

SENATE No.

The Commonwealth of Massachusetts

PRESENTED BY:

Cynthia Stone Creem

To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:

The undersigned legislators and/or citizens respectfully petition for the passage of the accompanying bill:

An Act to sustain community preservation.

PETITION OF:

NAME:

Cynthia Stone Creem

DISTRICT/ADDRESS:

First Middlesex and Norfolk

The Commonwealth of Massachusetts

In the Year Two Thousand and Nine

AN ACT TO SUSTAIN COMMUNITY PRESERVATION.

Whereas, the deferred operation for this act would tend to defeat its purpose, which is forthwith to continue the commonwealth's commitment and partnership with cities and towns to enhance affordable housing, park and open space preservation and historic preservation, therefore it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

1 SECTION 1. Section Two is hereby amended by removing the definition of "Rehabilitation" and
2 inserting in place thereof the following:-

3 "Rehabilitation", the remodeling, reconstruction and making of extraordinary repairs to historic
4 resources, open spaces, lands for recreational use and community housing, but not including
5 maintenance, for the purpose of making such historic resources, open spaces, lands for recreational use
6 and community housing functional for their intended use, including but not limited to improvements to
7 comply with the Americans with Disabilities Act and other federal, state or local building or access
8 codes. With respect to historic resources, rehabilitation shall have the additional meaning of work to
9 comply with the Standards for Rehabilitation stated in the United States Secretary of the Interior's
10 Standards for the Treatment of Historic Properties codified in 36 C.F.R. Part 68. With respect to land for
11 recreational use, rehabilitation shall include the replacement of playground equipment and other capital
12 improvements to the land or the facilities thereon which make the land or the related facilities more
13 functional for the related recreational use.

14

15 SECTION 2. Section 3 of said Chapter 44B, as appearing in the 2004 Official Edition is hereby
16 amended by adding after paragraph (b) the following new paragraph:-

17 (b 1/2) As an alternative to subsection (b) of section 3, the legislative body may vote to accept
18 sections 3 to 7, inclusive, by approving a surcharge on real property of not less than 1 per cent of the
19 real estate tax levy against real property, and making an additional commitment of funds by dedicating
20 revenue not greater than 2 per cent of the real estate tax levy against real property, provided that
21 additional funds so committed shall come from another source or sources of municipal revenue,
22 including but not limited to hotel/motel excise taxes pursuant to chapter 64G of the general laws,
23 linkage fee and inclusionary zoning payments, however authorized, the sale of municipal property
24 pursuant to section 3 of chapter 40 of the general laws, parking fines and surcharges pursuant to
25 sections 20, 20A, and 20A1/2 of chapter 90 of the general laws, existing dedicated housing, open space
26 and historic preservation funds, however authorized, and provided further that additional funds so
27 committed shall not include any federal funds or funds from private sources, provided that inclusionary
28 zoning payments and linkage fees shall be considered public funds for the purposes of this chapter. The
29 total funds committed to the Community Preservation Act under this subsection shall not exceed 3% of
30 the real estate tax levy against real property, less exemptions adopted.

31 In the event that the municipality shall no longer dedicate all or part of the additional funds to
32 community preservation, the surcharge of not less than 1 per cent shall remain in effect, but may be
33 reduced pursuant to section 16.

34

35 SECTION 3: Section 3 of said chapter 44B is hereby amended by inserting after paragraph e (3) the
36 following new paragraph:-

37 (4) for \$100,000 of the value of each taxable parcel of class three, commercial, and class four,
38 industrial, property as defined in section 2A of said chapter 59.

39

40 SECTION 4. Section 5 of the Chapter 44B, as most recently amended by Chapter 289 of the Acts of
41 2006 is hereby amended by striking paragraph (b)(2) in its entirety and inserting in place thereof the
42 following:-

43 (2) The community preservation committee shall make recommendations periodically throughout
44 the year, or as a single yearly recommendation to the legislative body for the acquisition, creation and
45 preservation of open space; for the acquisition, preservation, rehabilitation and restoration of historic
46 resources; for the acquisition, creation, preservation, rehabilitation and restoration of land for
47 recreational use; for the acquisition, creation, preservation and support of community housing; and for
48 the rehabilitation or restoration of open space and community housing that is acquired or created as
49 provided in this section. With respect to community housing, the community preservation committee
50 shall recommend, wherever possible, the reuse of existing buildings or construction of new buildings on
51 previously developed sites. With respect to recreational use, the acquisition of artificial turf for athletic
52 fields shall be prohibited.

