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Town of Hanover Community Preservation Plan



Town of Hanover
Community Preservation Committee
Adopted June 30, 2010

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INTRODUCTION

The Town of Hanover Community Preservation Committee (“The Committee”) is pleased to present the Town of Hanover Community Preservation Plan (“the Plan”). The Plan represents an informational document for the citizens of the Town, a guideline and instructional document for applicants seeking project funding through the CPA, and a guidance document for this and future CPA Committees in making recommendations to Town Meeting for project funding. The Committee fully recognizes that this document may be modified in the future by The Committee in response to changing goals, Town needs and committee experience.

The CPC strives to make funding recommendations that are consistent with the town’s goals related to the Community Preservation Act. This plan sets out the criteria the CPC will use for recommending funding of community preservation projects. The Town newly adopted Master Plan along with the Open Space and Recreation, Historical Preservation, Affordable Housing and Parks and Recreation Facilities Master Plans were used in the development of this plan. These plans also lay out goals and objectives related to the CPA.

For additional information on the CPA statute and how it is being applied in towns across the State, visit the Community Preservation Coalition website at www.communitypreservation.org

For information on Hanover’s Community Preservation activity, visit the Town website at www.hanover-ma.gov/cpc.shtml

THE COMMUNITY PRESERVATION ACT IN HANOVER

Massachusetts General Law, Chapter 44B, allows Massachusetts cities and towns to raise monies through a surcharge of up to 3% of the real estate tax levy on real property. These funds may then be used to address three core community concerns:

- Acquisition and preservation of open space
- Creation and support of community housing
- Acquisition and preservation of historic buildings and landscapes

A minimum of 10% of the annual revenues of the fund must be used for each of the three core community concerns. The remaining 70% can be allocated for any combination of the allowed uses, or for land for recreational use. This gives each community the opportunity to determine its priorities, plan for its future, and have the funds to make those plans happen.

Property taxes traditionally fund the day-to-day operating needs of safety, health, schools, roads, maintenance - and more. But until the CPA, there was no steady funding source for preserving and improving a community's infrastructure.

The CPA was approved by Hanover at the November, 2004 Town election and at the May, 2005 Annual Town Meeting the Community Preservation Committee was formed. Voters elected to fund the CPA account through a 3% surcharge on all real estate property tax bills beginning in fiscal year 2006 with two exemptions:

- Residential property owned and occupied by any person who qualifies for low-income housing, or low- or moderate-income senior housing
- \$100,000 of taxable value of residential real property

Since adoption, the Town of Hanover has raised over \$2.4 Million of CPA funds, including the annual distributions from the state's Community Preservation Trust Fund.

The Hanover General Bylaws Section 4-19 establishes the Community Preservation Committee. The Committee is made up of nine members. Three at-large members are appointed by the Moderator and one member from each of the following Committees: Planning Board, Conservation Commission, Open Space Committee, Historical Commission, Housing Authority and Park and Recreation Commission are appointed by the respective Committees. Each year the Committee accepts applications and makes recommendations for the uses of Community Preservation funds.

The Committee is obliged by the Hanover CPA Bylaw to study the needs, possibilities, and resources of the town regarding community preservation. The committee consults with existing municipal boards as it formulates its recommendations. This document is the culmination of meetings and communication with the various boards, committees and residents of Hanover over the past year. The Committee anticipates that it will evolve as the years go on and incorporate lessons learned from future rounds of project selections and funding appropriations. The Committee will make an ongoing effort to meet with the many

interested groups and Town departments, committees, and boards as it goes forward. This Plan outlines the processes by which The Committee will solicit, review, and recommend proposals for CPA funding.

The Community Preservation Committee welcomes input from residents on their ideas for future uses of CPA funds. The CPC can be reached by email at communitypreservation@hanover-ma.gov or by contacting the Community Preservation Coordinator at 781-826-7730. Applications are available at the Town Hall in the second floor Community Preservation/Planning Office or online at the Town's website. Deadline for applications is usually in November in order to have articles ready for Town Meeting in May.

