

SPRINGFIELD COMMUNITY PRESERVATION PLAN

Revised December 2023

Springfield
Community
Preservation
Committee

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THE COMMUNITY PRESERVATION ACT (CPA)

Massachusetts General Law Chapter 44B, known as the Community Preservation Act (CPA), was created in 2000. It allows municipalities to adopt the Act and create a local Community Preservation Fund through a surcharge of up to 3% of the real estate tax levy on real property. The Act also creates a state matching fund. CPA funds may be used for:

- Acquisition, creation, and preservation of open space;
- Acquisition, preservation, rehabilitation, and restoration of recreation land;
- Acquisition, preservation, rehabilitation, and restoration of historic resources;
- Acquisition, preservation, and support of community housing;
- Rehabilitation or restoration of open space or community housing acquired or created by CPA.

CPA funds cannot be used for maintenance.

Each fiscal year, 10% of a municipality's CPA revenues must be spent or set aside for recreational uses/open space, 10% for historic resources, and 10% for community housing. Up to 5% may be spent on administration. The remainder may be allocated to any one or a combination of the three main uses.

MGL 44B stipulates that decisions regarding allocation of CPA funds are made by a local Community Preservation Committee whose task is to receive, review, vet, and recommend projects to the local legislative body, e.g. City Council, which can approve, deny or reduce the award.

Neither the Mayor nor the City Council may allocate CPA funds without a Springfield Community Preservation Committee (SCPC) recommendation.

CPA in SPRINGFIELD

In November 2016, Springfield adopted CPA in Springfield and a 1.5% surcharge to fund CPA. The ballot question was passed citywide by 62% and was approved in all wards, in every neighborhood, and in 63 of 64 precincts. CPA went into effect on July 1, 2017, and the surcharge appeared on the January 2018 tax bills. The first CPA projects in Springfield were recommended to the City Council in the fall of 2018, and to date 90 CPA projects have been funded totaling over 10 million dollars.

COMMUNITY PRESERVATION COMMITTEE

A nine-member Springfield Community Preservation Committee (SCPC or CPC) was established by the City Council. It consists of one representative each from the Historical Commission, Conservation Commission, Housing Authority, Planning Board, Park Board, Springfield Preservation Trust, and three representatives chosen by the President of the City Council from names submitted by neighborhood councils and associations. CPC members serve a three year term and are eligible for two consecutive three-year terms. An amendment passed by the City Council on October 16, 2023 addresses the occurrence when a member cycles off after two (3-year) terms and there isn't a replacement for the seat. *Each member may continue in office after the expiration of his/her term until a successor is duly appointed and qualified as long as an appointee of a government board remains a member of the board which appointed them.* (see Exhibit 1 "Chapter 16. Boards, Commissions and Committees") [City of Springfield, MA Community Preservation Committee \(ecode360.com\)](http://www.springfieldcityhall.com/cpc)

Current SCPC members are:

- Gloria DeFillipo, Planning Board representative;
- Juanita Martinez, Conservation Commission representative;
- Robert McCarroll, Chair, Springfield Preservation Trust representative;
- Judith Crowell, Historical Commission representative;
- Willie Thomas, Housing Authority representative;
- Clinton Harris, Park Commission representative;
- Rhonda Sherrell, Neighborhood representative;
- Stephen Bosworth, Neighborhood representative;
- Yolanda Cancel, Neighborhood representative

THE 2023 COMMUNITY PRESERVATION PLAN

MGL 44B requires that CPCs create a Community Preservation Plan and revise it annually. This Plan serves as a guide to the types of projects that are eligible for CPA funding and that are in keeping with the needs and priorities that have been identified. The general purposes of the Plan are:

Establish clear criteria that form the basis of the CPC’s evaluation of applications.

- Establish processes and timelines that the CPC will use in its review of applications.
- Provide application forms and background information for applicants
- Inform applicants and the public of the CPC’s goals and commitment to an open and
- transparent approach to reach its recommendations
- Provide City Council with background information needed to review CPC’s recommendations

SCHEDULE AND PROJECT REVIEW PROCESS

The Community Preservation Committee will conduct one funding round in 2024 as follows:

Application Workshop	January 2, 2024
Full Applications due	February 29, 2024
Meeting with Applicants	March & April
Deliberations	May & June
Recommendations to City Council*	June

*The CPC cannot predict the schedule for the City Council approval process. Public comments made at the October 3rd annual public hearing are located in Exhibit 2

Please note that all proposals may not be funded, even if funds are available, and that in a given year reserves may be carried over to subsequent years for future projects.

Special Grants

Off Cycle Requests. The CPC may, under extraordinary circumstances, vote to accept applications that require consideration outside of the normal funding cycles because of emergencies or market opportunities. Potential applicants who believe that their circumstances call for such unusual action may contact the CPC chair to discuss the possible submission of an off-cycle submission or email cpc@springfieldcityhall.com.

Study Grants. The CPC discourages studies performed primarily for exploratory purposes but also recognizes that, in some cases, preliminary work must be undertaken in order to complete a viable application. The CPC will consider applications for a study grant where there is a strong possibility the project will result in an executed project within the next five years. An application for a study grant shall be accompanied by a summary of the proposed project, and how the result of the study will be used to develop the project. Letters from stakeholders involved in the project and potential funding resources for the execution of the project should be included in the application.

Historic Homes Restoration Program (HHRP): There is a separate application for this direct grant to homeowners. When funding is approved/available, a lottery will be held to select homes. Applications are available on the SCPC city webpage or contact cpc@springfieldcityhall.com

GENERAL EVALUATION CRITERIA

The CPC gives preference to proposals which address as many of the following criteria as possible:

- Consistent with priorities identified in the Plan as revised
- Preserve and enhance the essential character of Springfield
- Protect resources that would be otherwise threatened
- Serve more than one CPA purpose
- Demonstrate practicality and feasibility to be implemented within budget and on schedule
- Produce an advantageous cost/benefit value
- Leverage other public and/or private funds or voluntary contributions of goods and services
- Are endorsed by municipal boards/departments and neighborhood councils/associations.
- Are highly visible
- Utilize Springfield based resources

COMMUNITY HOUSING

COMMUNITY HOUSING GOALS

The Springfield Community Preservation Committee believes that it would have the most impact focusing its limited resources in three major housing areas in the coming year:

- Rehabilitating vacant, deteriorated houses to sell to income-eligible buyers.
- Providing first-time home buyer incentives to increase owner-occupancy, especially of two and three-family houses and in neighborhoods with low owner-occupancy.
- Assisting income-eligible owner-occupants with repairs, especially owners of two and three-family houses.

CPA HOUSING USES

CPA can assist with acquisition, creation, preservation and support of community housing; and rehabilitation or restoration of community housing that is acquired or created by CPA.

Community housing is defined as low- and moderate-income housing for individuals and families. Moderate income housing is defined as housing for those persons and families whose annual income is less than 100 per cent of the area-wide median income as determined by the United States Department of Housing and Urban Development. Springfield has long been called “The City of Homes.” The designation or moniker relates back to the city’s development history of favoring houses rather than apartment buildings.

With a population now of 154,064, more than 27,000 of its approximately 63,000 dwelling units are in single-family houses. Another 13,000 units are in two-family houses. Owner occupied homes represent less than half of all units available (47.2%).

Housing needs in Springfield differ from communities in the eastern part of the state. In areas near Boston, a large population and robust economy creates a substantial demand for housing. This demand creates a large gap between market housing prices and what a family at the median income level can afford with constant upward pressure to increase rents or to convert once-affordable units into more expensive units.

