

# Aquinnah Implementation Strategies Community Workshop

December 2016

Presented by

Jennifer M. Goldson, AICP

JM Goldson community preservation + planning

Judi Barrett, RKG Associates

**J M Goldson**

community preservation  
+ planning

**RKG**  
ASSOCIATES INC



# Why are we here tonight?

**Consider implementation strategies to include in the draft HPP including sites/areas to encourage creation of affordable housing**

# Project Schedule

June-Sept

Project kickoff &  
windshield tour

Housing  
Needs update

Development  
Constraints  
Analysis

Sept-Dec

Three  
Community  
Workshops

Develop  
Vision, Goals,  
and Strategies

Jan-Feb

Present Draft  
Plans

Finalize Plans

# Basis for Implementation Strategy Ideas

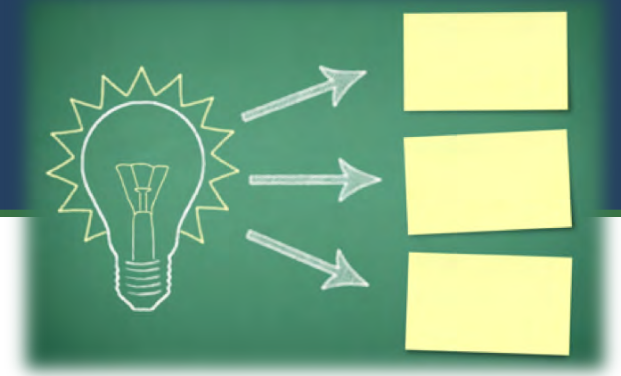


**Ideas from prior  
community  
workshops**

**Consultant team  
ideas**

**State HPP  
Regulations**

# Some of your ideas from November



In **AQUINNAH**, you said:

- Tiny houses
- Zoning changes
- Tax incentives to create affordable housing or donate land
- Looking for useable land/development sites including adjacent to Town Hall
- Buying a 20-acre site for multiple needs
- House boats, campgrounds, and yurts
- Matching people in need of housing with people who may have housing or land that could work for them



# State Regs: HPP Implementation Strategies

State HPP regulations require:

1. Zoning districts/areas to modify current regulations
2. Specific sites to encourage development
3. Municipally owned parcels to issue requests for proposals for development
4. Characteristics of proposed developments (e.g., cluster, adaptive reuse, mixed use, etc.)
5. Participation in regional collaborations



# Our Approach

We believe the implementation strategies should be a package rather than a menu of choices



# Our Approach

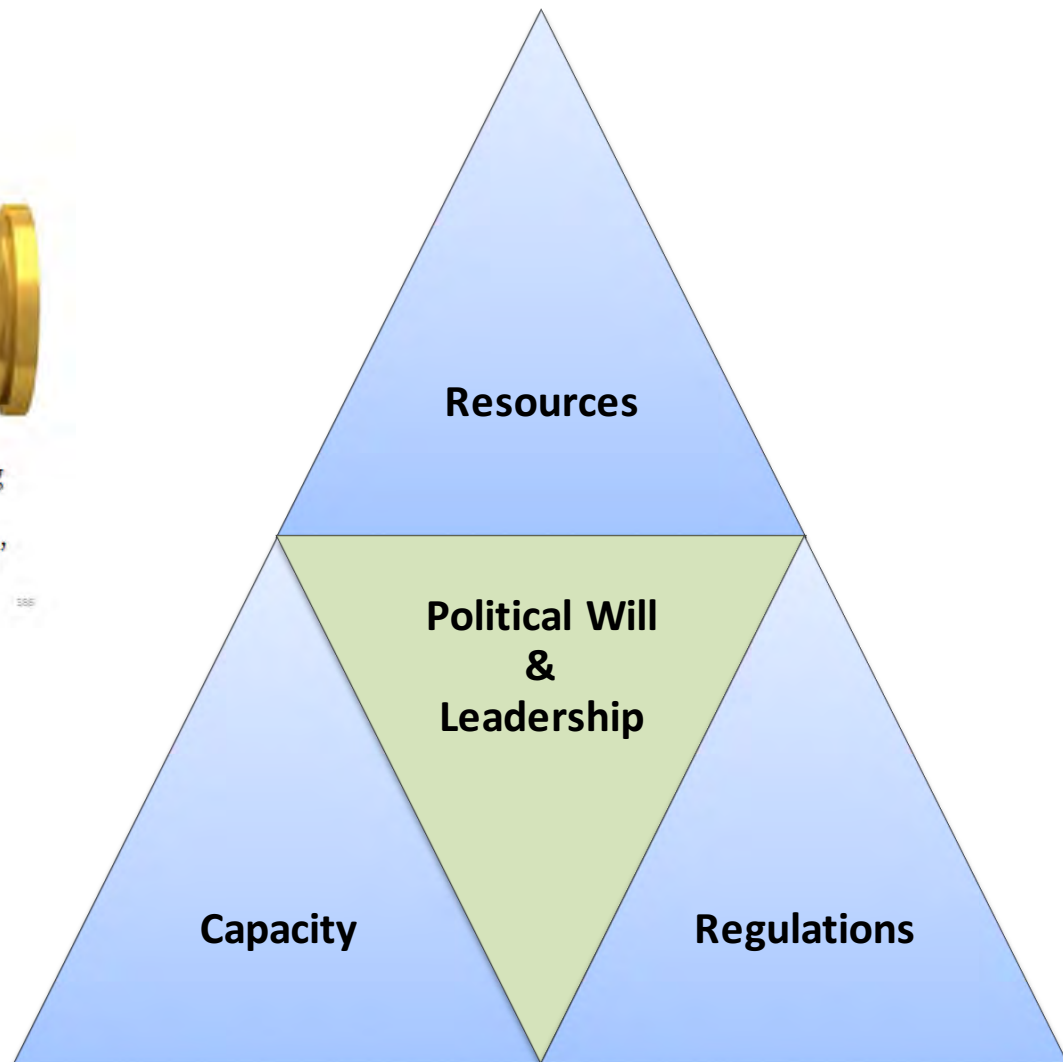
Effective packages include a variety of strategies



“Searching for the magic bullet is a distracting waste of resources.  
Adapting is a game of singles, not home runs.”