Copies of the State legislation are available on the State web site at <http://www.mass.gov/legis/laws/mgl/gl-44b-toc.h>

CPA FUNDING REQUIREMENTS

The CPA mandates that each fiscal year Hanover must spend, or set aside for later spending, at least 10% of the annual revenues in the Town of Hanover Community Preservation Fund for each of three CPA target areas: open space, historic resources, and community housing. The remaining 70% may be appropriated at the Town's discretion as long as it is used for the three target areas or recreation. The statute also permits the Town to appropriate up to 5% of the Fund for the administrative expenses of The Committee. Any CPA funds not used in any given year, including the Administrative Fund, stay within the CPA Fund, and can be used for approved projects in the future. A recommendation by The Committee and an appropriation by Town Meeting are both required to spend any CPA Fund monies for particular community preservation purposes. Appropriations from the CPA Fund, except borrowing, are made by a simple majority vote of Town Meeting. Borrowing monies for CPA purposes requires a two-thirds majority vote of Town Meeting. In its deliberations, Town Meeting may approve, reduce, or reject any amount of spending appropriation recommended by The Committee. Town Meeting may not, however, increase any recommended appropriation or reservation. In addition, Town Meeting may not appropriate any fund monies on its own initiative without a prior recommendation by The Committee and may not amend a recommended project so as to render it no longer the recommended project.

HOW COMMUNITY PRESERVATION ACT FUNDS CAN BE USED

Community Preservation Act funds must be used for public community preservation purposes. Community preservation is defined by the CPA as, “the acquisition, creation and preservation of open space, the acquisition, creation and preservation of historic structures and landscapes, and the creation and preservation of community housing.” Preservation is defined as, “the protection of personal or real property from injury, harm or destruction, but not including maintenance.” As detailed by the CPA, Fund monies may be spent to undertake the following primary community preservation purposes:

- The acquisition, creation and preservation of open space. Open space, as defined by the CPA, “shall include, but not be limited to, land to protect existing and future well fields, aquifers and recharge areas, watershed land, agricultural land, grasslands, fields, forest land, fresh water marshes and other wetlands, river, stream, lake and pond frontage, lands to protect scenic vistas, land for wildlife or nature preserve and land for recreational use.”
- The creation, preservation and support of community housing. The CPA defines community housing as, “low and moderate income housing for individuals and families, including low or moderate income senior housing.”
- The acquisition and preservation of historic resources. The CPA recognizes historic resources as, “historical structures and landscapes,” including “a building, structure, vessel or real property that is listed or eligible for listing on the state register of historic places or has been determined by the local historic preservation commission to be significant in the history, archeology, architecture or culture of a city or town.” For CPA purposes, the local historic preservation commission is the Town of Hanover Historical Commission.
- The acquisition, creation, and preservation of land for recreational use. The CPA defines recreational use as, “active or passive recreational use including, but not limited to, the use of land for community gardens, trails, and noncommercial youth and adult sports, and the use of land as a park, playground or athletic field. ‘Recreational use’ shall not include horse or dog racing or the use of land for a stadium, gymnasium, or similar structure.” Community Preservation Act funds may also be used for the following (and possibly other) purposes:
 - The “rehabilitation or restoration of open space, historic resources, land for recreational use and community housing that is acquired or created” using monies from the Fund.
 - A community may “set aside” revenues for “later spending.”
 - Annual “administrative and operating expenses” of The Committee, not to exceed 5% of the Fund’s estimated annual revenues.
 - Annual principal and interest payments, preparation, issuance and marketing costs for bonds or notes for borrowings for community preservation purposes.
 - Damages payable to property owners for real estate interests taken by the Town by eminent domain for community preservation purposes.
 - “Local share for state and federal grants” for allowable community preservation purposes.
 - Property acquisition-related expenses including appraisal costs, expenses for title searches, and closing fees.

