

Martha's Vineyard Housing Production Plan FY2018-2022

EXECUTIVE SUMMARY

**FUNDING PROVIDED BY THE MARTHA'S VINEYARD COMMISSION
AND THE COMMONWEALTH OF MASSACHUSETTS**

DRAFT

Prepared by

JM Goldson community preservation + planning
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Housing Production Plan Purpose

This Housing Production Plan (HPP) is a state-recognized planning tool that, under certain circumstances, permits towns to influence the location, type, and pace of affordable housing development. This regional HPP establishes a strategic plan for production of affordable housing that is based upon a comprehensive Island-wide housing needs assessment, prepared in 2013 and updated here, and provides a detailed analysis of development constraints due to infrastructure capacity, environmental constraints, protected open space, and regulatory barriers. The HPP describes how to support the Island's six towns at a regional level in the creation and preservation of affordable housing.

This plan supports the creation of at least 223 housing units, primarily rental, over five years (an average of 45 units per year) that are affordable to a range of household incomes including households at or below 30 percent and 50 percent AMI. This rate of housing production would support all of the Island towns reaching 10 percent through incremental production by 2036. In addition, this plan supports the creation of at least 71 ownership units over five years (an average of 14 units per year) that are affordable to households between 80 to 100 percent of the area median.

Housing Needs Assessment

Chapter 4, which provides a demographic profile of the Island, and Chapter 5, which describes local housing conditions, together provide analysis to determine the Island's priority housing needs. This understanding of current and future housing needs lays the groundwork for the Island-wide housing vision, goals, and strategies.

The Island's primary housing need is for more year-round rental housing units at all market levels including affordable rental units, especially for households with incomes at or below 50 percent AMI. In addition, the Island needs more diverse housing options such as two-family, townhouses, congregate, multi-family, service enriched, including transitional, and housing options for seasonal workers; a greater supply of year-round housing both rental and more affordable homeownership, especially for households with income less than 80 percent AMI as well as 80 to 100 percent AMI; and low/moderate income homeowner rehabilitation assistance.

Development Constraints Analysis

Some key findings of the development constraints analysis are as follows:

- The entire Island has been designated by EPA as a Sole-Source Aquifer, since groundwater is the Island's only source of drinking water. There is a plentiful supply of potable water, provided it is properly protected from contamination.
- Martha's Vineyard's saltwater ponds are in trouble. All of its saltwater ponds are fragile, nitrogen-sensitive waters. Their quality has declined noticeably in the last 20 years as watershed development has occurred — in particular from wastewater disposal from housing and commercial development.
- For many coastal ponds, the annual nitrogen produced by the current development already exceeds, and in some cases is double or triple, the acceptable nitrogen-loading limits. With projected future development, the problem will be even worse.
- Much of Martha's Vineyard is a large and complex Core Habitat, home to 65 rare and uncommon species, with 24 of those globally rare. In fact, the highest concentration of rare species in the state is near the center of the island in Corellus State Forest.

- About 65% of the Island (37,225 acres) has been designated by the Commonwealth as Priority Habitat for rare and endangered species of plants and animals.
- Overall, biodiversity is threatened by development as well as by inappropriate management practices such as habitat fragmentation, fire suppression, introduction of non-native landscapes, and the spread of invasive species.
- All water suppliers draw water from public wells, whose Zone IIs cover nearly 14 square miles (15% of the total land area of the Island). Development density is light in these Zone IIs, and water quality is good.
- Currently, wastewater from about 1,800 properties is treated in one of the Island's five wastewater treatment plants (Edgartown, Oak Bluffs, Tisbury, Airport, and Wampanoag Tribal Housing), while over 14,000 Vineyard properties (more than 90%) treat wastewater on site — in cesspools, in older septic systems, or in newer Title 5 septic systems.
- Local zoning regulations present barriers to developing affordable housing, particularly with lack of uniform affordable housing definitions and limited provisions for accessory apartments, multi-family housing, and mixed-use development.
- In addition, the Developments of Regional Impact (DRI) review process, while thorough and important to ensure high quality development projects that protect community and environmental resources, is an additional layer of procedure that lengthens and complicates the development review process.

Community Engagement Process

The Selectmen, Planning Boards and Housing Committees of all six towns held three community workshops, facilitated by the consultant team, to create housing visions, identify five-year goals, and prioritize implementation strategies. Community workshops were held in every Island town in September, November, and December 2016. In addition, the All-Island Planning Board issued an online survey about housing needs and strategies that had over 600 respondents.

Workshop 1: September 2016

The purpose of the first of the three community workshops was to introduce participants in each town to the Housing Production Plan (HPP) project scope and schedule, to discuss housing needs in the community and Island-wide, and to develop a preliminary housing vision for the community and the Island.

Workshop 2: November 2016

The purpose of the second of the three community workshops was to solicit participants' feedback in each town on the draft housing visions for their town and Island-Wide, to introduce the concept of HPP goals and strategies, to discuss the draft goals for their town and Island-Wide, and to begin to brainstorm strategy ideas to help achieve these goals.

Workshop 3: December 2016

The purpose of the third of three community workshops was to solicit participants' feedback in each town on the draft implementation strategies to encourage the creation of affordable housing in in their town and throughout Martha's Vineyard in the next five years. Additionally, participants were also asked to consider specific sites/areas in their town that would be appropriate for the development of affordable housing.

Island-Wide Housing Vision

Workshop participants envision that in 2027 Martha's Vineyard's communities will work cooperatively to address Island-wide housing needs and that the Island will still be treasured by residents and visitors for its pristine natural landscapes, unsurpassed scenic views, historic charm, and unique mix of communities with the feeling of both town and country. Island residents will continue to form a multi-faceted, diverse community with an easy, friendly vibe and strong, community-minded spirit. Residents will continue to value the Vineyard's relaxed pace and peaceful lifestyle, quality schools, opportunities to enjoy nature, and the Island as an isolated safe-haven with easy access to the world beyond. Increased housing options will provide greater opportunities for residents of all ages and income levels to live on the Island year-round and help sustain the Vineyard as a welcoming, supportive, and unique place.

Workshop participants want all Island communities will embrace Island-wide solutions to address the Vineyard's housing needs and that collaborative efforts will create affordable housing in all towns as well as include cost-sharing to support the services and infrastructure needed to create new housing - schools, wastewater treatment, drinking water supply, roads, public transportation, and environmental and water quality protection. Affordable housing and diverse housing options will be scattered throughout all communities in forms to reinforce and enhance each location's unique identity and character. The Martha's Vineyard Commission will promote creation of affordable housing with a streamlined regulatory review process. In addition, dormitory-style housing will be privately build by employers to house seasonal employees, which will help to increase the availability of year-round housing on the Island, while supporting the Vineyard's important tourism economy.

Community members see all Island towns providing housing options that preserve the small-town feel and scenic vistas in out-of-town areas through alternative site planning including clustered development, creative conversion of large older homes to multi-family apartments, more year-round accessory apartments and guest houses, and tiny/micro houses.

In addition, for in-town/village areas, towns will promote appropriately-scaled and well-integrated mixed-use and/or residential uses through reuse of existing buildings and/or new development that is in keeping with neighborhood character.

In addition, as the Island population is expected to continue to age, regional efforts will help create housing options to support aging on the Island including smaller units for older adults looking to downsize, accessory apartments and guesthouses for caregivers, service-enriched independent and assisted living facilities, as well as multi-generational housing options.

The community hopes that, by working together, the Island can successfully lobby for expanded regional funding source for affordable housing such as the establishment of a Vineyard Housing Bank (modeled after the Martha's Vineyard Land Bank), or some other revenue stream, that will generate funds to primarily support the creation of affordable year-round rental housing on the Island. In addition, the Island communities will work to pool together and increase the share of local Community Preservation Act funds directed to create affordable year-round rental and ownership housing on the Island for low/moderate income and middle-income households.

Island-Wide Housing Goals

Goal 1: Housing Options

Increase housing options with more alternatives to conventional single-family houses in all Island towns, especially year-round rental options, to provide greater opportunities for residents of all ages to live on the Island year-round and help sustain the Vineyard as a diverse and healthy community. Such alternative year-round housing options could include adaptive reuse of existing buildings, eco-friendly housing, accessory dwelling units, duplexes, mixed-income multi-family apartments, supportive housing, micro houses/apartments, cottage-style houses, and top-of-shop/mixed-use housing in appropriate locations.

Goal 2: Household Types

Integrate more year-round affordable and market-rate housing options to support housing needs for people of all ages and household compositions, including families, seniors, young singles and couples, people with disabilities, low-income as well as middle-income households, and to provide permanent supportive housing options for families and individuals experiencing or at-risk of homelessness. This includes creating more year-round rental units, with supportive services to help build independent living and connections to community-based health care and employment services, that are affordable to extremely low- and very low-income households. In addition, private housing options that support aging on the Island should be encouraged through zoning updates including allowing smaller units for older adults looking to downsize; housing for caregivers, such as accessory apartments and guest houses; service-enriched independent and assisted living facilities; congregate living opportunities; as well as multi-generational and mixed-income housing.

Goal 3: Economic Vitality

Encourage the creation of more year-round and seasonal workforce housing, which are both important to support the Vineyard's regional economy and its efforts to sustain and expand year-round jobs. In particular, encourage creation of seasonal workforce housing options in partnership with Island employers including well-designed, located, and managed dormitory-style housing for seasonal employees with possible off-season use, such as an emergency homeless shelter. Also encourage year-round rental and ownership housing affordable to low/moderate and middle-income households to support needs of the year-round workforce.

Goal 4: Community Character and Smart Growth

Direct new housing growth consistent with each community's unique identity and character based on smart growth principles with more diverse housing options provided in areas that have greater access to services and infrastructure, designed to be in keeping with neighborhood character and historic integrity, and alternative approaches to create affordable housing in out-of-town areas including conversion of existing houses, reuse of barns or other outbuildings for housing, and clustered housing to preserve scenic vistas, natural habitat, and rural features.

Goal 5: Resources & Capacity

Embrace Island-wide solutions to address the Vineyard's housing needs with collaborative efforts that include equitable cost-sharing to support services and infrastructure, including wastewater infrastructure, needed to create new housing. In addition, work collaboratively to expand land and funding resources, including pooling CPA funding for regional housing projects, and expand capacity to support the creation of affordable year-round rental housing on the Island and ongoing monitoring of affordable units.

Goal 6: Numerical Production

Support the creation of at least 223 low/moderate income (LMI)¹ units, primarily rental, over five years (an average of 45 LMI housing units per year) that will count on the Subsidized Housing Inventory and are affordable to a range of household incomes including extremely low- and very low-income households. This rate of LMI housing production would support all of the Island towns reaching 10% through incremental production (0.5% of year round housing units) by 2036.

In addition, support creation of at least 71 ownership units over five years that are affordable to households between 80-100% of the area median.

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¹ LMI household is a household at or below 80% of the area median income.

Island-Wide Strategies

To achieve Island's ten-year housing vision and five-year goals will require the Island communities' focused effort to implement a variety of local and Island-wide initiative strategies and local and Island-wide regulatory strategies. The local and Island-wide strategies are presented as a package of strategies rather than a menu of choices because they are designed to work together to be most effective. They are like pieces of a puzzle that, when assembled and embraced together, can help the community accomplish its goals. The Island-wide strategies include Island-wide Initiative strategies and regulatory strategies, as briefly described below.

Island-Wide Initiative Strategies

Island-wide initiative strategies are initiatives that deal with capacity and resources including expanding funding resources. For these strategies to have maximum effect and success, it will be critical for each town on the Island to contribute with active support and coordinated efforts. Most of the Island-wide strategies would require special legislation, which will require a great deal of local political support to promote state adoption.

1. Advocate for adoption of a housing bank through special legislation to increase the existing real estate transfer fee by 0.5 percent to generate revenue for the creation of affordable housing
2. Advocate for adoption of special legislation to create a seasonal rentals excise
3. Advocate for adoption of property tax incentives to encourage affordable year-round rental of units to households with up to 80 percent AMI
4. Support creation of an Island Seasonal Employee Housing Task Force and its initiatives
5. Explore creation of an Island-wide or sub-regional housing trust

Island-Wide Regulatory Strategies

Island-wide regulatory strategies are intended to support development policies and regulatory reform to create affordable housing in all the Island communities. The imbalance between housing supply and housing demand on Martha's Vineyard means that regulatory reform alone will not solve all of the Island's affordable housing problems - often, Chapter 40B is the best way to create affordable housing because of the design flexibility that comes with a comprehensive permit. Still, zoning techniques to increase supply can, when paired with other actions, provide new opportunities for growing the affordable housing inventory.

6. Develop a model accessory apartment bylaw
7. Develop a model multifamily housing bylaw
8. Develop a model infill bylaw
9. Develop a model Natural Resource Protection Zoning (NRPZ)
10. Develop a mixed-use development bylaw
11. Conduct a zoning audit for each town and assist with zoning bylaw updates
12. Align Martha's Vineyard Commission regulations and procedures with affordable housing production policies
13. Develop model Chapter 40B review guidelines

The following matrix summarizes the strategies incorporated in the Housing Production Plan and demonstrates which goals each strategy could help achieve.

	Goal 1: Housing Options	Goal 2: Household Types	Goal 3: Economic Vitality	Goal 4: Community Character and Smart Growth	Goal 5: Resources and Capacity	Goal 6: Numerical Production
Strategy 1: Advocate for adoption of special legislation to increase the existing real estate transfer fee by 0.5 percent to promote creation of affordable housing					*	
Strategy 2: Advocate for adoption of special legislation to create a seasonal rentals excise					*	
Strategy 3: Advocate for adoption of property tax incentives to encourage affordable year-round rental of units to households with up to 80 percent AMI*	*			*		*
Strategy 4: Support creation of an Island Seasonal Housing Task Force and its initiatives	*	*	*		*	
Strategy 5: Explore creation of an Island-wide or sub-regional housing trust					*	
Strategy 6: Develop a model accessory apartment bylaw	*	*		*		
Strategy 7: Develop a model multifamily housing bylaw	*	*		*		*
Strategy 8: Develop a model infill bylaw	*	*		*		*
Strategy 9: Develop a model Natural Resource Protection Zoning (NRPZ)	*	*		*		*
Strategy 10: Develop a mixed-use development bylaw	*	*	*	*		*
Strategy 11: Conduct a zoning audit for each town and assist with zoning bylaw updates*						
Strategy 12: Align Martha's Vineyard Commission regulations and procedures with affordable housing production policies	*	*				*
Strategy 13: Develop model Chapter 40B review guidelines	*	*				*
*While Strategy 11 wouldn't directly support the plan's goals, it provides a critical foundation for the other regulatory strategies.						

MARTHA'S VINEYARD

HOUSING PRODUCTION PLAN FY2018-2022

**FUNDING PROVIDED BY THE MARTHA'S
VINEYARD COMMISSION AND THE
COMMONWEALTH OF MASSACHUSETTS**

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FOR PUBLIC REVIEW**

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Acronyms

ACS	US Census Bureau's American Community Survey
AMI	Area Median Income
DHCD	MA Department of Housing and Community Development
MAPC	Metropolitan Area Planning Council
MOE	Margins of Error
MVC	Martha's Vineyard Commission
SHI	Subsidized Housing Inventory

Key Definitions

The following definitions are for key terms used throughout the document and are based on information from the U.S. Census Bureau, unless otherwise noted:

Chapter 40B (MGL c.40B) – Massachusetts General Laws c.40B, §§ 20 through 23. Chapter 40B permits developers of projects that include a sufficient level of subsidized low and moderate income housing units to apply for a Comprehensive Permit from the local zoning board of appeals (the "Board").

Cost Burdened – Households who pay more than 30 percent of their income for housing.

Disability – The American Community Survey defines disability as including difficulties with hearing, vision, cognition, ambulation, self-care, and independent living.

Family - A family is a group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together; all such people (including related subfamily members) are considered as members of one family.

Household – A household includes the related family members and all the unrelated people, if any, such as lodgers, foster children, wards, or employees who share the housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit such as partners or roomers, is also counted as a household. The count of households excludes group quarters.

Housing Unit - A housing unit is a house, an apartment, a mobile home or trailer, a group of rooms, or a single room that is occupied, or, if vacant, is intended for occupancy as separate living quarters.

Median Age – The age which divides the population into two numerically equal groups; that is, half the people are younger than this age and half are older.

Median Income – Median income is the amount which divides the income distribution into two equal groups, half having incomes above the median, half having incomes below the median. The medians for households, families, and unrelated individuals are based on all households, families, and unrelated individuals, respectively. The medians for people are based on people 15 years old and over with income.

Millennials – The demographic cohort following Generation X. There are no precise dates when the generation starts and ends. Researchers and commentators use birth years ranging from the early 1980s to the early 2000s. (en.wikipedia.org/wiki/millennials.)

Poverty – Following the Office of Management and Budget's (OMB's) Directive 14, the Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is poor. If a family's total income is less than that family's threshold, then that family, and every individual in it, is considered poor. The poverty thresholds do not vary geographically, but they are updated annually for inflation with the Consumer Price Index (CPI-U). The official poverty definition counts money income before taxes and excludes capital gains and noncash benefits (such as public housing, medicaid, and food stamps). Thresholds by year and households size are found at this link: <https://www.census.gov/hhes/www/poverty/data/threshold/>.

Subsidized Housing Inventory – The list compiled by DHCD containing the count of Low or Moderate Income Housing units by city or town.

CHAPTER I

INTRODUCTION

Housing Production Plan Purpose

This Housing Production Plan (HPP) is a state-recognized planning tool that, under certain circumstances, permits towns to influence the location, type, and pace of affordable housing development. This regional HPP establishes a strategic plan for production of affordable housing that is based upon a comprehensive Island-wide housing needs assessment, prepared in 2013 and updated here, and provides a detailed analysis of development constraints due to infrastructure capacity, environmental constraints, protected open space, and regulatory barriers. The HPP describes how to support the Island's six towns at a regional level in the creation and preservation of affordable housing.

Under Massachusetts General Laws Chapter 40B Section 20-23 (C.40B), the Commonwealth's goal is for all Massachusetts municipalities is to have 10 percent of housing units affordable to low/moderate income households or affordable housing on at least 1.5 percent of total land area. As of December 2014, the state's Subsidized Housing Inventory (SHI) showed that the six towns provide from 0.7 percent to 25.9 percent of total year-round housing units as affordable.¹ This plan supports the creation of at least 223 housing units, primarily rental, over five years (an average of 45 units per year) that are affordable to a range of household incomes including households at or below 30 percent and 50 percent AMI. This rate of housing production would support all of the Island towns reaching 10 percent through incremental production by 2036. In addition, this plan supports the creation of at least 71 ownership units over five years (an average of 14 units per year) that are affordable to households between 80 to 100 percent of the area median.

Report Organization

This Housing Production Plan is organized in seven chapters as follows:

1. Chapter 1 provides an overview of the purpose of the plan, a community overview, description of planning methodology, and summary of housing needs.
2. Chapter 2 describes a housing vision for the Island and five-year goals, as identified through the planning process associated with development of this plan.
3. Chapter 3 describes Island-wide housing strategies, both regulatory and regional initiatives, to achieve the plan's goals.
4. Chapter 4 provides a demographic profile of the Island.
5. Chapter 5 provides an analysis of regional housing conditions including housing supply, residential market indicators, and affordable housing characteristics.
6. Chapter 6 describes Island-wide development constraints and limitations including environmental constraints, infrastructure capacity, regulatory barriers.
7. Chapter 7 describes local and regional capacity and resources to create and preserve affordable housing Island-wide.

¹ Department of Housing and Community Development. *Chapter 40B Subsidized Housing Inventory*. December 5, 2014.

Martha's Vineyard Community Overview²

Located about three miles off the coast of Cape Cod, the Martha's Vineyard is a 100-square-mile island. The Island is a terminal moraine, marking the southern progression of the last Ice Age. Home to the Wampanoag Native Americans, it was settled by Europeans in the mid 17th century.

Today, year-round residents, seasonal residents – many of whom own second homes – and hundreds of thousands of short-term visitors live on or come to the Island, attracted by the unique natural, historical, and cultural values that define the beauty and character of Martha's Vineyard.

As a coastal island, Martha's Vineyard's climate is influenced by warm Gulf Stream waters that moderate the Island's seasons. Summers are a bit cooler than the mainland, providing refuge from nearby hot and humid metropolitan areas such as Boston and New York. Winters are milder and autumn generally lasts longer than on the mainland, providing a more favorable climate for vacationers year-round.

Each of the Island's towns reflects its origins: Edgartown as the historical home of master seamen during the whaling era and still the seat of County government; Tisbury as the Island's year round gateway and market town, Oak Bluffs as the Island's first summer resort and continued concentration of summer activity, West Tisbury and Chilmark as agricultural villages, Aquinnah (formerly called Gay Head) as the Island's remaining Wampanoag Indian settlement and the site of perhaps the Island's most recognizable feature and only National Natural Landmark – Gay Head Cliffs. Three-quarters of the Island's population is distributed equally among the three "Down-Island" towns: Tisbury, Oak Bluffs and Edgartown, each with a busy commercial town center. Vineyard Haven in Tisbury serves as the Island's main port, seconded by Oak Bluffs in the summertime. The three "Up-Island" towns, West Tisbury, Chilmark and Aquinnah are more rural in character.

From 1900 to 1960, the year-round population of the Vineyard increased a bit more than 30%. The population doubled in the last quarter of the 20th Century, increasing 30% each decade. By comparison, in the 1990s, the year-round population increased only 6% in all of Massachusetts. As a seasonal vacation area, the number of people on the Island changes dramatically from one season to the next. The Martha's Vineyard Commission estimates that the nearly 15,000 year-round Vineyard population in 2000 swelled to about 75,000 during the peak summer months of July and August. This summer population is made up of several distinct groups, each with its own influences and needs.

It is easy to understand why the cornerstone of the Island's economy is providing services to seasonal residents and visitors. Island-wide, there are more seasonal homes – houses not occupied in the winter – than year-round homes. Only Tisbury and West Tisbury have more year-round homes than seasonal ones. The service, retail trade, construction, and finance, insurance and real estate sectors – mainly seasonal industries – account for more than half of Island jobs. The tourism and service industry is highly image-conscious, seasonal and labor intensive. Nevertheless, a large majority of the businesses on the Island employ four or fewer workers each. As the year-round population continues to expand, more businesses are needed and supported throughout the year. Martha's Vineyard is marked by relative seclusion from the mainland, by its highly variable seasonal populations, by its lifestyles and landscapes dominated by the ocean and salt ponds, and by economic constraints unique to island communities.

² Martha's Vineyard Commission. *Tisbury Community Development Plan*. 2004.

Planning Methodology

DATA SOURCES

The U.S. Census Bureau's Decennial Censuses of 2000 and 2010 and the 20010-2014 American Community Survey (ACS) were the primary sources of data for the needs assessment. The U.S. Census counts every resident in the United States by asking 10 questions, whereas the ACS provides estimates based on a sample of the population for more detailed information. It is important to be aware of the margins of error (MOE) attached to the ACS estimates, which is based on a sample and not on a complete count, especially in smaller geographies including Aquinnah and Chilmark. – the Island's smallest towns.

Data was also gathered from a variety of available sources including: The Warren Group; Massachusetts Department of Revenue; Massachusetts Department of Education; Massachusetts Department of Housing and Community Development; as well as the Martha's Vineyard Commission and the six Island towns.