Wiersema 2014

385





# The problem boils down to this. . .

## **Biggest challenges**

*Impaired water quality – limited sewer infrastructure*

*Economy relies on preserving community character*

*Inadequate supply of housing for competing markets*

*Pronounced lack of year-round multi-family housing, especially rental*

*Six small towns on one island with limited capacity and resources*

*Leadership and political will*

## **Island-wide problems need island-wide solutions**

*Strategies will only be effective if all the communities work toward the same goals – cooperating and coordinating.*

# Discussion Exercises

**Exercise 1** - We will present some strategy ideas and then you will discuss:

*Which strategies should be considered for further investigation or implementation in next 5-years?*

**Exercise 2** - We will orient you to a map of your town and describe ways to encourage affordable/mixed-income housing development and then you will:

*Identify one or more sites/areas that merit further consideration for encouraging affordable/mixed-income development in the next 5-years.*

**Exercise 3** – We will give you dot stickers and ask you to indicate which strategies you personally feel should be considered in the plan.



# Types of strategies

## Resources

- Revenue
- Land

## Capacity

- Organizational
- Infrastructure

## Regulations

- Tax Incentives
- Zoning

### Note:

- Some are regional and would need each town to help implement
- Others need local implementation - particularly zoning

# Resources - Revenue

## **Potential uses of funds:**

- **Infrastructure costs to directly support creation of affordable housing (e.g., sewer connections)**
- **Construction costs for new development/adaptive re-use**
- **Land Acquisition**
- **Direct Assistance: home rehab and rental assistance programs**

# #1 Real Estate Transfer Fee (Housing Bank)

- Lend political support for region-wide effort to expand or split the existing Land Bank or adopt separate Housing Bank (special legislation)
- **\$8.5-16M new funds for housing** over 5-years (assumes 0.5% fee)

## *Considerations:*

- *2006 MVC attempt failed (1% fee); 2016 Provincetown attempt stalled (0.5% fee); 2016 Nantucket attempt stalled (1% fee)*
- *MV Land Bank policy for affordable housing – opposes split but open to increase*
- *MA Association of Realtors and others likely to oppose*

Survey says:

Eighty-three percent of renters strongly or somewhat favored the creation of a "Housing Bank," with a transfer tax similar to the Land Bank, while 65 percent of homeowners also favored the land-linked largesse.



## #2 Seasonal Rentals Excise

- Lend political support for region-wide effort to expand up to 6% local option room excise tax to allow tax for seasonal rentals (special legislation)
- **\$31.5M** estimated 5-year revenue at 5% by LDS Consulting (this figure assumes 100% of revenue collected)

### *Considerations:*

- *Five towns already adopted existing room tax: Aquinnah, Chilmark, & Edgartown (4%); Oak Bluffs & Tisbury (6%)*
- *West Tisbury has not adopted it*
- *Effect on property owners who may rely on seasonal rental income*
- *Brewster, Provincetown, Wellfleet stalled 2016 attempts*
- *2016 attempt to amend c.64G stalled*

### *Survey says:*

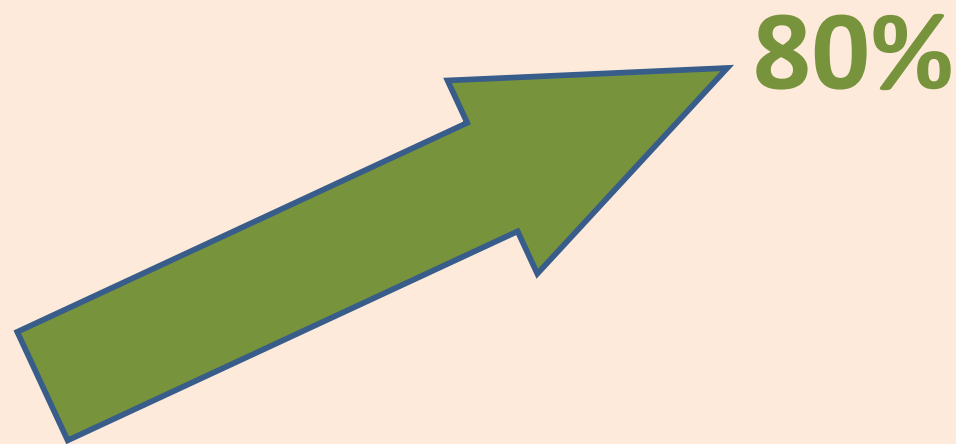
Weighing in on a percolating polemic, 86 percent of renters were in favor of taxing home rental to create an affordable housing fund, and the majority of homeowners were, too – 62 percent agreed.