Community Preservation Act funds may not be spent for the following purposes:

- “Replace existing operating funds, only augment them.” The Fund is a supplementary funding source intended to increase available resources for community preservation acquisitions and initiatives.
- Pay for routine maintenance, defined as, “the upkeep of any real or personal property.”
- Gymnasiums, stadiums, or any similar structure.
- Projects without a public purpose or public benefit.

Below is a chart outlining the allowable uses of CPA funds.

	Open Space	Historic Resources	Recreational Land	Community Housing
Definition	Open space is defined to include, but is not limited to agricultural land, well fields, aquifers, recharge areas, and other watershed lands, Grasslands, fields, or forest lands, fresh and salt water marshes and other wetlands, ocean, river, stream, lake and pond frontage beaches, dunes, and other coastal lands, scenic vistas, land for wildlife habitat or biodiversity or nature preserves	A historic resource is defined to include a building, structure, vessel, or other real property that is either listed or eligible for listing on the State Register of Historic Places or determined by the local Historic Commission to be significant in the history, archeology, architecture, or culture of the city or town.	Land for active or passive recreational use including but not limited to the use of land for community gardens, trails and non-commercial youth and adult sports and the use of land as a park, playground or athletic field. Does not include jorse or dog racing or the use of land for a stadium, gymnasium or similar structure.	Housing for low and moderate income individuals and families, including low or moderate income seniors. Moderate income is less than 100% and low income is less than 80% of US HUD Area Wide Median Income
ACQUIRE	Yes	Yes	Yes	Yes
CREATE	Yes	No	Yes	Yes
PRESERVE	Yes	Yes	Yes	Yes
SUPPORT	No	No	No	Yes, includes funding for community's Community Housing Trust
REHABILITATE /RESTORE	Yes, if acquired or created with CPA funds	Yes	Yes, if acquired or created with CPA funds	Yes, if acquired or created with CPA funds

General Review

To be eligible for review, a project must meet the statutory requirements. It is the responsibility of the applicant to demonstrate to The Committee that a project meets the minimum statutory requirements. The Committee will, to the extent that it is prudent, assist the applicant in that determination. The purpose of the Factors for Consideration is to provide guidance to the applicant, to The Committee and to the Town in evaluating funding eligibility, priorities, and timing. It is recognized that not every Factor will apply to every project and the failure to meet any specific Factor, other than the minimum statutory requirements, does not require rejection of a project. The following Factors for Consideration are intentionally not weighted nor listed in order of preference or importance. The Committee reserves the discretion to reject

or accept a project that does not meet or address any or all of the Factors for Consideration. The Factors for Consideration may be clarified, amended or replaced from time to time as experience dictates. Any proposal to change any Factor will be placed on The Committee agenda for public discussion at a duly noticed meeting. Evaluation of projects submitted for consideration by The Committee will include consideration of several factors including but not limited to the following:

- The project is consistent with the goals of the Town of Hanover Community Preservation Plan.
- The project is economically or otherwise reasonably feasible to implement and operate on a long-term basis.
- The project satisfies federal, state and local laws to the extent applicable.
- The project preserves, protects, increases or enhances Town-owned open space, recreation, historic and/or housing assets.
- A project that benefits privately owned resources shall include permanent restrictions to ensure a public benefit.
- Awarding funds for the project is consistent with prudent long-term management of CPA funds.
- The applicant has site control, or the written consent by the property owner (or relevant Town agency or board) to submit an application.
- CPA funding will enable the project.

OPEN SPACE AND RECREATION

The Town of Hanover is a community that resonates with character from its history, open spaces, scenic views and people who live here. Maintaining the original character and ensuring that open space, natural resources and recreation continues to stay on the forefront of everyone's mind as the town continues to manage its growth is essential to those that live in Hanover. As a semi-rural suburban community to the City of Boston, it is an attractive place to many. Land is a finite resource, so competing needs of the development community and the efforts of planning projects such as the Open Space and Recreation Plan (OSRP) update become evident. Continuing to manage and guide growth while protecting open space and natural resources and providing meaningful recreational opportunities will continue to be a challenge in the future. Although the Town has continued to experience significant residential development over the last five years, Hanover retains certain natural and scenic resources, including wetlands, diverse wildlife, conservation areas, ponds, rivers and open space. These resources contribute to making the Town a desirable place to live, which has fueled its continued residential growth.

