

Oak Bluffs Implementation Strategies Community Workshop

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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



Basis for Implementation Strategy Ideas



**Ideas from prior
community
workshops**



**Consultant team
ideas**



**State HPP
Regulations**

Some of your ideas from November



In **OAK BLUFFS**, you said:

- Zoning changes to permit more uses including cluster and tiny houses
- Community education
- Looking at inventory of available land for development
- Cost sharing among towns
- Taxing seasonal rentals
- Greater allocation from the Community Preservation Act (25% or 50%)
- More collaboration among towns
- Exploring seasonal workforce dormitories both on island and off island
- Subsidies for enhanced treatment systems to incentivize additional housing units on properties
- Expedited permitting for affordable housing.

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

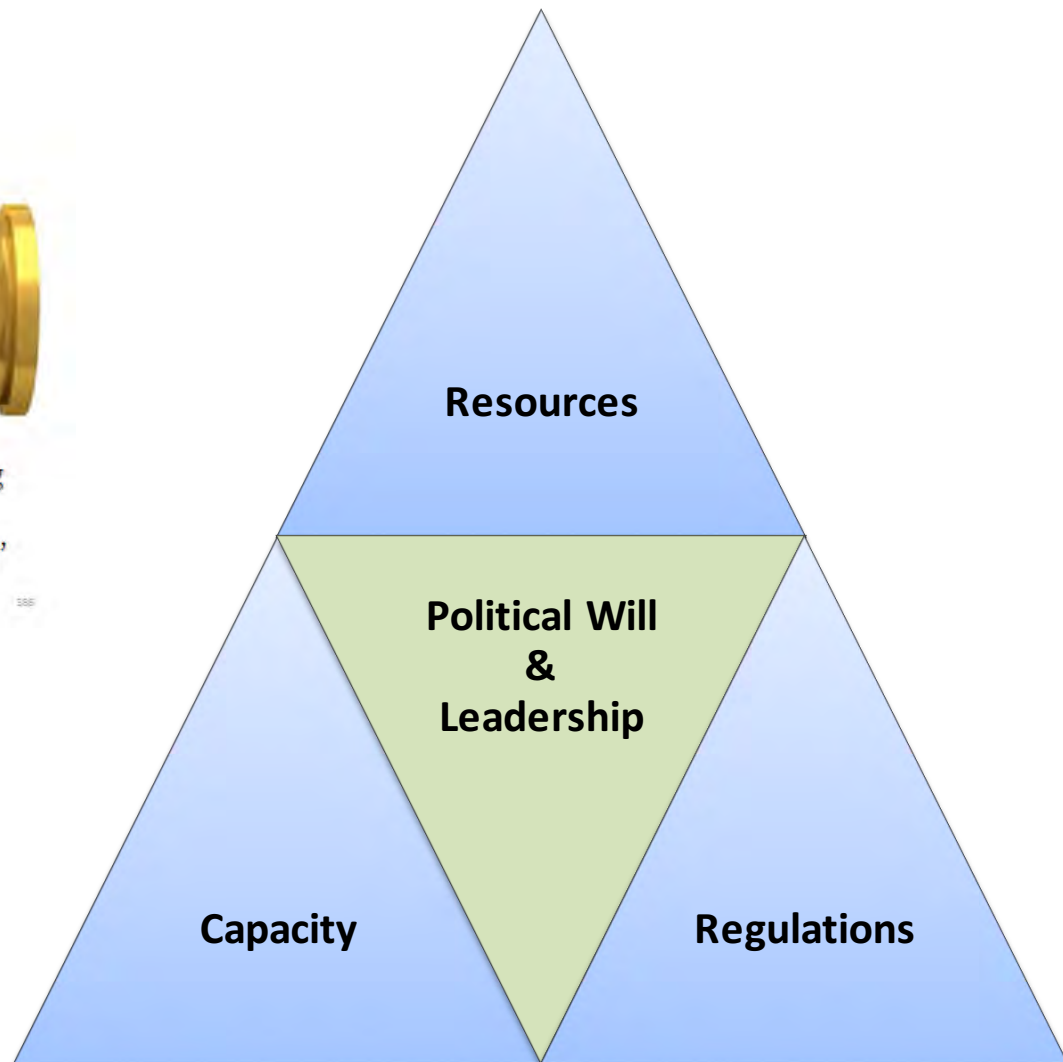
Effective packages include a variety of strategies