Springfield is experiencing a similar housing crunch and has addressed it with developing market rate housing for renters, and home repair programs for income eligible homeowners. In the past, low housing demand caused stagnant property values and disinvestment in neighborhoods, resulting in poor housing conditions for everyone, including the lower-income residents that often occupy substandard housing. In Springfield, recent census data shows that 52.8% of available dwelling units are owned by third parties and not by individual homeowners. Today, housing demand is up and CPA can help by investing in potential homeowners, maintaining our current inventory, and assisting current homeowners. New construction of affordable housing as well as renovations of existing units to make them marketable could relieve pressure on the existing housing stock.

		Springfield city, Hampden County, Massachusetts	
1			
2	Label	Count	Percent
159	65 years and over	16,693	28.4%
160	HOUSING OCCUPANCY		
161	Total housing units	62,782	100.0%
162	Occupied housing units	58,794	93.6%
163	Vacant housing units	3,988	6.4%
164	For rent	1,614	2.6%
165	Rented, not occupied	209	0.3%
166	For sale only	452	0.7%
167	Sold, not occupied	167	0.3%
168	For seasonal, recreational, or	129	0.2%
169	All other vacants	1,417	2.3%
170	VACANCY RATES		
171	Homeowner vacancy rate (percent) [4]	1.6	(X)
172	Rental vacancy rate (percent)	4.9	(X)
173	HOUSING TENURE		
174	Occupied housing units	58,794	100.0%
175	Owner-occupied housing	27,745	47.2%
176	Renter-occupied housing	31,049	52.8%
177			

<https://data.census.gov/table/DECENNIALDP2020.DP1?q=Housing%20Springfield%20MA%20vacancy&y=2020>

Owner-occupancy has declined in the city. In the 1980 census, owner-occupied units accounted for 51.8% of all housing units. By the 1990 census, owner-occupied units were outnumbered by renter-occupied units. The 2020 US Census estimated the owner-occupied housing unit rate in Springfield was 47.2%.

AFFORDABLE HOUSING

The latest census shows Springfield has a 26.3% poverty rate and a median household income of \$42,498, which was 110.9% less than the median annual income of \$89,645 across the entire state of Massachusetts. The Commonwealth has set a goal that all municipalities have 10% of housing units legally restricted to be accessible to households making 80% or less of metropolitan median income based on household size. Springfield is one of 66 of the state's 351 municipalities to meet this goal. CPA Community Housing can assist households up to 100% AMI as shown in the 2023 chart below. New limits are released in April of each year and will be used for 2024 CPA projects.

FY2023 Area Median Income (AMI)	Household Size: 1	Household Size: 2	Household Size: 3	Household Size: 4	Household Size: 5	Household Size: 6	Household Size: 7	Household Size: 8
100% AMI	\$65,590.00	\$74,960.00	\$84,330.00	\$93,700.00	\$101,196.00	\$108,692.00	\$116,188.00	\$123,684.00
80% AMI	\$52,472.00	\$59,968.00	\$67,464.00	\$74,960.00	\$80,957.00	\$86,954.00	\$92,950.00	\$98,947.00

80% of HUD Metropolitan Median Income (low)
100% of HUD Metropolitan Median Income (moderate)
CPA uses moderate income as 100% AMI

Source: Moderate Income Limits for Community Preservation Act in Massachusetts
FY 2023 MTSP IL Documentation System -- Summary for Springfield city, Massachusetts (huduser.gov)
cpa_low_and_moderate_income_worksheet_for_2023.pdf (communitypreservation.org)

OWNER-OCCUPANCY

A Statistical Profile of Springfield & Its Neighborhoods was completed by the Springfield Planning Department based on the 2012-2016 American Community Survey (April 2019). The report details each neighborhood including demographics and the number of homes available (including vacant). *You can view the report here: https://www.springfield-ma.gov/planning/fileadmin/Planning_files/Springfield_and_its_Neighborhoods_4-8-19.pdf

At one time the Springfield Housing Authority (SHA) administered a small program that assisted SHA tenants to become homeowners but that program is not currently operating. The SHA refers residents to Springfield Neighborhood Services and Home City Housing for any homeowner incentive programs.

According to the City of Springfield Office of Housing¹ there is a need for more homeowner incentives. The City of Springfield Office of Housing allocates approximately \$250,000¹ annually toward forgivable loans for down payment/closing costs to households earning <80% AMI. This funding comes from HUD’s Home Investment Partnerships Program (the HOME Program).

The CPC believes that owner-occupancy correlates with strong neighborhoods and increased capital investment since homeowners do not focus on the return on investment as much as investor-owners and therefore will improve the conditions of their properties beyond what may be economically warranted. [Chart (r) 2012-2016 American Community Survey].

The CPC has invested in the homeownership efforts of the Office of Housing by funding the First Time Homebuyers Program with grants up to 100% AMI.

The CPC believes another potential benefit to owner-occupancy of properties are lower rents. An investor-owner is focused on achieving the highest possible return on their property. Anecdotal information suggests that owner-occupants are not as focused on the investment side of their rental unit. They assign most of the high utility value of their property to the unit they occupy as their residence, and view their ancillary units as “bonus income”. They value long-term tenants whom they come to know personally over time.

¹ 2020 data according to Robert DeMuisis, Deputy Director, City of Springfield Office of Housing

HOUSING REHABILITATION

In September 2006, The Urban Land Institute Advisory Services Panel reported “Springfield’s reasonable housing costs discourage new residential construction or substantial privately financed rehabilitation and modernization of older housing units.” The 2008 housing crisis exacerbated this situation. Springfield saw an increase of nearly 1,000 vacant units from 2000 to 2010, increasing from an already high figure of 4,042 vacant units in 2000 to 4,954 vacant units in 2010². In 2020 the vacancy rate was 6.4% representing 3,988 units [2020 US census]. ² <https://www.springfield-ma.gov/planning/reports>

Economic conditions. Current housing values in many Springfield neighborhoods are not high enough to support new construction or substantial rehabilitation of neglected properties and few programs are available to build or maintain two and three-family houses. In Springfield, 75% of all housing was developed before 1970³ with 40% built pre-WWII.

³[UMass Donahue Institute | Greater Springfield, MA Housing Report: The first in-depth scan of the region in the COVID era](#)

In some cases, abandonment occurs because renovation costs exceed the value of the property. The trend towards construction by for-profit developers or private equity firms to build or convert an existing building or renovate larger housing projects into multiple rental units is incentivized with existing state and federal grants or tax credits but there are few programs available for two and three-family owner-occupied houses.

RENTAL UNITS

There are several different types of rental assistance available in Massachusetts. The three largest programs are: The Section 8 Housing Choice Voucher Program (HCVP), the Massachusetts Rental Voucher Program (MRVP), and the Alternative Housing Voucher Program (AHVP).

The Springfield Housing Authority (SHA) owns 30 properties* [or 2,324 units]

Total renter-occupied housing in Springfield

31,049 units

Total subsidized units in Springfield that hold a Section 8 portable voucher:

Springfield Housing Authority- 2,639

Wayfinders- 3,400+

The Springfield Office of Housing estimates that half of all rental units (approximately 15,000 units) in Springfield have some sort of subsidy⁴. In addition to the Section 8 vouchers, there are hundreds of project-based units (developments like Brookings, Mason Square Apartments, etc.) or other subsidized units (MHA, CoC, DPH, HOPWA, etc) that are not reflected above but are a subset of the 15,000 unit subsidized housing count. The 2023 Massachusetts Subsidized Housing Inventory lists Springfield as having 9,899 units legally restricted as affordable to lower income households. Only four municipalities--Boston, Chelsea, Holyoke, and Bedford--have a higher percentage of restricted units than Springfield (15.8%).

