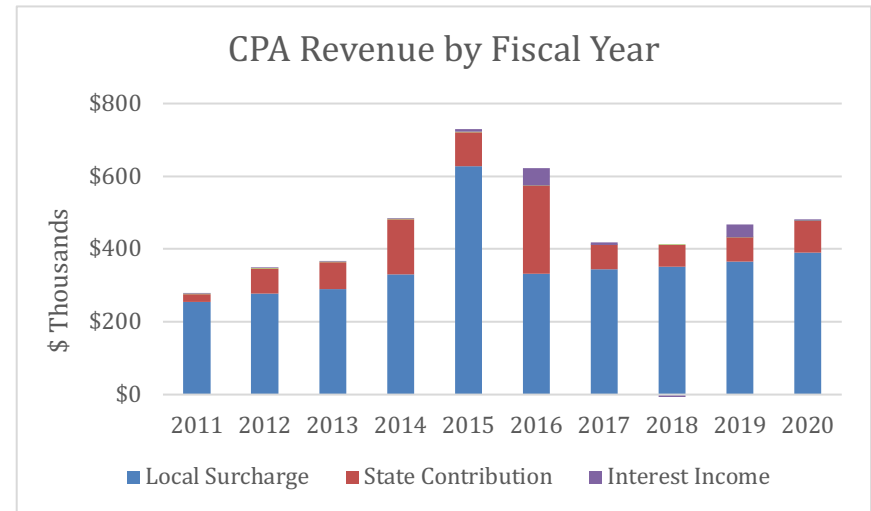
- 0.5% from FY2006 to FY2010
- 1.5% from FY2011 to FY2014
- 3% in FY2015
- 1.5% since FY2016

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 is partially matched by a variable statewide Community Preservation Trust Fund (CP Trust Fund) distribution.

Between FY2006 and FY2020, the Town raised approximately \$5.178 M in CPA revenue, including both direct surcharge revenue and the annual distributions from the state Community Preservation Trust Fund along with interest income. The state's annual distributions have remained fairly steady over the last five years and the state has been working to increase these amounts to Community Preservation participants.

The CPA has been an effective way to raise funds from the Town and the State to address important local needs:



CPA Appropriations

Between FY2006 and FY2020, the Town appropriated roughly \$5.055M. About 47% of total appropriations were for historic preservation projects, about 39% for open space and recreation and about 10% for community housing. As a percentage of total revenue, however, about 46% has been appropriated for historic preservation, 38% for open space and recreation, 10% for community housing, and roughly 2.4% is not appropriated yet.

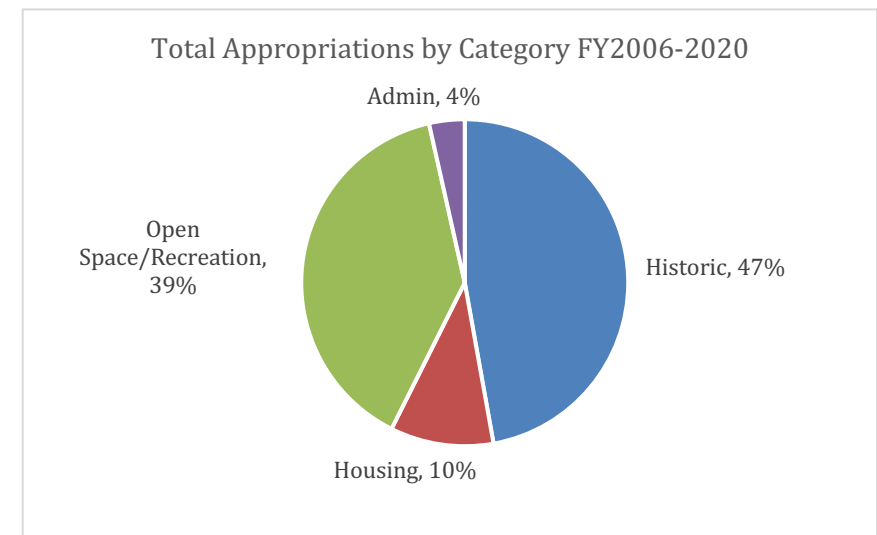
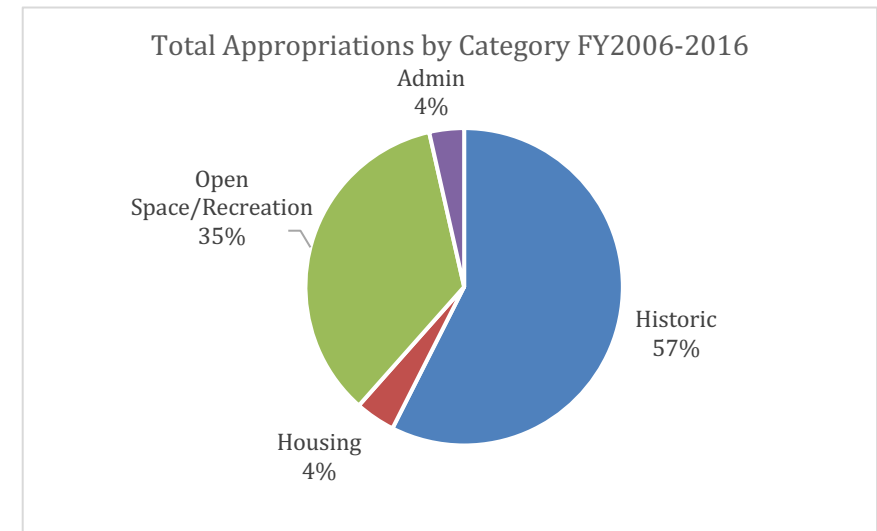
In total, the Town appropriated over \$2.385M for historic preservation projects, \$1.976M for open space and recreation, and \$516K for community housing.