### Estimated 5-Yr Revenue

Aquinnah:  
\$1.3M  
Chilmark:  
\$4.3M  
Edgartown:  
\$12.1M  
Oak Bluffs:  
\$7.1M  
Tisbury: \$3.1M  
West Tisbury:  
\$2.7M

## #3 Increase Housing Allocations of CPA Funds

- Increase allocation of local Community Preservation Act (CPA) funds for housing.
- The CPC can set a target in their Community Preservation Plan to utilize anywhere between 10% and 80% of CPA funds for housing.
- The funds can be set aside in the housing reserve, allocated to the local housing trust, and/or to a new idea coming in a few slides.



# Community Preservation Act Funds

Status Quo: 30% of total CPA revenue allocated to housing

% of Total CPA Revenue Appropriated for Housing	
Aquinnah	23%
Chilmark	50%
Edgartown	17%
Oak Bluffs	25%
Tisbury	34%
West Tisbury	40%
<b>Total</b>	<b>30%</b>

**Broad range  
across island  
towns:  
17% to 50%**

# Community Preservation Act Funds

- Projected 5-year revenue:
  - Status quo (30%): **\$10M**
  - 50%: **\$17M**
  - 80%: **\$27M**

## *Considerations:*

- *Impact on other CPA needs*
- *Shift in approach*
  - *from reactive (fund proposals one-by-one based on applications) . . .*
  - *. . .to proactive (set a minimum allocation)*
- *There is precedent – Provincetown 60%, Eastham 40%, Somerville 45%*

## Aquinnah's 5-Year Projected CPA Revenue

- Status quo (23%): \$374K
- 50%: \$814K
- 80%: \$1.3M

## #4 Solicit Private Donations

Solicit private donations to support local or regional affordable housing initiatives

- FYI - donations to a municipal body are tax deductible
- Donation checkbox on tax bills
- Work with Donors Collaborative

### *Considerations:*

- *Demise of former Island Housing Fund (raised approximately \$800,000 to \$1 million per year that helped subsidize affordable or community housing units)*
- *Is there more potential for private fund raising than is happening right now?*



# Resources - Land

With the Vineyard's high land values, construction costs, and infrastructure costs, **free/discounted land** can be a **powerful subsidy** to make development feasible.

## *Considerations:*

- *Weigh competing uses for land*
- *Property yield should support enough density to enable feasible project (environmental, political, and regulatory)*

## #5 Offer Surplus Municipal Property for Development

Offer surplus municipal land for development at no cost/discounted

- Land near town center?
- Land near Tribal lands?

*This is the subject of Exercise #2 tonight*

# #6 Seek Privately Donated Property for Development

Actively seek local donations/discounted sales of private property *Example of donated land to create affordable housing by Island Housing Trust:*

— Harpoon Lane Neighborhood, West Tisbury

## *Considerations:*

- *Working with M.V. Land Bank has been instrumental acquiring land for housing*
- *Work with non-profits to utilize new Land Donation Tax Credit for existing housing or structures for conversion to housing*



# Capacity

Fortunate to have very active network of public and private entities supporting housing needs:

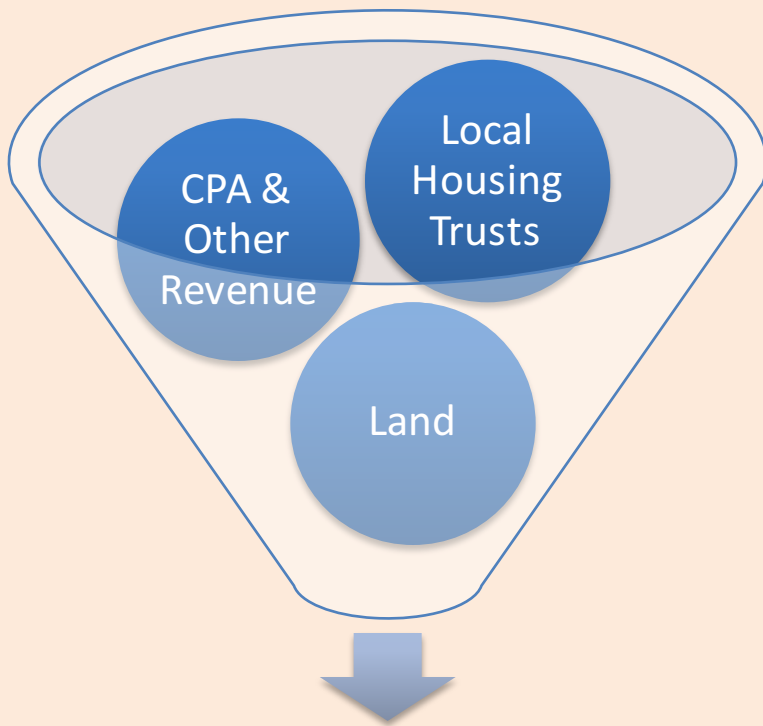
- Affordable Housing Committees (all towns)
- All-Island Planning Board
- Dukes County Regional Housing Authority
- Habitat for Humanity
- Hospitality Homes/Island Clergy Association
- Housing Assistance Corporation
- Island Elderly Housing
- Island Housing Trust
- Martha's Vineyard Commission
- Municipal Affordable Housing Trusts (5 towns)
- The Resource Inc.