CPA COMMUNITY HOUSING ASSISTANCE

- In 2018, the CPC recommended, and the City Council approved funding of \$100,000 for the Springfield Office of Housing to use as down payment assistance to encourage home ownership. Households making above 80% but below 100% AMI were eligible. The program was successfully implemented in ²2019 and exhausted funding in Nov. 2020.
- The Office of Housing reapplied for funding in April 2021 and received \$160,000 for another down payment assistance program for households up to 100% AMI. The \$4,000 grant to the homeowner is a forgivable loan.
- The Office of Housing reapplied for funding in April 2022 and received \$248,000 for a down payment assistance program for households up to 100% AMI. Homeowners received a \$4,000 forgivable loan.

² *For year 2021

⁴Provided by the Springfield Housing Authority (SHA)

For Additional Housing Resources see: <https://www.springfield-ma.gov/housing/index.php?id=32>

- In addition, the CPA has provided grants to several large community housing apartment projects including the Elias Brookings Apartments, New Court Terrace/Hotel Rainville, Gemini Townhomes, Kavanagh Building, and a single-family restoration in the Forest Park neighborhood

HISTORIC RESOURCES

HISTORIC PRESERVATION GOALS

- Protect, preserve, and/or restore historic properties and sites throughout Springfield of historical, architectural, archeological, and cultural significance. Work to assist owners with adaptive re-use of historic properties.
- Protect threatened properties of particular historical significance.
- Preserve historic character of the city, including, but not limited to, residential districts, turn of the last century commercial districts, markers & monuments, streetscapes, and scenic vistas.
- Work to maintain the urban character of Springfield.

CPA HISTORIC RESOURCES USES

CPA can help with acquisition, preservation, rehabilitation and restoration of historic resources.

Funding for historic properties should focus on the following criteria in priority order

- Structure is deteriorated
- Structure is in imminent danger of demolition
- Structure is vacant
- Structure will not be renovated without CPA funding
- Structure was constructed before 1850
- Structure is a landmark with significant historic, architectural or civic importance.

WHY IS HISTORIC PRESERVATION IMPORTANT?

Historic structures in Springfield are community assets well worth preserving. Numerous consultants have come to this city and cited its older buildings as one of its great assets. Historic preservation is crucial to tourism and economic development and creating a unique sense of place. It's a means of creating jobs, attracting investment, generating tax revenue, and supporting small business. Historic buildings in Springfield are critical to the future success of the city and are a key part of economic development.

Successful 21st century cities have appealing downtowns that attract people and talent—especially young people and entrepreneurs. As the urban center of the Pioneer Valley with unique historic character, a revitalized downtown Springfield has the opportunity to become a marketable draw for new residents and new economic activity in the city. Springfield's historic and attractive building stock, especially in downtown and many of the older neighborhoods, is an important piece of attracting new residents and visitors along with encouraging young people to move into or stay in Springfield. However, since 44% of Springfield's homes were built pre-WW2 and 75% before 1970, these units may have been kept in good condition through their 80+ year lifespan, but many need renovation.

The presence of many older homes complicates the local housing market. There are almost 4,000 vacant units in Springfield. Older housing stock can become a greater liability— while at the same time— be one of the city's greatest assets.

Overall, some renters and buyers won't or can't consider older housing which may lack equipment such as elevators for accessibility, or may be in need of extensive repairs. Some landlords may choose not to rent out

older units because to do so may require extensive renovations just to get them in compliance with the Americans with Disabilities Act. Homes built before 1979 typically have lead paint. We don't know how many of the 4,000 vacant units fall into the category of older housing stock but we do know that we've lost historic resources due to blight.

While older housing stock can mean it is more affordable, housing that is affordable because it needs repairs may cause residents to develop chronic or acute health problems. A HUD housing analysis in Springfield found that older housing stock that is not rehabilitated may result in conditions that lead to and exacerbate asthma. The Office of Housing offers several programs to address some of the issues [Exterior Repair Program, Healthy Homes Program, Emergency Home Repair, Home Heating & Energy Assistance Program], but it's not enough.

The restoration or adaptive re-use of historic resources like schools or factories into housing units is particularly challenging when historic preservation of the exterior is part of the equation and preservation costs increase. The Massachusetts Cultural Council (MCC) reports that historic/cultural tourism generated nearly \$2 billion in 2006. Tourism is the third largest industry in Massachusetts supporting 120,000 jobs. Findings by MCC conclude that tax dollars in Massachusetts when invested in historic/cultural travel have a more than 5:1 return on investment. Cultural tourism is the fastest growing sector of the travel industry. Cultural tourists spend considerably more per day than other tourists and stay one half day longer at each destination. Our historic resources are worthy of a road trip—but only if we invest in maintaining them.

HISTORY OF HISTORIC PRESERVATION IN SPRINGFIELD

Established in 1636 as a trading and fur-collecting post, Springfield is the oldest and largest community in Western Massachusetts. The establishment of the Federal Armory in 1794 was the catalyst for growth of the town into a city. Springfield saw its greatest growth between the Civil War and the Great Depression. During this period, much of the historic structures of the colonial period and early 19th century were lost to new development. Like most American cities, Springfield went through economic decline in the decades following WWII with the growth of suburbs and industrial jobs moving out of the region. During this period, urban renewal and highway building continued the loss of historic structures. Most notable losses were the Barney Mansion in Forest Park--lost for an I-91 exit ramp--and abolitionist John Brown's house in the old North End--lost to urban renewal. A soft economic market continues to hinder Springfield, which makes redevelopment in the city's historic neighborhoods difficult due to low sale prices and market rents that make it challenging to renovate historic structures or build new structures, which in turn leads to further urban decay.

SPRINGFIELD'S HISTORIC RESOURCES

The oldest researched structure remaining in the city is a 1790s house, now greatly altered, on Mill Street. Springfield has less than 50 documented structures that pre-date 1850, primarily in Downtown, South End, and Indian Orchard. This dearth of structures from the city's first 200 years of history stands in stark contrast to Boston, Providence, and Worcester, which have preserved their heritage. It is important that these vintage buildings be persevered because of their limited numbers.

Currently, the historic building stock that survives within the city dates from the late 19th and early 20th century. Thirteen local historic districts have been created in Springfield to protect the integrity of certain historic neighborhoods and landmark buildings. Forest Park Heights, McKnight, Ridgewood, Maple Hill, and Colony Hills districts are made up of primarily large single-family homes. The Mattoon and Lower Maple districts are more urban in character but also primarily have housing as the focus of the districts. The Apremont Triangle district is made up of significant early 20th century commercial structures. Other districts are single building districts meant to protect landmark buildings.

Efforts by volunteers, private or public entities to inventory historic buildings

The City of Springfield has not been completely surveyed and it is likely there could be historic resources which lie "off the radar"

In an effort to document Springfield's homes and buildings, the Springfield Preservation Trust has uploaded 1939 Works Progress Administration (WPA) to its web site. <https://www.springfieldpreservation.org/wpa/>

Presently the Massachusetts Historic Commission (MHC) is entering the statewide inventory into the Massachusetts Cultural Resource Information System (MACRIS), an interactive computerized database to search properties which have been surveyed. See <http://mhc-macris.net/>

See this link to review the Massachusetts State Historic Plan for 2018-2020
<https://www.sec.state.ma.us/mhc/mhcupdf/statepresplan20182022webversion.pdf>

“A Statewide Reconnaissance Survey conducted between 1979 and 1987 documented the historical development of each of the Commonwealth's municipalities. Each report contains an historic overview, a description of topography, and political boundaries. Each report evaluates the town's existing historic properties inventory, highlights significant historic buildings and settlement patterns, and presents threats to these resources. A bibliography lists key secondary resources. These reports are two decades or more old. No attempt has been made to update this information”. Source: <https://www.sec.state.ma.us/mhc/mhchpp/TownSurveyRpts.htm>

More information may be found on the Preservation Planning Division page on the Secretary of State website
<https://www.sec.state.ma.us/mhc/mhchpp/ppdhpp.htm>

