

TOWN OF ORLEANS

10-YEAR HOUSING PLAN

EXECUTIVE SUMMARY

FY2024-2033

12/21/2023

PREPARED FOR:

Town of Orleans

Affordable Housing Committee

19 School Road

Orleans, MA 02653

PREPARED BY:

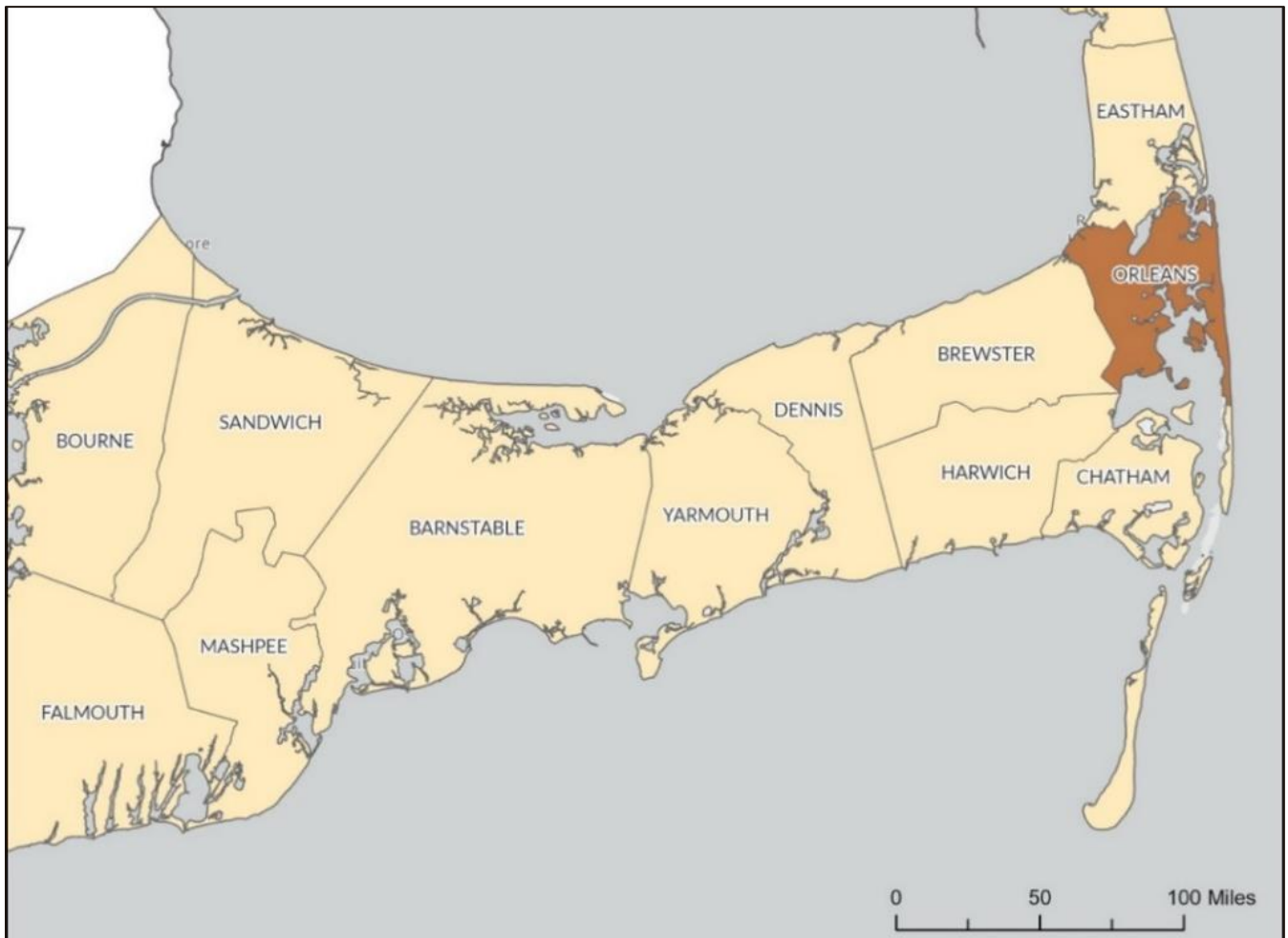
JM Goldson LLC

INTRODUCTION

This Housing Production Plan was prepared by JM Goldson Community Preservation + Planning in collaboration with the Affordable Housing Committee, Affordable Housing Trust Board, and the Orleans Planning Department between April and December 2023.

COMMUNITY OVERVIEW

Orleans, a 22.72 square mile community on Cape Cod, borders the Towns of Brewster (southwest) and Eastham (north). The Town is easily accessible by Routes 6, 6A, and 28, which merge in Orleans. More than one-third of the Town is water (37.6 percent; 8.5 square miles), supporting the community's historic fishing and salt production industries.