“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 consider 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., expand sewer, wastewater systems)**
- **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 existing Land Bank; split existing Land Bank; or adopt separate Housing Bank (special legislation)
- **\$8.5-16M new funds for housing** (estimated 5-year revenue 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:

- *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:

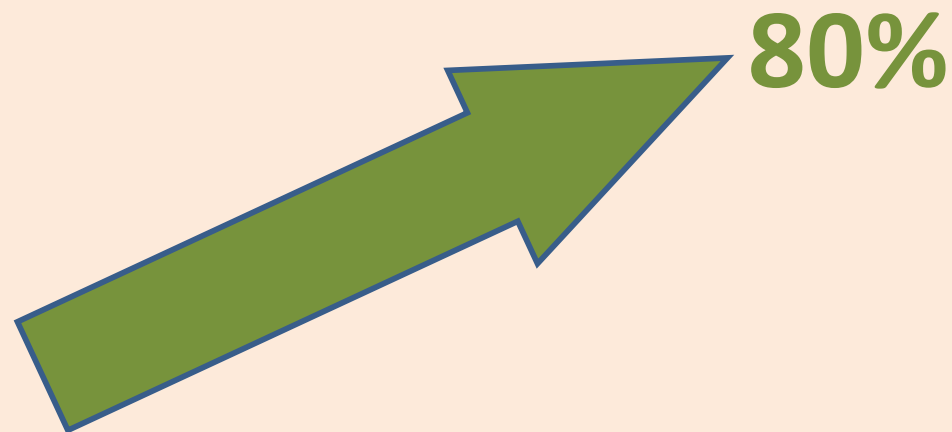
Weighing in on a percolating polemic, 86 percent of renters were in favor of taxing home rental to create an affordable housing fund, and the majority of homeowners were, too – 62 percent agreed.

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.
- If 80% worth of projects aren't before CPC, then 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 Island-wide

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

**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. . .to proactive by setting a minimum allocation*
- *There is precedent to set minimum target housing allocation*
 - *Provincetown 60%, Eastham 40%, Somerville 45%*

Oak Bluffs 5-Year Projected CPA Revenue

- Status quo (25%): \$1.7M
- 50%: \$3.2M
- 80%: \$5.2M

#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
- Explore possibility of working with MV 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

Continue to offer surplus municipal land for development at no cost/discounted



Former Town Library Into Affordable Housing
CPA funds were used to convert the former library to include affordable housing units.

*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:

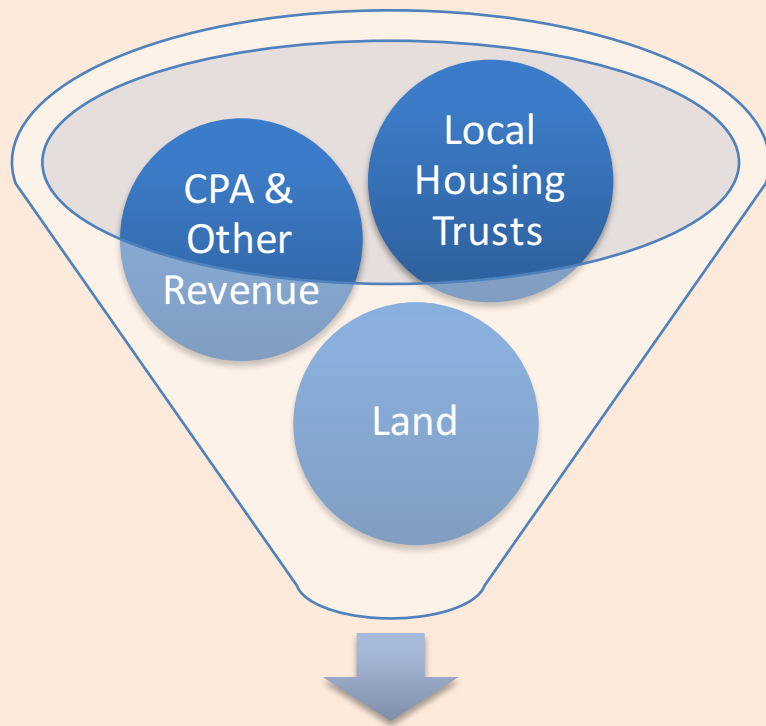
- Affordable Housing Committees (all towns)
- All-Island Planning Board
- Dukes County Regional Housing Authority
- Habitat for Humanity
- Hospitality Homes/Island Clergy Association
- Housing Assistance Corporation
- Island Elderly Housing
- Island Housing Trust
- Martha's Vineyard Commission
- Municipal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