**Despite the excellent work of these entities, the housing need and barriers are immense and we recommend increasing capacity.**

# #7 Create a Regional Housing Trust

Establish a Regional Housing Trust, based on Municipal Affordable Housing Trust model, through special legislation

- Enhance ability to pool resources and coordinate efforts across the Island
- Would be first in Massachusetts



**Regional Housing Trust**

*There would surely be lots of details to work out!*

*Like, what kind of allocation fund formula would the trust use and how would decisions be made?*



# Regional Housing Trust

- Regional trust board could represent every town as well as region
  - *Reps from Municipal Affordable Housing Trust/AH Committee and CPC members (2 members each town) plus MVC rep.*
- Purpose: Help coordinate implementation of the Housing Production Plan



# Regional Housing Trust

## Considerations:

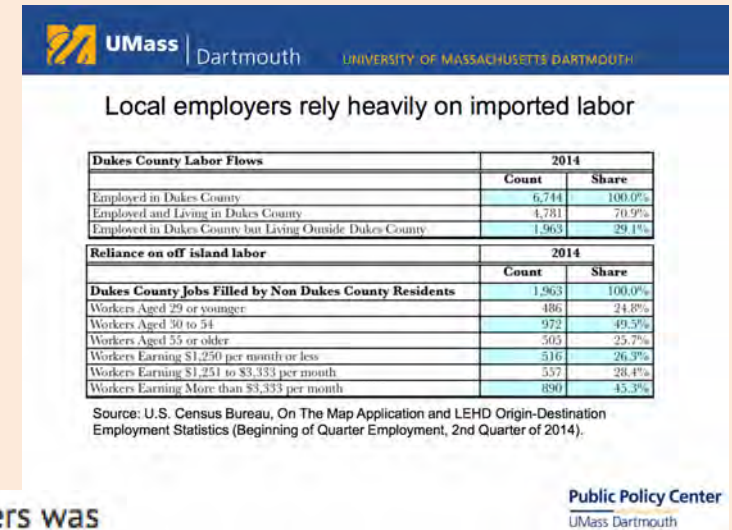
- One stop for developers to seek local subsidies.
- Already pooling CPA funds– this would increase efficiency and predictability
- Place to put additional revenues
- Precedent is favorable – Dozens of special legislation trusts already including new one in Provincetown created in 2016
- Another region is also considering this idea

# #8 Create an Island Seasonal Workforce Housing Task Force

**Purpose:** Foster collaboration among employers to address needs for seasonal workforce housing

- Representation from business community, towns, and MVC
- Build on work of IHT's Workforce Housing Survey to further identify the housing needs – how much, what kind, locations?
- Explore feasibility of sites for potential dormitory housing – airport?
- Explore possible sales tax for seasonal workforce housing based on Breckinridge, Colorado model (0.125% sales tax)

*Survey says:* The creation of dormitory-style housing for seasonal workers was heavily favored by both groups: 81 percent of renters and 84 percent of owners agreed it should be among the top priorities.





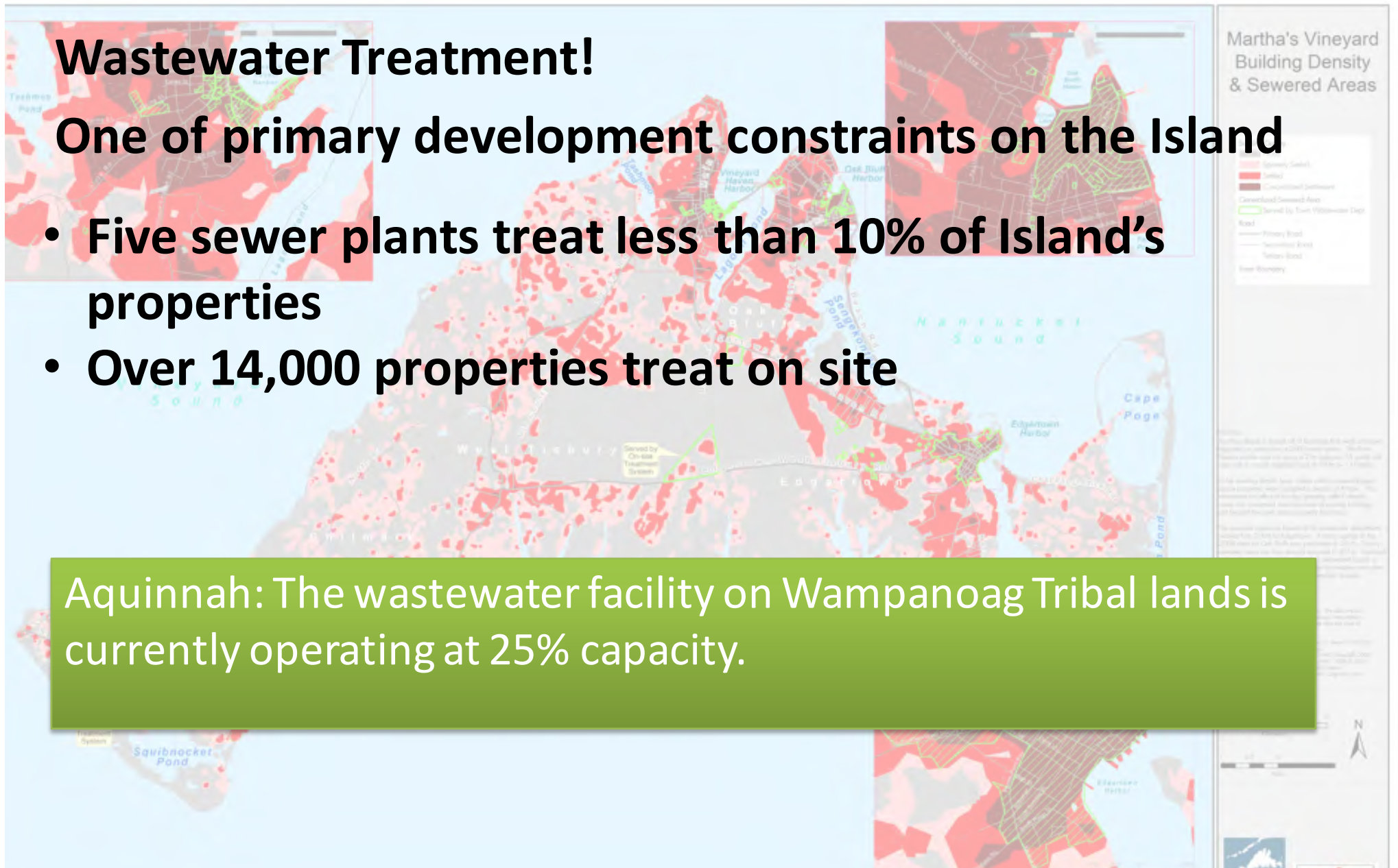
# Development Resources - Infrastructure