Sources: United States Census Bureau. "2021 5-year American Community Survey." Accessed May 2023. <https://data.census.gov/cedsci/>. "About Orleans | Orleans, MA." n.d. Accessed June 3, 2023. <https://www.town.orleans.ma.us/772/About-Orleans>; Map showing Barnstable County Massachusetts and incorporated and unincorporated areas Orleans, Map data source Census 2020.

DATA SOURCES

This plan utilizes data from many sources, including the 2010 and 2020 Decennial Census, the 2021 American Community Survey, Local Building Permit data, Local Assessors' data, Local Zoning bylaw, Executive Office of Housing and Livable Communities, Comprehensive Housing Affordability Strategy (CHAS), Local MLS data, Rentometer, Orleans Housing Authority, MA Department of Elementary and Secondary Education (DESE), HUD, Mass Housing Partnership's DataTown, the Town website, The Greater Boston Housing Report Card 2022, UMass Donahue Institute data, Cape Cod Commission Orleans data, UMDI's 2023 Cape Cod Housing Needs Analysis, Massachusetts Department of Economic Research data, prior Town plans (cited in the report), as well as staff and committee knowledge and data. The U.S. Census counts every resident in the United States by asking ten questions, whereas the ACS provides estimates based on a sample of the population for more detailed information. It is important to be aware that margins of error (MOE) are attached to the ACS estimates because they are based on samples and not on complete counts. Data collection and analysis were performed during the Summer of 2023, and this report reflects the latest data at that time, including only the 2020 Decennial Census information that was available.

COMMUNITY ENGAGEMENT

A healthy 404 points of public participation¹ informed the 10-Year Housing Plan. This is about 6 percent of the year-round population and is consistent with what other plans have been able to achieve. Community engagement summaries and transcriptions can be found in the Appendix.



¹ Points of participation sum the number of total participants across all methods of engagement. However, since some Individuals may have participated in more than one event, we discuss overall participation in terms of "points of public participation."

VISION, GOALS, AND STRATEGIES

VISION

We pledge to continue to foster a more welcoming housing environment throughout Orleans so that people of many ages, skills, and backgrounds can live and thrive together here.

- We want to prioritize high-quality design across a broad range of housing types that blend with local neighborhoods.
- We will promote affordable year-round rental properties in the higher-density-zoned areas downtown and elsewhere served by the sewer, as well as new homeownership opportunities both downtown and in lower-density residential areas.
- To the extent allowed by law, we will seek to preserve local and regional preferences for rental and ownership by individuals and families who already live, work, or attend school here.
- We recognize the importance of promoting community collaboration and engagement by being transparent and addressing community concerns and priorities.

Source: Priorities section of the Guiding Principles (p.5) adopted by the Trust, Committee, and Select Board in 2019.

HOUSING GOALS AND STRATEGIES

PRODUCTION

Create and preserve a minimum of 350 overall financially accessible year-round housing units in the next ten years, with 150 units committed to affordable, to make progress toward projected housing shortages.

With housing units in development in 2024, Orleans will soon exceed the state's minimum goal under Chapter 40B: at least ten percent of its year-round housing units are countable on its subsidized housing inventory (SHI). Projecting future housing shortages is not easy, with many variables unknown. However, the most recent available authoritative projection (Mass Donahue, 2022) estimated that Orleans was likely to be short 500-600 year-round housing units in 2030 to meet projected demand for housing that does not exceed 30 percent of household income. Therefore, the AHC and AHT have broadened their goal to at least 300 year-round units (both financially attainable market rate and affordable), which is more consistent with the urgent need and projected housing shortages, while maintaining a goal to commit 100 of those units to deed-restricted multi-family rental units.

PLANNING, POLICY, AND ZONING GOALS & STRATEGIES

1. **Amend the zoning bylaws to incentivize the development of “missing middle” housing types in the Village Center and areas along Route 6A served by public sewer.**
 - a. Evaluate the financial viability for redevelopment under the currently allowed zoning in terms of density and inclusionary zoning. Seek input from developers and partners during this process.
 - b. Consider zoning amendments to allow higher multi-family densities by special permit in the Village Center, General Business, and Limited Business zones, coupled with design standards.
 - c. Consider zoning amendments to explicitly allow for seasonal worker employee housing, such as dormitories or a certain percentage of hotel/motel rooms to be provided to seasonal employees.
 - d. Investigate options for design guidelines or standards (such as form-based code, residential pattern books, “green” building design standards, universal design standards, etc.) and adopt standards or policies as indicated.

2. **Amend the zoning bylaws to allow and encourage smaller homes in the Residence District.**
 - a. Consider amending the existing Open Space Residential Development bylaw to align more closely with the Massachusetts Executive Office of Energy and Environmental Affairs Open Space Design / Natural Resource Protection Zoning Model Bylaw.
 - b. Determine whether existing zoning presents a barrier to developing accessory dwelling units (ADUs) and work to reduce barriers, such as exploring allowing larger ADUs (900 sf) or smaller minimum lot size (20,000 sf) requirements.