53

54 SECTION 5. Said Section 5 is further amended by striking paragraph (d) and inserting in place
55 thereof the following:-

56 (d) After receiving such recommendations from the community preservation committee, the
57 legislative body shall then take such action and approve such appropriations from the Community
58 Preservation Fund as set forth in section 7, and such additional non CPA appropriations as it deems
59 appropriate to carry out the recommendations of the community preservation committee. In the case of
60 a city, the ordinance shall provide for the mechanisms under which the legislative body may approve
61 and veto appropriations made pursuant to this chapter, in accordance with the city charter.

62

63 SECTION 6. Section 6 of Chapter 44B is hereby amended by striking it in its entirety and inserting in
64 place thereof the following:-

65 Section 6. In every fiscal year and upon the recommendation of the community preservation
66 committee, the legislative body shall spend, or set aside for later spending, not less than 10 per cent of
67 the annual revenues in the Community Preservation Fund for open space, not less than 10 per cent of
68 the annual revenues for historic resources and not less than 10 per cent of the annual revenues for

69 community housing. In each fiscal year, the legislative body shall make such appropriations from the
70 Community Preservation Fund as it deems necessary for the administrative and operating expenses of
71 the community preservation committee, but the appropriations shall not exceed 5 per cent of the
72 annual revenues in the Community Preservation Fund. The legislative body may also make such
73 appropriations from the Community Preservation Fund as it deems necessary for direct costs associated
74 with a municipality's first year implementation, including but not limited to tax billing software or hiring
75 outside vendors, provided that the total of any administrative and operating expense of the Community
76 Preservation Committee and the first year implementation expenses do not exceed five per cent of the
77 annual revenues in the Community Preservation Fund.

78 Funds that are set aside shall be held in the Community Preservation Fund and spent in that year or
79 later years, but funds set aside for a specific purpose shall be spent only for the specific purpose. Any
80 funds set aside may be expended in any city or town in the commonwealth. The community
81 preservation funds shall not replace existing operating funds, only augment them.

82

83 SECTION 7. The second paragraph of Section 7 of Chapter 44B is amended by striking the first
84 sentence and inserting in place thereof the following:-

85 The following monies shall be deposited in the fund: (a) all funds collected from the real property
86 surcharge or bond proceeds in anticipation of revenue pursuant to sections 4 and 11; (b) if applicable,
87 additional funds appropriated or dedicated from allowable municipal sources pursuant to subsection (b
88 ½) of section 3; (c) all funds received from the commonwealth or any other source for such purposes;
89 and (d) proceeds from the disposal of real property acquired with funds from the Community
90 Preservation Fund.

91

92 SECTION 8. Section 8 of Chapter 44B is hereby amended by striking it in its entirety and inserting in
93 place thereof the following:-

94

95 Section 8. (a) The fees of the registers of deeds, except as otherwise provided, to be paid when the
96 instrument is left for recording, filing or deposit shall be subject to a surcharge of \$20. The fees for so
97 recording, filing or depositing a municipal lien certificate shall be subject to a surcharge of \$10. The

98 surcharges shall be imposed for the purposes of community preservation. No surcharge shall apply to a
99 declaration of homestead under chapter 188 or to the filing of a third mortgage or fourth mortgage
100 extended by any public agency or quasi public agency, including but not limited to a Commonwealth
101 municipality or the Massachusetts Housing Partnership. No surcharge shall apply to the fees charged for
102 additional pages, photostatic copies, abstract cards, additional square feet for the filing and recording of
103 plans or for additional or required marginal references.