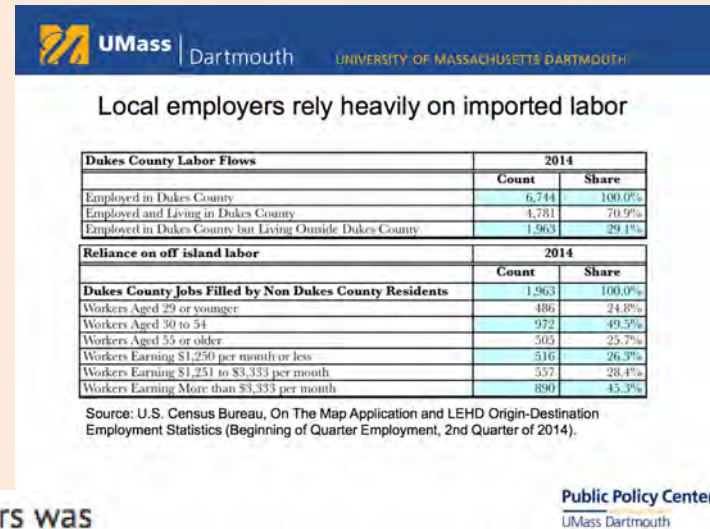
- One stop for developers to seek local subsidies.
- Already pooling CPA funds– this would increase efficiency and predictability
- Place to put additional revenues (e.g., could be designated recipient of housing bank funds)
- Precedent is favorable – Dozens of special legislation trusts already including 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

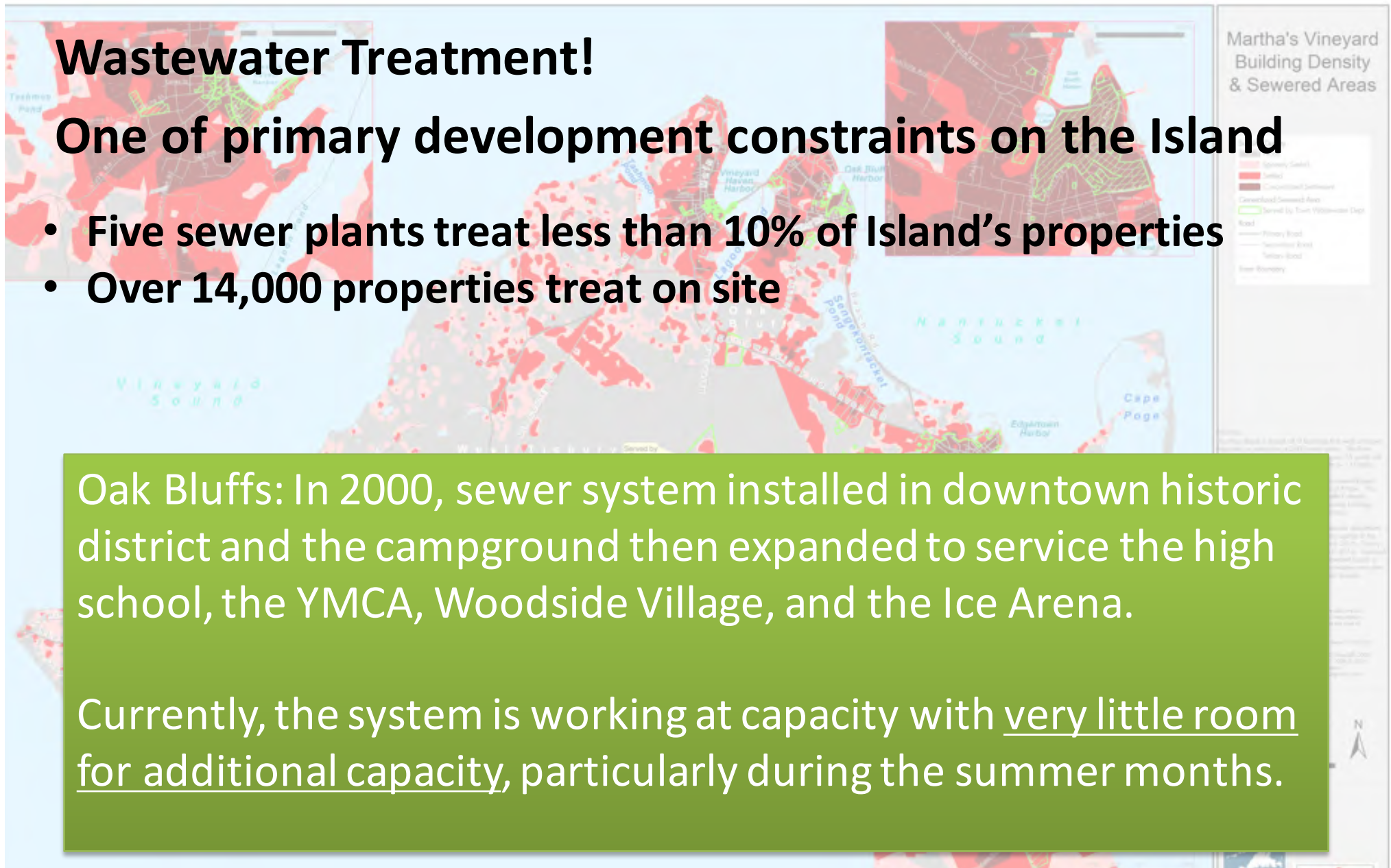
Wastewater Treatment!