The report builds on past work, particularly the following plans and studies:

- Town of Aquinnah. *Aquinnah Open Space and Recreation Plan*. 2000.
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Summary of Key Housing Needs

Chapter 4, which provides a demographic profile of the Island, and Chapter 5, which describes local housing conditions, together provide analysis to determine the Island's priority housing needs. This understanding of current and future housing needs lays the groundwork for the Island-wide housing vision, goals, and strategies.

Together, the towns on Martha's Vineyard have five percent of total year-round housing stock counted on the SHI towards the state's MGL c.40B goal of 10 percent of year-round units as affordable, with 411 units listed on the SHI. In addition, there are 431 affordable units that are not listed on the SHI: 111 are only temporarily affordable due to home rehabilitation funds; 44 are accessory apartments; and 122 are ownership units and 26 are rental units affordable to households above 80 percent AMI. In addition, the Island communities have 99 households with rental assistance vouchers.³

The Island has unmet local housing needs that are not served with the existing affordable and community housing units. About 40 percent of year-round households in Island-wide have income at or below 80 percent of the area median income (AMI) and over 1,100 - more than half of these year-round households - are severely housing cost burdened (spending more than 50 percent of their total gross income on housing.)

The Island's year-round population is expected to grow about 12 percent between 2010 and 2035 and have significant growth in the older adult population. Older adults tend to have significantly lower income on the Island, as well as in the county and state. This indicates a need for more housing options to meet the

³ Source for non-SHI affordable unit and rental voucher data: Island Housing Trust, provided to author June-July 2016.

needs of older adults including alternatives that are smaller, accessible, and have minimal maintenance needs. However, the Island lacks diverse housing types with 91 percent single-family and has a shortage of year-round rental units with rental only comprising 22 percent of total year-round housing stock.

With only 38 percent of housing available year-round, tight year-round supply pushes prices up. In 2016, median sales price for a single-family home ranged from \$644,500 in Oak Bluffs to \$1,395,000 in Aquinnah. The income needed to afford these prices range from \$170,000 to \$340,000 and the median household income for Duke's County was an estimated \$65,581.⁴

The Island's primary housing need is for more year-round rental housing units at all market levels including affordable rental units, especially for households with incomes at or below 50 percent AMI. In addition, the Island needs more diverse housing options such as two-family, townhouses, congregate, multi-family, service enriched, including transitional, and housing options for seasonal workers; a greater supply of year-round housing both rental and more affordable homeownership, especially for households with income less than 80 percent AMI as well as 80 to 100 percent AMI; and low/moderate income homeowner rehabilitation assistance.

⁴ Source for median income: 2010-2014 ACS.

HOUSING VISION & GOALS

The housing vision and goals included in this chapter are aimed primarily at creating more housing choice and affordable housing on the Island while recognizing and supporting the Island communities' ability to achieve other interrelated community goals, including goals for protection of historic and natural resources as well as strengthening the regional economy. The community developed the housing vision and goals through a detailed analysis of housing needs, input from town officials and community members, guidance from the All Island Planning Board Housing Work Group, as well as the consultant team's review of relevant planning documents.

Island-Wide Housing Vision

Workshop participants envision that in 2027 Martha's Vineyard's communities will work cooperatively to address Island-wide housing needs and that the Island will still be treasured by residents and visitors for its pristine natural landscapes, unsurpassed scenic views, historic charm, and unique mix of communities with the feeling of both town and country. Island residents will continue to form a multi-faceted, diverse community with an easy, friendly vibe and strong, community-minded spirit. Residents will continue to value the Vineyard's relaxed pace and peaceful lifestyle, quality schools, opportunities to enjoy nature, and the Island as an isolated safe-haven with easy access to the world beyond. Increased housing options will provide greater opportunities for residents of all ages and income levels to live on the Island year-round and help sustain the Vineyard as a welcoming, supportive, and unique place.

Workshop participants want all Island communities will embrace Island-wide solutions to address the Vineyard's housing needs and that collaborative efforts will create affordable housing in all towns as well as include cost-sharing to support the services and infrastructure needed to create new housing - schools, wastewater treatment, drinking water supply, roads, public transportation, and environmental and water quality protection. Affordable housing and diverse housing options will be scattered throughout all communities in forms to reinforce and enhance each location's unique identity and character. The Martha's Vineyard Commission will promote creation of affordable housing with a streamlined regulatory review process. In addition, dormitory-style housing will be privately build by employers to house seasonal employees, which will help to increase the availability of year-round housing on the Island, while supporting the Vineyard's important tourism economy.

Community members see all Island towns providing housing options that preserve the small-town feel and scenic vistas in out-of-town areas through alternative site planning including clustered development, creative conversion of large older homes to multi-family apartments, more year-round accessory apartments and guest houses, and tiny/micro houses.

In addition, for in-town/village areas, towns will promote appropriately-scaled and well-integrated mixed-use and/or residential uses through reuse of existing buildings and/or new development that is in keeping with neighborhood character.

In addition, as the Island population is expected to continue to age, regional efforts will help create housing options to support aging on the Island including smaller units for older adults looking to downsize, accessory

apartments and guesthouses for caregivers, service-enriched independent and assisted living facilities, as well as multi-generational housing options.

The community hopes that, by working together, the Island can successfully lobby for expanded regional funding source for affordable housing such as the establishment of a Vineyard Housing Bank (modeled after the Martha's Vineyard Land Bank), or some other revenue stream, that will generate funds to primarily support the creation of affordable year-round rental housing on the Island. In addition, the Island communities will work to pool together and increase the share of local Community Preservation Act funds directed to create affordable year-round rental and ownership housing on the Island for low/moderate income and middle-income households.

Island-Wide Housing Goals

GOAL 1: HOUSING OPTIONS

Increase housing options with more alternatives to conventional single-family houses in all Island towns, especially year-round rental options, to provide greater opportunities for residents of all ages to live on the Island year-round and help sustain the Vineyard as a diverse and healthy community. Such alternative year-round housing options could include adaptive reuse of existing buildings, eco-friendly housing, accessory dwelling units, duplexes, mixed-income multi-family apartments, supportive housing, micro houses/apartments, cottage-style houses, and top-of-shop/mixed-use housing in appropriate locations.

GOAL 2: HOUSEHOLD TYPES

Integrate more year-round affordable and market-rate housing options to support housing needs for people of all ages and household compositions, including families, seniors, young singles and couples, people with disabilities, low-income as well as middle-income households, and to provide permanent supportive housing options for families and individuals experiencing or at-risk of homelessness. This includes creating more year-round rental units, with supportive services to help build independent living and connections to community-based health care and employment services, that are affordable to extremely low- and very low-income households. In addition, private housing options that support aging on the Island should be encouraged through zoning updates including allowing smaller units for older adults looking to downsize; housing for caregivers, such as accessory apartments and guest houses; service-enriched independent and assisted living facilities; congregate living opportunities; as well as multi-generational and mixed-income housing.

GOAL 3: ECONOMIC VITALITY

Encourage the creation of more year-round and seasonal workforce housing, which are both important to support the Vineyard's regional economy and its efforts to sustain and expand year-round jobs. In particular, encourage creation of seasonal workforce housing options in partnership with Island employers including well-designed, located, and managed dormitory-style housing for seasonal employees with possible off-season use, such as an emergency homeless shelter. Also encourage year-round rental and ownership housing affordable to low/moderate and middle-income households to support needs of the year-round workforce.

GOAL 4: COMMUNITY CHARACTER AND SMART GROWTH

Direct new housing growth consistent with each community's unique identity and character based on smart growth principles with more diverse housing options provided in areas that have greater access to services and infrastructure, designed to be in keeping with neighborhood character and historic integrity, and alternative approaches to create affordable housing in out-of-town areas including conversion of existing houses, reuse of barns or other outbuildings for housing, and clustered housing to preserve scenic vistas, natural habitat, and rural features.

GOAL 5: RESOURCES & CAPACITY

Embrace Island-wide solutions to address the Vineyard's housing needs with collaborative efforts that include equitable cost-sharing to support services and infrastructure, including wastewater infrastructure, needed to create new housing. In addition, work collaboratively to expand land and funding resources, including pooling CPA funding for regional housing projects, and expand capacity to support the creation of affordable year-round rental housing on the Island and ongoing monitoring of affordable units.

GOAL 6: NUMERICAL PRODUCTION

Support the creation of at least 223 low/moderate income (LMI)⁵ units, primarily rental, over five years (an average of 45 LMI housing units per year) that will count on the Subsidized Housing Inventory and are affordable to a range of household incomes including extremely low- and very low-income households. This rate of LMI housing production would support all of the Island towns reaching 10% through incremental production (0.5% of year round housing units) by 2036.

In addition, support creation of at least 71 ownership units over five years that are affordable to households between 80-100% of the area median.

⁵ LMI household is a household at or below 80% of the area median income.

CHAPTER 3

HOUSING STRATEGIES

To achieve Island's ten-year housing vision and five-year goals will require the Island communities' focused effort to implement a variety of local and Island-wide initiative strategies and local and Island-wide regulatory strategies. The local and Island-wide strategies are presented as a package of strategies rather than a menu of choices because they are designed to work together to be most effective. They are like pieces of a puzzle that, when assembled and embraced together, can help the community accomplish its goals. The Island-wide strategies include Island-wide Initiative strategies and regulatory strategies, as briefly described below.

This chapter includes descriptions of Island-wide initiative strategies and Island-wide regulatory strategies, and provides an action plan. The strategies are listed immediately below and discussed in more detail on the following pages:

Island-wide Initiative Strategies

1. Advocate for adoption of special legislation to increase the existing real estate transfer fee by 0.5% to promote creation of affordable housing
2. Advocate for adoption of special legislation to create a seasonal rentals excise
3. Advocate for adoption of property tax incentives to encourage affordable year-round rental of units to households with up to 80 percent AMI
4. Support creation of an Island Seasonal Housing Task Force and its initiatives
5. Explore creation of an Island-wide or sub-regional housing trust

Island-Wide Regulatory Strategies

6. Develop a model accessory apartment bylaw
7. Develop a model multifamily housing bylaw
8. Develop a model infill bylaw
9. Develop a model Natural Resource Protection Zoning (NRPZ)
10. Develop a mixed-use development bylaw
11. Conduct a zoning audit for each town and assist with zoning bylaw updates
12. Align Martha's Vineyard Commission regulations and procedures with affordable housing production policies
13. Develop model Chapter 40B review guidelines

	Goal 1: Housing Options	Goal 2: Household Types	Goal 3: Economic Vitality	Goal 4: Community Character and Smart Growth	Goal 5: Resources and Capacity	Goal 6: Numerical Production
Strategy 1: Advocate for adoption of special legislation to increase the existing real estate transfer fee by 0.5 percent to promote creation of affordable housing					*	
Strategy 2: Advocate for adoption of special legislation to create a seasonal rentals excise					*	
Strategy 3: Advocate for adoption of property tax incentives to encourage affordable year-round rental of units to households with up to 80 percent AMI*	*			*		*
Strategy 4: Support creation of an Island Seasonal Housing Task Force and its initiatives	*	*	*		*	
Strategy 5: Explore creation of an Island-wide or sub-regional housing trust					*	
Strategy 6: Develop a model accessory apartment bylaw	*	*		*		
Strategy 7: Develop a model multifamily housing bylaw	*	*		*		*
Strategy 8: Develop a model infill bylaw	*	*		*		*
Strategy 9: Develop a model Natural Resource Protection Zoning (NRPZ)	*	*		*		*
Strategy 10: Develop a mixed-use development bylaw	*	*	*	*		*
Strategy 11: Conduct a zoning audit for each town and assist with zoning bylaw updates*						
Strategy 12: Align Martha's Vineyard Commission regulations and procedures with affordable housing production policies	*	*				*
Strategy 13: Develop model Chapter 40B review guidelines	*	*				*
*While Strategy 11 wouldn't directly support the plan's goals, it provides a critical foundation for the other regulatory strategies.						

Island-Wide Initiative Strategies

The following strategies are Island-wide initiatives. For these strategies to have maximum effect and success, it will be critical for each town on the Island to contribute with active support and coordinated efforts. Most of the Island-wide strategies would require special legislation, which will require a great deal of local political support to promote state adoption.

I. ADVOCATE FOR ADOPTION OF A HOUSING BANK THROUGH SPECIAL LEGISLATION TO INCREASE THE EXISTING REAL ESTATE TRANSFER FEE BY 0.5 PERCENT TO GENERATE REVENUE FOR THE CREATION OF AFFORDABLE HOUSING

The idea to create a housing bank, based on the Martha's Vineyard Land Bank, is not a new idea. Island residents have discussed this idea for well over a decade – the housing bank concept was approved in nonbinding form by all six towns in the spring 2005, but the bill was defeated by Massachusetts house of representatives in July 2006.⁶ Other municipalities have proposed such a real estate transfer fee for housing recently including Nantucket and Provincetown – both attempts appear stalled. Workshop participants in all towns expressed interest in pursuing this effort again, with some expressing concerns over likely success and effort required. Multiple workshop participants suggested to try for a more modest fee of 0.5% (in 2006, a 1% surcharge was proposed).

The housing bank could be modelled on the Martha's Vineyard Land Bank, which was established in 1986 and has conserved over 3,100 acres through revenue generated by a 2% surcharge on most real estate transfers occurring in the six towns. As described above, the Martha's Vineyard Land Bank has an affordable housing policy that expresses its willingness to consider support for an increase in the existing 2% transfer fee. In addition, the land bank policy states its willingness to serve as the fee collection agency.

Implementation Milestones:

- Island towns, the Martha's Vineyard Commission, Island housing organizations, and Martha's Vineyard Land Bank Commission to establish an Island housing legislation coalition (that could also work on other Island-wide strategies involving special legislation).
- Local town meetings to consider adopting a local resolution to support housing bank legislation approval.
- Work with the coalition and the district's state senator and representative to sponsor the bill.⁷
- Coalition to raise funds to support lobbying effort.

⁶ Fein, Ian, "State Defeats Housing Bank" *Vineyard Gazette*, July 31, 2006. <https://vineyardgazette.com/news/2006/07/31/state-defeats-housing-bank>

⁷ Legislators for Dukes County at time of this writing (12/31/16): Senator Daniel A. Wolf and Representative Timothy R. Madden

2. ADVOCATE FOR ADOPTION OF SPECIAL LEGISLATION TO CREATE A SEASONAL RENTALS EXCISE

Currently any city or town is authorized by MA state law to, *“impose a local excise tax upon the transfer of occupancy of any room or rooms in a bed and breakfast establishment, hotel, lodging house or motel located within such city or town by any operator at a rate up to, but not exceeding, 6 per cent of the total amount of rent for each such occupancy” (MGL Chapter 64G, Section 3A).*

Five of the six communities on the Vineyard currently impose a local room excise tax in accordance with this law. The towns of Aquinnah, Chilmark, and Edgartown impose a 4% tax while the towns of Oak Bluffs and Tisbury impose a 6% tax (Services 2014). The Town of West Tisbury doesn't currently impose a local room excise tax. However, MGL c.64G, s.3A doesn't currently allow for taxation of seasonal rental property.⁸ Multiple attempts to allow for taxation of seasonal properties have been proposed recently including bills for the towns of Wellfleet, Provincetown, and Brewster.

Such special legislation, which could be proposed as a coordinated effort among all six towns, could potentially generate millions of dollars in revenue to support affordable housing initiatives on the Island. Workshop participants in all communities expressed some level of support for such an Island-wide initiative, which some participants expressing reservations about the effort and likely success of such an initiative.

Implementation Milestones:

- Island towns, the Martha's Vineyard Commission, and Island housing organizations to establish an Island housing legislation coalition (that could also work on other Island-wide strategies involving special legislation).
- Local town meetings to consider adopting a local resolution to support seasonal rental excise legislation approval.
- Work with the coalition and the district's state senator and representative to sponsor the bill.
- Coalition to raise funds to support lobbying effort.

3. ADVOCATE FOR ADOPTION OF PROPERTY TAX INCENTIVES TO ENCOURAGE AFFORDABLE YEAR-ROUND RENTAL OF UNITS TO HOUSEHOLDS WITH UP TO 80 PERCENT AMI

The Island's housing issues are exacerbated by competing markets for limited housing stock. Time after time workshop participants expressed concern over lack of year-round rentals and the impact this housing issue has on retaining year-round workers including teachers, municipal employees, and others.

Based on the 2002 Special Act in Provincetown, the Island communities could participate in a coordinated Island-wide effort to submit similar legislation to create a local property tax incentive that waives property tax for rent units if rented year-round to low-income households. In Provincetown, according to information provided by the town's community housing specialist for FY2016, there were 116 affordable year-round rental units created as a result of this tax incentive. The average annual tax exemption per unit was \$858. These are units that otherwise may have been rented seasonally. While the tax incentive doesn't offset the funds that could be gained from weekly seasonal rentals, it does allow for up to 100% tax exemption if 100% of the property is rented year-round to a household with income up to 80 percent AMI and helps to encourage the public to maintain year-round rentals. Note that property owners still pay property taxes on other units they own (including the unit they live in, if any).

⁸ LDS Consulting Group, *Study on Martha's Vineyard Seasonal Rental*, prepared by Island Housing Trust, July 10, 2014.

The following is an excerpt from the 2002 Special Act for Provincetown:

SECTION 1. Notwithstanding any general or special law to the contrary, residential real estate in the town of Provincetown which is rented to and occupied by a person of low income, at a rental amount not exceeding the standards of the United States Department of Housing and Urban Development for low income persons, shall be exempt from taxation under chapter 59 of the General Laws.

SECTION 2. The exemption shall be equal to the tax otherwise due on the parcel based on the full and fair assessed value, multiplied by the square footage of the housing units rented to and occupied by a person or family of low income, divided by the total square footage of a structure located on the parcel. For rental housing, assessment of such property, if by an income approach to value, shall assume fair market rent for all units. To be eligible for exemption, the housing unit shall be leased to a low income person at rents for the entire fiscal year for which the exemption is sought.

Implementation Milestones:

- Island towns, the Martha's Vineyard Commission, and Island housing organizations to establish an Island housing legislation coalition (that could also work on other Island-wide strategies involving special legislation).
- Coalition to consider options for design of tax incentive, potential impacts on local tax base, and monitoring needs (which could potentially be funded through the revenue generated).
- Local town meetings to consider adopting a local resolution to support property tax incentive legislation approval.
- Work with the coalition and the district's state senator and representative to sponsor the bill.
- Coalition to raise funds to support lobbying effort.

4. SUPPORT CREATION OF AN ISLAND SEASONAL EMPLOYEE HOUSING TASK FORCE AND ITS INITIATIVES

By providing alternatives to house seasonal employees, more housing units could be available for potential year-round rentals. Local employers rely heavily on imported labor and the Islands labor force expanded by roughly over 4,600 employees in between January and July 2016⁹.

This strategy would not require special legislation, but would benefit from the support and involvement of all Island towns to create a task force that focuses on creating seasonal employee housing. Such a task force could bring together the business community to work collaboratively on these issues.

The task force could be created by the Martha's Vineyard Commission and include representation from business community and town officials. The task force could build on work of IHT's Workforce Housing Survey to further identify the housing needs for seasonal employees (e.g., how much, what kind, locations?). The task force could also explore feasibility of sites for potential dormitory/hotel-style housing perhaps with consideration given to land at the airport, as was mentioned by multiple workshop participants. The task force could also explore the possibility of proposing a sales tax for seasonal employee housing based on Breckinridge, Colorado model (0.125% sales tax).

Not only did workshop participants in all communities (with the exception of Chilmark) support this strategy, but the All Island Planning Board online housing survey (Fall 2016) respondents expressed support

⁹ MA Executive Office of Labor and Workforce Development, accessed 11/22/16.

for the creation of dormitory housing for seasonal employees, which this task force could focus on implementing.

Implementation Milestones:

- Led by the Martha's Vineyard Commission and supported by Island towns, work with the Chamber of Commerce, local employers, other Island towns to establish an Island Seasonal Employee Housing Task Force.
- Task Force to sponsor study to further investigate housing needs for seasonal employees (e.g., how much, what kind) and identify appropriate locations to pursue development (or through reuse/conversion of existing buildings) of seasonal employee housing.
- Task Force could nurture private collaborations of local business as well as possibility of other revenue generation such as adopting a sales tax.

5. EXPLORE CREATION OF AN ISLAND-WIDE OR SUB-REGIONAL HOUSING TRUST

An Island-wide or sub-regional housing trust would enhance the ability of Island communities to pool resources and coordinate housing efforts across the Island. Such a trust could have two main purposes: 1) collect housing revenues for regional use and 2) help coordinate and fund the implementation of the Housing Production plans.

Such a trust, whether truly Island-wide or established with a subset of towns as a sub-regional trust, could be a repository for housing funds generated through a seasonal rental excise tax, a real estate transfer fee (with administration possibly provided by the Martha's Vineyard Land Bank Commission), and perhaps a portion of some local CPA funds. The Island towns are already pooling local CPA funds to help create affordable housing on the Island including for the Island Housing Trust's Village Court Apartments in Tisbury and this could provide a streamlined mechanism to continue pooling funds.

Exploration of this strategy concept would involve working with the various towns interested in exploring this idea and should include defining potential Board of Trustees membership that has representation from the existing Municipal Affordable Housing Trusts, Affordable Housing Committees, and/or Community Preservation Committees of the towns involved in such a trust. In addition, the exploration would help to develop an allocation fund formula that the trust would use that could be based on established regional funding allocation models such as the County and/or Martha's Vineyard Commission Land Bank allocation formula.

Such a regional or sub-regional housing trust would require special legislation, which could be generally based on the Municipal Affordable Housing Trust statute (MGL c.44 s.55C). Although no other regional housing trusts are in existence yet in Massachusetts, the precedent is favorable with dozens of local trusts created through special legislation including a new local housing trust created in 2016 in Provincetown.

Implementation Milestones:

- Island towns, the Martha's Vineyard Commission, and Island housing organizations to establish an Island housing legislation coalition (that could also work on other Island-wide strategies involving special legislation). A subcommittee or task force of the coalition may be desirable to devote the focus that may be required to appropriately explore the option of creation an Island-wide or sub-regional housing trust.
- Coalition to investigate and consider benefits and challenges of created such a trust, evaluate various options including Island-wide and sub-regional model(s), work with interested towns to explore and design recommendations for board membership, possible fund allocation formula, revenue sources, and

potential administration needs (and potential for cooperation/collaboration with the Martha's Vineyard Land Bank to support administration).

- If indicated, after investigation conducted above, Coalition to propose special legislation for support by involved towns and ultimately by state legislature.

Island-Wide Regulatory Strategies

SUPPORT DEVELOPMENT POLICIES AND REGULATORY REFORM TO CREATE AFFORDABLE HOUSING

The imbalance between housing supply and housing demand means that regulatory reform alone will not solve all of the island's affordable housing problems. Often, Chapter 40B is the best way to create affordable housing because of the design flexibility that comes with a comprehensive permit. All of the towns on Martha's Vineyard should have comprehensive permit guidelines to help the Zoning Board of Appeals and other local officials communicate and work with developers as effectively as possible. Still, zoning techniques to increase supply can, when paired with other actions, provide new opportunities for growing the affordable housing inventory.

6. DEVELOP A MODEL ACCESSORY APARTMENT BYLAW

Basic features:

- Allow accessory apartments by right in an owner-occupied single-family dwelling on a conforming lot (and on a non-conforming lot by special permit);
- Maximum floor area: 900 sq. ft. or not more than 30 percent of the gross floor area of the principal dwelling;
- Require a minimum side yard buffer strip on the side of driveway side of the lot, with the buffer to be landscaped and prohibited from use for off-street parking;
- No occupancy limitations;
- Application submission, review, and decision procedures.