104
105 (b) The fees of the assistant recorder, except as otherwise provided, to be paid when the instrument is
106 left for registering, filing or entering with respect to registered land shall be subject to a surcharge of
107 \$20. The fees for so registering, filing or entering a municipal lien certificate shall be subject to a
108 surcharge of \$10. The surcharges shall be imposed for the purposes of community preservation. No
109 surcharge shall apply to a declaration of homestead of chapter 188 or to the filing of a third mortgage or
110 fourth mortgage extended by any public agency, including but not limited to a Commonwealth
111 municipality or the Massachusetts Housing Partnership. No surcharge shall apply to the fees charged for
112 additional lots shown on plans, for indexing instruments recorded while a petition for registering is
113 pending, for additional certificates of sewer assessments, for old age assistance liens, for duplicates and
114 for photocopies.

115
116 (c) Notwithstanding subsections (a) and (b) of section 8, in the event that the Massachusetts Community
117 Preservation Trust Fund balance is insufficient to support a 75% first round match distribution pursuant
118 to section 10 for all cities and towns that have accepted sections 3 to 7 inclusive, as certified by the
119 commissioner of revenue on October 1st of each year, the fees of the registry of deeds and fees of the
120 assistant recorder to be paid when the instrument is left for recording, filing or deposit and the fee for
121 so recording, filing or depositing a municipal lien certificate shall be subject to a surcharge to be
122 determined by the commissioner of the department of revenue necessary to support, by the
123 commissioner's best reasonable estimate, a 75% first round match for the following fiscal year, with
124 each fee rounded to the nearest dollar.

125
126 Under no circumstances shall each fee surcharge to be paid to the register of deeds or assistant recorder
127 when the instrument is left for recording, filing or deposit for community preservation be greater than
128 \$70. Under no circumstances shall each fee surcharge paid to the register of deeds or assistant recorder
129 for so recording, filing or depositing a municipal lien certificate for community preservation be greater
130 than \$40.

131

132 The surcharges shall be imposed for the purposes of community preservation. No community
133 preservation surcharges shall apply to a declaration of homestead under chapter 188 to the filing of a
134 third mortgage or fourth mortgage extended by any public agency, including but not limited to a
135 Commonwealth municipality or the Massachusetts Housing Partnership. No surcharge shall apply to the
136 fees charged for additional pages, photostatic copies, abstract cards, additional square feet for the filing
137 and recording of plans or for additional or required marginal references.

138

139 (d) Each fiscal year, the commissioner of the department of revenue shall certify the fees pursuant to
140 section 8. The commissioner of revenue shall notify the registers of deeds, the assistant recorders, and
141 the joint committee on revenue of the change at least ninety days prior to the first day of the fiscal year.

142

143 (e) All surcharges on fees collected pursuant to this section shall be forwarded to the Massachusetts
144 Community Preservation Trust Fund, established in section 9.

145

146 SECTION 9. Paragraph (c) of Section 9 of said Chapter 44B is hereby amended by striking said
147 paragraph and inserting in place therefore the following:-

148 (c) The state treasurer shall make all disbursements and expenditures from the fund without
149 further appropriation, as directed by the commissioner of revenue in accordance with said section 10.
150 The department of revenue shall report by source all amounts credited to said fund and all expenditures
151 from said fund. The commissioner of revenue shall assign personnel of the department as it may need to
152 administer and manage the fund disbursements and any expense incurred by the department for such
153 purposes and any expense incurred by the registers of deeds and the assistant recorder to administer
154 and collect the surcharges pursuant to section 8 shall be deemed an operating and administrative
155 expense of the program. The commissioner of revenue shall annually on October 15th direct the state
156 treasurer to disburse an amount not to exceed one-half of one per cent of the annual total revenue
157 received in the preceding fiscal year from a register of deeds or an assistant recorder pursuant to the
158 provisions of section 8 to such register of deeds or assistant recorder to pay operating and
159 administrative expenses of the program certified to the commissioner by the register of deeds or
160 assistant recorder and to disburse an amount not to exceed 5 per cent of the annual total revenue

161 received by the state treasurer in the preceding fiscal year under the provisions of said section 8 to the
162 department of revenue to pay total operating and administrative expenses of the program.