Status of Historic Surveys by Neighborhood as of December October 2023*

- Atwater, not surveyed
- Bay, surveyed in 1991
- Brightwood, surveyed in 1983; needs updating
- Boston Road, not surveyed
- East Forest Park, not surveyed
- East Springfield, not surveyed
- Forest Park, partially surveyed in 1999; needs more survey work
- Indian Orchard, surveyed in 1984; needs updating
- Liberty Heights, partially surveyed in 2001; needs more survey work
- Old Hill, not surveyed
- McKnight, surveyed in 1976; forms incomplete
- Memorial Square, surveyed 1983; needs updating
- Metro Center, surveyed in 1981; needs updating
- Pine Point, surveyed in 1991
- Six Corners. partially surveyed in 2016; needs more survey work
- Sixteen Acres. not surveyed
- South End, surveyed in 1983; needs updating
- Upper Hill, not surveyed

*Provided by Springfield Preservation Trust

CURRENT ENVIRONMENT FOR HISTORIC PRESERVATION

The combined disasters of the mortgage crisis, 2011 tornado, and continuing soft economic climate have had a troubling effect on historic buildings. More than 40 historic structures (*Historic Resources Appendix 1*) have been lost since 2000. Some have been lost due to neglect, others to development, still others to disaster. About half were demolished by City action. Springfield's heritage continues to atrophy. Currently there is continued concern of the lack of restoration of buildings damaged by the tornado. There is also concern about continued loss of historic resources in the South End as development pressure has brought about speculative demolition, further eroding one of the city's oldest neighborhoods. Loss of early 20th century commercial buildings in the city center is also of concern.

Municipal funding for historic preservation has been scant in recent decades. A small annual allocation from the Community Development Block Grant Program has aided the renovation of ten vacant, severely deteriorated houses. That modest program, however, was not funded in FY18. There are not currently municipal funds

budgeted to aid historic resources despite the significant number of deteriorated historic structures, both vacant and marginally-used. (*Historic Resources Appendix 2*). CPA can help provide the preservation resources.

Local historic districts protect properties from inappropriate alteration but not from neglect and deterioration which threaten their continuance. Distressed properties can be found in all the districts but are most prevalent in McKnight (*Historic Resources Appendix 3*). There is a need to preserve historic buildings within local historic districts, which specifically are character-defining features such as windows, doors, porches, and other prominent design elements. The Historical Commission has found that deferred maintenance has caused hardships in maintaining some historic structures and consideration should be made to make funds available for exterior restoration of homes.

Restoration of historic structures in the city’s historic neighborhoods can be more advantageous than new construction when incentives such as historic tax credits and funding sources like CPA can fill the financing gap. Historic preservation also has the added benefit of supporting more local skilled craftsmen and artisans than new construction. Springfield has seen significant investment in historic apartment blocks by use of both the Federal and State historic tax credits bundled with housing tax credits. These types of development incentives, however, are not worthwhile enough to renovate historic commercial buildings and one, two, or three family homes. There is a need for funding sources that help with renovations to smaller scale projects.

Historic Homes Restoration Program (HHRP) for homeowners is the first of its kind in the Commonwealth.

The SCPC has invested in repair and restoration of residential homes through direct CPA grants to homeowners for exterior projects (limited to the restoration of original windows and doors, purchase and installation of energy efficient storm windows, restoration of porches, exterior carpentry repairs, exterior painting, roofs, chimney and other masonry work). A pilot program started in 2020 restored 8 homes in the McKnight Historic District. Early in 2022 the program was expanded to seven local district districts and 197 applications were received, and the first lottery for direct grants to homeowners of a historic home was held. Later in 2023 with additional funding, another lottery was held. Today there are 20 homes either repaired or in the process of completion plus the 8 homes from the pilot program. The next grant lottery will take place in January 2024 when another 10 homes are expected to receive a HHRP grant.

The HHRP helps to reduce the number of code violations homeowners experience. In the first lottery, 197 eligible applications were cross referenced with open code violations and/or ordinance, and 55 homes had received tickets and/or were cited by the City.

There are approximately 1000 owner occupied homes in the seven eligible historic districts (below).

Y-T-D Applications received by district

- Forest Park Heights **116**
- McKnight **78**
- Maple Hill **10**
- Ridgewood **7**
- Lower Maple **6**
- Quadrangle-Mattoon **4**
- Colony Hills **2**

Y-T-D Homes received a CPA grant

- Forest Park Heights **7**
- McKnight **10**
- Maple Hill **1**
- Ridgewood **1**
- Lower Maple
- Quadrangle-Mattoon **1**
- Colony Hills

Historic Resources—Appendix 1
Historic Buildings Lost Since 2000

compiled by the Springfield Preservation Trust, summer 2017, partially updated November 2021

Lost to Tornado

943-947 Main Street (Square One)
957-965 Main Street
969-985 Main Street
989-991 Main Street
Houses on Central, Pine, & Hancock Street

Lost to Neglect and Arson

ES Chestnut Street (Chestnut Junior High)
33-51 Central Street (Gemini Building)
140 Wilbraham Avenue (MCDI)

Lost to Arson

495 Union Street (Strickland School)
409 Union Street

Lost to Development

SS Howard Street (Saint Joseph's Church)
53 Elliot Street (Technical High School)
29 Howard Street (rear of State Armory)
22-30 Howard Street (YWCA)
SS Howard Street (Howard Street School)
73 State Street (United Electric Building)
1132-1142 Main Street (Union House)
1156-1176 Main Street (Edisonia Block)
103 William Street (Springfield Day Nursery)
382 White Street (White Street School)
332 Bay Street
180 Belmont Avenue
121 & 125 Garfield Street (FP Middle School)
90 Carew Street (Carew Street Baptist Church)

Lost to Demolition by City

SS West York St (Hampden County Jail)
1300 State Street (Trade High School)
141 Chestnut St (Stevens Duryea Showroom)
158-162 Rifle Street (Lincoln Hall)
14 Buckingham Street
62 Bowdoin Street
74 Yale Street
71 Thompson Street
293 Bay Street
69 Bowdoin Street
25/27 Elliott Street
803 Liberty Street
59-61 Avon Place
166 Princeton Street
107 Harvard Street
43-45 Berkeley Street
267 Central Street
293 Bay Street
69 Bowdoin Street
25/27 Elliott Street
803 Liberty Street
59-61 Avon Place
166 Princeton Street
107 Harvard Street
43-45 Berkeley Street
267 Central Street

Lost to Demolition by Private Owner

SS Carew Street (Allis Mansion)
221 Main Street, IO (St Jude's Church)
112 Garfield Street carriage house
658 Berkshire Avenue (Kibbe Candy Company)

Deteriorated Historic Buildings
Historic Resources—Appendix 2

compiled by the Springfield Preservation Trust, summer 2017; partially updated October 2023

Vacant & Deteriorated Nonresidential

Indian Orchard Fire Station, 97 Oak Street, IO
Campanile, Court Street
Chapman & Brooks Block, 139-141 Lyman
Street
Isolation Hospital, 1414 State Street
Morse Brothers Block, 925-939 Main Street,
Gunn Block, 477 Walnut Street
Sunshine Art, 45 Warwick Street
Holy Temple Church, 145 Bay Street
Hampden Savings Bank, 1665 Main Street
Chapin National Bank, 1675 Main Street
Underwood Bldg, 282-302 Worthington Street

Marginally Used & Deteriorated

Shean Block, 1208-1220 Main Street
Massasoit Block/Paramount, 1676-1708 Main
Our Lady of Hope Church, 474 Armory Street
Collins Block, 162-168 Lyman Street
Collins Warehouse, 170-172 Lyman Street
Brown & Company Block, 180-182 Lyman St
60-62 High Street
Woman's Club, 43 Spring Street
Produce Exchange Bldg, 194-206 Chestnut St
Harris & Green Bldgs, 452-496 Bridge Street
Birnie Building, 109-121 Chestnut Street