7. DEVELOP A MODEL MULTIFAMILY HOUSING BYLAW

Basic features:

- Allow multifamily housing by right, subject to site plan review and design review;
- Maximum density: four times the district's base density by right, eight times by special permit;
- Require 10 percent of the units to be affordable and eligible for the Subsidized Housing Inventory;
- Parking: one parking space per studio or one-bedroom unit and an average of 1.5 spaces per two-bedroom unit;
- Require a minimum percentage of open space and regulate open space placement on the lot;
- Create flexibility for the Planning Board to grant a special permit for additional density and/or height in order to support age-targeted housing, other local priorities;
- Application submission, review, and decision procedures.

8. DEVELOP A MODEL INFILL BYLAW

Basic features:

- Allow an affordable unit as of right on a nonconforming lot with at least 5,000 sq. ft.;
- Establish front, side, and rear setbacks for infill lots;
- Establish a parking buffer strip requirement along one of the side lot lines;

- Limit the special permit to circumstances requiring additional dimensional flexibility;
- Allow a two-family dwelling on a non-conforming lot if one is deed restricted to be affordable at 50% AMI (the other could be market-rate);
- Application submission, review, and decision procedures.

9. DEVELOP A MODEL NATURAL RESOURCE PROTECTION ZONING (NRPZ)

Basic features:

- Minimum open space set-aside (a modest reduction should be considered, or at least clarify that the Planning Board can approve a modest reduction as part of the special permit process);
- Conditions for granting density bonuses, e.g., the number of additional market-rate units that will be allowed in order to subsidize the inclusion of affordable housing or provision of additional open space;
- Design standards to be addressed in submission of subdivision plan.
- Application submission, review, and decision procedures.

10. DEVELOP A MIXED-USE DEVELOPMENT BYLAW

Basic features:

- Allow upper-story apartments in commercial buildings as a use allowed by right, subject to site plan review and design review;
- For allowable upper-story apartments, include multifamily units, dormitory rooms, or single-room occupancy units;
- Establish a simple, straightforward way to determine the maximum number of dwelling units or residential rooms per building;
- Set the trigger for affordable units; and a minimum percentage of affordable units;
- Set the maximum building height at 40 feet and three stories;
- Application submission, review, and decision procedures.

11. CONDUCT A ZONING AUDIT FOR EACH TOWN AND ASSIST WITH ZONING BYLAW UPDATES

- Provide a zoning diagnostic report for each town, focusing on the following:
 - Structure and format,
 - Ease of access and navigability,
 - Clarity of language and presentation,
 - Internal conflicts and inconsistencies,
 - Obsolete or missing provisions,
 - Updates to implement recently completed plans, if any,
 - Provisions that need to be updated to conform with Chapter 40A and current case law.
- Provide zoning bylaw recodification and update assistance to each town.

12. ALIGN MARTHA'S VINEYARD COMMISSION REGULATIONS AND PROCEDURES WITH AFFORDABLE HOUSING PRODUCTION POLICIES

- Develop criteria for accelerated review and approval of affordable and mixed-income housing development consistent with this plan.

13. DEVELOP MODEL CHAPTER 40B REVIEW GUIDELINES

Basic features:

- Review and update Board of Appeals regulations (as needed) to ensure that each town's ZBA rules are consistent with both Chapter 40A and the state's Chapter 40B regulations.
- Assist local affordable housing committees with developing policies and preferences for Chapter 40B comprehensive permit developments in order to implement the recommendations of each Housing Production Plan.

Action Plan

#	Housing Strategies	FY2018	FY2019	FY2020	FY2021	FY2022	Responsible Entity	Supporting Entities
1	Advocate for adoption of special legislation to increase the existing real estate transfer fee by 0.5% to promote creation of affordable housing						Martha's Vineyard Commission/ Coalition	Six Towns and Island Housing Organizations
2	Advocate for adoption of special legislation to create a seasonal rentals excise						Martha's Vineyard Commission/ Coalition	Six Towns and Island Housing Organizations
3	Advocate for adoption of property tax incentives to encourage affordable year-round rental of units to households with up to 80 percent AMI*						Martha's Vineyard Commission/ Coalition	Six Towns and Island Housing Organizations
4	Support creation of an Island Seasonal Housing Task Force and its initiatives						Martha's Vineyard Commission	Six Towns, Chamber of Commerce, Island business community, and regional institutional employers
5	Explore creation of an Island-wide or sub-regional housing trust						Martha's Vineyard Commission/ Coalition	Six Towns and Island Housing Organizations
6	Develop a model accessory apartment bylaw						Martha's Vineyard Commission	
7	Develop a model multifamily housing bylaw						Martha's Vineyard Commission	
8	Develop a model infill bylaw						Martha's Vineyard Commission	
9	Develop a model Natural Resource Protection Zoning (NRPZ)						Martha's Vineyard Commission	
10	Develop a mixed-use development bylaw						Martha's Vineyard Commission	
11	Conduct a zoning audit for each town and assist with zoning bylaw updates						Martha's Vineyard Commission	
12	Align Martha's Vineyard Commission regulations and procedures with affordable housing production policies						Martha's Vineyard Commission	
13	Develop model Chapter 40B review guidelines						Martha's Vineyard Commission	

Note: lighter shade indicates strategies that are ongoing and/or should be implemented as opportunities arise, rather than a specific schedule.

CHAPTER 4

DEMOGRAPHIC PROFILE

Key Findings

The 2013 Housing Needs Assessment recognized the following demographic trends:

- Increasing growth of population on the Island – this report finds modest population growth on the Island overall but this growth is inconsistently distributed among the Island's communities, with Aquinnah losing the most population and Oak Bluffs gaining the most.
- Declining numbers of younger residents and increases in older ones – this report finds this trend is continuing.
- Increasing number of smaller households – this report finds that average household sizes have increased in more recent years, with larger households forming and less households overall despite Island-wide population growth.
- Relatively high median incomes, with disparities for those who rented and those who owned their homes – this finding of disparity is consistent with this reports findings, but median income overall is comparable to the state's median income
- A significant number of households earning lower income, which this report also finds.

Year-Round Population Change

Between 1930 and 2014, the Island's year-round population grew from a total of just under 5,000 to almost 17,000 persons, with the steepest growth between 1970 and 2000. Between the 2010 population (the last decennial US Census) and 2035, the UMass Donahue Institute population projections estimate about 12 percent growth, adding almost two-thousand people.

However, there are big differences in projected population change between the Island's six towns with some towns projected to grow a lot while others are projected to decline: Most of the growth will occur in one town – Oak Bluffs – where the population is expected to grow about 28% between 2010 and 2035 while Aquinnah and Chilmark's year-round population is projected to decrease 38 percent and 17 percent, respectively. Edgartown population projections indicated modest growth of about 2 percent and Tisbury and West Tisbury are projected to grow about 11 percent and 10 percent, respectively.

TABLE 4.1: POPULATION CHANGE 1930-2014 & 2035 PROJECTIONS

ISLAND-WIDE		
Year	Population	% Change
1930	4,833	--
1940	5,533	14%
1950	5,577	1%
1960	5,763	3%
1970	6,034	5%
1980	8,879	47%
1990	11,541	30%
2000	14,901	29%
2010	16,460	10%
2014	16,974	3%
2030 projected	17,902	5%
2035 projected	18,386	3%

Source: Martha's Vineyard Housing Needs Assessment 2013; 2010-2014 American Community Survey, as provided by MVC; Massachusetts Population Projections, UMass Donahue Institute, as provided by MVC. Note: ACS data based on samples and are subject to variability

AGE COMPOSITION

The Island's projected population change creates a significant change in the age-composition of year-round residents with significant increase in the population age sixty-five years and above, a decrease in working-age population (age twenty to sixty-four years), and a smaller decrease in the youth population age nineteen years and under. More specifically, the UMass Donahue Institute projects that by 2035, the population age sixty-five years and above will make up about 29 percent of the Island's total year-round population, growing from about 14 percent of total population in 2000. In 2000, the working-age population was about 61 percent of the Island population and in 2035 is projected to make up about 52 percent. In 2000, youth age nineteen years and below was about 25 percent of the Island population and in 2035 is projected to make up about 19 percent.

TABLE 4.2: AGE COMPOSITION 2000-14 & 2035 PROJECTIONS, DUKES COUNTY

Age	2000		2014		2035 projection	
	Est.	%	Est.	%	Est.	%
under 19	3,665	25%	3,597	21%	3,492	19%
20 to 64	9,169	61%	10,263	61%	9,622	52%
65 +	2,153	14%	3,055	18%	5,339	29%
Total	14,987	100%	16,915	100%	18,453	100%
Median Age	40.7		45.7		---	

Source: US Census 2010; 2010-2014 American Community Survey; Note: ACS data based on samples and are subject to variability; Massachusetts Population Projections, UMass Donahue Institute,

RACIAL COMPOSITION

The Island's year-round population primarily identifies as white alone with about 94 percent of total year-round population per the 2014 estimates and about a 6 percent non-white alone population. Statewide the population is more racially diverse with an estimated 80 percent of the total population identifying as white alone and about 20 percent non-white alone.

The Island's year-round population identifying as Black or African American alone is estimated to be less than 2 percent of total 2014 estimated population while statewide this population is about 7 percent. Less than 1 percent of the Island's population is estimated to identify as American Indian and Alaska Native alone, resembling the statewide population as a whole – On the Island, this population largely resides in Aquinnah, which is an estimated 27 percent of Aquinnah's total year-round population. Less than 1 percent of the Island's total population is estimated to identify as Asian alone, whereas this population is estimated to be about 6 percent of the state's total population

TABLE 4.3: ISLAND-WIDE RACIAL COMPOSITION, 2000-14

	ISLAND WIDE		
	2000	2014	% Change 2000-14
Population of one race			
White	14,427	16,574	13%
Black or African American	13,510	15,876	15%
American Indian and Alaska native	359	305	-18%
Asian alone	256	110	-133%
Native Hawaiian and other Pacific Islander	69	151	54%
Some other race	11	0	-100%
Population of two or more races			
Total population	474	242	-96%
	14,901	16,816	11%

Source: US Census Decennial Censuses 2000, 2010-2014 American Community Survey; Note: ACS data based on samples and are subject to variability ACS 2010-14

FOREIGN-BORN POPULATION

The 2014 ACS estimates indicate that about 7 percent of the Island's total year-round population is foreign-born. Roughly 47 percent of total year-round foreign-born population is estimated to have been born in a Latin American country – primarily Brazil. Most of the year-round population born in Brazil lives in Tisbury and Edgartown. About 40 percent of the Island's total year-round foreign-born population is estimated to have been born in a European country. About 13 percent of total year-round foreign-born population is estimated to have been born in an Asian country.

TABLE 4.4: NATIONAL ORIGIN OF ESTIMATED FOREIGN-BORN POPULATION 2014

	ISLAND-WIDE	
	Estimate	%
Total Foreign Born Persons	1257	100%
Europe	484	39%
Northern Europe	196	40%
United Kingdom (excluding England and Scotland)	28	14%
England	34	17%
Ireland	108	55%
Denmark	1	1%
Sweden	25	13%
Western Europe:	97	20%
Austria	72	74%
France	7	7%
Germany	7	7%
Netherlands	11	11%
Southern Europe:	43	9%
Portugal	43	100%
Eastern Europe:	148	31%
Bulgaria	17	11%
Czechoslovakia (incl. Czech Republic and Slovakia)	2	1%
Hungary	2	1%
Poland	103	70%
Romania	3	2%
Russia	21	14%
Asia	165	13%
Eastern Asia:	41	25%
China	30	73%
Japan	3	7%
Korea	8	20%
South Eastern Asia:	112	68%
Cambodia	112	100%
Western Asia:	12	7%
Lebanon	2	17%
Americas:	608	48%
Latin America:	593	98%
Caribbean:	81	13%
Barbados	11	14%
Jamaica	70	86%
South America:	512	84%
Brazil	512	100%
Northern America:	15	2%
Canada	15	100%

Source: 2010-2014 American Community Survey
 Note: ACS data based on samples and are subject to variability

RESIDENCE ONE YEAR AGO

Most of the year-round population (about 92 percent) on the Island is estimated to have lived in the same house one year prior. Of the population that is estimated to have moved in the prior one year, about 2 percent moved from somewhere else in Dukes County, 2 percent from Massachusetts (not Dukes County), 3 percent from a different state and 1 percent from abroad. Whereas, only about 87 percent of statewide year-round population lived in the same house one year prior.

TABLE 4.5: GEOGRAPHIC MOBILITY: RESIDENCE ONE YEAR AGO, 2014

	ISLAND-WIDE	
	Units	%
Total	16,816	100%
Same Home	15,528	92%
Same County	327	2%
Same State	363	2%
Different State	438	3%
Abroad	122	1%

Source: 2010-14 American Community Survey Note: ACS data based on samples and are subject to variability

Household Characteristics

Despite estimated increase of total year-round population by over 2,000 persons between 2000 and 2014, the 2014 ACS estimates indicate that total number of year-round households declined from about just under 6,400 in 2000 to about 5,800 in 2014. The 2014 ACS estimates also indicate that average household size in the county increased – meaning more people are living together, forming households, in 2014 than in 2000. This trend of larger households could be related to housing costs (more people sharing the cost of housing to help increase affordability), more multi-generational households, cultural considerations, or a combination of these factors. The 2014 estimated average household and family size in the county is 2.86 and 3.39 persons per household, respectively; whereas in the state the estimated average household size was 2.53 and estimated average family size was 3.14 persons per household.

TABLE 4.6: HOUSEHOLD CHARACTERISTICS 2000 & 2014

	ISLAND-WIDE			
	2000		2014	
	No.	%	Est.	%
Total households	6,375	100.0%	5,832	100%
Total family households	3,770	59.1%	3,841	66%
Family households with related children under 18 years	1,816	28.5%	1,535	26%
Male householder, no wife present with own children	NA	--	938	16%
Female householder, no husband present with own children	382	6.0%	584	10%
Nonfamily households	2,605	40.9%	1,947	33%
Householder living alone	2,033	31.9%	1,636	28%
65 years and over living alone	712	35.0%	200	12%
Dukes County average household size	2.30	--	2.86	--
Dukes County average family size	2.91	--	3.39	--

Source: US Census Decennial Census 2000; 2010-14 American Community Survey
Note: ACS data based on samples and are subject to variability

HOUSEHOLD TENURE

The 2014 ACS estimates indicate that about 22 percent of year-round households on the Island rent and about 78 percent own their home. The Island has a lower percentage of year-round renter households than the state, where about 38 percent of households rent, likely due to limited supply of year-round rental units on the Island. The estimated percentage of year-round households that rent varies widely in the Island's six communities from 10 percent of total year-round households in West Tisbury and 12 percent in Chilmark to 38 percent in Aquinnah and 30 percent in Tisbury.

TABLE 4.7: HOUSEHOLD HOUSING TENURE 2014

Tenure Type	ISLAND-WIDE
Own	4,518
Rent	1,270
Total	5,788
% Own	78.06%
% Rent	21.94%

Source: 2010-14 American Community Survey Note: ACS data based on samples and are subject to variability

HOUSEHOLD INCOME DISTRIBUTION

Dukes County 2014 estimated median household income is \$65,518, comparable to the state median household income of \$67,846. However, median household income for the six Island towns varies widely – the 2014 ACS estimates indicate that the Island towns range in median household income from \$42,727 (Tisbury) to \$80,225 (Oak Bluffs). The 2011-2014 ACS estimates present a wide range of estimated median income within each geography. In addition, it should be recognized that the accuracy of the ACS estimates is affected by smaller geographic sizes of the communities and, therefore smaller sample sizes with greater margins of error. The Dukes County median, which is based on a larger sample size by nature of the size of the geography, is less subject to variability.

TABLE 4.8: MEDIAN HOUSEHOLD INCOME 1990-2014

	Median Income						
	Aquinnah	Chilmark	Edgartown	Oak Bluffs	Tisbury	West Tisbury	Dukes County
1990	\$18,250	\$34,375	\$36,285	\$31,117	\$28,281	\$32,422	\$31,994
2000	\$45,208	\$41,917	\$50,407	\$42,044	\$37,041	\$54,077	\$45,559
2010	\$57,500	\$72,917	\$67,625	\$59,156	\$58,551	\$71,667	\$62,407
2011	\$82,500	\$59,583	\$74,214	\$78,890	\$54,762	\$75,759	\$69,760
2012	\$91,875	\$61,818	\$63,378	\$76,389	\$56,477	\$70,646	\$65,896
2013	\$76,667	\$64,457	\$66,711	\$69,844	\$48,935	\$70,963	\$66,288
2014	\$65,833	\$67,813	\$56,911	\$80,225	\$42,727	\$73,843	\$65,518

Source: Martha's Vineyard Housing Needs Assessment 2013; 2010-14 American Community Survey Note: ACS data based on samples and are subject to variability

Additionally, the 2013 CHAS data indicates that about 33 percent of the Island's total year-round households have low/moderate income (at or below 80 percent of the area median income, adjusted for household size).

TABLE 4.9: INCOME DISTRIBUTION BY HOUSEHOLD 2014

Income Level	ISLAND-WIDE	
	Est. # of Households	%
Less than \$34,999	1,636	29%
\$35,000 to 74,999	1,632	28%
\$75,000 to 99,999	845	15%
\$100,000 or more	1,678	28%
Total	5,791	100%

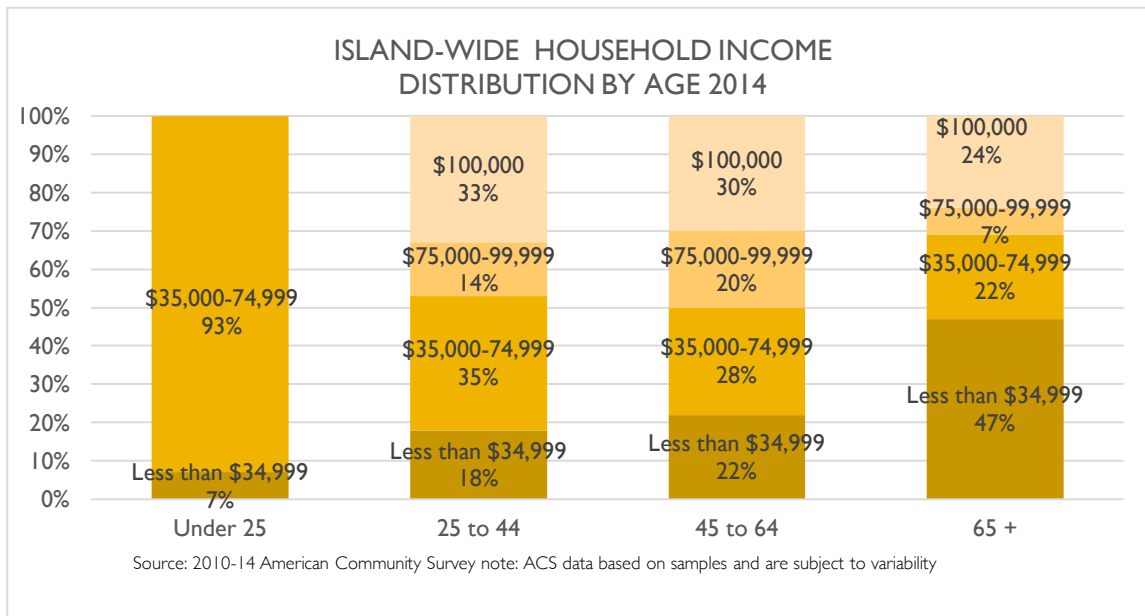
Source: 2010-14 American Community Survey Note: ACS data based on samples and are subject to variability

The 2014 estimated median income distribution by age of householder for Dukes County show similar patterns to statewide medians by age, with older adult households (where householder is age sixty-five years or over) tend to have significantly lower incomes than younger households. Dukes County younger households (householder under age twenty-five years), however, are estimated to have significantly higher median income of \$50,114 than the state median income for this age category of \$30,397.

TABLE 4.10: MEDIAN INCOME DISTRIBUTION BY AGE OF HOUSEHOLDER 2014

	DUKES COUNTY	MASSACHUSETTS
	Estimate	Estimate
Under 25 years	\$50,114	\$30,397
25 to 44 years	\$73,310	\$76,699
45 to 64 years	\$74,188	\$84,099
65 years and older	\$41,875	\$39,550
Median income for all ages	\$65,518	\$67,846

Source: 2010-14 American Community Survey Note: ACS data based on samples and are subject to variability

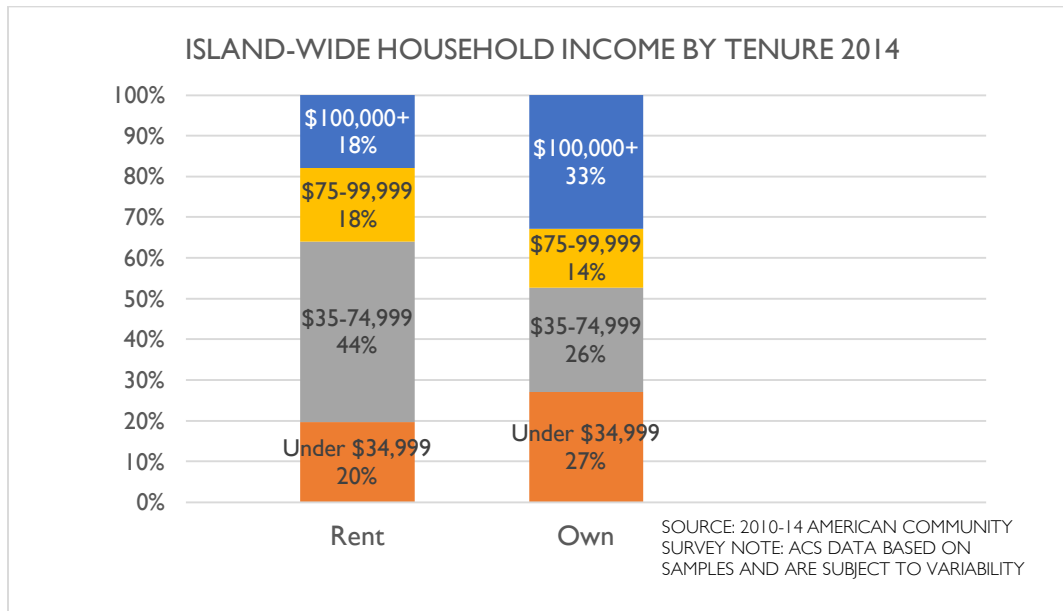


By tenure, as is typical, renters on the Island tend to have lower income than owners: about 64 percent of renter households have income less than \$75,000, whereas about 53 percent of owners have income less than \$75,000. About a third of owners have income over \$100,000 and only about 18 percent of renters have income over \$100,000.

TABLE 4.11: HOUSEHOLD INCOME BY TENURE 2014

	ISLAND-WIDE	
	Own	Rent
Under \$34,999	1,226	211
\$35,000-74,999	1,156	474
\$75,000-99,999	654	192
\$100,000 +	1,484	192
Total # of units	4,520	1,070

Source: 2010-14 American Community Survey Note: ACS data based on samples and are subject to variability



Homelessness

Martha’s Vineyard reported six unsheltered individuals, three sheltered individuals, and five sheltered family members in a motel for a total of fourteen for the federal Point in Time Count 2016.¹⁰ Between January and March 2016, Hospitality Homes (HH) provided winter shelter for twenty-two individuals – eighteen men and four women. There are no other shelters on the Island.

A total of forty-seven individuals (thirty-two men and fifteen women) and eight families have been identified by HAC as homeless between January and June 2016, including the individuals who slept at HH. However, these figures do not include residents who are involved with the “summer shuffle” and who are displaced temporarily for the summer months while their housing is used as short term rentals for tourists.