163

164 SECTION 10. Section 10 of Chapter 44B is amended by striking it in its entirety and inserting in
165 place thereof the following:-

166 Section 10. (a) The commissioner of revenue shall annually on October 15 disburse monies from the
167 fund established in section 9 to cities and towns that have accepted sections 3 to 7, inclusive, and
168 notified the commissioner of their acceptance. The community shall notify the commissioner of the date
169 and terms on which the voters accepted said sections 3 to 7, inclusive. The municipal tax collecting
170 authority shall certify to the commissioner the amount the municipality has raised through June 30 by
171 imposing a surcharge on its real property levy and shall certify the percentage of the surcharge applied.
172 In the event a municipality accepts this act pursuant to subsection (b 1/2) of section 3, the municipal tax
173 collecting authority shall certify to the commissioner by October 30th, the maximum additional funds
174 the municipality intends to transfer to the Community Preservation Fund from allowable municipal
175 sources for the following fiscal year. Once certified, the municipality may choose to transfer less than
176 the certified amount during the following fiscal year.

177 (b) The commissioner shall multiply the amount remaining in the fund after any disbursements for
178 operating and administrative expenses pursuant to section 9(c) by 80 per cent. This amount distributed
179 in the first round distribution shall be known as the match distribution. The first round total shall be
180 distributed to each city or town accepting said sections 3 to 7, inclusive, in an amount not less than 75
181 per cent but not greater than 100 per cent of the total amount raised by the additional surcharge on real
182 property by each city or town and if applicable the additional funds committed from allowable municipal
183 sources pursuant to subsection (b ½) of section 3. The percentage shall be the same for each city and
184 town and shall be determined by the commissioner annually in a manner that distributes the maximum
185 amount available to each participating city or town.

186 (c) The commissioner shall further divide the remaining 20 per cent of the fund in a second round
187 distribution, known as the equity distribution. The commissioner shall determine the equity distribution
188 in several steps. The first step shall be to divide the remaining 20 per cent of the fund by the number of
189 cities and towns that have accepted said sections 3 to 7, inclusive. This dividend shall be known as the
190 base figure for equity distribution. This base figure shall be determined solely for purposes of

191 performing the calculation for equity distribution and shall not be added to the amount received by a
192 participant.

193 (d) Each city and town in the commonwealth shall be assigned a community preservation rank for
194 purposes of the equity distribution. The commissioner shall determine each community's rank by first
195 determining the municipality's equalized property valuation per capita ranking, ranking municipalities
196 from highest to lowest valuation. The commissioner shall also determine the population of each
197 municipality and rank each from largest to smallest in population. The commissioner shall add each
198 equalized property valuation rank and population rank, and divide the sum by two. The dividend is the
199 community preservation raw score for that municipality.

200 (e) The commissioner shall then order each municipality by CP raw score, from the lowest raw
201 score to the highest raw score. This order shall be the CP rank for each municipality. If more than one
202 municipality has the same CP raw score, the municipality with the higher equalized valuation rank shall
203 receive the higher CP rank.

204 (f) After determining the CP rank for each municipality in the commonwealth, the commissioner
205 shall divide all municipalities into deciles according to their CP ranking, with approximately the same
206 number of municipalities in each decile, and with the municipalities with the highest CP rank shall be
207 placed in the lowest decile category, starting with decile 10. Percentages shall be assigned to each decile
208 as follows:

209 decile 1 140 per cent of the base figure

210 decile 2 130 per cent of the base figure

211 decile 3 120 per cent of the base figure

212 decile 4 110 per cent of the base figure

213 decile 5 100 per cent of the base figure

214 decile 6 90 per cent of the base figure

215 decile 7 80 per cent of the base figure

216 decile 8 70 per cent of the base figure

217 decile 9 60 per cent of the base figure

218 decile 10 50 per cent of the base figure

219 After assigning each municipality to a decile according to their CP rank, the commissioner shall
220 multiply the percentage assigned to that decile by the base figure to determine the second round equity
221 distribution for each participant.

222 (f) Notwithstanding any other provision of this section, the total state contribution for each
223 city or town shall not exceed the actual amount raised by the municipality's surcharge on its real
224 property levy, and if applicable, additional funds committed from allowable municipal sources
225 pursuant to subsection b (1/2) of section 3.