The CPC administrative appropriations have totaled \$178K between FY2006 and FY2020, which is roughly 4% of total appropriations through that period.

Note: Total appropriations are typically less than total revenue because not all funds are appropriated each year. In addition, appropriations may not be completely expended, with the remaining unused balance being closed out to the general undesignated CPA fund balance unless otherwise reserved.

Planning Process: The original Community Preservation Plan was developed in 2015 and was based on data collected from various planning State and local documents as well as community input and review. In the last five years, the CPC has participated in other Town planning processes (such as the 2019 Town Master Plan) and has used the products of these efforts to inform and update the current Community Preservation Plan.

CPA spending by category has shifted over time to reflect Town needs and priorities:



Application & Funding Process

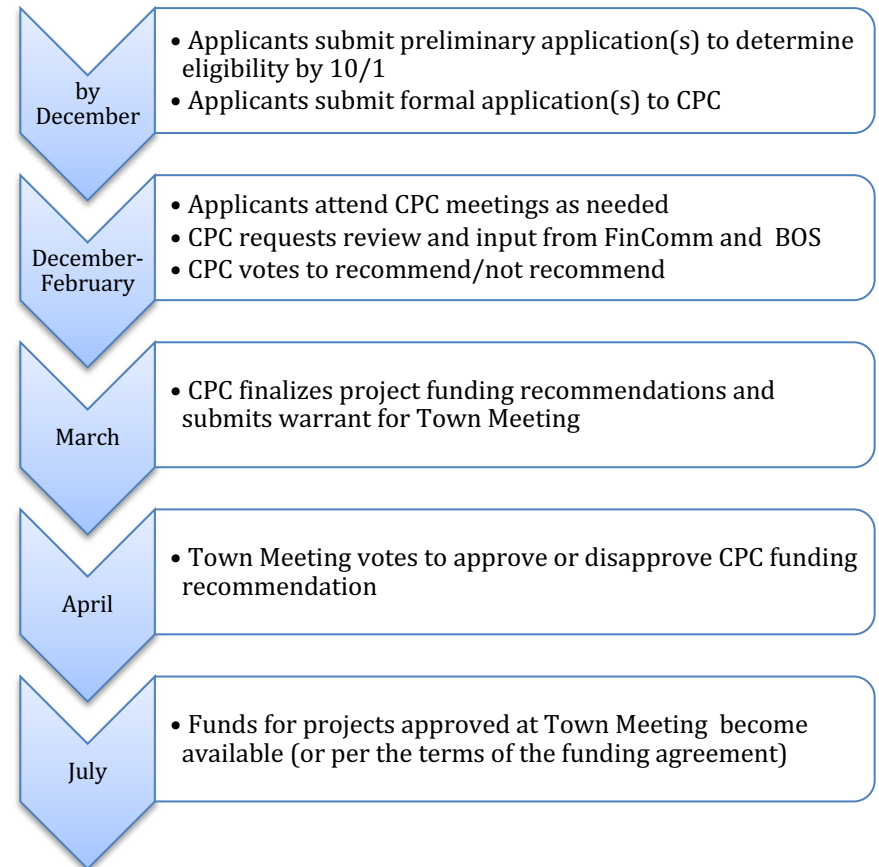
The CPC accepts applications requesting CPA funds from project proponents. Applications must be submitted by December 1st to be considered for CPC recommendation to Spring Town Meeting. The CPC holds public meetings on all applications. The CPA application and guidelines for project submission are available on the Town website www.manchester.ma.us, specifically at:

<https://www.manchester.ma.us/DocumentCenter/View/1781/CPC-Application-Instructions-and-Processes---STEP-1-?bidId=>

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 summary 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 the applicant has received and how much the applicant's organization has spent on similar projects in the past.
5. Summarize the project fully and provide 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 and include estimates for project costs. If third-party estimates are not available, provide a pro-forma with an explanation as to how the costs were determined.
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.
8. Identify who will fill project implementation roles, including project management.
9. Provide information about maintenance plans and their funding sources for the completed project.

Manchester CPC Application Review and Funding Process



Chapter 2: Mission & Guiding Principles

Mission

BE STRATEGIC. USE CPA FUNDS TO ENHANCE MANCHESTER'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 FY21 and FY25 is to create greater housing choice and foster diversity in the community. This is consistent with the 2019 Town Master Plan, which identifies the following two highest priorities: Increasing Town revenue through planned development within the Limited Commercial District and through incremental growth Downtown; and Supporting a diversity of housing options throughout town. Based on Manchester's housing needs and the community and economic benefits of providing greater housing choice, the CPC will work with the Affordable Housing Trust and 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 and CPA goals and minimum CPA spending requirements for this spending category. The data shown below were taken from the 2020 Housing Production Plan.

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 RELATIVELY HIGH HOUSING COSTS.

Population and Household Characteristics

According the 2018 U.S. Census estimates, Manchester has 5,370 people, a 3.6% increase since 2010 in 2072 households. In general, there were recent small decreases in younger residents and major gains in the older age groups:

- The number and proportion of children under age 18 declined by 21.0% between 1980 and 2018 so they now make up 22.6% of the population.
- Younger adults in the family formation stage of their lives, the 25 to 34-age category, decreased dramatically during this period, dropping to 2.5% of the population in 2018 from 14.0% in 1980, and from 757 to 132 residents.
- Of particular note is that the number of those 65 years of age and older almost doubled between 1980 and 2018, from 644 to 1243 residents, while the population as a whole decreased by 1%. These seniors comprise 23% of Manchester's residents compared to 17% and 16.5% for the county and state, respectively.
- Changes in the median age of Town residents also reflect this demographic shift, increasing from 39.9 to 49.9 years between 1990 and 2018.
- Incomes have increased substantially with the median household income increasing by 69% since 1999, from \$73,467 to \$124,025. The growing

prosperity of Manchester's residents is also reflected in the increasing proportion and numbers of those earning more than \$75,000, going from 166 households or 8.6% of all households in 1980 to 1,398 and 67.5% by 2018. Those earning more than \$150,000 included almost 44% of all households in 2018 compared to 23% for both the state and Essex County.

Housing Stock

According to the U.S. 2018 Census estimates, about 27% of all occupied housing units in Manchester are renter-occupied and about 73% are owner-occupied. The average household size of renter-occupied units is 1.73 persons per unit and 2.9 persons per unit for owner-occupied units. Rental vacancy in 2018 was 3.6% and ownership vacancy rate was 0.9%, lower than the "healthy" rates of roughly 1.5% for ownership units and 7% for rental units, according to economists at the Dukakis Center at Northeastern University. (Vacancy rates have dropped further due 2020-21 pandemic-influenced housing trends.) The 2018 census estimates suggest an increase in single-family detached structures from 65.4% in 2010 to 71.9% in 2018. The data also shows some growth in the small multi-family housing stock of two to four units, from 327 units in 1980 to 461 by 2010, or up to 20% of all units.