## Wastewater Treatment!

One of primary development constraints on the Island

- Five sewer plants treat less than 10% of Island's properties
- Over 14,000 properties treat on site

Aquinnah: The wastewater facility on Wampanoag Tribal lands is currently operating at 25% capacity.



## #9 Allocate funds for Wastewater Infrastructure

- Allocate funding to connect nearby properties to Tribal sewer to support development of affordable housing.
  - CPA funding is eligible to support infrastructure needs for creation of CPA-eligible affordable housing
- *Investigate funding sources to help property owners improve wastewater treatment systems (note - would not directly support creation of affordable housing, but could help mitigate environmental constraints):*
  - *Community Septic Management Program (MA Energy and Environmental Affairs)*
  - *EPA's Clean Water State Revolving Fund*
  - *Water and Waste Disposal Loan Guarantees, US Dept. of Agriculture*

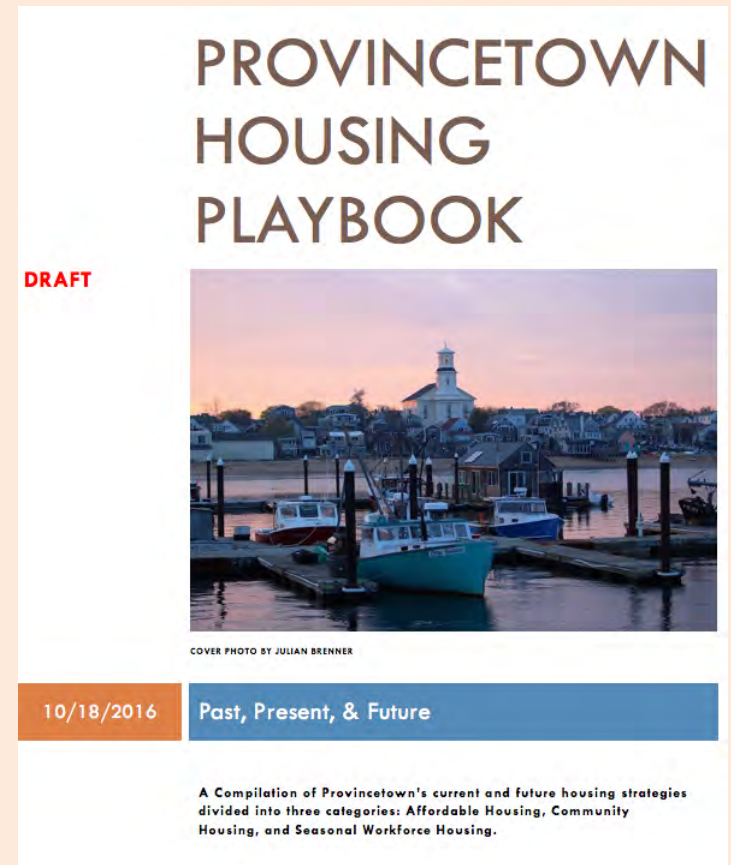


# #10 Tax Incentives

Seek special legislation for local property tax incentive to waive property tax for property owners who rent units to year-round to low-income household (waived on rental unit)

## *Considerations:*

- *Precedent: Provincetown Model (2002 Special Act)*
- *Investigate potential affect on local tax base*



1. Listen to others & respect all points of view
2. Adhere to time limits (brevity will be critical)
3. Everyone speaks once before anyone speaks twice
4. Try for agreement if possible – indicate areas of agreement

## INTRODUCTION TO EXERCISE 1

*Men often oppose a thing merely because they have had no agency in planning it or because it may have been planned by those whom they dislike.*

Alexander Hamilton, The Federalist Papers, No. 70, 1788

# Instructions

## Objectives

*Work together to consider strategy ideas*

- 1. Which strategies should be considered for further investigation **or** implementation in next five-years?*
- 2. You may list other strategies for consideration, if any.*

**Note:** No need to discuss specific zoning strategies or sites – Exercise 2 is designed to help us think about zoning options in a non-technical way.