226 (g) When there are monies remaining in the trust fund after the first and second round
227 distributions, and any necessary administrative expenses have been paid in accordance with section 9,
228 the commissioner may conduct a third round surplus distribution. Any remaining surplus in the fund
229 may be distributed by dividing the amount of the surplus by the number of cities and towns that have
230 accepted this chapter. The resulting dividend shall be the surplus base figure. The commissioner shall
231 then use the decile categories and percentages as defined in this section to determine a surplus equity
232 distribution for each participant.

233 (h) The commissioner shall determine each participant's total state grant by adding the amount
234 received in the first round distribution with the amounts received in any later round or rounds of
235 distributions, with the exception of a city or town that has already received a grant equal to 100 per cent
236 of the amount the community raised by its surcharge on its real property levy.

237 (1) Only those cities and towns that adopt the maximum surcharge pursuant to subsection (b) of
238 section (3) and those cities and towns that adopt the maximum surcharge and additional funds
239 committed from allowable municipal sources such that the total funds are the equivalent of 3 per cent
240 of the real estate tax levy against real property pursuant to subsection (b 1/2) of section 3 of this
241 chapter shall be eligible to receive additional state monies through the equity and surplus distributions.

242 (2) If less than 10 per cent of the cities and towns in the commonwealth have accepted sections 3
243 to 7, inclusive, and imposed and collected a surcharge on their real property levy, the commissioner may
244 calculate the state grant with only one round of distributions, or in any other equitable manner.

245 (j) After distributing the trust fund in accordance with this section, the commissioner shall keep any
246 remaining funds in the trust for distribution in the following year.

247

248 SECTION 11. Section 12 of Chapter 44B is amended by striking it in its entirety and inserting in
249 place thereof the following:-

250 (a) A real property interest that is acquired with monies from the Community Preservation Fund
251 shall be bound by a permanent deed restriction that meets the requirements of chapter 184, limiting
252 the use of the interest to the purpose for which it was acquired. The deed restriction shall run with the
253 land and shall be enforceable by the city or town or the commonwealth. The deed restriction may also
254 run to the benefit of a nonprofit, charitable corporation or foundation selected by the city or town with
255 the right to enforce the restriction. In the event that there is a deed restriction placed on any real
256 property pursuant to this chapter, the legislative body is authorized to appropriate monies from the
257 Community Preservation Fund to pay a non-profit organization created pursuant to Chapter 180 to hold,
258 monitor and enforce the deed restriction on said property.

259 (b) Real property interests acquired under this chapter shall be owned and managed by the city or
260 town, but the legislative body may delegate management of such property to the conservation
261 commission, the historical commission, the board of park commissioners or the housing authority, or, in
262 the case of interests to acquire sites for future wellhead development by a water district, a water supply
263 district or a fire district. The legislative body may also delegate management of such property to a
264 nonprofit organization created under chapter 180 or chapter 203. The legislative body may also transfer
265 ownership of such property acquired under this chapter to a nonprofit organization created under
266 chapter 180 or chapter 203, provided that in the event of such a transfer, the municipality shall retain a
267 permanent deed restriction pursuant to Chapter 184 to maintain the property for the purpose it was
268 authorized to be acquired for by the legislative body. The legislative body may appropriate monies
269 necessary to transfer ownership of a property between two entities so long as a deed restriction is
270 acquired and maintained by the town or city.

271

272 SECTION 12. Section 16 of said Chapter 44B is hereby amended by striking paragraph (a) and
273 inserting in place thereof the following:-

274 (a) At any time after imposition of the surcharge, the legislative body may approve and the voters
275 may accept an amendment to the amount and computation of the surcharge, or to the amount of
276 exemption or exemptions, in the same manner and within the limitations set forth in this chapter,
277 including reducing the surcharge to 1 per cent and committing additional municipal funds pursuant to
278 subsection (b 1/2) of section 3.

279

280 SECTION 13. Notwithstanding any general or special law to the contrary, this Act shall apply to all
281 Community Preservation Fund appropriations approved by a city or town's legislative body on or after
282 the effective date of acceptance of the Community Preservation Act in such city or town."

283