The Committee identified the following as key open space goals:

- Conserve, preserve and enhance Hanover's natural and open space resources.
- Obtain open space through a variety of methods such as, but not limited to, acquiring development rights, outright purchasing potentially developable land, and encouraging property owners to protect and/or preserve their land as open space through conservation restrictions or other means.
- Identify, preserve and protect those historic, cultural, and natural resources that contribute to the character of the Town.
- Protect and enhance the quality of Hanover's surface and groundwater as a source of municipal drinking water and for wildlife and recreation use.
- Work with other nearby towns and regional planning agencies to further regional open space and recreation goals and projects.
- Provide accessible facilities to all user groups and residents and improve and increase recreational opportunities in Hanover.
- Enhance appropriate public access to and uses of existing conservation land and continue to work towards establishing a continuous greenbelt.
- Better inform residents about where open space and recreation amenities are located, how they can be utilized and why they are important to the community.

Evaluation of projects submitted for consideration by The Committee will include consideration of several factors, including but not limited to the following:

- Preserves large tracts of undeveloped land
- Acquires or controls additional open space and develops additional public open spaces and parklands
- Links and connects preserved open space resources by providing or improving trail and wildlife corridors
- Protects the quality and quantity of Hanover's water supply
- Protects wildlife habitat and wildlife corridors

The requests for additional recreation facilities has increased as activities have grown to include younger participants and senior adults, both genders, longer or multiple seasons, and a greater number and variety of sports and activities. It is important to plan now for both short- and long-term solutions to this growth of demand. The Town's permanently protected open space includes a network of foot trails that provide opportunities for passive recreation, such as hiking, cross-country skiing, and access to ponds.

COMMUNITY HOUSING

The CPA provides that community preservation funds may be expended “for the creation, preservation and support of community housing and for the rehabilitation or restoration ... of community housing,” but not including maintenance. Hanover’s community housing resources and needs are currently detailed in the Hanover Affordable Housing Plan (January 3, 2008) The average price of homes and rental units in Hanover has risen far beyond what many moderate-income families, Town employees and people that work in Hanover are able to afford. Community housing opportunities help attract and retain, among others, low and moderate-income families, the elderly on fixed incomes, the disabled, young persons and public and private employees upon whom the Town depends to provide high quality services in and for the Town. Hanover has a significant housing affordability gap.

The state lists 375 affordable housing units in the current state-approved Subsidized Housing Inventory, 8.45% of the total year-round housing stock in Hanover. Build-out projections estimate that Hanover can support about 6,740 units of housing based on current zoning, 2,295 above the 2000 level of 4,445, which would require at least another 230 units be affordable to comply with the Chapter 40B goal above the current deficit of 69 units. Hanover has actually made more significant progress on meeting the 10% state threshold than most communities of its size and certainly more than some of its neighbors

The Housing Authority has identified the following key affordable community housing goals:

- Meet local housing needs along the full range of incomes, promoting social and economic diversity and the stability of individuals and families living in Hanover.
- Leverage other public and private resources to the greatest extent possible.
- Insure that new housing creation is harmonious with the existing community.
- Meet the 10% state standard and planned production goals for affordable housing.
- Provide a wide range of housing alternatives to meet diverse housing needs.
- Revitalize Hanover’s villages.
- Promote smart growth development.
- Preserve the existing affordable housing stock.