Summary of Community Housing Needs

Providing diverse affordable housing options is increasingly important to maintain Manchester's community vitality and economic strength. Manchester has few affordable housing options for low- and moderate-income households, especially for ownership. According to the 2020 Massachusetts Subsidized Housing Inventory (SHI) for Manchester, Manchester's affordable housing stock is 5.05% of its total year-round housing stock (115 units). Manchester would need an additional 113 units to reach the state's affordable housing goal of 10%. When 2020 census figures are released, the number of year-round housing units will likely increase to about 2,350 units, and the 10% affordability threshold will correspondingly increase from 228 units to about 235. This would lower Manchester's percentage to 4.9% assuming the current 115 affordable units in the SHI.

Rental Affordability

The data provided by the U.S. Census Bureau on how much households spend on housing is helpful in assessing how many households are encountering housing affordability problems or cost burdens, defined as spending more than 30% of their AMI (area median income) on housing.

- In Manchester, more than half (51.2%) of all renter households earning at or below 80% AMI were spending too much on housing according to these guidelines. Of particular concern are renters with incomes of less than 30% AMI and for whom the cost burden is severe.
- Older adults age 62 years of age or older were experiencing the greatest cost burdens in terms of numbers and prevalence of severe cost burdens. Of the 229 senior renter households, 90 or 39% were spending too much and 35 or 26% were spending more than half of their income on housing.
- There were 210 small family renters with only 30 earning at or below 80% AMI, all with cost burdens, including 10 earning at or below 30% AMI.

Recent listings of rental units demonstrate the high cost of rental housing in Manchester:

Table 5-13: Rental Listings, August 2020

Unit Type	# Bedrms	# Baths	Sq.Ft.	Rent
Rear apt. in house	1	1	650	\$1,100
Apt. in house	1	1	850	\$1,850
First floor of 2-family	1	1	800	\$2,000
Top floor of house	1	1	1,000	\$2,400
Townhouse	2	1	955	\$1,700
Garden-style apt.	2	1	800	\$1,850
Small ranch on beach	2	1	900	\$1,950
Top floor of house	2	1	1,200	\$2,400
Second fl. of 2-family	2	1	1,100	\$3,000
Duplex in large house	2	2.5	2,000	\$3,400
House	4	2.5	1,724	\$3,700
House on water	4	2.5	3,370	\$7,500

Sources: Internet listings in Trulia, Apartments.com, and Zillow, August 24, 2020.

Note that most of the apartments require first and last month's rent plus a security deposit equivalent to as much as another month's rent. For a \$2,000 apartment, that totals potentially as much as \$6,000 in up-front cash, an amount that many prospective tenants do not have available.

Ownership Affordability

There has been an erosion of housing affordability over time and the creation of a luxury housing market in town. More than 87% of all owner-occupied

housing units were valued at more than \$500,000 by 2018, including 26.7% above \$1 million. With a 2020 median sales price of \$815,000 for single-family homes, Manchester's ownership housing is significantly out of reach for low- and moderate-income households.

Housing market data in Table 5-9 breaks down sales data for August 2019 through August 2020 from the Multiple Listing Service as compiled by Banker & Tradesman of The Warren Group for single-family homes and condos. There were 69 total sales (61 single-family homes and 8 condos), only two under \$500,000. However, 36% of all single-family homes sold for more than \$1 million including 7 sales of more than \$2 million (and one at \$9.5 million.) These sales clearly demonstrate that Manchester has a significant luxury market.

Table 5-9: Single-family House & Condo Sales, Aug. 2019 through Aug. 2020

Price	Single-family		Condo		Total	
	#	%	#	%	#	%
<\$200K	0	0.0	0	0.0	0	0.0
\$200-299K	1	1.6	0	0.0	1	1.4
\$300-399K	0	0.0	1	12.5	1	1.4
\$400-499K	6	9.8	1	12.5	7	10.1
\$500-599K	10	16.4	4	50.0	14	20.3
\$600-699K	8	13.1	1	12.5	9	13.0
\$700-799K	6	9.8	0	0.0	6	8.7
\$800-899K	6	9.8	0	0.0	6	8.7
\$900-999K	2	3.3	1	12.5	3	4.3
\$1-2 Million	15	24.6	0	0.0	15	21.7
>\$2 Million	7	11.5	0	0.0	7	10.1
Total	61	100%	8	100%	69	100%

Source: Banker & Tradesman, August 23, 2020

On-Going Assessment

The Town plans to continue to assess the Town's Housing Needs through updates to the Town's Housing Production Plan each five years (as recommended by the State) in order to determine the level of need for affordable rental and ownership units especially regarding the type, size, quantity, and location of needed units.