¹⁰ The homelessness information was provided by Karen Tewhey, HCEC Housing Counselor, Housing Assistance Corporation. On Cape Cod.

Homeless individuals on the Vineyard are challenging to house because they often have limited income, no positive rental history, and no assets. In addition, the majority have chronic physical and/or emotional handicaps, complex needs, and trauma histories. Approximately seventy-five percent of this population have a history of current or previous addiction to drugs or alcohol. Sixty-three percent of the homeless individuals presenting at the Housing Assistance Corporation Office in Vineyard Haven have a diagnosed disability, including Traumatic Brain Disorder, Asperger's Syndrome, chronic heart condition, HIV/Aids, physical handicap, emotional disability, or cognitive impairment. Many of these individuals would benefit from a supportive housing situation with case management services.

Of the eight families that identified as homeless, two were domestic violence situations, six had young or school age children, and two were employed married couples. Four individuals had been awarded Massachusetts Rental vouchers that would pay for a one-bedroom apartment up to \$1,088/month, but remained homeless because of the total lack of affordable apartments on the Island.

Disability

Per the 2014 ACS, about 7 percent of the total year-round population on the Island is estimated to have a disability (including hearing, vision, cognitive, ambulatory, self-care, and independent living difficulties), lower than the state where it is estimated that about 11 percent of total population has disabilities. A lower percentage of people with disabilities can indicate that there is a limited stock of housing available that is accessible or has the necessary supportive services available.

Island communities range from about 5.5 percent of total population (West Tisbury) to 7.3 percent in Oak Bluffs to 10.5 percent of total population (Edgartown). This variance does not appear to correlate with age composition of the population – per the 2014 estimates, Edgartown's older population age sixty-five and over is roughly 18 percent of the total population, Oak Bluffs was about 25 percent, and West Tisbury's was about 14 percent.

TABLE 4.12: POPULATION BY ESTIMATED DISABILITY STATUS 2014

ISLAND-WIDE			
	Non-institutionalized civilian population estimated	With disability estimated	% of population estimated
<i>Under 18</i>	3,177	43	1%
<i>18-64</i>	10,567	588	6%
<i>65 +</i>	2,980	617	21%
Total	16,724	1,248	7%

Source: 2010-14 American Community Survey Note: ACS data based on samples and are subject to variability

Economic Characteristics

Island-wide the largest employment sector is services, which employs about 45 percent of the total population per the MA Executive Office of Labor and Workforce Development. Construction employs about 16 percent of the population on the Island and wholesale/retail trade about 12 percent. Of a labor force of 9,277 persons, about 8,642 are employed with a 6.1 percent unemployment rate, which is higher than the state unemployment rate of 5 percent. However, more striking is the effect of the Island’s seasonal economy on January unemployment rate, which is 10.6 percent compared with the state at 5.8 percent.

TABLE 4.13: EMPLOYMENT BY SECTOR 2015

Industry	ISLAND-WIDE	
Services ¹¹	3,928	45%
Construction	1,408	16%
Wholesale & Retail Trade	1,051	12%
Finance, Insurance, Real Estate	929	11%
Manufacturing	326	4%
Government	379	4%
Transportation, Warehousing	197	2%
Information	316	4%
Agriculture, Forestry, Fishing	163	2%
Total civilian employed population >16 years and older	8,697	100%

Source: MA Executive Office Of Labor and Workforce Development

TABLE 4.14: AVERAGE EMPLOYMENT 2015

	ISLAND-WIDE
Labor Force	9,277
Employed	8,642
Unemployed	635
Area Unemployment Rate	6.1%
MA Rate	5%
Average January Unemployment Rate Area	10.6%
Average January Rate MA	5.8%

Source: MA Executive Office Of Labor And Workforce Development

Educational Attainment

Estimated educational attainment for the year-round population of Dukes County is comparable to the state – about 41 percent of the population has a bachelor’s degree or higher in the county and about 40 percent in the state. The 2014 estimates indicate that Edgartown is estimated to have the lowest percentage of its total year-round population with a bachelor’s degree with or higher with about 27 percent and Chilmark is estimated to have the highest percentage with about 63 percent. However, these figures, as all the ACS estimates are subject to sampling variability with greater variability likely in smaller geographies.

¹¹ Includes professional, scientific, management, administrative, waste management, education, health care, social assistance, arts, entertainment, food, accommodations, recreation and other services.

TABLE 4.15 EDUCATIONAL ATTAINMENT FOR POPULATION 25 YEARS AND OVER

	% BACHELOR'S DEGREE OR HIGHER
Oak Bluffs	41.50%
Edgartown	26.70%
Tisbury	47.80%
W Tisbury	47.10%
Chilmark	62.70%
Aquinnah	46.20%
Duke's County	41.20%
Massachusetts	40%

Source: 2010-14 American Community Survey note: ACS data based on samples and are subject to variability.

LOCAL HOUSING CONDITIONS

Key Findings

- Sixty-two percent of all housing units on Martha's Vineyard are for seasonal or vacation use.
- The average island-wide construction cost of a single-family home has increased 320 percent in the past ten years, from \$174,519 in 2005 and to \$734,285 in 2015.
- Between 2013 to 2015, the median housing sale price (including sales in all six towns) was \$600,000.
- Twenty-five percent of all year-round households pay more than half of their income toward housing costs.
- Sixty-three percent of very low income renters and 67 percent of very low income homeowners (both year-round only) pay far more for housing than they can afford.

Housing Supply and Vacancy Trends

OVERVIEW

Martha's Vineyard has approximately 17,129 housing units, with 10,620 or 62 percent owned for seasonal or vacation purposes. Island-wide, the residential development pattern consists of an extremely low density 0.37 units per acre (land area), though clearly there are significant differences between the towns. Table 5.1 provides a summary of the Vineyard's present housing profile, based on the most recent estimates from the American Community Survey.¹²

Table 5.1. Snapshot: Housing on Martha's Vineyard

Geography	Year-Round Occupied Units			Vacant Units		Land Area (Acres)	Housing Density (Units Per Acre)
	Total Units	Owner	Renter	Total	% Seasonal		
Aquinnah	467	75	45	347	90.2%	2,762.3	0.17
Chilmark	1,560	269	38	1,253	98.4%	9,863.6	0.16
Edgartown	5,145	1,052	327	3,766	94.1%	13,885.8	0.37
Oak Bluffs	4,654	1,425	399	2,830	93.0%	3,785.4	1.23
Tisbury	2,912	848	368	1,696	89.6%	3,385.9	0.86
West Tisbury	2,391	849	93	1,449	95.2%	12,967.1	0.18
Island-wide	17,129	4,518	1,270	11,341	93.6%	46,650.1	0.37

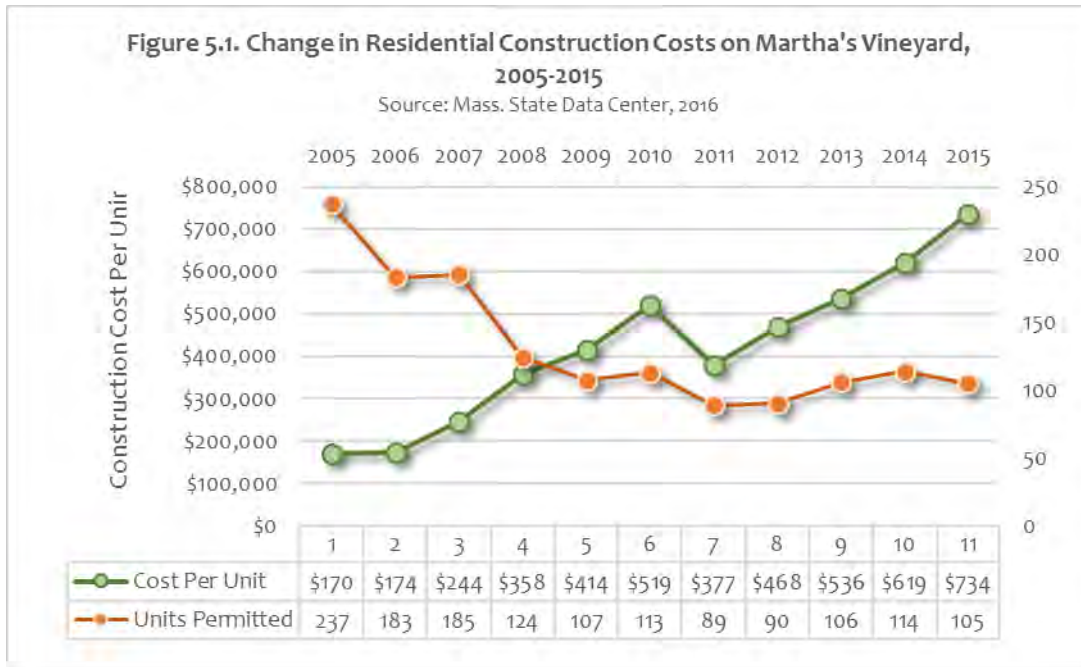
Sources: U.S. Census, American Community Survey (ACS) Five-Year Estimates, 2010-2014, and RKG Associates, Inc.

NEW RESIDENTIAL CONSTRUCTION

Not surprisingly, new residential construction on Martha's Vineyard has slowed considerably since the advent of the "Great Recession," but the drop in production is only one aspect of the changes that have taken place in housing construction since 2005. The Massachusetts State Data Center reports that in 2015,

¹² US Bureau of the Census, American Community Survey (ACS) 2010-14, "B25003: Tenure", "B25001: Housing Units", B25004, "Vacancy Status," and Census 2010 Geographic Identifiers (for land area calculations), and RKG Associates, Inc.

the six towns on Martha's Vineyard collectively issued 109 new residential construction permits for a combined total of 122 units: 105 single-family dwellings, two two-family homes, and four permits for multi-family dwellings. The average construction cost per unit was \$734,285 (total: \$81,369,629).¹³ By contrast, in 2005, the towns issued a total of 108 building permits, all for single-family homes, with an average construction cost per unit of \$174,519 (total: \$31,396,133). As a result, the average residential construction cost per unit on Martha's Vineyard has increased 32 percent over the past ten years, whereas the cumulative inflation rate for the same period was 21.4 percent.¹⁴ A partial explanation for the overall increase in construction cost per unit can be attributed towards an increase in the average square footage of new units, and that most newly constructed units are second homes. Figure 5.1 illustrates these trends.

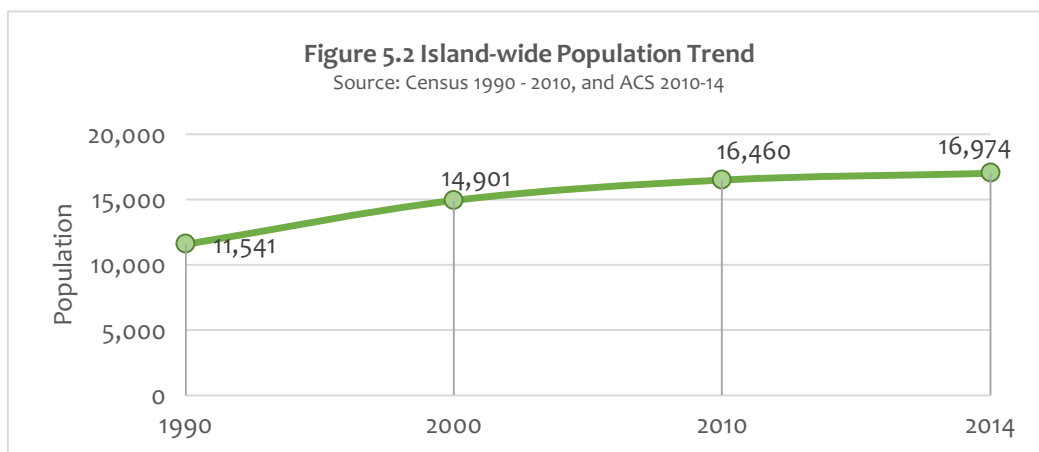


¹³ Massachusetts State Data Center, "Annual Building Permit Data for All Cities and Towns," citing Census Bureau Construction Statistics, 2000-2015.

¹⁴ Bureau of Labor Statistics, Consumer Price Index.

Population Trends

Since 1990, the island-wide population has grown by 47%, or 5,433 residents.¹⁵ Over the course of nearly 25 years there has been a sustained growth of population that has impacted the housing market in terms of both supply and demand.



Residential Property Characteristics

Approximately 25 percent of all land on Martha's Vineyard is devoted to some type of residential use. Table 5.2. shows that single-family homes comprise the majority of residential land use, followed by developable residential land and properties with multiple houses on one parcel. Single-family homes have an average value of \$987,503 and properties with multiple houses have an average value of over \$2 million. That detached single-family homes are the Vineyard's dominant residential land use is a contributing factor to the very low density development pattern that exists here.

Table 5.2. Residential Land Use

Use Type	Percent of Land	Count	Average Acreage	Average Value
Single-Family	24%	11,727	1.34	\$987,503
Condominium	1%	238	1.45	\$415,202
Two-Family	0%	234	0.55	\$590,547
Three-Family	0%	15	0.43	\$897,367
Mobile Homes	0%	9	0.51	\$244,711
Multiple Homes on One Parcel	10%	1,683	3.79	\$2,057,048
Mixed Use (primarily Residential)	0%	67	2.21	\$857,728
Apartments	0%	15	0.43	\$1,134,867
Potentially Developable Residential Land	12%	2,291	3.28	\$623,710
Non-Residential Uses	53%	5,208	6.56	\$621,258

Source: MassGIS, citing assessor's parcel data from the towns of Aquinnah, Chilmark, Edgartown, Oak Bluffs, Tisbury, and West Tisbury.

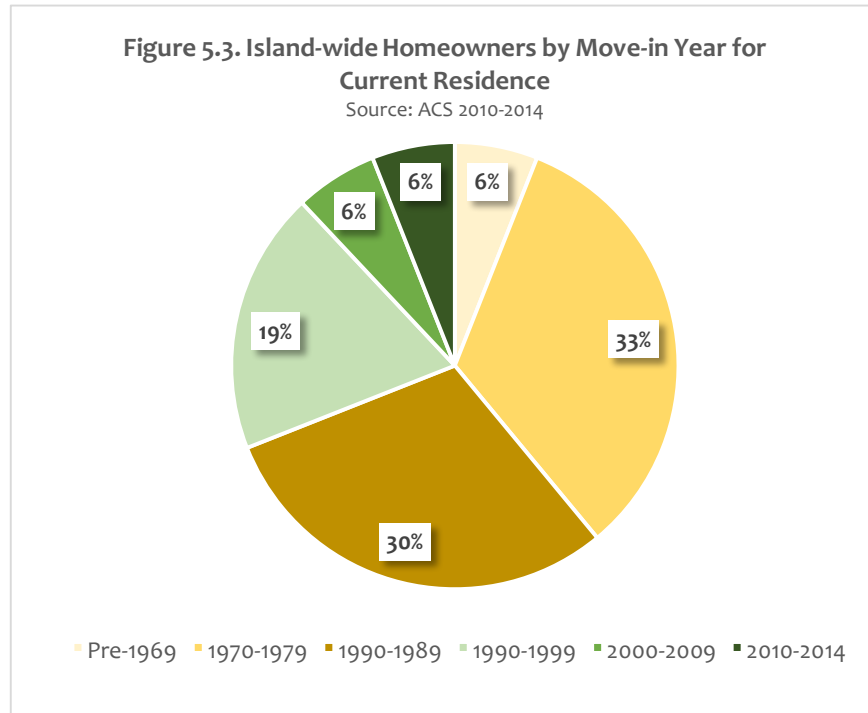
Owner-Occupied Housing Characteristics

Martha's Vineyard has a total of 4,518 year-round owner-occupied housing units, and the overwhelming majority (95 percent) are detached single-family homes. The estimates depicted in Figure 5.3 indicate that at least among year-round homeownership units, there has been very little turnover because most of the

¹⁵ U.S. Census, 1990, 2000, 2010, and American Community 2010-2014, "Total Population"

island's present homeowners moved into their current home before 1990. However, given that the "Later than 2010" category includes only those residents who moved in between 2010 and 2014 (four years), 6 percent is a high number that could duplicate by the end of the decade.

An important issue that arises for the long-term homeowner's island-wide is that homes bequeathed to decedents typically do not stay in families and are sold. This occurs because market prices for homes are very high. When properties are sold they typically become used seasonally rather than year-round.



HOMEOWNER HOUSEHOLDS BY AGE

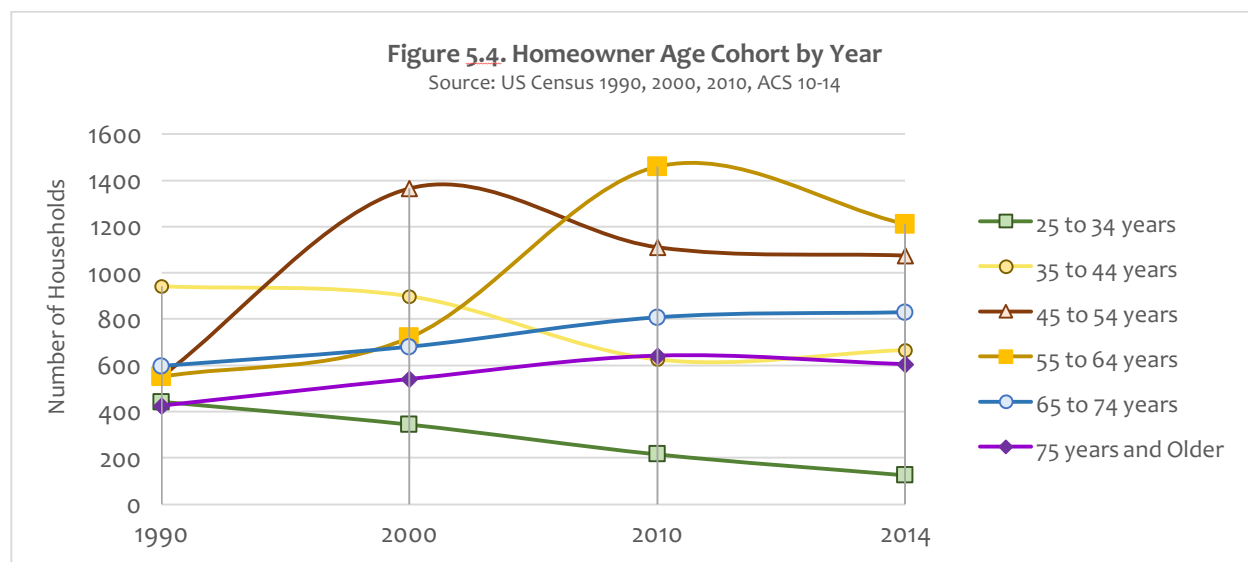
Year-round homeowners on Martha's Vineyard are generally older than their counterparts throughout the state. Notably, the percentage of young householders on Martha's Vineyard (householders under 35 years) is much smaller than the statewide average, and the percentage of seniors is much larger. These and other differences can be seen in Table 5.3, which shows that 30 percent of the Vineyard's homeowners are older than 65 years and only 3 percent are younger than 35 years.

Table 5.3. Homeowners by Age

	Island-wide		Massachusetts
	Count	Percent	Percent
<i>Owner Occupied Units (Total)</i>	4,518	100.0%	
<i>Householder under 25 years</i>	4	0.1%	0.3%
<i>Householder 25 to 34 years</i>	126	2.8%	7.6%
<i>Householder 35 to 44 years</i>	667	14.8%	17.1%
<i>Householder 45 to 54 years</i>	1,075	23.8%	24.7%
<i>Householder 55 to 59 years</i>	680	15.1%	12.3%
<i>Householder 60 to 64 years</i>	532	11.8%	11.1%
<i>Householder 65 to 74 years</i>	829	18.3%	14.8%
<i>Householder 75 to 84 years</i>	490	10.8%	8.4%
<i>Householder 85 years and over</i>	115	2.5%	3.6%

Source: ACS 2010-14, "B25007: Tenure by Age of Householder".

Figure 5.4. illustrates the Vineyard’s dramatic growth in the number of 55 to 64-year-old homeowners since 1990: a 119 percent increase. Overall, the total number of homeowners (including all ages) has grown from 3,510 in 1990 to 4,510 in 2014, or at an annual rate of 1.14 percent.¹⁶



HOMEOWNER HOUSEHOLDS BY INCOME

Year-round homeowners on Martha’s Vineyard tend to be similar to households throughout Massachusetts in terms in annual earnings. Table 5.4 shows that about 36 percent of all Vineyard homeowners fall into the middle income tiers (between \$75,000 and \$149,999), and the same is true for Massachusetts homeowners overall. However, Martha’s Vineyard has a much larger percentage of lower-income homeowners (below \$35,000) – 27 percent compared with 16 percent for the state – and a smaller percentage of well-off homeowners (income over \$150,000), with 11 percent on the island and 23 percent statewide.

Table 5.4. Homeowner Households by Income, Island-wide and Massachusetts

	Island-wide		Massachusetts	
	Count	Percent	Count	Percent
Under \$10,000	270	6.0%	36,589	2.3%
\$10,000 to \$19,999	323	7.1%	72,507	4.6%
\$20,000 to \$34,999	631	14.0%	136,072	8.6%
\$35,000 to \$49,999	468	10.4%	139,839	8.8%
\$50,000 to \$74,999	690	15.3%	250,423	15.8%
\$75,000 to \$99,999	653	14.5%	230,793	14.6%
\$100,000 to \$149,999	997	22.1%	345,009	21.8%
\$150,000 or more	486	10.8%	369,706	23.4%
Total	4,518	36.5%	1,580,938	100.0%

Source: ACS 2010-2014, and RKG Associates, Inc.

¹⁶ US Bureau of the Census, American Community Survey 2010-14, "B25007: Tenure by Age of Householder".

OWNER-OCCUPIED HOUSING VALUES

Table 5.5. shows that 41 percent of all year-round homeowners live in a housing unit valued between \$500,000 and \$749,000.¹⁷ Furthermore, 73 percent of year-round units are valued at or above \$500,000 which is especially high and could foster affordability issues for its low to moderate income population.

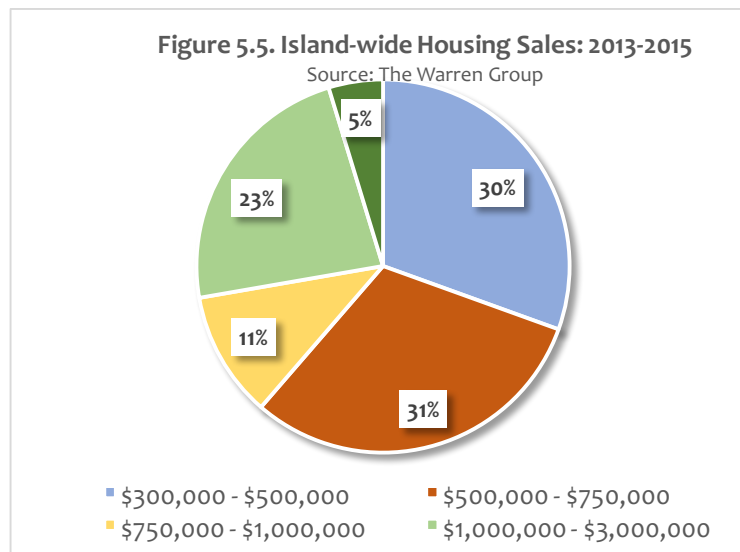
Table 5.5. Home Values Island-wide

Home Value	Island-wide	
	Count	Percent
Less than \$49,999	30	1%
\$50,000 to \$99,999	7	0%
\$100,000 to \$199,999	79	2%
\$200,000 to \$299,999	124	3%
\$300,000 to \$399,999	536	12%
\$400,000 to \$499,999	445	10%
\$500,000 to \$749,999	1,831	41%
\$750,000 to \$999,999	857	19%
\$1,000,000 or more	609	13%

Source: US Bureau of the Census, American Community Survey 2010-14, "B25057: Value".