Evaluation of projects submitted for consideration by The Committee will include consideration of several factors, including but not limited to the following:

- Contribute to the goal of achieving 10 percent affordable housing
- Promote a socioeconomic environment that encourages diversity
- Is consistent with and assures fair housing practices
- Provide housing that is harmonious in design and scale with the surrounding community
- Ensure long-term affordability
- Promote use of existing buildings or construction on previously-developed or Town-owned sites
- Give priority to local residents, Town employees, and employees of local businesses to the extent allowed by law

HISTORIC PRESERVATION

The Town of Hanover takes great pride in its rich historical heritage. As development pressures have dramatically increased in recent years, the Town has become increasingly aware of the need to actively preserve its historic resources. Section 2 of the CPA statute defines historic resources as “a building, structure, vessel, real property, document, or artifact that is listed or eligible for listing on the state register of historic places or has been determined by the local historic preservation commission to be significant in the history, archeology, architecture or culture of a city or town.” CPA funds are allowed to be used for the “. . . acquisition, preservation, rehabilitation, and restoration of historic resources.”

Furthermore, within the definition of “rehabilitation” CPA is allowed to fund improvements to make historic resources functional for their intended use, including improvements to comply with the Americans with Disabilities Act and other building or access codes. All rehabilitation work with respect to historic resources is required to comply with the Standards for Rehabilitation stated in the US Secretary of the Interior’s Standards for the Treatment of Historic Properties (codified in 36 C.F.R. Part 68).

The Committee has identified the following key goals for historic preservation:

- Protecting historic buildings and landscapes to prevent the loss of important historic resources and preserve those resources for the future;
- Completing, improving, maintaining and increasing public access to the Town’s inventory of historic resources;

Evaluation of projects submitted for consideration by The Committee will include review of several factors, including but not limited to the following:

- The property or site is on a State or National Historic Register or is eligible for placement on such a register
- The property, site, document or artifact has been determined by the Hanover Historical Commission to be significant in the history, archaeology, architecture or culture of the Town
- Preserves and protects historic and cultural properties and sites to the extent allowed under the CPA.
- Demonstrates a public benefit to preserve historic resources. Town owned facilities may be preferred in The Committee’s evaluation process.
- Incorporates the remodeling, reconstruction and making of extraordinary repairs to historic resources, such as improvements intended to make historic facilities functional for their intended use, including but not limited to, handicapped accessibility and building code requirements.

CPC PROJECTS AND RECOMMENDATIONS FOR FUTURE PROJECTS

PROJECT	YEAR APPROPRIATED	AMOUNT	CATEGORY	STATUS
King Street/Cervelli Purchase	2006	\$1,430,000	Open Space and Recreation	Purchase complete Amount was bonded and is being paid each year by CPA funds
Affordable Housing Plan	2006	\$35,000	Community Housing	Plan is complete and available on Town website
Open Space and Recreation Plan	2006	\$35,000	Open Space	Plan is complete and available on the Town's website
Historical Plan and Inventory	2006	\$20,000	Historic Preservation	Plan is complete and available on the Town's website
645 Center Street Purchase	2007	\$800,000	Historic Preservation Open Space Community Housing	Purchase is complete for use as open space, community housing and historic preservation
John Curtis Free Library Column Repair	2007	\$10,260	Historic Preservation	Repairs are complete
Housing Authority Legion Drive Feasibility Study	2007	\$32,000	Community Housing	Study is complete. Housing Authority has begun the process of developing senior housing units on site
Conservation Parcels Trail Improvements	2008	\$13,410	Open Space and recreation	Boardwalk has been constructed on Merry Property and trail improvements and sign design and installation is in process
King Street Recreation Fields Development	2008	\$2,500,000	Open Space and Recreation	Amount was bonded and design of fields is complete. Construction has begun.
Asbestos Abatement and retiling of Sylvester School	2008	\$275,000	Historic Preservation	Project complete
Stetson House Cobbler Shop Roof Repair	2008	\$1,250	Historic Preservation	Project complete
Stetson House Collection Care and Restoration	2008	\$15,400	Historic Preservation	Historical Society has begun restoration of several artifacts and project is ongoing