## Use of Results

*Help the project team to create draft plan for public review*

# INTRODUCTION TO EXERCISE 2

## Potential Site Opportunities: Aquinnah

1892 Martha's Vineyard

G.W. Eldredge

Library of Congress G&amp;M Division

edited digital photo

[www.old-maps.com](http://www.old-maps.com)

# Instructions

- **Objectives**

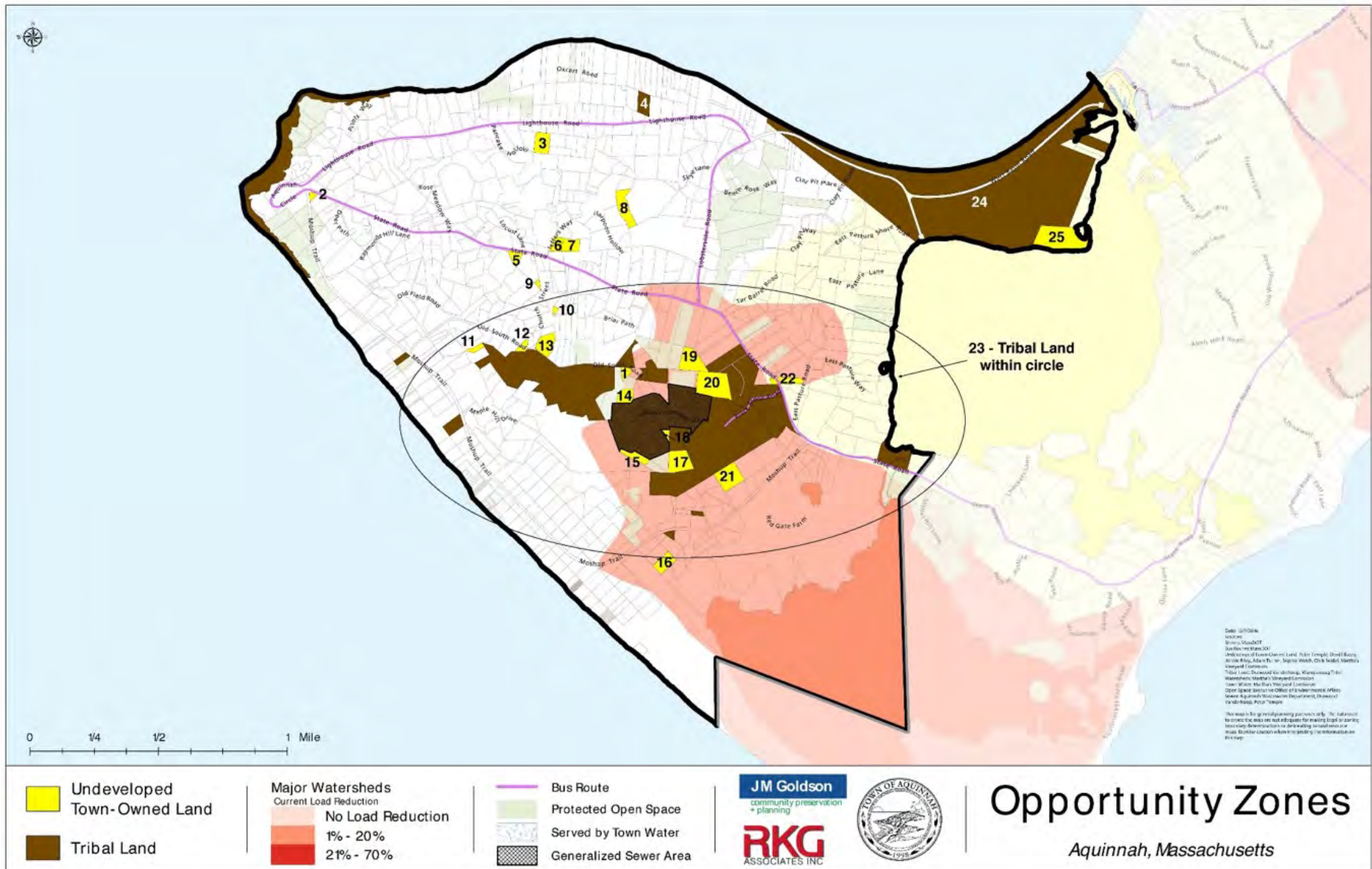
- *Work together to consider suitable locations*
  1. *What sites or areas should be considered for encouraging affordable or mixed-income development in next five years?*

- **Use of Results**

- *Help the project team develop zoning recommendations and other types of strategies for consideration in draft housing plans.*