For-Sale Market

The Warren Group reports that between 2013 and 2015, a total of 2,264 residential sales occurred on Martha's Vineyard, though only 985 were "arm's length" or qualified sales. The Massachusetts Department of Revenue (DOR) defines an "arm's-length" as meeting three criteria, "(1) willing seller and buyer not under compulsion; (2) knowledgeable, unrelated parties; (3) property on the market for a reasonable period of time". Table 5.6. describes all year-round and seasonal, qualified residential sales, from 2013 to 2015 by residential use type. The majority of sales were single-family homes, but the highest median sale price was a property with multiple homes on one parcel (\$887,500).



¹⁷ US Bureau of the Census, American Community Survey 2010-14, "B25057: Value".

Table 5.6. Qualified Residential Sales by Property Type, 2013-2015

Use Type	Number of Sales	Median Sale Price
Single-Family	813	\$593,638
Two-Family	17	\$450,000
Three-Family	2	\$620,000
Apartments (4-8 unit)	1	\$800,000
Condominium	36	\$456,000
Multiple Homes on One Parcel	116	\$887,500

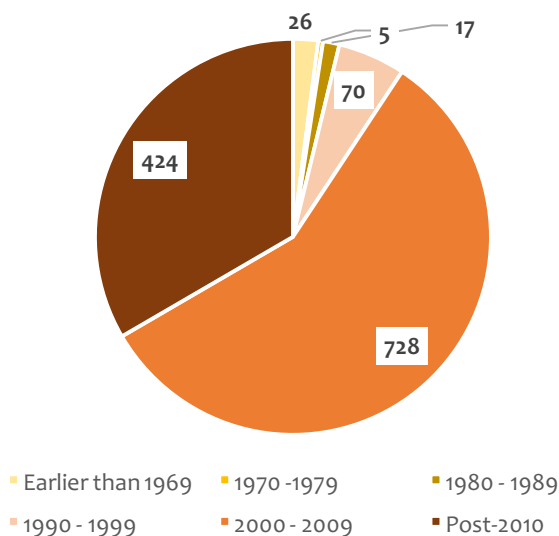
Source: Warren Group, 2016, and RKG Associates, Inc.

Residential sales on Martha's Vineyard ranged from \$40,000 to \$2 million, and the median sale price for all property types was \$600,000. As displayed in Figure 5.5, more than half of all sales (58%) were between \$300,000 and \$750,000.

Renter-Occupied Housing Characteristics

Figure 5.6. Island-wide Renters by Move-in Year for Current Residence

Source: ACS 2010-2014



A total of 1,270 year-round renter occupied households live on Martha's Vineyard, and of these renters more than 90 percent have moved in after the year 2000.¹⁸ Figure 5.6 shows that 57 percent of year-round renters moved in between 2000 and 2009 and 33 percent moved in after 2010, while only 3 percent of year-round renters have lived in their present home or apartment for a long time (since before 1989). In addition, there has been a significant loss of investment properties that were once rented year-round that have been purchased and are now rented seasonally.

RENTER HOUSEHOLDS BY AGE

Table 5.7. shows that the majority of year-round renter occupied households are between 35- and 54-years old. Despite the widely accepted belief that renters tend to be much younger than homeowners, Martha's Vineyard has very similar age distribution rates of homeowners and renters.

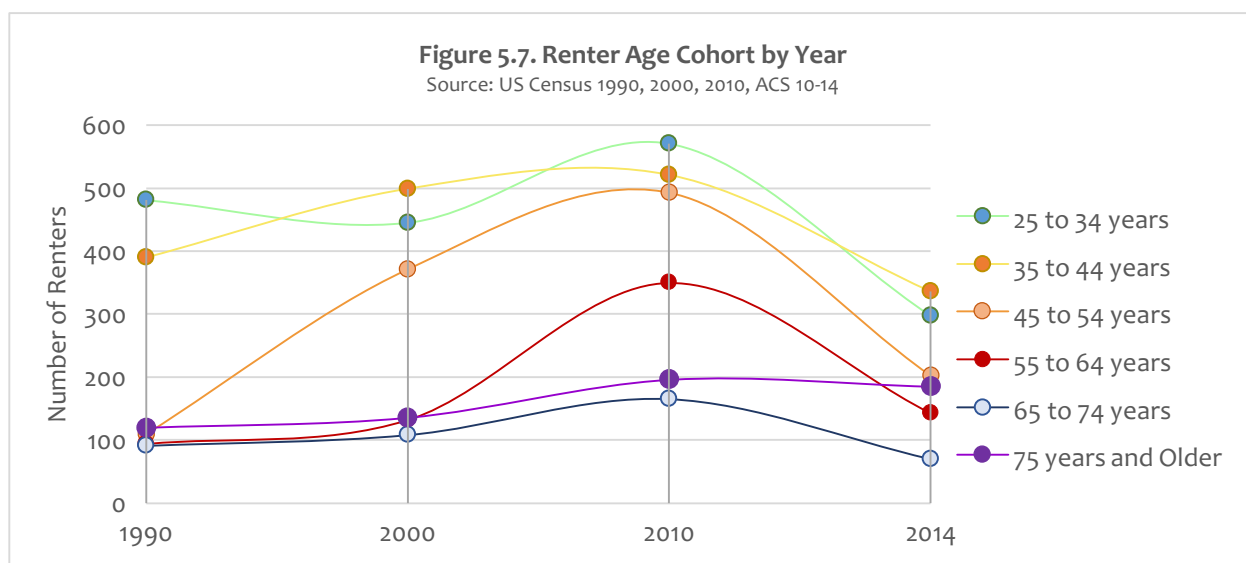
¹⁸ US Bureau of the Census, American Community Survey 2010-14, "B25038: Tenure by Year Householder Moved into Unit".

Table 5.7. Renters by Age

	Island-wide	
	Count	Percent
Owner occupied Units	1,270	22%
Householder 25 to 34 years	37	3%
Householder 35 to 44 years	297	23%
Householder 45 to 54 years	336	26%
Householder 55 to 59 years	202	16%
Householder 60 to 64 years	92	7%
Householder 65 to 74 years	51	4%
Householder 75 to 84 years	70	6%
Householder 85 years and over	108	9%

Source: US Bureau of the Census, American Community Survey 2010-14, "B25007: Tenure by Age of Householder".

Figure 5.7. shows that in 1990 Martha's Vineyard had a total of 1,284 year-round renters (older than twenty-five) and this same demographic has decreased 4 percent to 2014. In addition, 45-to 55-year-old year-round renters has had the sharpest decline, decreasing 144 percent since the year 2010.



RENTER HOUSEHOLDS BY INCOME

Table 5.8. shows that year-round renter households are fairly evenly distributed among income cohorts ranging from \$25,000 to \$149,999.¹⁹ The majority of renters have incomes between \$35,000 and \$49,999, i.e., households with low incomes.

¹⁹ US Bureau of the Census, American Community Survey 2010-14, "B25118: Tenure by Household Income in the Past 12 Months (in 2014 Inflation-Adjusted Dollars)".

Table 5.8. Renter Households by Income, Island-wide and Massachusetts

	Island-wide		Massachusetts	
	Count	Percent	Count	Percent
Under \$10,000	82	6.5%	118,115	12.3%
\$10,000 to \$19,999	167	13.1%	174,127	18.2%
\$20,000 to \$34,999	163	12.8%	166,345	17.4%
\$35,000 to \$49,999	239	18.8%	127,402	13.3%
\$50,000 to \$74,999	235	18.5%	151,626	15.8%
\$75,000 to \$99,999	192	15.1%	91,752	9.6%
\$100,000 to \$149,999	171	13.5%	81,358	8.5%
\$150,000 or more	21	1.7%	46,822	4.9%
Total	1,270	100.0%	957,547	100.0%

Source: ACS 2010-2014, and RKG Associates, Inc.

RENTAL HOUSING COSTS

Of the 1,128 year-round renter household paying cash rent, 76 percent or 858 households pay more than \$1,000 per month in gross rent (rent and basic utilities). Table 5.9. also shows that 95 renter households pay less than \$500 a month, while 540 pay more than \$1,500 a month. The geographic distribution of rents by town are depicted in Figure 5.7.

Table 5.9. Renter Households by Gross Monthly Rent

	Island-wide	
	Count	Percent
Less than \$250	22	2%
\$250 - \$500	73	6%
\$500 - \$750	50	4%
\$750 - \$1,000	125	11%
\$1,000 - \$1,500	318	28%
\$1,500 or more	540	48%

Source: US Bureau of the Census, American Community Survey 2010-14, "B25063: Gross Rent".²⁰

Housing Affordability on Martha's Vineyard

HOUSING COST BURDEN

As defined by the U.S. Department of Housing and Urban Development, "housing cost burden" occurs when low- or moderate-income households have to spend more than 30 percent of their monthly income on housing costs. For homeowners, "housing costs" include the monthly cost of a mortgage payment, property taxes, and insurance. For renters, it means monthly rent plus basic utilities (heat, lights, hot water, and cooking fuel). When housing costs exceed 50 percent of a low- or moderate-income household's monthly income, the household meets the definition of "severely cost burdened." Table 5.10 reports the number of households on Martha's Vineyard with housing costs that are below 30 percent, between 30 and 50 percent, and over 50 percent of their monthly gross income.

²⁰ Source: US Bureau of the Census, American Community Survey 2010-14, "B25063: Gross Rent".

Table 5.10 Household Expenditures on Housing on Martha's Vineyard

Housing Costs as % Household Income	Homeowners	Renters	Total
Equal to/less than 30% Monthly Income	2,234	667	2,901
Between 30 and 50% Monthly Income	1,167	185	1,352
More than 50% Monthly Income	1,097	345	1,442
Estimates Unavailable	85	40	125
Total	4,585	1,250	5,830

Source: HUD, Comprehensive Housing Affordability Strategy (CHAS) Data. Note: the number of year-round households reported in the CHAS is a little different from the household estimates in the ACS because the CHAS is based on prior-year (2009-2013) ACS Five-Year Estimates.

Over half of all year-round homeowners on Martha's Vineyard pay more than 30 percent of their income toward housing. However, not all of them can be said to have housing cost burdens because people with high incomes usually have some choices in the market. Table 5.11 shows that of the 5,830 reported households on the Vineyard (as of 2013), 60 percent with very low, low, or moderate incomes have housing cost burdens and 20 percent have severe housing cost burdens.

Table 5.11 Housing Cost Burden on Martha's Vineyard: All Households (Owners and Renters)

Household Income Range	Housing Costs > 30%	Housing Costs >50%	Total	Percent w/ Housing Costs >30%
<=30% AMI	626	551	806	78%
>30% and <=50% AMI	607	391	725	84%
>50% and <=80% AMI	461	225	715	64%
>80% and <=100% AMI	301	135	726	41%
Income >100% AMI	800	140	2,855	N/A
Total	2,795	1,442	5,830	

Source: HUD, Comprehensive Housing Affordability Strategy (CHAS) Data.

Table 5.12 shows that of the 2,264 total year-round homeowners who pay more than 30 percent of their income toward housing, 1,193 have low or moderate incomes – and they represent 78 percent of the 1,542 low- or moderate-income homeowners living on the Vineyard. Moreover, 53 percent (822) of the Vineyard's low- or moderate-income homeowners have severe housing cost burdens.

Table 5.12 Housing Cost Burdened Homeowners on Martha's Vineyard (Year-Round Homeowners)

Household Income Range	Cost burden > 30%	Cost burden > 50%	Total	Percent Housing Cost Burdened
<=30% AMI	426	366	511	83%
>30% and <=50% AMI	431	251	501	86%
>50% and <=80% AMI	336	205	530	63%
>80% and <=100% AMI	296	135	571	52%
Income >100% AMI	775	140	2,476	N/A
Total	2,264	1,097	4,589	

Source: HUD, Comprehensive Housing Affordability Strategy (CHAS) Data.

Finally, Table 5.13 reports housing costs for renter households on Martha's Vineyard. It shows that out of 706 year-round renters with low or moderate incomes, 71 percent are housing cost burdened and 49 percent are severely cost burdened.

Table 5.12 Housing Cost Burdened Renters on Martha's Vineyard (Year-Round Renters)

Household Income Range	Cost burden > 30%	Cost burden > 50%	Total	Percent Housing Cost Burdened
<=30% AMI	200	185	295	67.8%
>30% and <=50% AMI	176	140	225	78.2%
>50% and <=80% AMI	125	20	186	67.2%
>80% and <=100% AMI	4	0	160	2.5%
Income >100% AMI	25	0	381	N/A
Total	530	345	1,250	

Source: HUD, Comprehensive Housing Affordability Strategy (CHAS) Data.

COST BURDEN BY HOUSEHOLD TYPE

Understanding cost burdening by household types is important because it provides greater clarity as to what types of household configurations are experiencing the most acute burden. The CHAS data provides a breakdown of cost burden for: large family, small family, elderly family, elderly non-family, and all other types.

For homeowners in Dukes County, the household configuration that experienced the largest number of cost burdened individuals were small family households of two persons. Of this group, the household income most affected where those of greater than 100% AMI. In this category there were 1,295 individuals who were cost burdened. Table 5.13 presents the data of housing cost burdening for homeowners. For elderly households, there were in total 1,100 cost burdened households of which 585 were cost burdened having incomes above 100 percent AMI.

Table 5.13 Housing Cost Burdened Homeowners by Household Type

Household Income Range	Household type is elderly family (2 persons, with either or both age 62 or over)	Household type is small family (2 persons, neither person 62 years or over, or 3 or 4 persons)	Household type is large family (5 or more persons)	Household type is elderly non-family	Other household type (non-elderly non-family)	All
<=30% AMI	135	150	35	115	75	515
>30% and <=50% AMI	155	185	10	115	40	505
>50% and <=80% AMI	110	160	4	115	150	545
>80% and <=100% AMI	115	180	10	65	205	575
Income >100% AMI	585	1,295	170	175	255	2,480
Total	1,100	1,970	229	585	725	4,620

Source: HUD, Comprehensive Housing Affordability Strategy (CHAS) Data. Note: Totals may not sum due to statistical error in CHAS data

For renters in Dukes County, small households had the largest number of cost burdened households (510 households). The income threshold of greater than 100% AMI had approximately 190 households that were cost burdened. Table 5.14 presents renter cost burden data by household type. With regards to elderly non-family households, there were a total of 210 cost burdened households of which 130 were cost burdened at below 30 percent AMI.

Table 5.14 Housing Cost Burdened Renters by Household Type

Household Income Range	Household type is elderly family (2 persons, with either or both age 62 or over)	Household type is small family (2 persons, neither person 62 years or over, or 3 or 4 persons)	Household type is large family (5 or more persons)	Household type is elderly non-family	Other household type (non-elderly non-family)	All
<=30% AMI	0	75	0	130	90	295
>30% and <=50% AMI	4	120	35	35	55	245
>50% and <=80% AMI	0	50	0	35	105	190
>80% and <=100% AMI	4	75	4	0	75	160
Income >100% AMI	25	190	0	10	0	385
Total	33	510	39	210	325	1,275

Source: HUD, Comprehensive Housing Affordability Strategy (CHAS) Data. Note: Totals may not sum due to statistical error in CHAS data

Affordable Housing Characteristics

For the purposes of this analysis, affordable housing is housing that is restricted to individuals and families with qualifying incomes and asset levels, and that receive some manner of assistance to bring down the cost of owning or renting the unit, usually in the form of a government subsidy, or results from zoning relief to a housing developer in exchange for the income-restricted unit(s). Affordable housing can be public or private. Public housing is managed by a public housing authority, established by state law to provide affordable housing for low-income households. Private income-restricted housing is owned and operated by for-profit and non-profit owners who receive subsidies in exchange for renting to low- and moderate-income households.

The Massachusetts Department of Housing and Community Development (DHCD) maintains a Subsidized Housing Inventory (SHI) that lists all affordable housing units that are reserved for households with incomes at or below eighty percent of the area median income (AMI) under long-term legally binding agreements and are subject to affirmative marketing requirements. The SHI also includes group homes, which are residences licensed by or operated by the Department of Mental Health or the Department of Developmental Services for persons with disabilities or mental health issues.

The SHI is the state's official list for tracking a municipality's percentage of affordable housing under M.G.L. Chapter 40B (C.40B). This state law enables local Zoning Boards of Appeals to approve affordable housing developments under flexible rules if less than 10 percent of year-round housing units in a town consist of income-restricted or subsidized housing for low-moderate income households. It was enacted in 1969 to address the shortage of affordable housing statewide by reducing barriers created by local building permit approval processes, local zoning, and other restrictions.

ISLAND-WIDE AFFORDABLE UNITS

As of June 2016, there were 411 units Island-Wide listed on the SHI.

Table 5.13: Comparison of SHI Units By Town

	Number of SHI Units	% SHI of Total Units
Aquinnah	41	25.95%
Oak Bluffs	146	6.83%
Tisbury	109	5.55%
Island-Wide	411	5.21%
Edgartown	89	4.54%
W. Tisbury	23	1.84%
Chilmark	3	0.72%

Source: DHCD Subsidized Housing Inventory, 6/22/16

Table 5.14: ISLAND-WIDE AFFORDABLE UNITS BY TYPE

	SHI	Non-SHI	Total Restricted
Rental	312	32	344
Accessory Apts.	0	44	44
Ownership	17	145	162
Rehab	82	111	193
Rental Assistance	0	99	99
Total	411	431	842

Source: DHCD Subsidized Housing Inventory, 6/22/16 and Martha's Vineyard Commission, 7/25/16

Almost forty-eight percent (196 units) of the total SHI units were created through comprehensive permits under C.40B.²¹

Term of Affordability

Approximately 15.3% of the 411 units listed on the SHI are restricted as affordable in perpetuity. Of the approximately eighty-five percent of units that are not restricted in perpetuity, roughly 24.4% (eighty-five units) have affordability restrictions that will expire within three years (prior to 2020), and almost ninety-two percent of these units are ownership units.

In Aquinnah, all of the units that will expire within the next three years fall under the LCCCDC HOR Program.²² In Chilmark, Edgartown, Oak Bluffs, and West Tisbury, all of these units fall under the Oak Bluffs

²¹ Department of Housing and Community Development Subsidized Housing Inventory, 6/22/16

²² LCCCDC HOR Program – Lower Cape Cod Community Development Corporation Homeownership Rehab Program

HOR Program.²³ In Tisbury, there are three rental units with the project name “Rectory” at 45 Franklin Street, with an end term of 2017; however, all of the ownership units fall under the Oak Bluffs HOR Program or the Tisbury HOR Program.²⁴

Almost sixty percent (245 units) of the units listed on the SHI have affordability restrictions that will expire within nine to forty-one years (between 2025 and 2057). All of these units are rental units and include the following:

- Edgartown:
 - Eight units with the project name “Fisher Road Apartments” at Fisher Road, with an end term in 2027.
 - Sixty units with the project name “Pennywise Path Affordable Housing” at Pennywise Path, with an end term in 2057.
- Oak Bluffs:
 - Forty-five units with the project name “Woodside Village I” at 50 Village Road, with an end term in 2034.
 - Eighteen units with the project name “Woodside Village II” at 60 Village Road, with an end term in 2041.
 - Nine units with the project name “Woodside Village III” at 60B Village Road, with an end term in 2042.
- Tisbury:
 - Forty units with a project name of “Hillside Village” at Edgartown Road, Vineyard Haven, with an end term in 2025.
 - Twelve units with a project name of “Vineyard Village” off State Road, with an end term of 2029.
 - Five units with a project name of “Hillside Village III” at Vineyard Haven Road, with an end term of 2035.
 - Ten units with a project name of “Hillside Village II” at 449 Edgartown Road, with an end term of 2030.
 - Five units with a project name of “Love Housing Apartments” at 159 Main Street, with an end term of 2042.

Almost 2.5% (10 units) of the units listed on the SHI have affordability restrictions that will expire within eighty-five to ninety years (between 2101 and 2106). These units include the following:

- Tisbury:
 - One ownership unit with a project name of “Kelsey Project” at Takemmy Path, with an end term of 2104.
 - One ownership unit with a project name of “Habitat for Humanity of Martha’s Vineyard” at Andrews Road, with an end term of 2106.
- West Tisbury:
 - Two rental units with a project name of “Halcyon Way Apartments” at Halcyon Way, with an end term of 2101.

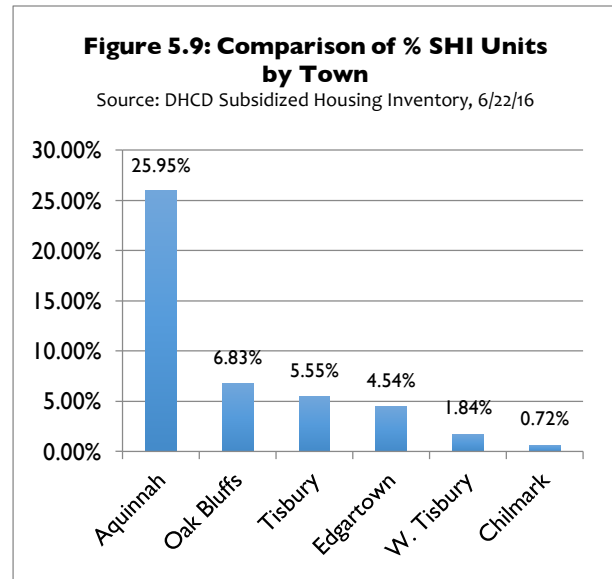
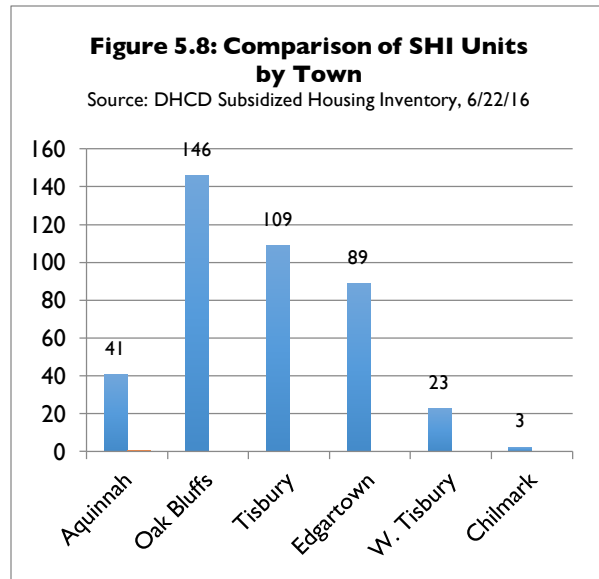
Roughly two percent (eight units) of the units listed on the SHI have an affordability restriction of “N/A.” All eight of these units are rental units and located in Oak Bluffs with a project name of “DMH Group Homes” and a confidential address.

²³ Oak Bluffs HOR Program – Oak Bluffs Homeownership Rehab Program

²⁴ Tisbury HOR Program – Tisbury Homeownership Rehab Program

Regional SHI Comparison

Island-wide, Martha's Vineyard has 411 units counted on the SHI. The town with the most affordable units is Oak Bluffs with 146 units – approximately 35.5% of the island's total SHI units. Chilmark has the least amount, with only three units counting on the SHI.