Buckwheat Hall, 218 Walnut Street

Vacant Houses & Carriage Houses

29 George Street
77 Maple Street
174-184 Maple Street
241 Maple Street, Ames House,
225 Maple Street, Tift House
275 Maple Street, McDuffie Carriage House,
165 Central Street, Wallace House
99 Central Street
63 Mulberry Street
116 Mulberry Street
59 St James Ave
61 St James Ave
180 St James
333 St James
145 Harvard Street
33 Lafayette St
169 Princeton St
153 Dartmouth Terr.
54 Buckingham St
71 McKnight St
56 Bay St, rear
123 Bay St (fire)
90 Westminster St (fire)
60 Byers Street

OPEN SPACE & RECREATIONAL LAND

OPEN SPACE AND RECREATION SPACE GOALS

Based on information from Park and Conservation staff as well as from residents made as part of the public comment process (See Appendix, Public Comments), the CPC has identified as its Open/Recreation goals to:

- Renovating small neighborhood playgrounds and green spaces
- Creating/improving community gardens
- Create & enhancing opportunities for bikeways/walkways/trails on park & conservation land
- Controlling invasive plant species on park and conservation land
- Improving Access to the Connecticut River and other water bodies for water-based recreation

OPEN SPACE AND RECREATION SPACE USES

CPA can help with:

- Acquisition, creation and preservation of open space;
- Acquisition, creation, preservation, rehabilitation and restoration of land for recreational use;
- Rehabilitation or restoration of open space acquired or created by CPA.

Springfield is fortunate to have considerable acreage dedicated to open and recreational space. There are more than 2,600 acres of park land, of which 1,081 acres are contained in four large community parks: Forest Park, Blunt Park, Van Horn Park, and Hubbard Park. The remaining acreage is divided among 35 neighborhood recreation areas, two 18-hole golf courses, 160 small triangles, terraces, circles, and several undeveloped open space areas such as the greenways along the North and South Branch of the Mill River. Additionally, there are 34 municipal school playgrounds.

Another 570 acres in approximately 50 areas are under control of the Conservation Commission. About one third of the areas have walking trails of varying conditions from eroded to stable. Eroded trails need to be redesigned to deal with the erosion. Several properties do not have trails but would be enhanced by their creation. Most conservation areas as well as parks have some level of invasive species. This is ubiquitous throughout the city.

The City's Open Space & Recovery Action Plan (see map) is an ambitious seven-year plan which expands on the concept that a well-maintained system of parks, playgrounds and natural areas play a vital role in the quality of urban life. It can be viewed here:

https://www.springfield-ma.gov/planning/fileadmin/Planning_files/Open_Space_Plan/OpenSpace_DRAFT2015_KC.pdf

The plan contains the following elements:

- Continue restoration of parks/playgrounds with emphasis on high use facilities in densely populated neighborhoods.
- Continued implementation of the Forest Park Master Plan.
- Continuation of the lakes and ponds restoration program.
- Management of point source water pollution and compliance with NPDES regulations.

- Implementation of the Bike and Pedestrian Complete Streets Master Plan.
- Promote maturation and continued growth of community gardens and urban agriculture.
- Implementation of a non-native/invasive species vegetation management program.
- Initiation/implementation of programs that will promote recreational uses of the Connecticut River Walk/Bikeway as well as planning for connections to existing recreational facilities and other destinations.
- Conservation Commission acquisition of land with wetland or wildlife value, forest management, as well as trail and hazard tree maintenance on existing properties. In 2023, the CPA recommended a grant to purchase parcels to connect the Abbey Brook Conservation Area.

Open/Recreation Space

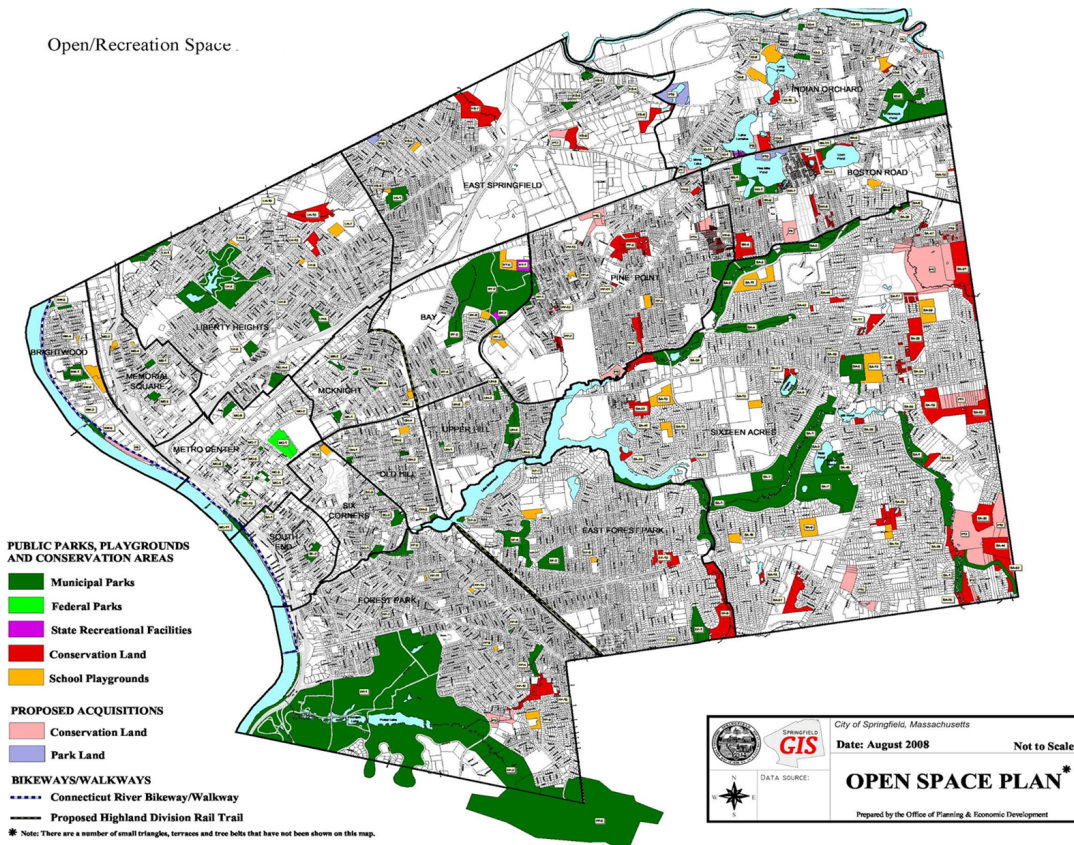


Exhibit 1

§ 16-73

§ 16-76

ARTICLE XX Community Preservation Committee [Adopted 2-6-2017]

§ 16-73. Establishment; number of members.

There shall be a Community Preservation Committee in accordance with Chapter 267 of the Acts of 2000, the Community Preservation Act, which shall consist of nine members.

§ 16-74. Membership.

The Committee shall be composed of:

- A. One member of the Conservation Commission as designated by the Commission.
- B. One member of the Historical Commission as designated by the Commission.
- C. One member of the Housing Authority as designated by the Authority.
- D. One member of the Park Commission as designated by the Commission.
- E. One member of the Planning Board as designated by the Board.
- F. One member of the Springfield Preservation Trust as designated by the Trust.
- G. Three Springfield residents, who do not hold elected or appointed office, as appointed by the City Council President from recommendations submitted by neighborhood councils and associations. The City Council President shall contact in writing all neighborhood councils and associations to request a recommendation from each and choose three residents from names submitted by 30 days of the written request.