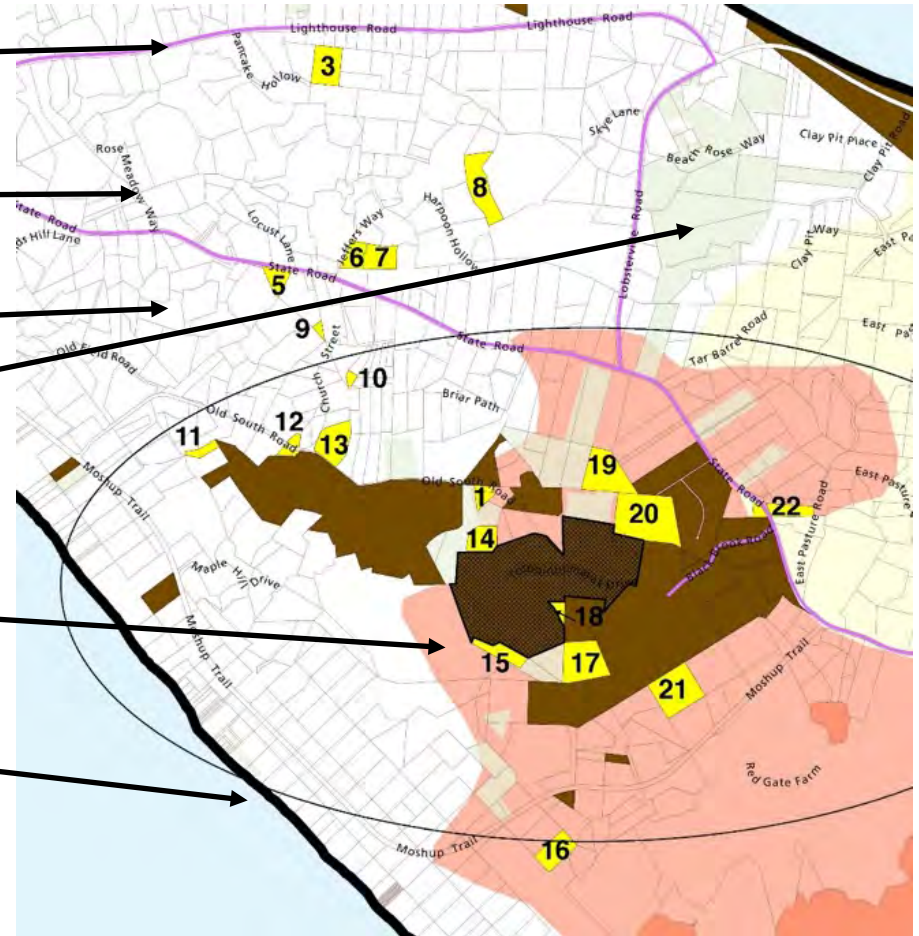
# Working Map














# Aquinnah Map Elements

- Bus routes
- Roadways
- Parcel boundaries
- Open space
- Watersheds
- Open water



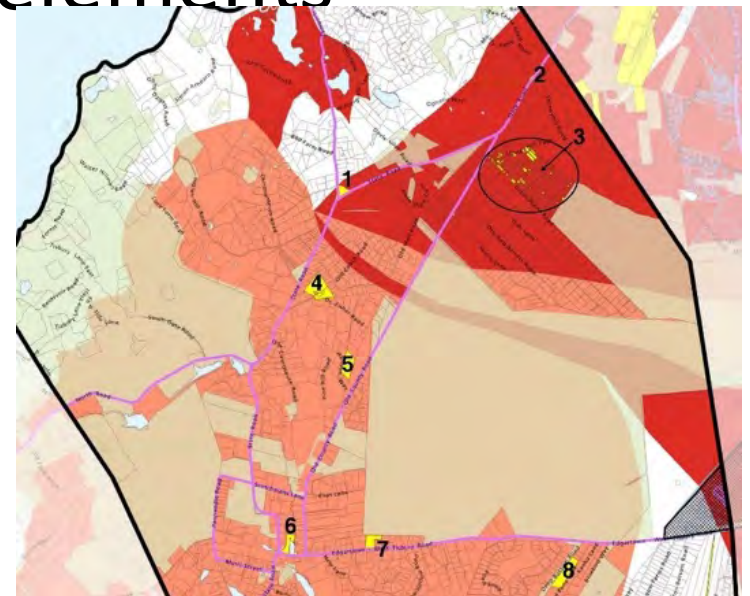
 Undeveloped  
Town-Owned Land  
 Tribal Land

**Major Watersheds**  
 Current Load Reduction  
 No Load Reduction  
 1% - 20%  
 21% - 70%

 Bus Route  
 Protected Open Space  
 Served by Town Water  
 Generalized Sewer Area

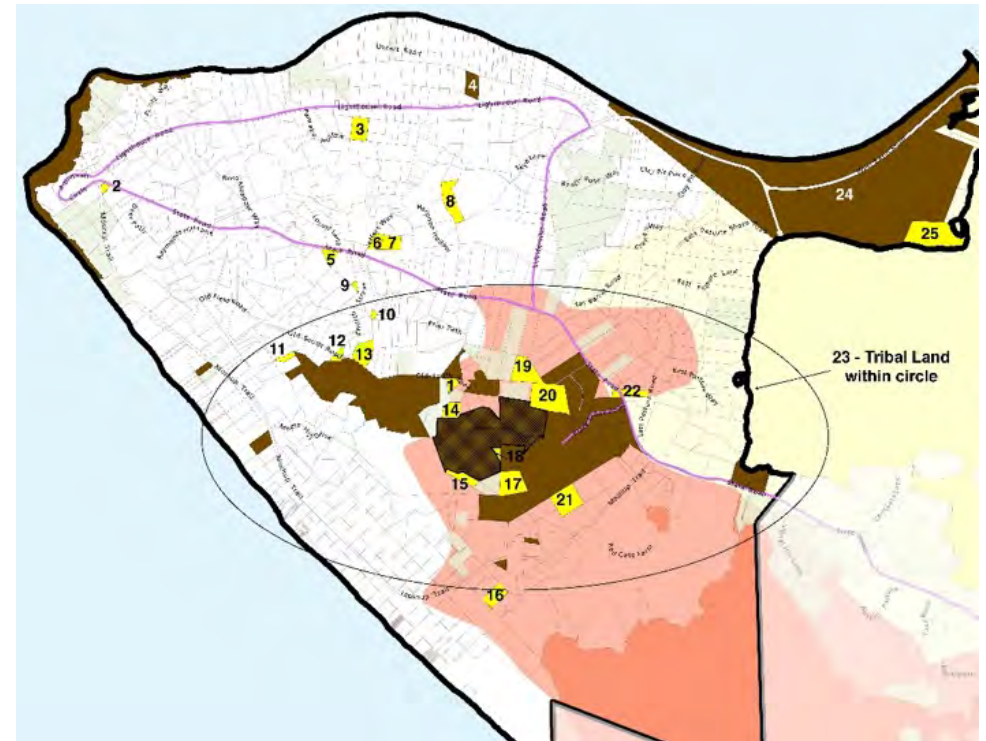
# Map Notes

- Common legend for all six maps, but some maps do not have all of the elements symbolized in the legend
- Many data layers = overlays
- Overlays = mixed colors
- Watersheds & TMDLs