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

Oak Bluffs: In 2000, sewer system installed in downtown historic district and the campground then expanded to service the high school, the YMCA, Woodside Village, and the Ice Arena.

Currently, the system is working at capacity with very little room for additional capacity, particularly during the summer months.



#9 Allocate funds for Wastewater Infrastructure

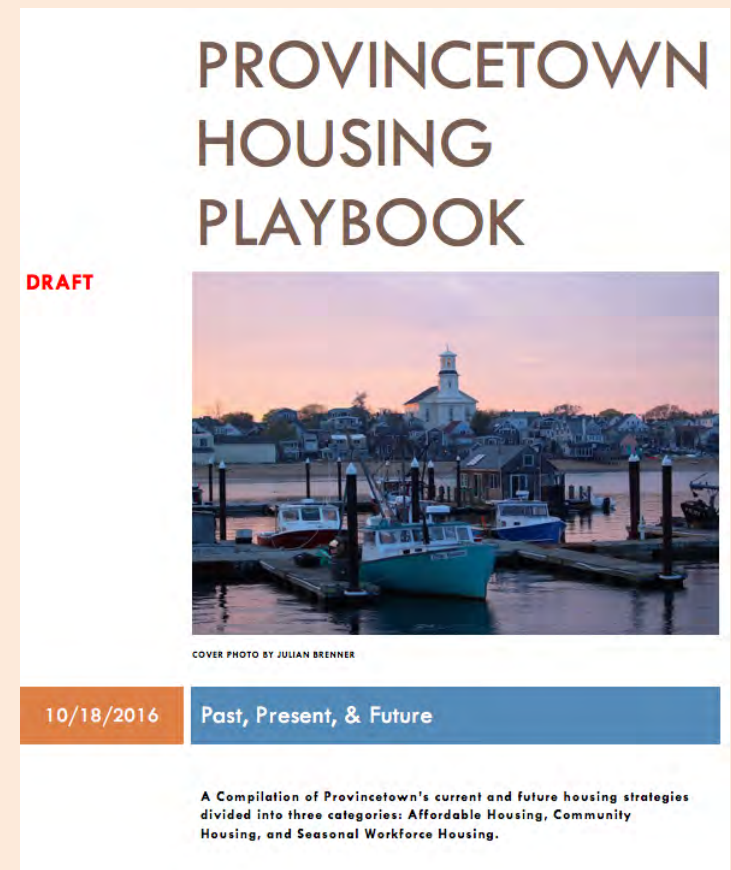
- Seek state subsidies to expand sewer capacity:
 - MassWorks Infrastructure Program
 - Massachusetts Clean Water Trust/Clean Water State Revolving Fund
 - Prior recipients for sewer extension projects: Nantucket, Easton, Acton
- Local Funding: CPA funding is eligible to support infrastructure needs for creation of CPA-eligible affordable housing
- Seek inter-municipal agreements (per Special Act MGL c.188) for cost sharing

#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 effect on local tax base*





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 consider 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 because 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