CPA Community Housing Goals & Possibilities

Note: These housing goals are in conformance with both the Town Master Plan (adopted by the Planning Board in 2019) and the Housing Production Plan (adopted by the Planning Board in 2021).

Goal 1

Actively pursue and fund a variety of community housing initiatives to increase housing choice and enhance Manchester'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 community 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 community 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 community affordable housing stock is 5.05% of its total year-round housing stock, with 110 units counted on the SHI. Manchester would need an additional 115 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 to 1.5%. However, a down payment assistance program with grants or forgivable loans (under \$10,000) could be a feasible option. (Note that this type of down payment assistance program, does not create a permanent affordable unit.)

The Manchester Affordable Housing Trust acted quickly in spring 2020, being one of the first Commonwealth of Massachusetts Housing Trusts to adopt a rental and mortgage housing relief program to help low- and moderate-income residents dealing with job loss, furlough, and other economic hardship due to COVID. The Trust, largely funded through CPA funds, partnered with Cape Ann social and human services agency Action Inc. to commit over \$60,000 to date to support low- and moderate-income renters and homeowners. Once the Trust initiated the program and began outreach, it benefitted from a \$100,000 anonymous donation to support the effort.

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 community 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.

Goal 5

Work with the Manchester Municipal Affordable Housing Trust to support and encourage the creation of community affordable housing for rent and ownership. The Manchester Affordable Housing Trust (MAHT) was established in 2016 to provide financial and other assistance to support qualified proposals from developers, property owners and individuals for the creation of affordable rental and homeownership community housing. Per the Town bylaw, the MAHT has broad powers to plan and execute projects of various types and sizes in support of its community affordable housing goals, and may request CPA funds to enable these activities. The MAHT can acquire property; invest as they may deem advisable; sell and exchange property; join with others in the acquisition of real property; borrow money, and mortgage or pledge assets; issue notes or other indebtedness; execute leases; and restore, construct, repair and maintain buildings and other improvements. The MAHT also can provide rental and mortgage assistance to eligible town residents during times of economic crisis.

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." MAHT favors substituting the term "community affordable housing", which is used in this document.

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 community affordable housing initiatives. The matrix below summarizes the June 2020 housing reserve balance, the FY2020 approval of \$150,000 for unspecified housing projects funding to the MAHT, \$8500 for the Housing production Plan update, and the estimated minimum housing reserve for FY2016-2020.

<i>CPA-Community Housing Reserve</i>	
Housing Reserve Balance (June 2020)	\$28
FY2021 Housing Production Plan Update (voted June 2020)	\$150,000
FY2021 Unspecified Housing Project (voted June 2020)	\$8500
Estimated Minimum Housing Reserve FY2021-2025	\$205,285
Total Actual + Estimated Housing Reserve	\$363,813

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 AMERICANS¹ 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

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 an 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

¹ 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.

Seaside No. 1, Manchester'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, and provides town office space and public meeting space.

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 1950.² 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 residents 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 economy. Manchester's priority historic resource protection needs are to support the preservation of key resources 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.