AFFORDABILITY MISMATCH OF EXISTING RENTAL HOUSING

Affordability mismatch occurs when there is a disparity between the supply of affordable units available at specific rent thresholds and the number of renter households that fall within specific median income thresholds occupying units. The CHAS data is used for determining the affordability mismatch. The analysis provides an understanding of how many affordable units within the housing supply are available to households that require them. The analysis was conducted for different housing unit types such as zero or one-bedroom, two-bedroom, three-bedroom or more, and all units.

Table 5.15 presents rental housing information for all bedroom types island-wide. Within the income threshold of under 30 percent of AMI, there are more than three times the number of households in need of affordable housing than there are affordable housing units. While at the below 50 percent of AMI threshold, there are about four affordable housing units available for every ten households. At incomes less than 80 percent of AMI, the mismatch is less unbalanced as there are about eight housing units for every ten renter households.

Table 5.15 Affordability Mismatch, All Bedroom Types

	Household Income ≤ 30% AMI	Household Income ≤ 50% AMI	Household Income ≤ 80% AMI
Total Units Affordable and Available	80	210	565
Total Renter Households	270	515	705
Total Shortage/Surplus of Units Affordable to Income Groups	190	305	140
Affordable and Available Units Per 100 Renter Households	30	41	80

Source: CHAS, 2009-2013

DEVELOPMENT CONSTRAINTS & LIMITATIONS

Summary

The focus of this chapter is to detail the Island's development constraints and limitations and includes an description of environmental constraints, infrastructure capacity, and regulatory barriers. Primary development constraints on the Island consist of the following:

- The entire Island has been designated by EPA as a Sole-Source Aquifer, since groundwater is the Island's only source of drinking water. There is a plentiful supply of potable water, provided it is properly protected from contamination.
- Martha's Vineyard's saltwater ponds are in trouble. All of its saltwater ponds are fragile, nitrogen-sensitive waters. Their quality has declined noticeably in the last 20 years as watershed development has occurred — in particular from wastewater disposal from housing and commercial development.
- For many coastal ponds, the annual nitrogen produced by the current development already exceeds, and in some cases is double or triple, the acceptable nitrogen-loading limits. With projected future development, the problem will be even worse.
- Much of Martha's Vineyard is a large and complex Core Habitat, home to 65 rare and uncommon species, with 24 of those globally rare. In fact, the highest concentration of rare species in the state is near the center of the island in Corellus State Forest.
- About 65% of the Island (37,225 acres) has been designated by the Commonwealth as Priority Habitat for rare and endangered species of plants and animals.
- Overall, biodiversity is threatened by development as well as by inappropriate management practices such as habitat fragmentation, fire suppression, introduction of non-native landscapes, and the spread of invasive species.
- All water suppliers draw water from public wells, whose Zone IIs cover nearly 14 square miles (15% of the total land area of the Island). Development density is light in these Zone IIs, and water quality is good.
- Currently, wastewater from about 1,800 properties is treated in one of the Island's five wastewater treatment plants (Edgartown, Oak Bluffs, Tisbury, Airport, and Wampanoag Tribal Housing), while over 14,000 Vineyard properties (more than 90%) treat wastewater on site — in cesspools, in older septic systems, or in newer Title 5 septic systems.

Environmental Constraints

The information presented in this section below is largely based on the Island towns' Open Space & Recreation plans that date from 1997 through 2015, the Martha's Vineyard Commission's 2009 Island Plan, 2003 Wastewater Management Study and 2011 Regional Transportation Plan, the Massachusetts Estuaries Project, Massachusetts Division of Fisheries and Wildlife: BioMap2, and USDA 1986 Soil Survey of Dukes County.

LANDSCAPE CHARACTER

Martha's Vineyard is a 100-square-mile island located three miles off the coast of Cape Cod. Its topography, in fact its very existence, results from its location at the southern extremity, or terminal moraine, of the part of North America covered by ice during the last Ice Age, more than 10,000 years ago. The island was home to the Wampanoag Tribe when it was settled by Europeans in the mid-17th century.

Three-quarters of the Island's population is concentrated in the three "Down-Island" towns: Tisbury, Oak Bluffs, and Edgartown, each with a busy commercial town center. Vineyard Haven in Tisbury serves as the Island's main port, seconded by Oak Bluffs in the summertime. The three "Up-Island" towns, West Tisbury, Chilmark and Aquinnah (formerly called Gay Head) are more rural in character. Each of the Island's towns reflects its origins: Edgartown as the home of master seamen and the seat of County government; Tisbury as the Island's gateway and market town, West Tisbury and Chilmark as agricultural villages, Aquinnah (Gay Head) as the Wampanoag tribal settlement and a fishing village, and Oak Bluffs as the first summer resort.

GEOLOGY & TOPOGRAPHY²⁵

Martha's Vineyard was formed by the massive glaciers that so drastically altered the New England landscape during the past several hundred thousand years. At least three major glacial advances reached the area we know today as Martha's Vineyard. Glacial deposition, deformation, and subsequent erosion are responsible for the topography of the Island. The glaciers were halted for an extended period at the present location of the Vineyard and these deposits built up, creating the Island's landmass. When the glaciers receded across the Vineyard Sound, depositing less debris in their wake, an island formed as sea level rose.

The glacial deposits from several distinct glacial advances left accumulations of varying types of deposits resulting in different landforms. The till from earlier glacial advances is now believed to be capped with outwash deposits of later advances of different glaciers. The most recent glacier, the early Wisconsin, brought much finer sandy, gravelly soil to Martha's Vineyard than did its predecessors which dumped the rocks, boulders and ancient clays found in the Western Moraine of Aquinnah, Chilmark and West Tisbury.

The western and northwestern parts of Martha's Vineyard are marked by parallel ridges and hills that terminate on the western end at the cliffs in Aquinnah, Nashaquitsa, and Squibnocket. The elevation of the hills averages about 200 feet above sea level but is as much as 300 feet in some areas. The northern and northeastern parts of the island are characterized by low, undulating hills and shallow depressions. The elevation of these hills averages about 100 feet above sea level. The central and southern parts are covered by an extensive plain that is about 100 feet above sea level along its northern edge and that slopes gently southward until it is only 5 or 10 feet above sea level along the southern shore. Most of the shoreline is fringed by barrier beaches and sand dunes. Chappaquiddick, a small island east of Edgartown, has physiography is similar to the northeastern section of the island.

There are numerous examples of coastal plain ponds or "kettleholes," formed from slower-melting ice chunks set in the post-glacial tundra. Having no stream inlets or outlets, water level in these ponds varies as an expression of the level of the water table. Vernal pools are another topographic feature found across Martha's Vineyard. These are depressions in the landscape that fill with water seasonally, providing important habitat for amphibians and fairy shrimp. They dry up as the spring and summer warm and can be easily overlooked.

²⁵ Town of West Tisbury. *West Tisbury Open Space and Recreation Plan*. April 2000.

SOILS

Approximately 35% of the Island is made up of soils of the **Carver loamy sand** complex and is present in the outwash plain area in the northern, central and eastern portions of the Island. The permeability of Carver soil is very rapid throughout. Available water capacity is very low. This soil is droughty in late summer and the depth to the seasonal high water table is more than 6 feet.

Most areas of this soil are in woodland. Some areas are used for pasture and hay, and some are in residential development. The very low available water capacity, slope, and a hazard of erosion make this soil generally unsuitable for cultivated crops and hay and pasture. This soil is poorly suited to woodland productivity. The common trees on this soil are pitch pine, scrub oak, scarlet oak, black oak, and white oak.

This soil is limited as a site for septic tank absorption fields because of the slope and because in some areas the soil does not adequately filter the effluent, making pollution of ground water a hazard. Low density housing reduces the volume of effluent, thus lessening the pollution hazard. Installing septic tank distribution lines on the contour or in areas that were graded during construction will help to overcome the slope.

The western areas of the island, including Chilmark and Aquinnah are made up of a greater variety of soil types. These include Chilmark, East Chop, and Nantucket soil types. Characteristics of these soils include:

- **Chilmark:** Found in the western slopes and hills of the Island. The permeability of Chilmark soil is moderately rapid in the subsoil and slow in the substratum. Available water capacity is moderate. The depth to a seasonal high water table is more than 6 feet. The slow permeability in the substratum and slope are limitations of this soil as a site for septic tank absorption fields. Enlarging the absorption field helps to overcome the permeability. Most areas of this soil are used for hay or are in improved pasture. Some areas are used for cultivated crops or are in woodland.
- **East Chop:** Found in the western outwash plain. The permeability of this Eastchop soil is rapid or very rapid in the subsoil and substratum. Available water capacity is low. The depth to the seasonal high water table is more than 6 feet. Most areas of this soil are in woodland. Some areas are used as cropland. This soil is poorly suited to cultivated crops, hay, and pasture because of the low available water capacity. In some areas this soil does not adequately filter the effluent from septic tank absorption fields, causing a hazard of pollution to ground water. Low density housing reduces the volume of effluent, thus lessening the pollution hazard.
- **Nantucket:** Found on slopes in the western and southwestern portions of the Island. The permeability of this Nantucket soil is moderate or moderately rapid in the subsoil and moderately slow or slow in the substratum. Available water capacity is moderate. The depth to the seasonal high water table is more than 6 feet. Most areas of this soil are in abandoned pasture and shrubby vegetation. Some areas are in woodland, and a few are used as homesites. This soil is well suited to cultivated crops and hay and pasture. The soil presents no limitation to building homesites though the moderately slow to slow permeability in the substratum is a limitation of the soil as a site for septic tank absorption fields. Enlarging the absorption field helps to overcome this limitation.

Central and southern areas of Martha's Vineyard are characterized by the Haven and Riverhead soil types.

- **Haven:** The permeability of this Haven soil is moderate in the subsoil and very rapid in the substratum. Available water capacity is moderate. The depth to the seasonal high water table is more than 6 feet. Most areas of this soil are in woodland. Some areas are in cropland, and a few areas are used for homesites. This soil is well suited to cultivated crops and to hay and pasture.
- **Riverhead:** The permeability of this Riverhead soil is moderately rapid in the subsoil and very rapid in the substratum. Available water capacity is moderate. The depth to the seasonal high water table is more than 6 feet. Most areas of this soil are in woodland. Many areas are in grassland, and some areas are in cropland. A few areas are used as homesites. This soil is well suited to cultivated

crops and to hay and pasture. This soil is generally suitable for building though soil in some areas does not adequately filter the effluent from septic tank absorption fields, causing a hazard of pollution to ground water. Low density housing reduces the volume of effluent, thus lessening the pollution hazard.

GROUNDWATER

The Vineyard's groundwater is abundant and if carefully managed will provide for the island's foreseeable needs. The geological deposits that hold our groundwater supply are very different in the Outwash Plain and in the Moraine.

Outwash Plain Aquifer: Most of the Island, including all town wells, draws its drinking water from one main aquifer located in the Outwash Plain, where glacial ice deposited layers of sand and gravel as it melted, creating porous deposits that readily absorb rainfall, which percolates down into the water-saturated zone known as an aquifer.

The entire Island has been designated by EPA as a Sole-Source Aquifer, since groundwater is the Island's only source of drinking water. There is a plentiful supply of potable water, provided it is properly protected from contamination.

Martha's Vineyard currently draws about 1.5 billion gallons per year from the main aquifer, of which about 70% finds its way back into the aquifer after wastewater treatment. Rainfall replenishes the aquifer by about 24.5 billion gallons each year, so even if the Island's use went up to 3.9 billion gallons per year (projected by the USGS), it would still be well below the suggested maximum safe withdrawal level of about 16.7 billion gallons (estimated by the MVC).

Chappaquiddick Aquifers: Smaller aquifers lie under Chappaquiddick Island that are not connected to the main aquifer and are replenished only by rainfall. In general, the quantity of water recharged to a 3-acre lot as required by zoning is more than adequate to meet water needs for a home and guest house.

Western Moraine Aquifers: In the hilly Western Moraine, the glacial deposits are very different, displaying a wide range of sediment types ranging from compact, almost impermeable, clay to porous sand. The sandy deposits make good aquifer materials while the clayey deposits may hold some water but do not yield it. As a result, there are numerous aquifers in this area that may or may not be connected with other nearby aquifers. Finding a good source of well water is sometimes difficult.

PONDS

Great Ponds

Martha's Vineyard is ringed by saltwater ponds that are vital to the Island's environment, character, and economy. The 13 tidal and brackish pond systems — including 21 individual ponds — constitute more than 13 square miles of waters. Their watersheds (the land that drains into the pond, either through runoff or groundwater flow) include 64% of the Island. The ponds are productive sources of shellfish and fin fish, important to the Island's commercial fishing industry. They offer a wide range of recreational opportunities, including boating and sport fishing, so important to the Vineyard's visitor-based economy. They have more than 290 miles of shoreline, important environmental resources, favorite spots for beach activities, and prime locations for real estate and view sheds for many to enjoy. The future health of the ponds is dependent on maintaining water quality.

Martha's Vineyard's saltwater ponds are in trouble. All of its saltwater ponds are fragile, nitrogen-sensitive waters. Their quality has declined noticeably in the last 20 years as watershed development has occurred — in particular from wastewater disposal from housing and commercial development.

Growth has led to deterioration in the water quality in the Vineyard's coastal ponds, starting the process whose ultimate result can be an odorous, unattractive pond devoid of eelgrass, valuable fish and shellfish, thereby threatening the Vineyard economy. In limited amounts, nitrogen is important to supporting life in a pond. But when excessive nitrogen is released in a coastal pond's watershed — from acid rain, septic systems, and fertilizer — it ends up in the pond where it can destroy important aquatic habitat. With excess nitrogen in a coastal pond, microscopic plants in the water, called phytoplankton, increase dramatically, causing the water to become cloudy and, in extreme cases, green or brown; slime algae increase on the surfaces of pilings, rocks, and eelgrass blades; and drift algae grow to excess, break loose, and wash in to shore, or into eelgrass beds where they collect in unhealthy and unsightly piles. The growth of all these aquatic plants reduces light penetration to plants like eelgrass, which can no longer photosynthesize and therefore decline, beginning in the deeper water. In addition to reducing light, the excess plant material takes oxygen out of the water, which leads to loss of habitat quality that lowers shellfish populations and causes chemical reactions in the bottom sediment that release even more nutrients stored there. Finally, the pond's ecosystem shifts to one where filter feeders (clams, oysters and scallops) are replaced by organisms that eat decaying plants (worms and snails), destroying recreational and shellfishing opportunities.

Eelgrass beds provide an essential habitat for young fish and shellfish, and their presence is an excellent indicator of good water quality. In high-quality systems, eelgrass beds should be found wherever water depth is less than about eight feet. Presently, eelgrass beds cover about half the 6,000 acres in our ponds and near shore coastal waters where it once existed. In the past 20 years, eelgrass beds have declined significantly in Edgartown Great Pond (with a modest return recently) and Sengekontacket Pond, and have decreased by over 50 percent in Tashmoo and Lagoon Ponds. Eelgrass coverage is the primary indicator of water quality, and its health should be the goal of our actions in both the watersheds and in the surface waters themselves.

Water quality is adversely affected by nitrogen when the amount reaching a pond exceeds a threshold called the nitrogen load limit. Existing health code regulations for wastewater are designed to protect human health, but do not adequately protect coastal ponds. Wastewater coming out of a septic tank may have a nitrogen level of 35 parts per million (ppm) or more that is diluted on site to the point that it meets DEP Drinking Water Standards (10 ppm), yet still exceeds the lower limit required to protect the health of coastal ponds as the watershed builds out.

After wastewater, the second most significant source of nitrogen pollution that is controllable is fertilizers used in farming and landscaping. Unfortunately, Islanders have little local control over one serious source of nitrogen pollution to our coastal ponds — acid rain (from gases produced when fossil fuels are burned by automobiles, power plants, and industries, often hundreds of miles to our west). Water quality is also affected by limited tidal circulation and by pond management activities. The periodic breaching of the great ponds brings clean ocean water to flush nitrogen and other pollutants from the pond, or at least dilute them. Summer inlets are vital to water quality in the great ponds.

The Martha's Vineyard Commission has calculated interim nitrogen-loading limits for most coastal ponds and watersheds, based on factors such as the watershed area, the volume of the pond, and the tidal circulation.

For many coastal ponds, the annual nitrogen produced by the current development already exceeds, and in some cases is double or triple, the acceptable nitrogen-loading limits. With projected future development, the problem will be even worse.

The MVC has also categorized the ponds, based on water quality data, eelgrass bed coverage trends, and other factors.

- Good means that the water quality indicators are almost always in the acceptable range and eelgrass beds have suffered only small losses.
- Somewhat Impaired means that water quality indicators are not acceptable some of the time or only in some parts of the system or that eelgrass coverage loss has exceeded 50%.
- Impaired means that the water quality indicators are almost always unacceptable in a substantial part of the system, nitrogen loading significantly exceeds the limit or eelgrass is no longer found in the system.

Of fifteen ponds, eight (53 percent) are rated Impaired, an additional five (33 percent) are Somewhat Impaired, and two (13 percent) are Good.

The following ponds are Impaired:

- Chilmark Pond
- Edgartown Great Pond
- James Pond
- Lagoon Pond
- Oak Bluffs Harbor
- Oyster Pond
- Squibnocket Pond
- Tisbury Great Pond

The already deteriorated conditions do not include the impacts of nitrogen from development that occurred in the last 20 to 30 years in more distant parts of pond watersheds, since their nitrogen plumes have not yet reached the ponds. In watersheds that have surpassed their natural ability to deal with nitrogen, every new house will need to have all its nitrogen reduced or offset with costly wastewater treatment.

AREAS OF CRITICAL ENVIRONMENTAL CONCERN: BIOMAP2²⁶

The Massachusetts Department of Fish & Game, through the Division of Fisheries and Wildlife's Natural Heritage & Endangered Species Program (NHESP), and The Nature Conservancy's Massachusetts Program developed BioMap2 to protect the state's biodiversity in the context of climate change. BioMap2 identifies two complementary spatial layers, Core Habitat and Critical Natural Landscape.

Core Habitat identifies key areas that are critical for the long-term persistence of rare species and other Species of Conservation Concern, as well as a wide diversity of natural communities and intact ecosystems across Massachusetts. Protection of Core Habitats will contribute to the conservation of specific elements of biodiversity.

Critical Natural Landscape identifies large natural Landscape Blocks that are minimally impacted by development. If protected, these areas will provide habitat for wide-ranging native species, support intact

²⁶ Commonwealth of Massachusetts: Division of Fisheries and Wildlife. *BioMap2; Conserving the Biodiversity of Massachusetts in a Changing World*. 2012.

ecological processes, maintain connectivity among habitats, and enhance ecological resilience to natural and anthropogenic disturbances in a rapidly changing world. Areas delineated as Critical Natural Landscape also include buffering upland around wetland, coastal, and aquatic Core Habitats to help ensure their long-term integrity.

Much of Martha's Vineyard is a large and complex Core Habitat, home to 65 rare and uncommon species, with 24 of those globally rare. In fact, the highest concentration of rare species in the state is near the center of the island in Corellus State Forest.

Many of these rare species are moths, tiger beetles, and plants which inhabit only the kinds of sandplains that cover much of the island. As well, the Vineyard supports some of the best populations in the state of breeding Northern Harriers and Whip-poor-wills. The sandplains and barrens of this island have remained in states of early succession over the centuries because of fire and major storms; nowadays, active management techniques, such as prescribed fire and mowing, help keep these singular habitats alive.

About 65% of the Island (37,225 acres) has been designated by the Commonwealth as Priority Habitat for rare and endangered species of plants and animals.

Several complex ecosystems form the heart of the Island's natural environment. The 2014 Island Plan identified five Eco-Regions on Martha's Vineyard which should be protected and restored, namely: the Central Sandplain, the Coastal Sandplain, the Western (Moist) Moraine, Aquinnah, and the Eastern (Dry) Moraine.

The aim in these areas is to protect the remaining areas of native vegetation such as the 65% of the Island that is Priority Habitat (including 25% of Estimated Habitat) for rare and endangered species identified by the Commonwealth's Natural Heritage and Endangered Species Program. In the future, the specific assemblage of species in each of these areas might evolve as a result of climate change or other factors; however, by keeping an area of adequate size, they should be able to evolve into equally valuable natural communities.

Overall, biodiversity is threatened by development as well as by inappropriate management practices such as habitat fragmentation, fire suppression, introduction of non-native landscapes, and the spread of invasive species.

Particularly important to biodiversity is the concept of Minimum Viable Landscapes (MVL) – the amount of ecologically functional land and surface water needed to sustain viable populations of native species. Since these areas act as essential source areas for the plant and animal inhabitants that might disperse to other parts of the Island, they are referred to as Source Areas.

The Island Plan concluded that the area of Minimum Viable Landscape needed to maintain a viable ecosystem so that it functions as a Source Area is approximately 5,000 acres in the Sandplains and 3,000 acres in the moraines. In general, Source Areas should be maintained and restored to tracts large enough to absorb a variety of carefully managed uses, including limited human activity. Fragmentation is a particular concern.

Significant habitat areas that are long and narrow are particularly vulnerable to edge effects from adjacent developed areas, such as the intrusion of invasive plant species, non-native or hyper-abundant predators,

and exterior lighting. These threats are even more problematic when it comes to the hundreds of houses located throughout the Source Areas.

SCENIC VIEWS

People's sense of the Vineyard comes largely from what they see as they drive along the Vineyard's roads. The Martha's Vineyard Commission has protected roadside views and vistas to a certain extent in the Island Road District of Critical Planning Concern created in 1975, empowering the towns to adopt special regulations. There are Major Roads in all six towns and Special Ways in five towns. Special regulations for the Major Roads Zone include such mechanisms as height and setback restrictions, protections for stone walls, and requirements to bury power lines. Regulations for the Special Ways include restrictions on paving and widening.

The public's preference for open views of roadside fields is at odds with the desire of property owners to keep them shielded. The degree of openness depends on whether they are privately or publicly owned.

Also of concern is the view from public waters, especially the ponds and ocean. There is concern that development highly visible from the water is undermining the natural character of the Island. In some locations, the aims are to preserve the appearance of openness and great space; to foster the maintenance of existing vistas and the creation of new vistas, as well as the restoration of vistas that have been lost over time from plant succession; to match the use of land to the land's natural and visual qualities; to manage change and growth to enhance the traditional and natural landscapes of the Vineyard, and to require that development plans fit the scale and quality of the inherited landscape so that generations to come will have views and open vistas to enjoy.

Historic & Cultural Resources

Most important for keeping the authentic, unique character of Martha's Vineyard is preserving historic buildings and other historic resources from destruction or inappropriate alteration. Most of the Island's historic buildings are concentrated in historic town centers, traditional neighborhoods, and along historic roads. Sites of archaeological importance are located across the Island though their locations are not made public to prevent looting and destruction.

Some 2,000 buildings aged more than 100 years old still stand on the Vineyard, as do another 1,500 built before the end of World War II. Of these, about 930 are located in the Island's six designated Historic Districts (which cover 502 acres), four of which are on the National Register of Historic Places. Another 1,900 are concentrated in Historic Areas (about 2,000 acres for the Island) and Traditional Neighborhoods (about 500 acres).