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 2

Potential Site Opportunities: Oak Bluffs

1892 Martha's Vineyard

G.W. Eldredge

Library of Congress G&M Division

edited digital photo

www.old-maps.com

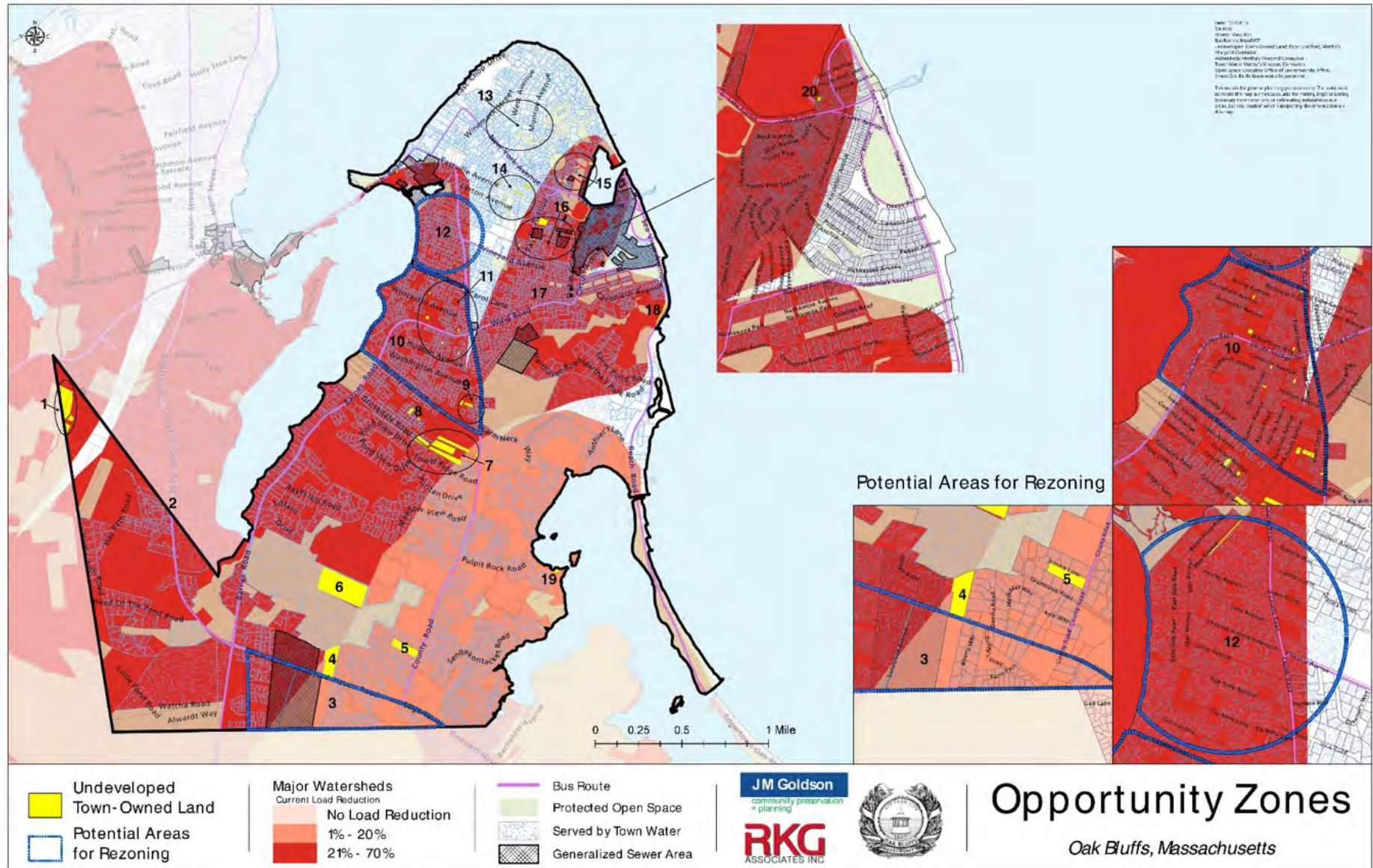
Instructions

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?*

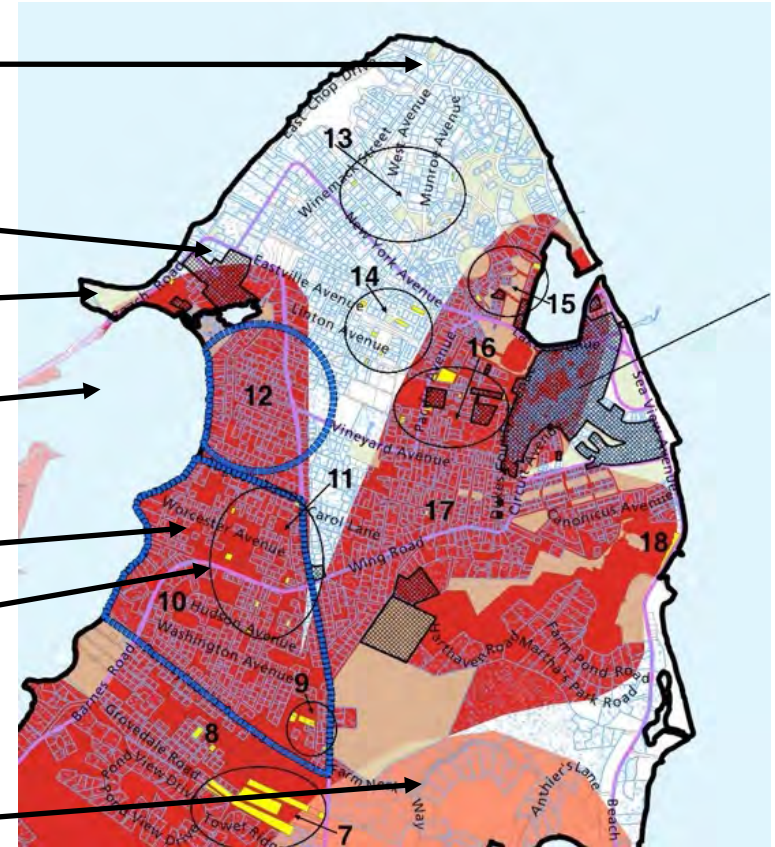