§ 16-75. Term of office.

- A. The term of office shall be for three years. No member shall serve more than two full terms. To stagger members, initially members from the Planning Board, Housing Authority, and Park Commission shall serve for one year; and members from the Conservation Commission, Historical Commission, and Springfield Preservation Trust shall serve for two years.
- B. In the event that a designee of a governmental board no longer serves on the board he/she represents, that position shall be vacant and filled by the appropriate body for the remainder of the term.

§ 16-76. Authority and responsibility.

- A. The Committee shall study the needs, possibilities, and resources of the City regarding community preservation. The Committee shall consult with the Mayor, City Council, Conservation Commission, Historical Commission, Park Commission, Housing Authority, and Planning Board, and may consult with other

agencies.

- B. As part of its study, the Committee shall annually hold one or more information hearings on the needs, possibilities, and resources of the City regarding community preservation. Notice of such hearing(s) shall be posted publicly and published for each of two weeks preceding the hearing(s) in a newspaper of general circulation in the City. Notice of such hearing(s) shall also be sent to all neighborhood councils and associations no less than three weeks prior to the hearing(s).

§ 16-77. Powers and duties.

- A. The Committee shall review and recommend proposals to the City Council for approval of appropriations by the City Council. Recommendations may be for:
 - (1) Acquisition, creation, and preservation of open space and rehabilitation or restoration of open space acquired or created by this section;
 - (2) Acquisition, creation, rehabilitation, restoration, and preservation of land for recreational use;
 - (3) Acquisition, preservation, rehabilitation, and restoration of historic resources;
 - (4) Acquisition, creation, preservation, and support for community housing; and rehabilitation or restoration of community housing acquired or created by this section; and
 - (5) With respect to community housing, the Committee shall recommend, wherever possible, the reuse of existing buildings or the construction of new buildings on previously developed sites.
- B. The Committee shall submit its budget to the City Council. The budget may include recommendations to set aside for later spending funds for specific purposes that are consistent with community preservation but for which sufficient revenues are not then available in the Community Preservation Fund to accomplish that specific purpose or to set aside for later spending funds for general purposes that are consistent with community preservation.
- C. For each fiscal year, at least 10% of the estimated annual Community Preservation Fund revenues must be appropriated or reserved for initiatives in each of the categories of open space and recreational space, community housing, and historic resources.
- D. Annual appropriations for administrative and operating expenses of the Committee may not exceed 5% of the year's estimated annual Community Preservation Fund resources.
- E. The Committee shall keep a full and accurate account of all of its actions, including its recommendations and action taken by the City Council on the recommendations. The Committee shall also keep records of all appropriations or expenditures made from the Community Preservation Fund. Records shall also be kept by the

Committee of any real property interests acquired, real property disposed of or real property improved by the City based upon the Committee's recommendation. These records shall include the names and addresses of grantors and grantees and the nature of the consideration.

§ 16-78. Officers; rules and regulations.

- A. The Committee shall annually elect from its members a Chair and Vice-Chair.
- B. By a majority vote of its members, the Committee may adopt rules and regulations for its business.

Public Comments

Due to the continued threat of the Covid-19 virus and the current pandemic, all Springfield Community Preservation Committee (SCPC) meetings since April 2020 were held remotely by Zoom conferencing. The public hearing on October 5 was a hybrid meeting that allowed both remote and in-person participation at the Focus Springfield studios.

The hearing was held on October 5, 2023 to solicit SCPA needs and opportunities from residents. Notices: three (3) legal ads ran in the Springfield Republican newspaper in addition to press releases and digital articles in Masslive, ElPueblo and AfAMPPoint of View. Email notices were mailed to all neighborhood groups listed on the city web site and to a list of interested parties and community groups. Additional outreach was placed on the SCPC city web page and content was placed on the SCPC Facebook page. A video recording of the annual meeting can be viewed:
<https://www.facebook.com/SpringfieldCommunityPreservationCommittee/videos/1495334594566371>
The slide show presentation can be viewed here:
<https://www.springfield-ma.gov/finance/community-preservation>

Written public comments were accepted until October 31, 2023.

October 5, 2023 Annual Hearing public comments

Comments received by email:

CC: City Council Members - Sean Curran & Lavar Click-Bruce

Dear Springfield Community Preservation Committee Members:

My wife, Maureen and I are life-long Springfield citizens and city landowners since 1979. We are also Senior Citizens.

The purpose of this is to communicate the nuisance of having to pay an entrance fee into Forest Park. Every quarter we are assessed and pay the CPA Surcharge along with our property tax bill. This surcharge amounts to over \$100 per year and contributes to park upkeep and upgrades throughout the city as you well know. Non property owners do not pay this surcharge. A discussion could be made non property owners might pay it in their rent in some cases. Who knows? The fact is, property owners pay these fees and again have to pay an entrance fee into Forest Park, the same as other non-contributing CPA Surcharge non-payers. I believe it is nuisance gouging to those of us that already pay enough with the CPA surcharge. We should receive a free pass to Forest Park, just like all other city parks, without having to be assessed an entrance fee.

Thank you for listening.

Joseph G. Anzalotti

6 Wellfleet Drive

mcknightcdc@gmail.com

1030 Worthington Street Springfield, MA 01109
(413) 301-6308 October 31, 2023



mcknightcdc@gmail.com

1030 Worthington Street
Springfield, MA 01109
(413) 301-6308

October 31, 2023

Community Preservation Committee
City of Springfield
City Hall
36 Court Street
Springfield, MA 01103

Re: Feedback per CPC Activities for FY 2023

Greetings!

Thank you for providing us with this forum to some input.

As you know we are a long-time community organization in Springfield, and have been involved in this effort for many years. Not only we some of us involved in the original historic preservation efforts in Springfield, like forming the Mattoon, McKnight, and Maple Hill Districts, and the Springfield Preservation Trust in the early 1970s, but the CDC was one of the few organizations in Springfield in the 2014-2015 period which was working to preserve historic buildings with great frustration, and therefore lobbied to put adoption of the CPA on the City Council agenda.

As you may recall this was back when the conventional wisdom was that CPA was a suburban and rural town program and that Springfield voters would never support it.

We have attached a copy of our recent compilation on McKnight's more recent history, entitle "Notable Accomplishments", which provides some of the background some people may not be aware of. We hope it provides interesting reading, and provide a somewhat different perspective on what "Preservation" means in McKnight.

Needless to say, however, we were happy that the CPA proposal passed add that skeptics were proven wrong with a landslide of support at the ballot box, and we have been happy to see the many

positive projects that the Committee has been able to support since the program was initiated several years ago.

However during that period we have been attempting to put forward proposals to use the CPA funds for what we see as community preservation that in areas where support has been lacking, as opposed to just funding more of what CDBG and other funding sources have been supporting all along, and we have tried to work within the program as it has evolved. However we are finding ourselves very frustrated.

Increasingly as time has passed it seems that CPA funds are being used lavishly to support projects for well-supported organizations like the Park Department and the Springfield Museums, and well-heeled developers and upper-income homeowners who would have done the work regardless of the availability of CPA resources, while at the same time the same practices that were being fought in 2014 and 2015 are continuing, and historic buildings are being demolished that should be restored, and at the same time community-centered projects are not being supported.

Not only was the house on Pre-Civil War Central Street needlessly demolished by the City, despite having a willing developer ready to preserve it according to the Secretary of the Interior's Standards, but more recently the Queen Anne House at 125 Yale Street, located in the National Register District, was demolished despite the fact that a buyer with pre-approved financing was ready to restore it. Now another modern architectural intrusion is under construction that will permanently mar Yale Street, unless we band together to take action to change City policies.