Infrastructure Capacity

SUMMARY²⁷

- Island-wide potable water use is estimated to be about 3.0 million gallons per day (mgd) as an annual average. This figure includes parcels served by either municipal systems or private wells, and excludes large-scale irrigation, such as at golf courses.
- Island-wide wastewater flows are estimated to be about 2.7 mgd, as an annual average. Edgartown and Oak Bluffs together account for about 60% of the total.
- Annual average wastewater flows of approximately 2.0 mgd are generated in nitrogen-sensitive watersheds, and approximately 610,000 gpd must be collected there to achieve the known or expected septic nitrogen removals associated with water quality restoration.
- About 290,000 gpd is now treated at public wastewater treatment facilities, as an annual average, of which 85% is treated in Edgartown and Oak Bluffs.
- Considering nitrogen control and an allowance for other needs, an annual average of 670,000 gpd of additional wastewater flow should be collected Island-wide. This represents 2.3 times the volume now collected.
- Anticipated growth in the six towns may increase the total wastewater volume by 1.5 mgd, a 55% increase, from 2.7 to 4.2 mgd.
- Existing wastewater infrastructure was developed prior to a full understanding of the nitrogen problem in coastal ponds. Only 28% of wastewater flow to the existing five public wastewater facilities is collected in nitrogen-sensitive watersheds.

DRINKING WATER^{28,29}

Vineyarders get water from the aquifer to their taps in two ways.

- Public Water Supply: Nearly two thirds of Vineyard homes get their water from a public well and distribution system (Edgartown, Oak Bluffs, Tisbury, Menemsha, and Wampanoag Tribal Housing, the last two being privately owned). The groundwater quality in supply areas, or zones of contribution, of existing public wells is already protected.
- Private Wells: For the rest of the Island, private wells will be the source of drinking water for the foreseeable future. There is some concern that existing minimum separations between wells and septic fields are not adequate where groundwater flow direction is uncertain.

Public water supplies are administered by the Towns of Edgartown, Oak Bluffs and Tisbury, and serve nearly 10,000 developed properties.

All water suppliers draw water from public wells, whose Zone IIs cover nearly 14 square miles (15% of the total land area of the Island). Development density is light in these Zone IIs, and water quality is good.

An analysis of town-by-town water billing records indicates the following typical water use per property:

- Residential properties: 140 to 210 gpd per property

²⁷ Martha's Vineyard Commission. *Martha's Vineyard Wastewater Management Study*. May 2010.

²⁸ Martha's Vineyard Commission. *Island Plan 2009*. February 2010.

²⁹ Martha's Vineyard Commission. *Martha's Vineyard Wastewater Management Study*. May 2010.

- Non-residential users: 400 to 1,500 gpd per property

A number of immediate and long-term issues relate to the regional water supplies for Martha's Vineyard. The entire Island of Martha's Vineyard has been designated a federally protected sole source aquifer. This designation means that the aquifer supplies at least 50% of the drinking water to the service area and that should this water source be contaminated, there are no other viable sources of drinking water in the area. Under this designation, the EPA requires any development planned for the area overlying the source, undergoes review by the EPA. The water supply for the Island consists entirely of groundwater sources. All surface waters on the Island are salt ponds or brackish. Therefore, good water quality of the groundwater resource is imperative.

Since the Martha's Vineyard Commission produced its Water Quality Management Plan for Martha's Vineyard in 1977 and its Water Resources Protection Planning Project plan in 1993, much new information has become available regarding delineation of the Zone II's. It is important to take advantage of that information to assess the adequacy of the resource protection in place and planned. It is also imperative to plan for delivery. In particular, it is imperative to plan for future well field development for the major municipal water supplies serving the more densely populated towns of Tisbury, Oak Bluffs and Edgartown. Population density in the three large towns precludes the option of individual private wells such as serve the residents of the three lesser-developed towns. The municipal supply wells are the only option for the residents of the three larger towns.

The outwash plain is a deposit of bedded sands and gravels that has tremendous potential for yielding water supply. It extends to a depth of 70 feet below sea level in the center of the State Forest and has an estimated transmissivity of 14,000 square feet per day. A deeper secondary aquifer extends from 90 to 160 feet below sea level, with a transmissivity of 2,500 square feet per day. The two are separated by 20 feet of silty sand. The high iron content of the secondary aquifer limits its usefulness for water supply.

Groundwater flow in the outwash plain has a large west to east component such that water recharged in West Tisbury could flow into Oak Bluffs, Tisbury or Edgartown. It is fortunate that the area is largely low density residential or held in conservation by the Department of Environmental Management, the towns, the Martha's Vineyard Land Bank and other conservation groups.³⁰

WASTEWATER³¹

Currently, wastewater from about 1,800 properties is treated in one of the Island's five wastewater treatment plants (Edgartown, Oak Bluffs, Tisbury, Airport, and Wampanoag Tribal Housing), while over 14,000 Vineyard properties (more than 90%) treat wastewater on site — in cesspools, in older septic systems, or in newer Title 5 septic systems.

The MVC works with towns to evaluate the need to expand or upgrade their sewage treatment systems. When reviewing proposed Developments of Regional Impact, the Commission also carefully examines the proposal's wastewater disposal, especially with respect to the amount of nitrogen being put into nitrogen-sensitive watersheds.

³⁰ Martha's Vineyard Commission. *Martha's Vineyard Source Water Protection Project*. June 19, 2003

³¹ Martha's Vineyard Commission. *Island Plan*. February 2010.

Nitrogen³²

Wastewater is the largest locally controlled source of nitrogen pollution to our groundwater and surface waters. Coastal salt ponds are more sensitive to nitrogen than people, so additional measures to limit nitrogen pollution beyond the requirements in place to ensure human health are necessary. Wastewater leaving the septic tank contains about 35 parts per million of nitrogen. Natural nitrogen uptake and bacterial conversion to nitrogen gas lowers the septic system nitrogen by about 25% by the time it reaches a coastal pond.

There are four basic approaches to treating wastewater, which all meet state health protection requirements, but have very different levels of effectiveness when it comes to removing nitrogen.

- Centralized wastewater treatment facilities fed by sewage collection systems are most suitable for higher density areas and can remove about 90% of the nitrogen.
- Satellite treatment plants are most suitable for outlying, higher density areas, and remove up to 75% of the nitrogen.
- Cluster treatment facilities, for groups of homes, typically offer treatment to remove about 50% of the nitrogen, but can have nitrogen-removal equipment added which will remove 75%.
- Individual on-site treatment systems are the least favorable as they only remove about 40% of the nitrogen through biological treatment.

Town Boards of Health enforce Title 5, the State Sanitary Code, to ensure wastewater disposal by septic systems protects human health, although Title 5 is not focused on the impact to surface waters. Protective measures include system design, location, distance to groundwater, and separation from down-gradient wells. The amount of potential nitrogen entering the groundwater from wastewater disposal is only regulated when systems exceed 10,000 gpd, in areas where there are private wells or within the Zones of Contribution for public supply wells or in projects reviewed as Developments of Regional Impact by the MVC.

SOLID WASTE DISPOSAL³³

The volume of waste the Vineyard disposes of is an energy-intensive and, thus, costly operation. Currently the island ships 33,500 tons of trash off-Island each year, accounting for 15% of the Steamship Authority's freight traffic, or one in seven freight trips. The Island's generation of waste is growing much faster than the year-round population.

Four of the Island's six towns – Aquinnah, Chilmark, Edgartown and West Tisbury – are members of the Martha's Vineyard Regional Refuse Disposal and Resource Recovery District, jointly handling their waste management. Oak Bluffs and Tisbury manage their waste together; these two towns are the most densely populated and are the only towns that provide curbside collection. In addition, several private companies are involved in collection, consolidation, and off-Island shipment of waste, independent of any governmental functions. Each town has its own waste transfer station, often at former landfill sites, all of which incorporate deposit of materials for recycling.

Trash collection, transport and shipment off-Island on ferries and barge represents one of the Island's major transportation issues. Municipal waste and recycling pick-up is provided in Tisbury and some portions of Oak Bluffs. Edgartown and Up-Island towns do not offer trash pick-up, but private residential and commercial pick-up is available across the Island, including dumpsters from construction sites. Changes in construction and demolition disposal regulations require that such waste be shipped off-Island directly from construction sites. Municipal trash and recyclables represent over 40 tractor-trailer loads weekly during the

³² Martha's Vineyard Commission. *Island Plan*. February 2010.

³³ Martha's Vineyard Commission. *Island Plan 2009*. February 2010.

season on SSA ferries, with some backhaul of landscaping materials and firewood. The Island ships some 25 tractor-trailer loads weekly in season of municipal wastewater, scrap metal and junk cars, along with one straight truck of renderings and one of medical waste. Additionally, the Island is considering whether to use composting as a means of reducing the volume of municipal waste shipped off- Island. The Vineyard, like most coastal areas, requires a significant amount of plant nutrient be shipped to the Island, which could be replaced by compost from municipal organic waste.

TRANSPORTATION³⁴

As an island, the only means of access is by water or air. This includes the Steamship Authority, private ferries, cruise ships, barges, smaller boats, and air travel, both commercial and general aviation. Travel on the Island is by car, bus, bike, motorcycle, moped, and foot. Travel flows to and on the Island vary considerably throughout the year, from relative ease during the winter with an estimated 16,800 year-round residents, to the summer intensity with more than 40,000 additional seasonal residents and visitors.³⁵ The spring and fall shoulder seasons are in between, and increasingly active.

Roadways

Over 95 percent of households on Martha's Vineyard own one or more vehicles and about 73 percent of working residents drive alone to work (2010-2014 ACS). Roadways are an important component of the Island's transportation system due to the population's reliance on private automobiles. Martha's Vineyard's road network has remained very similar to the roadways created when the Island population was less than 5,000, and now accommodates the travel demands of about 17,000 year round residents, and about 75,000 people during the peak summer months.

There are 177.4 miles of public, paved roads classified into three basic functional road types with varying widths, lengths and access features on Martha's Vineyard. Ideally in federal guidance for transportation systems there is a hierarchy of roadway function, from the local abutting business or house driveway onto the local road network, to the collector or medium style roadway to connect with other homes and local services, and a collector would also connect one beyond by linking to the arterial network. The main roadways are functionally classified as arterial roads that loop through the Down-Island towns. The arterial roads on the Island have more local access than most arterials and carry higher volumes of traffic at varying posted speed limits and travel speeds, from 20 miles per hour to 45 miles per hour.

Proposed Improvements

Five Corners, Tisbury: This intersection features three local roads (Water St., Beach St. Ext., and Lagoon Pond Rd.) converging on an urban principal arterial road (Beach Street/State Road – Beach Road). The Woods Hole, Martha's Vineyard, and Nantucket Steamship Authority (SSA) ferry terminal on Water St., Vineyard Haven, generates traffic throughout the day. Much commercial, municipal, and pedestrian activity in the immediate area contributes to summertime delays often minutes or more. The VTA bus hub is also at the end of Water Street near the Union Street parking lot for downtown transit customer convenience. Improvements that are completed or underway include:

- Having police officers direct traffic at key locations during peak summer periods;
- Improving the ferry vehicle staging area, including improved signage, moving the check-in booth farther back from Water Street, and improving the short-term parking layout so back-ups do not extend into the street;
- Reorganizing the Water Street Parking Lot so that cars can circulate without having to go back onto the street

³⁴ Martha's Vineyard Commission. Martha's Vineyard Transportation Plan 2016-40. July 2015.

³⁵ Martha's Vineyard Commission. Martha's Vineyard Transportation Plan 2016-40. July 2015

State Road, Edgartown-Vineyard Haven Road, and Look Street Intersection,

Tisbury: An urban principal arterial (Edgartown- Vineyard Haven Rd.) ends at State Road, the junction continues as an urban principal arterial to Five Corners intersection, but is an urban minor arterial uphill toward Upper State Road. With the cross island and intermediated connections to Edgartown-Vineyard Haven Road and the Vineyard Haven downtown attractions like restaurants, shopping, movies, recreation, and the ferry terminal, it is a well-used arterial connection. The State Road corridor is equally important as a connection to the same Vineyard Haven downtown destinations and carries traffic from the three Up-Island towns. A study carried out by the MVC for the Town indicated that, provided all three planned links to State Road are constructed, it would offer the following advantages:

- Relieve traffic along the Upper State Road corridor and at the Look Street intersection by allowing much of the traffic between the Edgartown-Vineyard Haven Road and the congested Upper State Road commercial area, as well as traffic heading Up-Island, to bypass the intersection and part or all of the busy portion of Upper State Road.
- Provide better access to the Park-and-Ride and the shuttle to the ferry.
- Provide easier access to the properties south of Upper Main Street as part of a proposal by the Tisbury Planning Board for extensive “smart growth” infill development

Additional areas of high congestion or dangerous intersections that are under review for improvements include:

- Edgartown-Vineyard Haven Road near the YMCA
- Edgartown-Vineyard Haven Road at County Road
- Upper Main Street, Edgartown
- The Triangle, Edgartown
- Upper State Road, Tisbury

Vehicular Safety

According to MassDOT located crash records, from 2011 to 2013, a total of 536 crashes were reported by the Island towns, an average of 179 per year. As a whole over the three-year period, the 536 crashes included: 1 fatal crash, 141 injury crashes, and 394 crashes that involved property damage only or where the crash severity was unknown or not reported. The state’s data includes local reported crashes and State Police reported crashes from which MassDOT was able to determine a specific geographic location. Not all crash locations could be identified due to the lack of crash reporting by local towns to the state, or, the reported crash information may not be sufficient to geo-code the location.

Scenic Roadways

It is especially true on Martha's Vineyard that roads have cultural, historic, economic, and aesthetic values. The Island’s distinct character and unique sense of place are perceived largely by traveling along Island roads. The preservation of the traditional quality of rural and village roads is critical to residents’ and visitors’ perception of the Vineyard. It is an important basis of the Island’s character, to its environment, and to its visitor-based economy.

Island Road District

In 1975, the Martha's Vineyard Commission designated the Island Road District, setting limits on the placement and of buildings along the main Island roads and limiting the number of curb cuts. This has effectively prevented the type of roadside strip development so prevalent in other locations.

Scenic Roads Initiative

In 2014, the MVC set up the Scenic Roads Initiative, overseen by a committee made up of representatives of the Commission and each Island town. The committee has outlined a work program of how to move ahead to better analyze and protect the Island’s scenic roads. It recommends holistic approach that defines

Island roads from an experiential point of view, including the corridor (view shed and vistas as seen from the road), the roadside (areas that immediately front along but outside the public right-of-way including adjacent buildings, entrances, fences, stone walls, roadside vegetation, commercial signage, and non-roadway lighting), and the roadway itself (areas within the public right-of-way including the alignment and geometry of the road, travel lanes, shoulders, drainage, sidewalks, pathways, and roadway lighting and signage). It calls for an inventory of roads on the Island, a categorization and classification of roads based on characteristics and management objectives, and sets of guidelines for preserving, maintaining, and enhancing the character-defining features of designated roads. These would preferably be published in a Martha's Vineyard road design manual.

Public Transit

The Martha's Vineyard Transit Authority (VTA) is the Island's regional transit authority. A fleet of 33 fully accessible vehicles, with seating capacities ranging from 18 to 37 passengers, provide service on 14 fixed routes from mid-May through mid-October. Due to the great success of a two-year pilot program funded by the towns, the VTA is able to provide public transit service to 12 of these established fixed-route corridors throughout the off- season.

The VTA routes cover nearly all island major roads and all parts of the Island including the main public beaches and two park-and-ride lots. Timed transfers at various locations on the Island allow passengers to plan efficient longer trips. Single one-way fares are \$1.25 per town, including town of origin up to \$6.25 for five towns. The cost of bus passes ranges from \$8 for one day to \$120 for an annual pass. Discounted passes are available to year round resident seniors age 65 and up.

The VTA operates paratransit van service, as required by law, giving access to the bus routes to eligible disabled individuals. The service runs within 3/4 mile of each route. In addition to paratransit trips, the VTA provides contract transportation to the Adult Day Care Program and Senior Lunch Programs. Windemere Nursing Home has its own van for use by its residents. In addition, one day each week a van goes to Boston-area medical facilities. Collectively, these services are known as 'The Lift'. Service is provided with seven 10- to 16-passenger vans. Paratransit and other van services are the most expensive transportation the VTA operates and the population in need of these services is growing.

With the acquisition of route operating rights in 2001, the Martha's Vineyard Transit Authority began operating. The VTA's annual fixed route ridership has grown from 71,500 passenger trips in 1997 to roughly 1.2 million in Fiscal Year 2014.

The annual ridership was up 6% overall in FY2014 over FY2013, and up 2% in the off-season. In August 2014 of FY2015 a new monthly ridership record was set. Fixed Route ridership continues to grow, with the first six months of FY2015, July through December, up 53,912 passenger trips.

Extending the reach and use of the transit system, and possibly bicycle facilities, the VTA does have bicycle racks on all the fixed route vehicles. All buses are equipped with bike racks accommodating 2 to 3 bikes. In FY 2014 the VTA carried 21,252 bicycles on its buses, and this is a great back up for bicyclists to have the option to connect with transit for part of their trips.

The growth in transit use and consolidation of the year-round, Island-wide public transit service has reduced the need for automobile trips and has improved the quality of life for residents and visitors. It provides a viable option and increased mobility for residents and visitors. The Island population transit users span all population groups from older school age children and teenagers, the working group, to the growing group of elders. Islanders ride the bus for varying trip purposes, including to work, shop, and play.

Shared Use Paths

Thirty-seven miles of shared-use paths (SUPs) Down-Island and around the State Forest link the major population centers with many primary tourism destinations, the Island's largest recreational property, and West Tisbury. The paths are used by a complex mix of skilled and recreational bicyclists, pedestrians, joggers, in-line skaters and horseback riders. Having been stitched together over more than 35 years, the SUPs vary in width, condition and separation from motor traffic.

Major gaps in the SUP network are:

- Contiguous path from Oak Bluffs to Vineyard Haven;
- Contiguous path through or around Vineyard Haven and Oak Bluffs;
- Connections into the hearts of town centers, particularly to the ferry terminals

Proposed improvements include:

- Improve the SUP through the Hospital site and improve the existing segment along Eastville Avenue (MV Hospital, Oak Bluffs).
- Create a short SUP segment connecting the northeast corner of State Forest to the Vineyard Haven-Edgartown Road shared-use path
- Create a continuous SUP from the drawbridge to Sunset Lake
- Realign additional portions of County Road to provide buffer space between the road and the existing shared-use path
- Redo Edgartown sidewalks between Upper and Lower Main Street.
- Create a SUP along the eastern and northeastern perimeter of the Manuel Correllus State Forest to complete the perimeter loop of the Forest
- SUP from Chappy Ferry landing on Chappaquiddick to Wasque

Proposed extensions include:

- Tisbury-Beach Road: Winds Up to Tisbury Market Place
- State Forest-Northern edge
- State Forest-Eastern edge
- Northeast corner of State Forest to Edgartown-Vineyard Haven Road
- Tisbury/West Tisbury: Park-and-Ride to State Forest
- Tisbury -Park-and-Ride to Veteran's Park Area

Ancient Ways

The Vineyard has a large network of unpaved paths and trails, many times more extensive than the shared-use paths. As with the SUP network, these trails provide walkers and, often, cyclists an important alternative to the roadways. More importantly, the trails greatly expand the network available to non-motorized traffic, connecting neighborhoods to one another and to public lands, or providing "short cuts" to nearby destinations.

More than a dozen trails contain an historic connection to the Vineyard's cultural past, with remnants of dozens of old cart paths predating the automobile, and even European settlement of the Island. Many of these trails - commonly referred to by the loose designation "ancient ways" - were the Indian paths and settler roads of yesteryear, connecting villages and running to great ponds and woodlots.

Sidewalks

Town centers, particularly Down-Island, see heavy pedestrian activity, especially in summer. The dense, historic layouts of the downtowns of Vineyard Haven, Oak Bluffs, and Edgartown make it difficult to accommodate large volumes of pedestrians, bicyclists, and motor vehicles despite the many existing and

planned amenities for pedestrians and bicyclists. Narrow public rights-of-way often leave little room for sidewalks, let alone wider shared-use paths. The condition of the sidewalks and pedestrian congestion effectively prevents their use by cyclists, who are relegated to the roadway, which can further congest motor vehicle traffic.

Many sidewalks are less than four feet wide, are obstructed in many places with utility poles, signs and mailbox posts, or have uneven surfaces. These limitations are particularly problematic for the handicapped and elderly, people with strollers, and visitors with luggage. Even without obstructions, sidewalks can overflow with pedestrians near ferries in Vineyard Haven and Oak Bluffs, and shopping areas in all of the down-Island towns, and by queues for buses. Pedestrians often spill out onto the roadway which frequently conflicts with automobiles.

In certain downtown areas, pedestrian ways are sometimes merely indicated with lines painted on the asphalt, not delineated at all, or the right-of-way is insufficient to even dedicate a pedestrian area. This absence of a continuous pedestrian pathway network forces pedestrians to walk in the roadway, a safety concern that can also increase traffic congestion.

In other areas, such as Upper State Road in Tisbury and Upper Main Street in Edgartown, sidewalks exist but the layout of buildings is automobile-oriented, with large parking lots and frequent curb cuts undermining the principle that pedestrians have priority. Such layouts are not conducive to walking from business to business.

The much less developed Up-Island towns have few sidewalks. West Tisbury's Paths by the Roadside Committee successfully worked with MassDOT and abutting landowners to create hybrid sidewalk- paths alongside two busy roads. These four-foot-wide asphalt paths without curbing complement the town's rural character, meandering around trees and undulating with the terrain, yet accommodate wheelchairs. They typically are within the road right-of-way but separate from the road pavement. While these paths are sometimes used by cyclists, they are not generally suitable for cycling due to their narrowness which, like sidewalks, makes it difficult to pass other bikes or pedestrians.

West Tisbury has added more traditional curbed sidewalks in segments of its town center which is a hub of public spaces and activities, as well as a transit bus hub. Both Chilmark and Aquinnah are examining creating dedicated pedestrian infrastructure to improve safety at locations that receive heavy movement of pedestrians.

SCHOOLS

The Martha's Vineyard six public schools and the MV Public Charter School provide education from pre-kindergarten to grade 12, which are generally recognized as being of excellent quality. The school population has been declining for about eight years; the 2015 enrollment of 2,325 students was a little more than three-quarters of its facility capacity of 2,980. The public school system is the largest single Island employer, with about 600 employees.³⁶

Martha's Vineyard is a school choice district. Children may attend any school of their family's choice on the Island. They are not restricted to their town school in the lower grades if there is space available in the school of their choice outside of their town. If the number of applicants exceeds the number of spaces available, a lottery is held. Priority is given to siblings of currently enrolled students at the school of choice, and to children of employees at the school.

The town elementary schools serve grades k-8 with the exception of the Chilmark School which only goes to the fifth grade. Chilmark is also the smallest school with an enrollment of 62 students in 2015-16 school

³⁶ Martha's Vineyard Commission. *Island Plan 2009*. February 2010.

year. Aquinnah is the only town without its own elementary school. Oak Bluffs Elementary has the largest enrollment (431 students) and the student body grew by 50 students between 2015 and 2016, the largest increase among the Island's elementary schools. West Tisbury added 31 students, the second largest increase. The Martha's Vineyard Public Charter School also serves k-8 students and had 132 students enrolled in these grades in 2015-16.

Students have two options on the Island for high school, the Martha's Vineyard Regional High School and the Martha's Vineyard Public Charter School. For the 2015-16 school year, the high school had an enrollment of 655 and the charter school 32, for grades 9-12.

Chilmark School

Chilmark School is a K-5 school located in Chilmark. It is one of two schools that makes up the Up-Island Regional School District. Its enrollment is the smallest of all the island schools with forty-eight students enrolled in 2015-16. The school had an enrollment of sixty-two students in 2014-15. Students from Chilmark School enter the West Tisbury School in the sixth grade.