Use of Results: *Help the project team develop zoning recommendations and other types of strategies for consideration in draft housing plans.*

Working Map



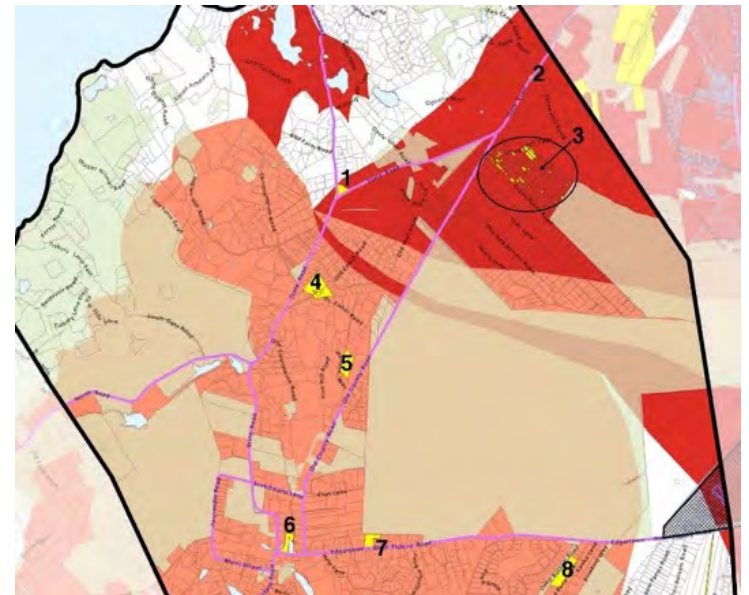
Oak Bluffs Map Elements

- Public water service
- Public sewer service
- Open space
- Open water
- Watersheds
- Bus routes
- Parcel boundaries