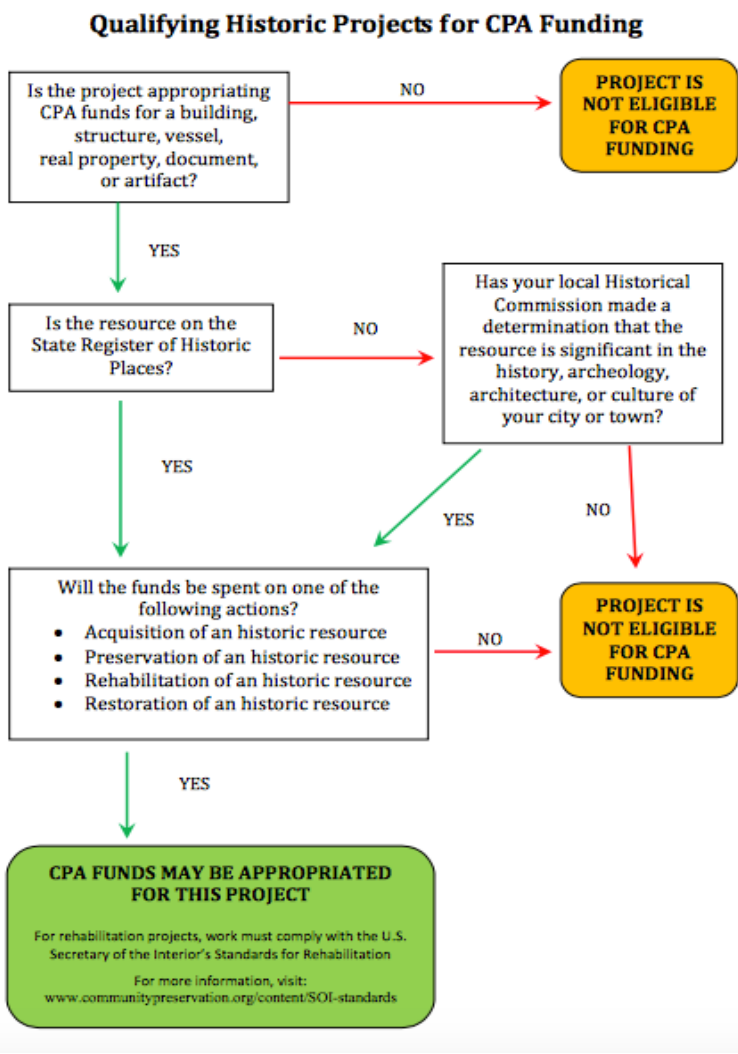
Goal 2

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

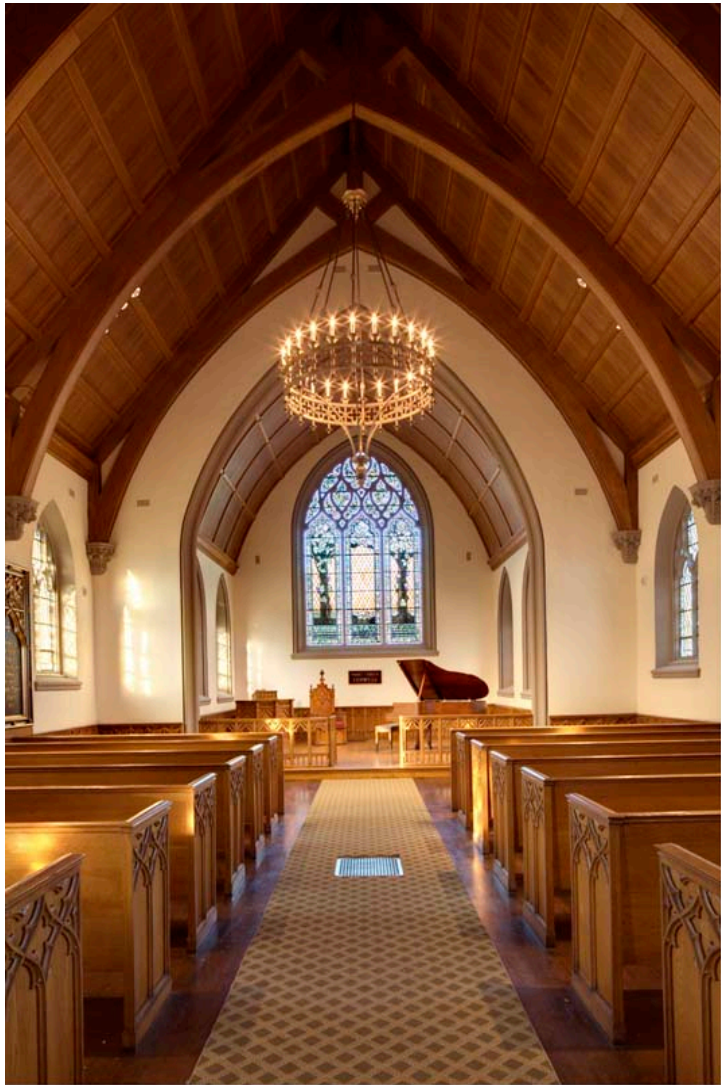
- a) Enhance town meeting/gathering space
- b) Improve use of income-generating town function space
- c) Support downtown improvements

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.