Chilmark School's student body is more white (85.7 percent) than the other Island schools and 25 percent more white than the state. Chilmark School has a higher rate of multi-race, non-Hispanic students (5.4 percent) than the state (3.1 percent). Native American students and Hispanic students both make up 1.8 percent of the school's enrollment.

At the Chilmark School kindergarten and first grade are combined, second and third grades are combined and fourth and fifth grades are combined. The multi-age classroom offers many benefits to the student as well as the school community. The multi-age approach has been an integral piece of the Chilmark School's philosophy since its inception. This environment embraces the differences in learning styles and embodies cooperation and support between learners. Instruction is customized to a student's learning speed, rather than the student being confined to a grade level based set of expectations. Students experience new roles in a multi-age classroom - transitioning from novice to mentor within each two-year cycle. This growth promotes confidence, self-esteem and helps to nurture strong classroom communities.

West Tisbury School

The West Tisbury School is a K-8 school located in West Tisbury. It is one of two schools that makes up the Up-Island Regional School District. Students from Chilmark School enter the West Tisbury School in the sixth grade. West Tisbury School had 329 students enrolled for the 2015-16 school year. This is an increase of thirty-one students over 2014-15.

West Tisbury School's racial composition is 85 percent white, a 23 percent increase over the state. The school has a lower rate of African American (3 percent) and Hispanic (4.4 percent) students when compared to the state but a higher rate of both Native American (2.3 percent) and multi-race, non-Hispanic (4.7 percent) students than the state.

Oak Bluffs Elementary

Oak Bluffs Elementary is a k-8 school which had a student enrollment of 431 for the 2015-16 school year. Enrollment at the Oak Bluffs' school increased by close to 50 students since the 2014-15 school year. Oak Bluffs Elementary has a smaller white student population (66.8 percent) than other Island schools and a higher percentage of Hispanic students than other schools (17.4 percent) which is close to the state proportion of Hispanic students.

Tisbury Elementary

Tisbury Elementary is a k-8 school with an enrollment of 325 students for the 2016-17 school year. Enrollment at the school has remained relatively static since 2012, with a net loss of just six students over that time. Twenty-three percent of students at Tisbury Elementary are Hispanic, 6 percent are multi-race, non-Hispanic and 3 percent are Native American. These are all higher than the state proportions in the same categories. The school has a smaller proportion of white students (64.7 percent) than other schools but is close to the state percentage (63.3 percent).

Edgartown School

The Edgartown School is a k-8 school that had 345 students enrolled in the 2015-16 school year. A new facility was built in 2003 to accommodate additional capacity of 550 students. There was a net increase of ten students between 2012 and 2016. Thirteen percent of students at the school are Hispanic, 5 percent are multi-race, non-Hispanic and 3 percent are Native American. The school has a higher proportion of white students (76.4 percent) than the state (63.3 percent).

Martha's Vineyard Regional High School (MVRHS)

MVRHS is the only high school on the Island and one of two schools that teaches grades 9-12. The Martha's Vineyard Regional High School has a 91 percent graduation rate, 6 percent higher than the state average, and a dropout rate of just 1 percent. The school has received the prestigious National Blue Ribbon School Award from the US Department of Education twice. The award recognizes schools "based on their overall academic excellence and their progress in closing achievement gaps among student sub-groups."³⁷

MVRHS enrolled 655 students in the 2015-2016 school year. This number represents a decrease in enrollment by 32 students over the previous year. The racial composition of the school more closely reflects the Island-wide population. As a regional school, racial distinctions within the town schools are less pronounced. However, multi-race, non-Hispanic students still make up a greater proportion in the school than they do at the state level. The MVRHS student body is almost 80 percent white and 2.4 percent Native American, and both of these are higher than the state proportions. Hispanic students make up 10 percent of the student body and African Americans, 2.4 percent, both lower than state proportions.

Compared with the state, a smaller proportion of students at MVRHS are Economically Disadvantaged or have Limited English Proficiency, 16.9 percent and 2.8 percent respectively. However, 19.2 percent of MVRHS students receive Special Education compared to 16.9 percent at the state level.

Martha's Vineyard Public Charter School (MVPCS)

The idea for the creation of an alternative school on the Island was developed in 1993 by a group of Vineyard parents, teachers and community members. In 1995, the Martha's Vineyard Public Charter School was authorized by the state, and in 1996 the school opened its doors to students. The school is now a k-12 school with a total enrollment of 178 students. The school's enrollment has remained relatively steady since 2012 with a net loss of four students between 2012-2016. Students are chosen by lottery.

MVPCS has a higher percentage of African American students (7.1 percent) than other Island schools which also approaches the state-wide proportion (8.6 percent). Almost 78 percent of students are white, higher than the state and 6.6 percent are multi-race, non-Hispanic, also higher than the state's proportions.

³⁷ US Department of Education: National Blue Ribbon Schools Program. <http://www2.ed.gov/programs/nclbbrs/index.html>. Accessed 9/8/16.

Regulatory Barriers

Every community on Martha's Vineyard recognizes the need to encourage affordable housing and housing options and has adopted zoning provisions to help address these needs. Examples of the type of zoning provisions that the Island communities provide to encourage affordable housing and/or diversity of housing options include permission for accessory apartments, two-family dwellings, multi-family dwellings, exemptions to development rate limitations, and inclusionary zoning (requiring affordable units in certain types of developments).

The communities also have regulatory barriers, primarily as a result of restrictive zoning provisions including:

- Large lot zoning with up to three-acres minimum lot size requirements per dwelling unit.
- Limited provisions for multi-family housing, which can have an effect of excluding lower-income families with children but also other protected classes of persons that are disproportionately low-income such as racial and ethnic minority groups.
- Definitions of "family" and restrictions on unrelated people living together that pose Fair Housing concerns.³⁸ A definition of family should not distinguish between related and unrelated persons and should not impose numerical limitations on the number of persons that may constitute a family.
- Local preference policies, especially with regard to "Homesite" and "Youth Lot" provisions that pose Fair Fair housing concerns. Although some local preferences may in fact be justifiable based on the community's needs, the state, through the Department of Housing and Community Development, does not approve local preferences for which there is not a legitimate nexus to local need, such as preferences for relatives of local residents, former residents, and persons who have been residents for a certain period of time.
- Primarily older housing built before accessibility requirements were imposed by federal and state accessibility laws.
- Limited allowances for dormitory style housing for employees, which puts additional pressure on supply of housing units available for year-round occupancy.

SUMMARY OF 2014 AFFORDABLE AND COMMUNITY HOUSING ZONING ANALYSIS

The Martha's Vineyard Commission prepared this report in 2014. The report finds that despite progress by the six towns and Island non-profits to respond to affordable and community housing needs, the communities continue to fall behind due to changes in demographics, service needs, a shrinking middle class, and the continued high cost of real estate.

The report describes the following zoning recommendations for the towns to consider adopting. A shaded cell indicates a town has adopted a provision.

³⁸ City of Edmonds v. Oxford House, Inv.: 1995. *The U.S. Supreme Court found that the definition of family, prescribed in zoning, is subject to challenges by the Federal Fair Housing Act.* Occupancy requirements can be tied to a correlation to the size of the structure occupied that apply uniformly to all residents of a dwelling (e.g., a specified floor area per resident).

2014 MVC Recommendation	Aquinnah	Chilmark	Edgartown	Oak Bluffs	Tisbury	West Tisbury
Add Affordable Housing in the Purpose Clause						
Include Definition of Affordable Housing						
Include New Use Categories for Affordable Housing						
Designate Priority Development Sites for Affordable Housing and Allow Expedited Permitting						
Pre-Permitting for Designated Priority Development Sites for Affordable Housing						
Universal Deed Rider/Ground Leases						
Allow Two-Family housing development*	***					
Allow Multi-family housing development and conversions (by right or by special permit)*						
Include Provisions for Affordable Subordinate Dwellings/Affordable Accessory Apartments	***	***				
Subdivision for Affordable Housing Provisions						
Automatic Exemption for Affordable Housing from Rate of Development Limitations (by-right)	na			na		
Adopt Demolition Delay By-Law Provisions to Provide Notice to Housing Authority or other Housing Entities**						
Adopt Impact/Linkage Fees to Generate Funding for Affordable Housing						
Provide Density Bonuses for Affordable Housing						
Exempt Affordable Housing from Rental Term Limitations	***					
Allow Dormitory Housing for Employees of Island Businesses						
Allow staff apartments						
Allow Assisted Living Facilities						
Allow Independent Living Facilities						
Allow Family Apartments						
Allow Upper-Floor Apartments in Mixed-Use Buildings						
Inclusionary Zoning for Affordable Housing						
Streamlined Permitting for Affordable Housing						
40B Design and Development Standards						
Amnesty Program for Illegal Apartments with Incentives***						

*As of 2014, Oak Bluffs allowed conversion to two-family and multi-family by right but not creation of new two-family or multi-family developments.

**2014 Report recommends that towns consider an Island-wide holding place for such structures in anticipation of their future reuse.

Note: As of 2014, Tisbury had an amnesty program for illegal apartments but without incentives and had little activity.

*** At April 2015 Town Meeting, Chilmark adopted Affordable Accessory Apartment provisions. Likewise, at May 2016 Town Meeting, Aquinnah adopted Accessory Apartment provisions and two-family owner-occupied dwellings with one affordable unit and exemption to year-round rental occupancy for these units.

To help implement the recommendation of this zoning analysis, the MVC is proposing that each town adopt uniform definitions in its zoning bylaws including the following key terms: affordable housing (up to 80 percent AMI) and community housing (81 to 150 percent AMI).

DEVELOPMENTS OF REGIONAL IMPACT

The following is excerpted from the description of "Development of Regional Impact" by Martha's Vineyard Commission.³⁹

The MVC Act (Chapter 831 of the Acts of 1977, as amended) authorizes the Commission to review developments that are either so large or have such significant impacts on their surroundings that they would affect

³⁹ <http://www.mvcommission.org/dris>

more than one town. Such projects are labeled Developments of Regional Impact (DRIs). Once officially classified as a DRI, the project must be approved by the MVC before a town board may issue a required permit or take any action. The Commission weighs the potential benefits and detriments of the proposal to determine whether the application should be approved, approved with conditions, or denied.

The MVC also has review authority over Chapter 40B Comprehensive Permits, as Development of Regional Impact.

AREAS OF CRITICAL PLANNING CONCERN

The following is excerpted from the description of Areas of Critical Planning Concern by the Martha's Vineyard Commission.⁴⁰

A District of Critical Planning Concern (DCPC) is a special area on Martha's Vineyard. It is an area that is important to more than one town on the Island or to the Island as a whole. Because of the importance of these areas, they require special regulations to guide the type and manner of development that may occur.

Development in many of the most significant and beloved parts of the Vineyard has been strictly controlled as a result of the creation of DCPCs. When the Commission was new, a large number of nominations were made for DCPCs. From thoughtful consideration of those initial requests, the early Commissioners crafted the three Island-wide DCPCs that still form the framework of the Commission's DCPC protection. The Coastal District, Island Roads District and Special Places District protect the Island's most sensitive areas from inappropriate development. The Designated DCPCs include the original three Island-wide Districts; Districts protecting various ponds, harbors and other special areas; and a District protecting the entire Town of Aquinnah.

MARTHA'S VINEYARD HOUSING COVENANTS

In 2004, the state legislature adopted "An Act Authorizing Martha's Vineyard Affordable Housing Covenants." The Act allows the towns to adopt bylaws to create covenants for middle-income housing for households up to 150% AMI.

Excerpt of Section 1 of the Act:

...the towns of Aquinnah, Chilmark, Edgartown, Oak Bluffs, Tisbury and West Tisbury may adopt by-laws designating the Dukes County Regional Housing Authority as their agent to create, administer and enforce the Martha's Vineyard housing needs covenants. These covenants shall run with the land for a specified number of years or if no termination date is specified, then in perpetuity, and shall be executed by or on behalf of the owner of the land appropriate to: (a) limiting the use of all or part of the land to occupancy by persons or families of middle income in either rental or other housing, (b) restricting the resale price of all or part of the property in order to ensure its affordability by future middle income purchasers, or (c) in any way limiting or restricting the use or enjoyment of all or any portion of the land for the purpose of encouraging or ensuring the creation or retention of the rental and other housing for occupancy by middle income persons and families. For the purpose of this act, "middle income persons and households" shall mean persons or households earning less than 150 percent of Dukes county median household income as reported from time to time by the United States Department of Housing and Urban Development.

Excerpt of Section 2 of the Act:

⁴⁰ <http://mvcommission.actwin.com/dcps/index.html>

The provisions of section 32 of chapter 121B of the General Laws that require that rents of dwelling units in certain projects be a percentage of tenant income shall not apply to any low rent housing project that has not been developed or acquired by the authority with state assistance under section 32, 34 or 41 of said chapter 121B, but all units in any such low rent housing project shall be leased to families of low income, elderly persons of low income or handicapped persons of low income.

CHAPTER 7

IMPLEMENTATION CAPACITY & RESOURCES

Island-wide Organizations

The major housing providers on the Island offer substantial and growing capacity to address Island housing needs. These organizations and their particular niches are summarized below:

Dukes County Regional Housing Authority (DCRHA)⁴¹: DCRHA is unusual in that it provides services Island-wide as opposed to just one specific municipality. Also, unlike most housing authorities, which rely on state and federal housing funds, DCRHA has financed its projects locally, and through other types of subsidies.

- The Housing Authority manages 77 year-round Rental Apartments across the island which serve over 170 island residents who make less than 80% of the area median income.
- In addition, the Housing Authority administers town-funded Rental Assistance for 70 households in market rentals, monitors over 45 apartments permitted through the West Tisbury Accessory Apartment By-law and maintains an Island-wide rental wait list. The Housing Authority partners with other organizations that offer assistance with rent, utility and apartment rehabilitation costs to Island tenants and landlords.
- The Housing Authority maintains a database of those households interested in affordable home buying opportunities offered on Martha's Vineyard by towns, organizations or developers. Completion of the Homebuyer Clearinghouse Form allows the Housing Authority to contact households directly when specific opportunities become available.
- The Housing Authority further assists towns and developers by administering lotteries of homes and home sites, providing homebuyer education training to lottery participants and providing affordability monitoring services for deed restricted properties.
- The Housing Authority participates in advocacy and planning efforts in partnership with the Martha's Vineyard Commission, the County of Dukes County, the MA Department of Housing and Community Development, other agencies and non-profits as well as private individuals and groups at work on the Island's housing issues.

Island Elderly Housing (IEH)⁴²: IEH focuses on senior rental housing and younger disabled individuals. With the availability of developable IEH property, the organization has expressed renewed interest in developing additional units for seniors.

- IEH provides 165 apartments for the low income elderly and the disabled of the Vineyard. IEH has four campuses: Hillside Village and Love House in Vineyard Haven and Woodside Village and Aidylberg Village in Oak Bluffs. Woodside Village has 95 apartments, Hillside Village (55), Aidylberg Village (10) and Love House (5).
- IEH receives funding from the Department of Housing and Urban Development (HUD) and the Department of Agriculture Rural Development (USDA). This funding is for housing only. The

⁴¹ Dukes County Regional Housing Authority. <https://housingauthoritymarthasvineyard.org/>. Accessed 8/27/16.

⁴² Island Elderly Housing. <http://www.iehmv.org/about-us/>. Accessed 8/27/16.

supportive services offered, such as transportation and community meals, depend on private donations.

Island Housing Trust (IHT):⁴³ IHT was established as a Community Land Trust for the stewardship of land and the development of permanently affordable rental and ownership housing by holding long-term ground leases. Their model lowers the initial cost of homeownership by eliminating the land cost and a portion of the construction costs through grants and donations. IHT is also certified as a Community Development Corporation (CDC)⁴⁴ which provides the organization with a wider network of housing providers.

- Over the past nine years IHT has sold or rented over 70 homes and apartments to low and moderate-income families throughout Martha's Vineyard. The organization's goal is to double the annual rate of safe, stable year-round affordable homes available to island families from 70 to 180 by 2020, by working in partnership with island towns, other housing organizations, and individuals.
- IHT's designation as a CDC will allow it to move more aggressively into rental housing development if given the appropriate support.
- IHT created eleven affordable units in 2014, seven in 2015 and is expecting to create twenty-two in 2016-2017.

IHT's has partnered multiple times with the Martha's Vineyard Land Bank, including projects at Eliakims Way in West Tisbury, Takemmy Path in Tisbury, Kuehn's Way in Tisbury, and Beach Road Way in Aquinnah, to create conservation based affordable housing initiatives, and the DCRHA (Sepiessa and Halcyon Way in West Tisbury) and Town of West Tisbury (565 Edgartown Road & Bailey Park), Town of Tisbury (325 Lamberts Cove Rd, 129 Lake Street), Town of Aquinnah (Church Street, 20 State Road, 45 State Road), Town of Edgartown (22nd St), and the Town of Oak Bluffs (27 Sunset Ave) to create or preserve ownership and/or rental housing.

In addition, the IHT has collaborated with private developers (Fisher Road, West Tisbury, North Summer Street, Edgartown) who have built and sold homes and transferred the land to the IHT to ground lease with restrictions to the homeowners.

IHT has secured funding from the FHLB Boston Affordable Housing Program (AHP) through member banks such as the Edgartown National Bank for rental and ownership projects as well as Low Income Housing Tax Credits (LIHTC), and competitive state grant funding programs for rental projects. IHT has secured and invested \$4.9 million in CPA funding in ownership (29 units) and rental (15 units) projects over the past 11 years. In addition, IHT has secured and invested approximately \$5.8 million in private donations in ownership (36 units) and rental (15 rentals) over the past 11 years.

Habitat for Humanity of Martha's Vineyard: Habitat Martha's Vineyard's mission is to build simple, decent homeownership housing for families in the lowest qualifying income ranges. While the volume of development is very low, with only one or two units completed per year, each build is in essence a community-building initiative that brings awareness and a spirit of good will to the issue of affordable housing.

⁴³ Island Housing Trust. <http://www.ihtmv.org/about/>. Accessed 8/27/16.

⁴⁴ Community development corporations (CDCs) are non-profit, community-based organizations that anchor capital locally through the development of residential and/or commercial property, ranging from affordable housing to shopping centers and businesses. While often neighborhood-based, CDCs can extend far beyond the bounds of a single community to cover an entire city, county, multi-county region or state.

The Martha's Vineyard Land Bank Commission⁴⁵: The Land Bank's principal mission is to protect land for conservation across the Island and since its inception in 1986, the Land Bank has preserved 3,100 acres for conservation. However, the Land Bank recognizes the Island's affordable housing need and has set forth policies to address the dual interests of preserving land and creating affordable housing. The Land Bank may cooperatively purchase land with a town or housing entity for the purpose of preserving land and creating affordable housing. In addition, the following Land Bank policies support the development of housing:

- In order to encourage density in the Island's village centers, the Land Bank has made preserving land within village centers a secondary priority.
- The Land Bank requires that any land or building it acquires that may be used for affordable housing must have perpetual affordability attached, and the housing must be entirely affordable with no market rate units allowed.
- The Land Bank performs analysis prior to every land purchase to determine if the land could support affordable housing along its fringe and recommends that the seller sell that portion of the property to the Dukes County Regional Housing Authority or another suitable entity to be used for affordable housing.
- The Land Bank will allow the siting of septic and wells on its properties for the development of affordable housing when that development minimally impacts the integrity of the land.
- If buildings are present on a Land Bank acquisition, the organization may subdivide the property so the buildings can be used for affordable housing and managed by a housing entity, it may offer the buildings to be moved by a housing entity at no cost, and lastly, if the buildings will not serve the Land Bank or a housing entity, the Land Bank will offer the fixtures and components to a housing entity for removal and re-use.

The Resource, Inc. for Community and Economic Development (TRI): TRI is a non-profit, community development corporation founded in response to a consortium of town and private sector representatives who wished to more actively and innovatively impact housing and economic development in Southeastern Massachusetts, Cape Cod and the Islands. TRI has two offices, one of which is in Vineyard Haven.

Since its incorporation in 1994, TRI has secured funding for and successfully managed federal, state and local housing rehab and development projects for 15 Massachusetts communities. TRI's research, design and implementation efforts have resulted in the award of more than \$20 million in housing rehabilitation funds for the completion of 500+ rehabilitation, repairs and renovations for eligible homeowners and community development initiatives. The majority of TRI's housing rehab experience has been in the successful completion of MA CDBG Small Cities Housing Rehab program management and delivery in communities located in Southeastern Massachusetts.

Collaboration

Many of these organizations, true to their own mission and capacity, have found it useful to collaborate, leading to a spirit of mutual support rather than competition. In addition, Habitat for Humanity, the Island Housing Trust and the Housing Authority are all located in the Vineyard Housing Office in Vineyard Haven. Examples of collaboration include:

- IHT has partnered with Habitat for Humanity on six houses, executing ground leases for 60 Andrews Road (Tisbury), 148-A Edgartown-Vineyard Haven Road (Oak Bluffs), 21 11th Street (Edgartown), and 45, 49 and 50 Bailey Park (West Tisbury).
- DCRHA has organized home buyer trainings and has qualified all of IHT's homebuyers.

⁴⁵ Martha's Vineyard Land Bank Commission. *Affordable Housing Policy*. October 27, 2009.

- DCRHA serves as property manager for a rental property built and owned by IHT at Halcyon Way (West Tisbury), and will continue to enter into management contracts with IHT on their rental developments.
- DCRHA manages properties developed by other entities including the towns of Oak Bluffs and Chilmark, and the Resource, Inc.
- Joint fundraising efforts have been launched by IHT, DCRHA and HFHMV.

Partnerships

In addition to the Island housing development and management entities described here, there are occasions when these organizations will require the increased capacity and experience of off-Island developers to undertake larger-scale projects. This is particularly true when multiple layers of financing are required in larger development projects.

The Community Builders (TCB): TCB is an example of an off-Island developer that partnered with the town of Edgartown in the development of housing at Pennywise Path, now called Morgan Woods. TCB is a nationally-recognized organization with offices in the Boston, the mid-Atlantic and mid-west. The organization continues to own and manage the Morgan Woods project.

Town Affordable Housing Committees

Each of the six towns has its own affordable housing committee, and these have created many affordable and community housing projects. Each town participates in the Community Preservation Act, providing vital funds for housing initiatives. Five towns adopted Municipal Affordable Housing Trust Funds, allowing them to accept donations of land and money for housing.

Funding

Community Preservation Act Funds

All six Island towns adopted the Community Preservation Act (CPA) per MGL s.44B to collect revenues through a local property tax surcharge and variable annual state Community Preservation Trust Fund distribution. CPA funds must be spent or set aside for future spending to preserve open space and historic resources, create and preserve affordable housing, and to develop or improve outdoor recreational facilities.

Aquinnah and Chilmark adopted CPA in 2001 and the other towns adopted in 2005. West Tisbury's first attempt in 2001 failed to obtain majority vote but was successful in 2005. All town's adopted CPA with the maximum local property tax surcharge of three percent. And all towns, with the exception of Aquinnah, adopted two exemptions: low-income households and the first \$100,000 of residential property value. Aquinnah adopted the latter exemption, but not the low-income exemption.

Together, the Island towns have raised almost \$33,320,000 of CPA revenue since adoption through FY2016 (including the local property tax surcharge and the state Community Preservation Trust Fund distributions). The CPA statute requires that at least 10 percent of total revenue be spent or set aside for future spending for creation, preservation, or support of community housing (defined as housing affordable to households at or below the area median income). Ten percent of total revenue collected Island-wide would be roughly \$3,332,000.

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