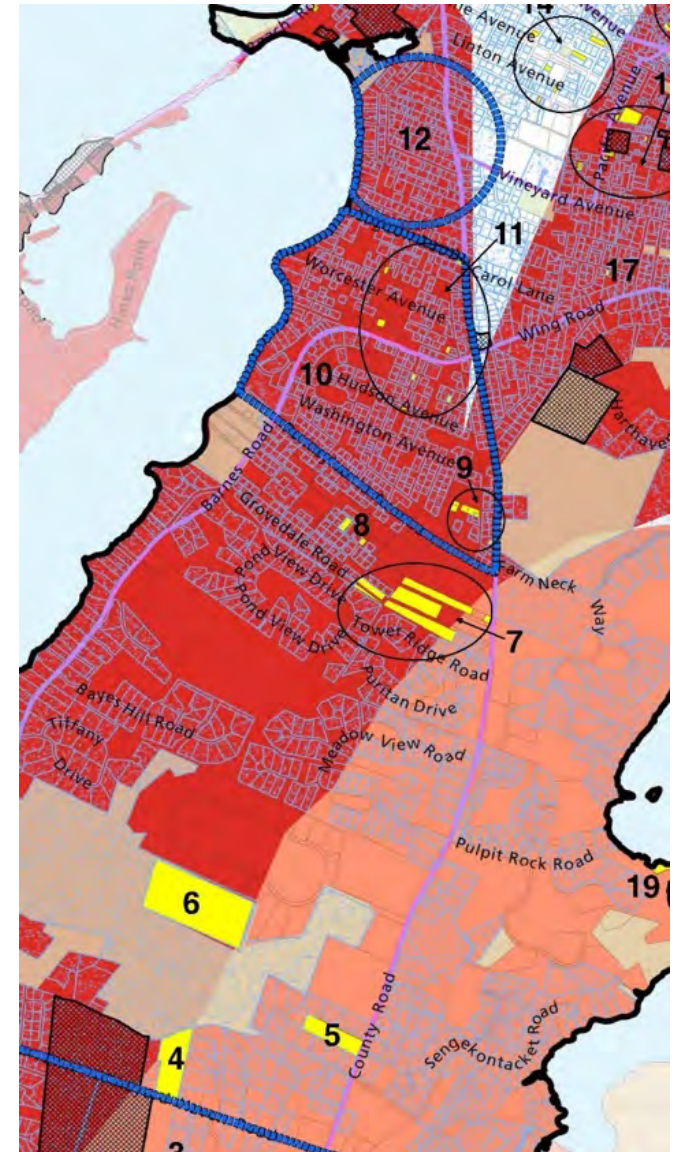
Map Notes

- 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
 - Red color is most impaired



The Yellow Parcels

- We began with a map of parcels prepared by the MVC for IHT identified as “sites of interest”
- Removed private parcels
- Undeveloped town-owned land
- May or may not be suitable for development



Expectations for Discussion

Note: Exercise is not about how many units can be placed on a site. You do not have to think like developers!

Please discuss following questions:

- Are any of the yellow parcels worth considering for some type of affordable or mixed-income housing in the next 5 years?
- Are the areas for potential rezoning worth considering?
- Are there other sites or areas that should be considered?
- Please write your ideas on the sheets provided and mark up the maps at your tables



Oak Bluffs Sites for Workshop 3 Map

Site Observation Notes

1 Town of Tisbury appears to own some of these - looks like less than 4 acres together. Access on Holmes Hole Road

2 Take it out - only 1/10th of an acre at 13 Fairway Drive - too small

3 South of Edgartown-Vineyard Haven Rd - Includes Regional High School; some area already on sewer; near airport (to south); area includes Ryan's Way, Buddy's Drive, Beth Way; across EVH Road is YMCA, Ice Rink, Island Elderly Housing

4 Owned by Oak Bluffs Resident Homesite Committee; Almost 8 acres

5 519 County Rd; About 4.5 acres

6 Possible land swap for property that abuts the rear of 4, but title issues have held it up. Owned by Oak Bluffs Resident Homesite Committee; To rear of south side of Paddock Road (loop) - Appears to have no access/frontage; Abutts Southern Woodlands Reservation land; About 24 Acres

7 Six sites - south of Bruno's Transfer Station, Oak Bluffs Town Parks; north of Tower Ridge Road; About 10 acres all together; northern two properties partially under a capped landfill but Affordable Housing Committee looking into project on remaining three properties using nitrogen capacity from northern two.

8 Concord Ave and Forest Ave/Alpine Road - two sites owned by OB Resident Homesite Committee; One is about 1/2 acre and the other about 1/5 acre.

9 Five sites near front street - appear to have no frontage; owned by OB Resident Homesite Committee; largest is about 1/3 acre

10 Area for potential rezoning - Pennsylvania road to south and Lagoon Rd to north

11 Seven small scattered sites between Hudson Ave and Lagoon Rd.

12 Area for potential rezoning

13 About four small scattered sites north of New York Ave - possibly only one is buildable.

14 About six small scattered sites south of New York Ave - at least two of the lots have title issues (44 Oak and 9 Panola)

15 Take these out - Two small site - but one looks like a little park in a neighborhood; other is on OB Harbor about 1/4 of an acre.

16 About 10 sites - mostly small - largest is adjacent to Town Hall with about 1.25 acres. At least three of these lots aren't buildable (parcel IDs 11/336; 11/320; 11/268).