ORIGINAL HOUSE



2023 CONDITION



NEW INTRUSION

We fear that once again City officials are presenting to the public that "Resources are not available for preservation", and that

the only feasible alternative is demolition. You heard the presentation about the property on Mountainview Street. We believe that that was not an isolated situation, and that similar situations exist with distressed properties around the City's historic areas.

Therefore we would first suggest that the Committee, with the Historical Commission, should take more of a leadership role within City government to promote preservation as an option. We know that it is easier to get positive responses when you are providing resources, but there is also a need for institutional support for preservation, and that really should not be left to private groups like the Preservation Trust and ourselves. There should be someone within City government that can provide a strong voice that can compete with those who just want to destroy whatever historic resources is inconvenient for their particular agenda.

Secondly, with regard to the restoration grants to homeowners, we appreciate the ongoing support, but we are not sure the lottery approach effectively targets the real needs of the community. It seems clear that though it is better to have some resources than none, as in the past, there are still not enough resources, and priority should be given to using resources efficiently and with targeting them at projects where historic resources may be lost if resources are not provided. We appreciate that some of these have been addressed, but we suggest that the lottery method of selection does not really seem to be a good way to target resources to where they are needed. It would seem better to implement some manner of prioritizing houses that are in danger of serious loss of architectural integrity, as we had suggested in our initial proposal.

Further we would again suggest that properties in the National Register districts should be eligible, and that a system of deed restrictions should be implemented locally, in partnership with Massachusetts Historical Commission, and possibly with our neighborhood association and others and with Historic New England, to manage ongoing preservation of these properties.

We note that we have been doing some work in that area and that we would be happy to work with the Committee, with Historical Commission, and with other City agencies, to implement such a system and to make it effective.

We would also note that it is our concept that the easements should be part of recognition that the facades and other visible portions of the envelopes of the several historic buildings are aspects of the community's "Common area" that should be preserved as

parts of our common heritage, and that therefore funds supporting needed restoration are supporting maintenance of our shared heritage and not income grants to individual households. For this reason we suggest that these grants are not an 'Income supplement' comparable to "Welfare" or "Food stamps" and that collecting a W-9 from homeowners and, we assume, providing a 1099 should not be neither required nor appropriate. We note that one benefit of adopting the suggested approach would be that no questions would be raised about the impact of grants on household's tax brackets or eligibility for services.

Third, we feel that in focusing as it has on the politically stronger applicants and on preservation of individual historic buildings, the Committee has lost sight of "Community Preservation" which we thought was the primary goal of the entire effort.

Our view of this is perhaps most clear in that we are disappointed in the lack of support for our "Common Areas" proposals in two of the recent application cycles. Our first effort was targeted at specific measures to restore the portions of the common areas that are not part of individual properties, and to adapt them to better support long-term preservation of the neighborhood. Our second effort, developed after feedback from some people suggesting that an intensive planning process was needed to verify the appropriateness of the proposed projects, was aimed at creating such a professional process.

From what we can infer and gather, we are in effect being told, among other things, that CPA funds are "Not supposed" to support preservation planning for districts, and that preservation funds are supposed to support "Restoration of historic buildings" rather than restoration of aspects of historic districts in their totality.

At the same time, when we consult the guidance provided by the State on planning for use of CPA funds, we find that this does not seem to be legally correct. Specifically, in Section V., B., Section 1.a. of the "Guidance" provided by the Massachusetts DOR, under the heading "Eligible Expenditures", we find that funds are specifically allowed for "**Contractual or consulting services that assist the CPC in making its decisions**", in addition to "**Funding for historic resources ... inventories**" or "**Similar plans**" (See Pages 17 & 18).

Then we are perhaps left to infer that the "Planning process" being carried out by the PVPC and Wayfinders folks is supposed to provide for this planning, but we have participated in that process

and it appears that it is aimed are creating "10 Year Plans" without any specific plans for anything in particular.

Therefore we would suggest that the CPC should really be supporting provisions of planning, such as those we proposed for the present year, not just for McKnight but for each historic district so that multi-year operation of the preservation program can be coordinated over time and not just be dependent on random applications from whoever might apply for funds in a given year.

Further, when we consult the guidance on preservation and restoration of district features generally, which is what we had previously applied for, we find that the focus on solely funding projects to preserve individual properties is not supported for the use of CPA funds, as it is not supported in Chapter 40-C in the description of districts that are under the jurisdiction of the Act. Specifically we find, in Section V., B., Section 2.a. (1), and (3) under the heading "Community Preservation Asset Categories" the following provisions defining eligibility for use of funds. Projects should apply to:

(1) Open Space

(a) The acquisition , creation, and preservation of open space

(2) Historic Resources

The acquisition, preservation, rehabilitation and restoration of historic resources

It is our view, therefore that our proposals for use of CPA funds to restore street signs and street furniture, our suggestions for restoration of Magazine Park and the McKnight Glen were generally eligible, as were as our suggestions for providing support for preservation of and management of open space called streets were appropriate and that support should have been accorded more priority that they were, but we suspect that this may have been due to confusion about the proper use of CPA funds.

In our view the program is supposed to be about preserving the "Community" rather than supporting individuals and institutions. Support for those projects, however worthy, should be components of the overall preservation effort for the total community.

Comments made remotely during the Public Hearing:

Tina Quagliato Sullivan. Director of Disaster Recovery and Compliance under the Development Services Division for the City of Springfield.

Emailed the following summary of comments:

I have worked for the City of Springfield for close to two decades in varying capacities in Housing, Neighborhood Stabilization and Community Development. I have been a Springfield resident for 20 years and I am a Springfield homeowner that pays into the surcharge that funds the CPC.

I am here today to provide public comment regarding Springfield's needs and opportunities. Specifically, I am requesting that the Community Preservation Committee take the following things into consideration as you make funding decisions going forward.

1. The first item I am requesting the Committee take into consideration for future funding decisions, is the current percentage of funding that has been allocated towards community and/or affordable housing. A 2023 report by the Center for State Policy Analysis puts forth that the Community Preservation Act has thus far been a missed opportunity for funding affordable housing statewide and the data demonstrates the majority of the funding has gone to support Historic Preservation, with Community Affordable Housing getting the short end of the stick.

The Community Preservation Act mandates that at least 10% of the community's allocation MUST go to community/affordable housing, and the recent report I previously referenced shows that Springfield's CPC allocated just 11% to support community affordable housing, basically just meeting the BARE MINIMUM investment required by law.

As the CPC is also required by the Community Preservation Act to study the needs of Springfield, we would urge the CPC to take into consideration the changing conditions in the real estate market and the current statewide and local affordable housing crisis. A 2021 analysis commissioned by former Governor Baker's office stated that Massachusetts needs 125,000 to 200,000 more housing units to meet demand by 2030. Springfield is not excluded from this crisis, as we have seen unsustainable rising real estate costs, including acquisition of real estate and rental costs, utility expenses and overall cost of living increases in recent years. A study completed by the UMass Donohue Institute and Way Finders found the overall shortage of housing units in the region, rented and owned, was 11,000 in 2018 when CPA was enacted in Springfield and that number is projected to rise to 19,000 units by 2025. This housing shortage, combined with rising inflation and interest rates, is causing a price spike for owners and renters across the city - increasing the cost burden on families and putting affordable rents and homeownership out of the reach of so many Springfield residents. While the CPC or the City of Springfield cannot solve these problems alone, we can all certainly be pulling in the same direction and increasing the percentage of CPC funding that goes towards supporting community affordable housing, would certainly help by being part of the solution to reduce the housing cost burden that is crippling Springfield's residents. As the current housing crisis applies to homebuyers/purchasers and renters, I would also urge the CPC to take into consideration the current shortage of decent, affordable rental housing units in Springfield and consider expanding their community affordable housing priorities to include the creation and/or rehabilitation of affordable rental housing into their community housing priorities, as it currently only appears to include affordable homeownership.