² 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).



Crowell Chapel
© Steve Rosenthal



The CPA Statute, as amended July 2012, defines an historic resource 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).

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 June 2020 historic reserve balance and estimated minimum historic reserve for FY2021-2025 of approximately \$205K.

CPA- Historic Reserve	\$
Historic Reserve Balance (June 2020)	\$0
FY21 Historic projects (voted June 2020)	\$129,000
Estimated Minimum Historic Reserve FY2021-2025	\$205,285
Total Allocation Goal	\$334,285

The Chowder House

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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. (Note: The OSRP is under revision, with a targeted completion of summer 2021.)

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 is 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. 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.

The recently completed video "Sawmill Brook: A Visual Survey 2020" was funded by the CPC and is an excellent example of an education and advocacy project that can support drinking water protection and other Open Space goals. Recently, the Town has created a work group comprised of members of the Board of Selectmen, Conservation Committee, Planning Board and Finance Committee tasked with carefully planning how to create "a solid core of conserved land that allows for recreation and appropriate protection of our water resources" in the Western Woods; their activities may lead to additional proposals for acquisition or other projects for conservation and protection.

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 Sawmill 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 Sawmill 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. The Town is in the process of moving several projects through definition, permitting and funding stages.

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.

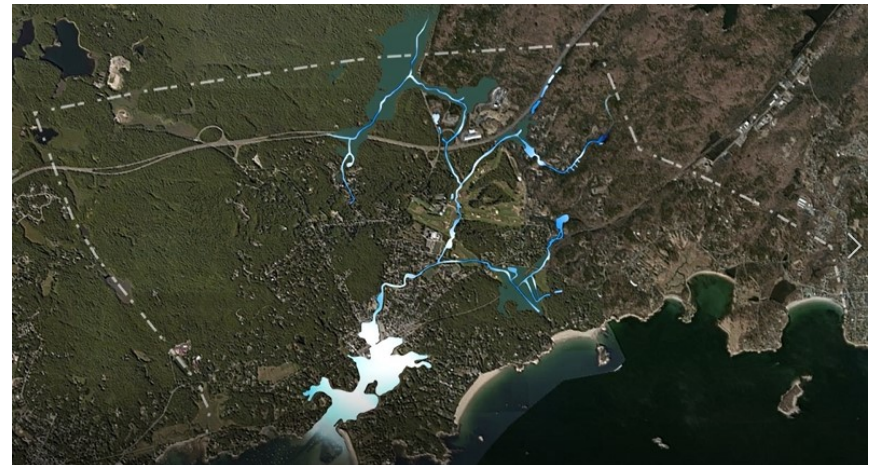
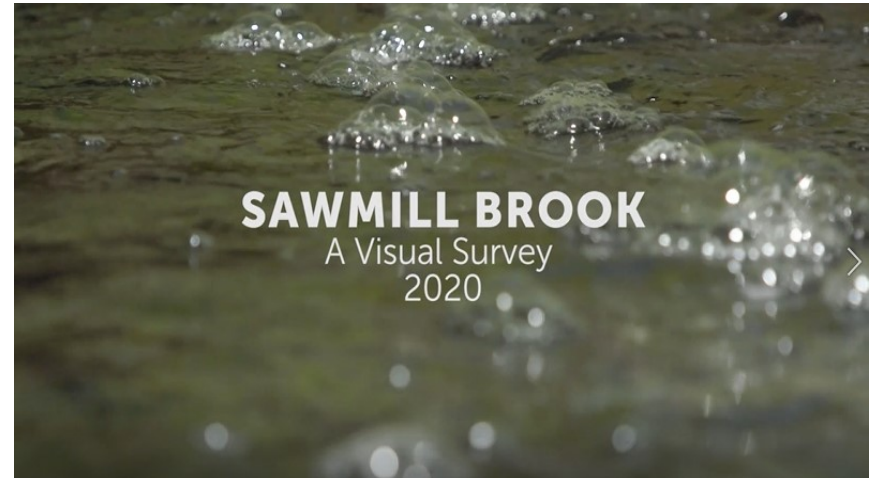
In accordance with the CPA Statute (MGL c.44B s.12 (a) and (b)), an acquisition of real property is required to be owned by the municipality and to be bound by a permanent restriction. Therefore, any open space acquisitions by the Town using CPA funds will require execution of a permanent restriction 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 June 2020 open space/recreation reserve balance, FY2021 approval of \$132,000 for an unspecified open space project, and the estimated minimum open space/recreation reserve for FY2021-2025 of approximately \$205K.