553 Center Street Purchase	2008	\$700,000	Open Space	Purchase is complete. Trails have been developed and signs installed.
Evaluation of Needs of Town Owned Historical Buildings	2009	\$60,000	Historic Preservation	Firm has been chosen and study is underway
Assessment of Needs for Restoration and Preservation of Historical Town Owned Cemeteries		\$40,000	Historic Preservation	Firm has been chosen and study is underway
Transfer of Funds to Affordable Housing Trust		\$350,000	Community Housing	Funds have been transferred to AHT and the Board of Trustees has been appointed
Restoration and Renovation at 645 Center Street for Community Housing		\$300,000	Community Housing Historic Preservation	Project is underway
Historical Society Collection Care and Restoration		\$13,040	Historic Preservation	Project is underway
Preservation of Town Documents		\$45,000	Historic Preservation	Project is underway
Open Space Appraisals, Surveys and Technical or Legal Assistance		\$10,000	Open Space	Appraisals have been done
Debt Service on Cervelli Land Purchase and King Street Fields Bond		\$253,260	Open Space and Recreation	Ongoing

The following Projects were approved at Town Meeting in May of 2010 for appropriation in FY 2011:

PROJECT	AMOUNT	CATEGORY	ARTICLE #
Historical Society Collection Care and Restoration	\$68,000	Historic Preservation	24
Monument and Flagpole Restoration	\$50,000	Historic Preservation	25
Funds for Open Space Appraisals, Surveys, Etc.	\$20,000	Historic Preservation	26
Replacement of Boiler at Salmond School Building	\$120,000	Historic Preservation	27
Restoration of Historic Stetson House	\$20,300	Historic Preservation	28
Sylvester School Gym Leak Repair	\$15,000	Historic Preservation	29
Sylvester School Handicapped Accessibility Design	\$55,500	Historic Preservation	30
Salmond School Handicapped Bathroom	\$85,000	Historic Preservation	31
Hackett's Pond Preservation	\$50,000	Historic Preservation	32
Affordable Housing Trust	\$180,000	Community Housing	33
Habitat for Humanity Home on Walnut Street	\$30,000	Community Housing	34
King Street Recreation Fields Development	\$1,400,000	Open Space and Recreation	58

The Community Preservation Committee is recommending the consideration of the following projects for future CPA expenditures.

PROJECT	EXPECTED YEAR OF APPROPRIATION	AMOUNT OF EXPECTED APPROPRIATION	CATEGORY
Transfer of Funds to Affordable Housing Trust	2010 – 2015	TBD	Community Housing
Debt Service payments on Cervelli Land Purchase	2010 – 2015	\$108,471 - \$125,336	Open Space
Debt Service Payments on King Street Fields Bond	2010 – 2015	TBD	Open Space and Recreation
Creation of Historic Preservation Trust Fund	2011	TBD	Historic Preservation
Creation of Open Space Trust Fund	2011	TBD	Open Space and Recreation
Explore support of Equity Conversion Homeownership Program or Affordable Deed Restriction Program	2011 – 2015	TBD	Community Housing
Restoration of Town Owned Historic Cemeteries	2011	\$150,000 +/-	Historic Preservation
Preservation of Town Documents – Development of stable storage area	2011 – 2012	TBD	Historic Preservation
Care and Restoration of Historical Society Collection	On going	TBD	Historic Preservation
Further development of 645 Center Street for Community Housing and Historic Preservation	2012	TBD	Historic Preservation Community Housing
1464 Hanover Street- Explore possibilities of purchase for Community Housing	2012	TBD	Community Housing Historic Preservation
Adaptive Re-use of Sylvester, Salmond or Curtis School	2013	TBD	Historic Preservation Community Housing
Trail Improvements	2011 – 2015	\$15,000 - \$20,000	Open Space and Recreation
Open Space Acquisitions Possible sites as determined by the Open Space Committee	2011 – 2015	TBD	Open Space
Protection of Areas of Critical Environmental Concern	2011 – 2015	TBD	Open Space