# The Yellow Parcels

- Undeveloped town-owned land
- May or may not be suitable
- Some in areas already identified as suitable for housing in 2004 Community Development Plan



# Scale

- Exercise is not about how many units can be placed on a site
- You do not have to think like developers!
- But – if it helps:
  - Site 13 is about 3.5 acres
  - Site 19 is just over 5 acres
  - Site 11 is just under 1 acre

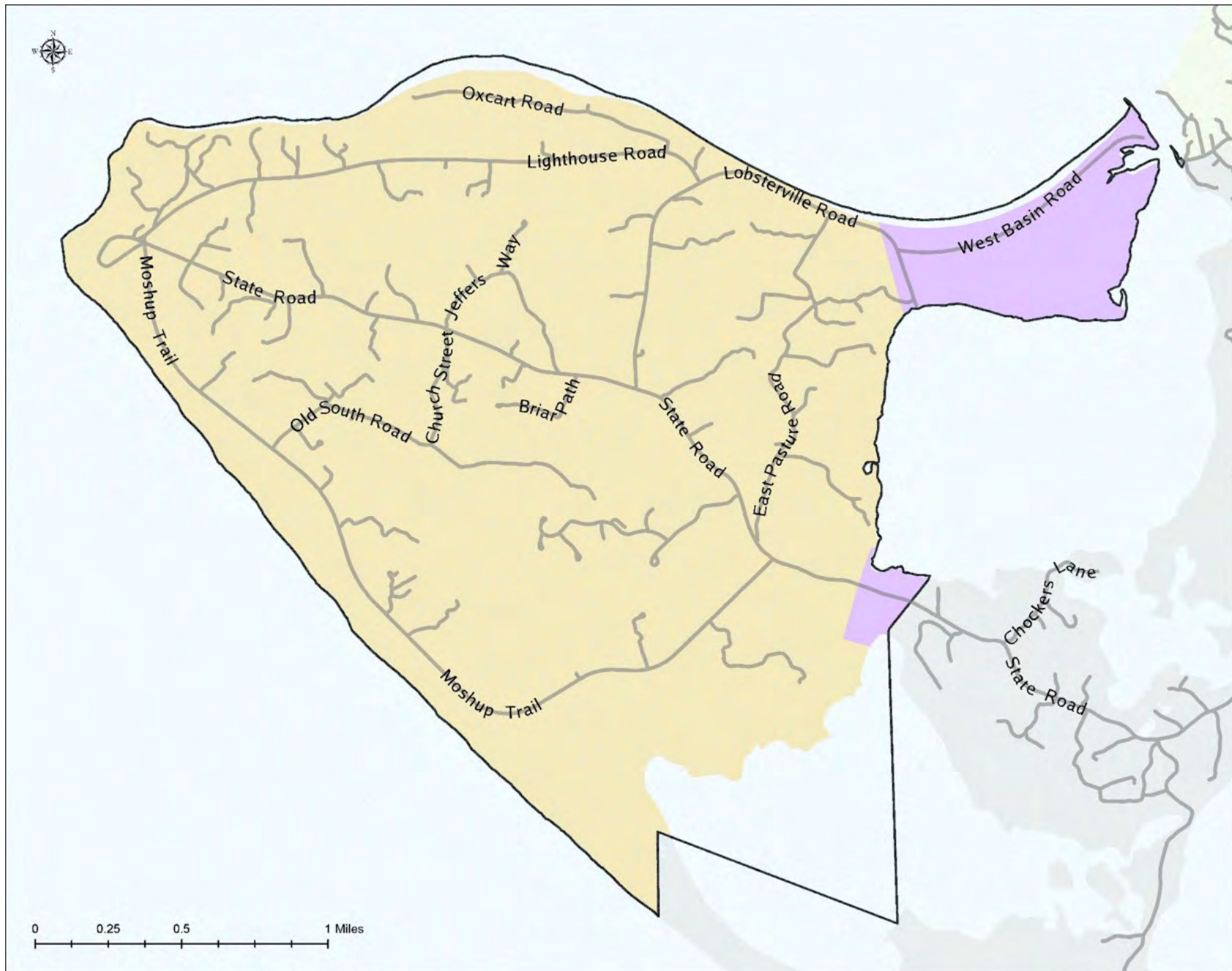


# Tell us – in 30 minutes or less

- Are any of the yellow parcels worth considering for some type of affordable or mixed-income housing in the next 5 years?
- If not, are there other areas that should be investigated further?
- Please write your ideas on the sheets provided and mark up the maps at your tables



# Aquinnah Zoning Map



## Zoning

Aquinnah, Massachusetts

- RR - Rural Residential
- MC - Marine Commercial

RKG



Date: 12/8/2016  
Source: MassDOT, MassGIS, Town of Aquinnah,  
Martha's Vineyard Commission

This map is for general planning purposes only.  
The data used to create the map are not  
adequate for making legal or zoning boundary  
determinations or delineating natural resource  
areas. Exercise caution when interpreting the  
information on this map.