<i>CPA-Open Space/Recreation Reserve</i>	<i>\$</i>
Open Space/Recreation Reserve Balance (June 2020)	\$41,455
FY2021 OpenSpace/Recreation Projects (voted June 2020)	\$132,000
Estimated Minimum Open Space/Rec Reserve FY2021-2025	\$205,285
Total Actual + Estimated Open Space/Recreation Reserve	\$378,740



The video “Sawmill Brook A Visual Survey” can be seen at
<https://www.youtube.com/watch?v=zUEoWHAKLRo>

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. (An updated 2021 OSRP is in process.)

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 potential pickle ball courts.

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, and confirmed through the 2019 Master Plan process and 2019 Athletic Fields Master Plan, 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. In this category, the redevelopment of Sweeney Park is an important project currently under discussion.

Eligibility for Recreation Projects

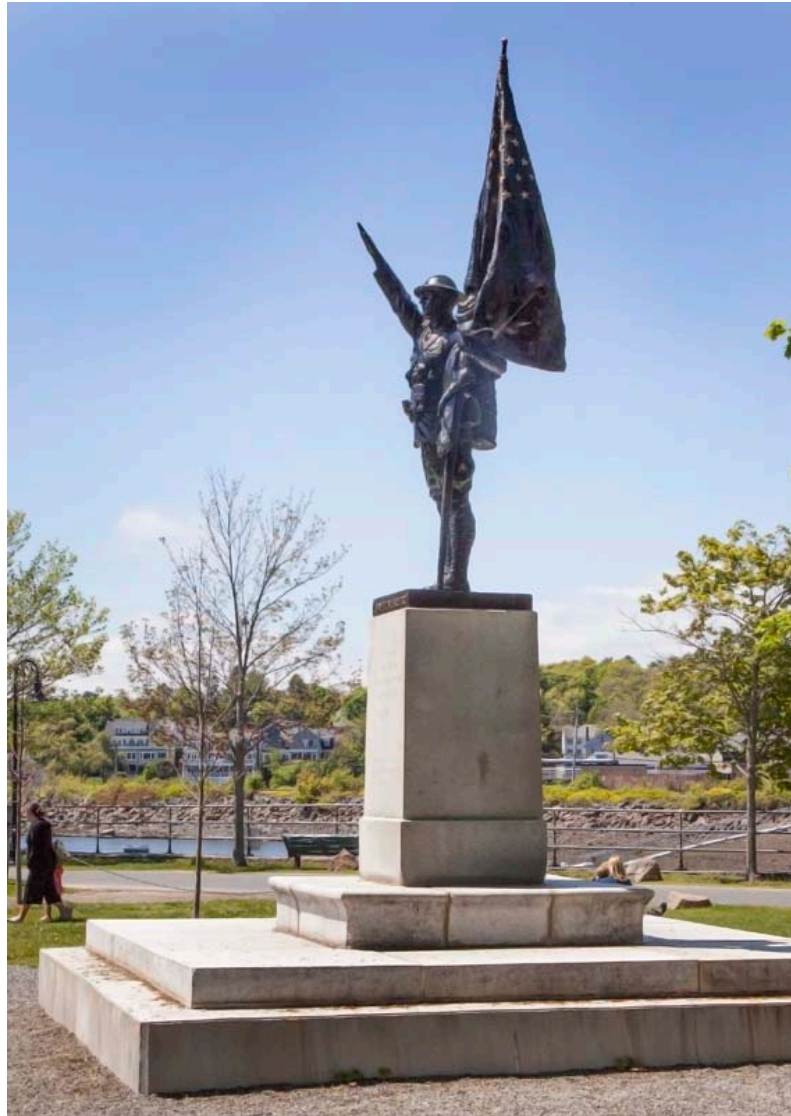
The CPA Statute defines recreational use as "active or passive recreational use including, but not limited to, the use of land for community gardens, trails, and noncommercial youth and adult sports, and the use of land as a park, playground, or athletic field." The definition goes on to prohibit "...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

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 estimates.



WWI Doughboy Statue at Masconomo Park

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