2. The second item I am requesting the Committee re-evaluate is the current \$250,000 per project cap. The cap is not mandated by either the Community Preservation Act or the Community Preservation Ordinance, but rather was a voluntarily self-imposed cap put in place by the Springfield Commission.

As two of the CPC's published goals are to acquire and preserve open space/recreational space and to support community housing through acquisition and rehabilitation, I would urge the Commission to reconsider the voluntary imposition of this cap. It is important to note that the current cap has been in place since 2018 and does not seem to have been re-evaluated in any meaningful way, since it was implemented six years ago. The current cap does not seem to take into consideration rising inflation, the significant rise in construction costs and/or sky-rocketing real estate costs and interest rates. Additionally, having such a low and obsolete cap, discourages developers from even applying for the funding, thus reducing the pool of applicants that CPC could even consider for funding awards.

3. The final item I would like to ask the CPC to take into consideration in future funding decisions, is the imposition of additional affordability restrictions on housing projects that come before you that are co-funded by other federal and state funding sources.

The affordability restrictions placed by long-standing affordable housing funders like the U.S. Department of Housing and Urban Development and the Massachusetts Department of Housing and Community Development are long established and have long standing public policy and research supporting them. Imposing further and often conflicting affordability restrictions on co-funded projects leads to uncertainty for housing developers, delays development, can cause long-term devaluation of the property impacted by the restrictions and often just discourages developers from even applying for the funding. We would ask the CPC to rely on the long-standing affordability policies and restrictions that are already imposed by the majority funders of these types of projects.

I want to conclude my comments and thank all of the appointees to the CPC for your volunteer work for Springfield, and thank you in advance for taking these items into consideration as you develop your Community Preservation Plan and make future funding decisions. Thank you and have a good evening.

Damian Phillips, homeowner 111 Dartmouth Terrace

Regarding the CPA Historic Homes Restoration grants. Are the funds taxable? It can disqualify people from other programs or benefits if the funds are considered taxable income.

Are CPA funds still available for my porch? The requirement to complete the porch including the reconditioning of the historic elements is unreasonable when the grant doesn't cover the cost. I've asked to store the elements that need to be milled in my garage until other financing is available and in the meantime, just concentrate on the emergency repairs. Is this possible?

On another note; the McKnight Glen has been neglected for decades. There are invasive weeds, drugs and other activity and deterioration occurring. What can be done?

Gerry McCafferty, Director Springfield Office of Housing

Emailed the following summary of comments.

Office of Housing
1600 East Columbus Avenue
Springfield, MA 01103
Phone (413) 787-6500
Fax (413) 787-6515



THE CITY OF SPRINGFIELD, MASSACHUSETTS

October 30, 2023

Via email to Karen Lee, KLee@springfieldcityhall.com

Community Preservation Committee
36 Court Square, Room 412
Springfield, MA 01103
Attn: Karen Lee

To the Springfield Preservation Committee:

Thank you for the opportunity to comment on Springfield's needs, opportunities and resources in regard to community housing at the October 3, 2023 public hearing. I have summarized my comments in this letter. I am commenting in my role as the City's Director of Housing, and also as a Springfield resident.

1. Springfield's housing market has changed

Springfield's housing market shifted coming out of the pandemic. Both housing sale prices and rents rose quickly. Currently, we are seeing increased demand, with not enough supply of housing.

The March 2021 UMass Donahue Institute Housing Report identified a gap of 11,000 housing units in the Pioneer Valley in 2018, with the gap expected to rise to 19,000 units by 2025. Springfield is part of this gap, and the lack of sufficient housing units is putting increased pressure on housing costs. In Springfield, both homeownership and rental housing are quickly becoming less affordable. Zillow's estimate of average home value in Springfield rose from \$159,294 in October 2018 to \$259,790 in September 2023, a 63% 5-year increase. The HUD-determined Fair Market Rent for Springfield has risen 30% since FY19. Incomes are not rising at these levels.

The housing affordability situation in Massachusetts is being described as a crisis which is leading people to leave the state and making it difficult for businesses to find workers. While

these problems have impacted eastern Massachusetts for quite some time, the challenges have now spread to western Massachusetts and to Springfield.

2. The CPC should dedicate more of its budget to housing and provide support for producing new housing

The changed housing market makes it critical that Springfield increase its rate of development of housing units at all price points. The CPA provides one source of local revenue that our community can use to support creation of more housing.

CPA funds are a local funding source created to fund only three types of activities: open space, historic resources, and community housing. The Massachusetts Community Preservation Act requires that a minimum of 10% of annual revenues be spent or set aside on each of the three activities. While the CPC meets the minimum requirement for spending on community housing, it rarely exceeds it. In 2023, the CPC is spending just 10% of its budget on housing. Since adoption of the CPA, the CPC has overall spent 16% of its funding on community housing.

Given Springfield's current need for housing development, I ask the CPC to consider increasing the amount of its budget that it spends on community housing. Further, I recommend that the CPC prioritize funding for the production of new housing units—both for rental and for homeownership.

I appreciate the CPC's ongoing support for the City's down-payment assistance program. This program is a vital tool for enabling Springfield residents to make the shift from renting to homeownership, and thereby achieving an increased level of stability as well as the opportunity to build multi-generational wealth. Unfortunately, however, use of the down-payment program has slowed, as households meeting the income eligibility criteria are having a harder time finding a home they can afford to purchase. During this slow down it seems especially wise to invest in development of new housing.

3. The CPC can make the program work better for housing development projects

In order to be most supportive of development of new housing, the CPC can take two steps to make the program easier to use for housing.

First, I recommend that the CPC remove its cap of \$250,000 per CPC grant. Development of housing is expensive. Some of the expense is related to the number of funding sources that must be applied for in order to make an affordable housing project work. Typically, projects that the City funds have 8-12 funding sources. By limiting the amount that any one project can receive in a funding period, the CPC limits the entities that will be able to devote resources to apply. For those that do apply, it means that they may need to go through numerous funding rounds to receive the amount of funds needed to make the project viable. This only adds to the time and cost of putting a project together.

Second, I recommend that the CPC do not impose use or affordability restrictions on its funds

that differ from those imposed by the other public funding sources. The existing housing development programs have expected and planned-for restrictions that match well with each other. Imposition of a different set of restrictions adds a component of uncertainty to projects, while also increasing the administrative burden of getting the project done.

4. Consider the relationship of the CPC to the Springfield Affordable Housing Trust

Springfield has recently created a Housing Trust, controlled by the Springfield Redevelopment Authority. By ordinance, guidance for the Trust is provide by the Springfield Housing Trust Advisory Committee, a legislatively-configured body that brings together residents, community group, and experts in various housing fields.

In connection with the Housing Trust, the City is undertaking a comprehensive housing planning process, which will incorporate the Housing Trust Advisory Committee, multiple city departments, the Springfield Redevelopment Authority, and the Springfield Housing Authority. The City has recently been selected through a competitive process to be one of 5 cities in the nation to be part of a cohort to work with the New-York-based Housing Solutions Lab to guide its work to create the plan. The goal is to create a plan by Spring 2024, which will outline the City's funding and policy priorities for housing.

The Housing Trust will be one of the sources to fund the plan. Allocation of housing funds from the CPC to the Housing Trust would enable the CPC's housing investments to be made in alignment with the City's comprehensive housing plan. By allocating funds to the Housing Trust, Springfield would join with many other Massachusetts communities. Currently, 100 of the state's CPA communities fund their housing trust.

I want to conclude by thanking you for service to the community through the work of the CPC. I appreciate your dedication of volunteer time and energy. Please let me know if I can be of assistance to you in any way.

Sincerely,



Geraldine McCafferty
Director

END