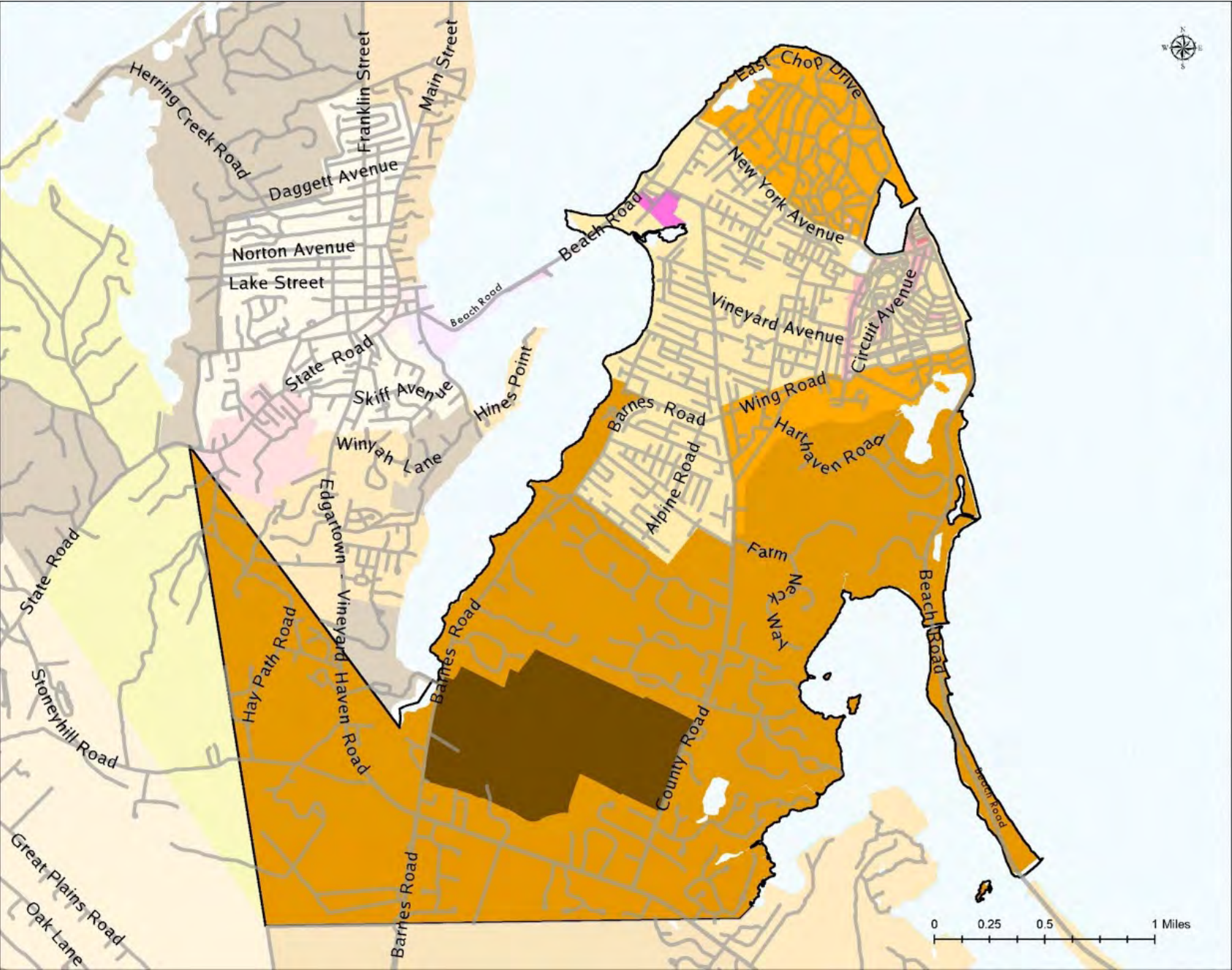
17 Take it out - too small - site on Richmond Ave (about 3,000 s.f. lot - 1/14th of an acre)

18 Take it out - wet sliver next to Farm Pond plus is a Conservation Area

19 Take it out - wet along shores of Sengekontacket Pond plus is a Conservation Area

20 Take it out - along Oak Bluffs Harbor - about 2,000 s.f.

Oak Bluffs Zoning Map



Zoning

Oak Bluffs, Massachusetts

- B1 Commercial Business
- B2 Small Scale Business
- R1 Residential (min 10,000 sq ft)
- R2 Residential (min 20,000 sq ft)
- R3 Residential (min 60,000 sq ft)
- R4 Residential (min 130,000 sq ft)
- HC Health Care



Date: 12/8/2016
Source: MassDOT, MassGIS, Town of Oak Bluffs, 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.