3. **Create and preserve more deed-restricted affordable housing serving low-income households.**
 - a. Consider supporting private development through the state’s Local Initiative Program and Local Action Units to create additional deed-restricted affordable units as opportunities arise.
 - b. Acquire and rehabilitate substandard housing, such as foreclosed and older homes, to create deed-restricted ownership housing as desirable opportunities arise. Establish a process for the Trust to review tax-foreclosed property lists regularly.
 - c. Continue monitoring existing deed-restricted units on the Subsidize Housing Inventory.
 - d. Advocate for more state-level Housing Authority funding and Section 8 vouchers.

Local Initiatives and Programmatic Goals & Strategies

4. **Incentivize the development and preservation of financially attainable year-round rentals.**
 - a. Explore creating a grant or low-interest loan program to rehabilitate existing and encourage new ADUs.
 - b. Explore ways to incentivize landlords to keep rents affordable and year-round, for example, property tax abatements to owners who rent to low- and moderate-income households year-round or through deed restrictions to reduce property tax assessments.
 - c. Explore establishing a grant or low-interest loan program for commercial property owners to convert existing properties into year-round rental housing or mixed-use (potentially deed-restricted).
 - d. Audit the current permitting process and implement best practices to streamline and coordinate the permitting processes to maximize the development pipeline efficiency.

5. **Support the housing stability of year-round low-income renter households.**
 - a. Evaluate the need for creating and funding an emergency rental assistance program to stabilize housing for those at risk of homelessness. Partner with a local housing organization to administer the program.
 - b. Consider utilizing local and state housing grant funds to create a longer-term local rental assistance program for eligible households. Partner with a local housing organization to administer the program.

6. **Support existing cost-burdened, low-income homeowners (<100 percent Area Median Income) through outreach, programs, and funding.**
 - a. Partner with the Council on Aging and regional housing organizations to conduct targeted outreach to cost-burdened homeowners to understand better housing needs and conditions (e.g., substandard units) and how the Town can help.
 - b. Enhance funding and outreach for the existing small grant program to preserve and stabilize existing housing through emergency home repairs and mobility retrofits.

7. **Support opportunities for first-time homebuyers up to 200 percent AMI.**
 - a. Continue advocating at the State level to allow the Town's Housing Trust (through its home rule petition) to finance housing programs within 100 to 200 percent AMI.
 - b. Continue advocating at the State level to allow the Town to purchase Vail InDEED-type deed restrictions on existing rental and ownership units to restrict their sale or rental to Orleans employees.
 - c. Consider a downpayment assistance program to promote first-time homeownership opportunities within the existing housing supply in missing middle housing types.

Capacity, Coordination, and Educational Goals & Strategies

8. Foster partnerships with local and regional organizations and employers to address housing needs in Orleans and the region.
 - a. Continue to partner with other Cape communities, regional organizations, and lending institutions to support housing stability programs.
 - b. Explore public-private partnerships with local and regional employers to jointly pursue middle-income and seasonal housing using underutilized facilities.
 - c. Coordinate and partner with organizations serving seniors to support creating and preserving low-income housing for seniors.

9. Sustain and increase as needed dedicated and experienced Town staff to continue coordinating the Town's housing efforts and partnerships, including the Housing Coordinator and Planning Department staff.
 - a. Ensure continued funding for the Housing Coordinator and Planning staff positions.
 - b. Create an Orleans Housing Roundtable to coordinate the implementation of this report.
 - c. Participate in the Barnstable County Shared Regional Housing Services program.

10. Increase funding for Trust, with accountability for leadership in implementing the 10-year Housing Plan.
 - a. Support the Orleans Affordable Housing Trust by continuing to provide funding through CPA and Town general funds. Consider increasing the allocation of CPA funds towards housing or exercising borrowing powers to support local housing initiatives.
 - b. Support the Local Option for Housing Affordability Coalition (LOHA) to petition the legislature for home rule or other strategies to provide long-term funding for the AHT (real estate transfer-free and building permit surcharge).
 - c. Evaluate the pros and cons of adopting a Community Impact Fee for Short Term Rentals (CI fee) by adding 3 percent onto the 6 percent of rental fees that Orleans collects from the local lodging excise task. These revenues could create another consistent funding stream for the Trust.

11. Engage the community through outreach, education, and reporting.
 - a. In partnership with local and regional housing organizations, continue to inform Orleans residents about housing resources and opportunities especially to low-income seniors, Black Indigenous and People of Color (BIPOC), employees, families with children, and those with disabilities.
 - b. Maintain statistical indicators of housing needs and report updates regularly through the Town website, annual report, press releases, and other appropriate media and communications platforms.

CHAPTER 3: ACTION PLAN AND DATA UPDATES

ACTION PLAN

The matrix below provides a more specific assignment of the responsible entity, supporting entity, and timeframe to implement each housing strategy. However, it has also been created as a separate adaptive and sortable Excel document for the AHC and AHT. The housing crisis is an ever-changing challenge, and new ideas and solutions may be proposed and incorporated in response. **Timing** (Ongoing; Short-term(0-3y)/ Medium Term (4-7y)/ Long term (8-10+y)

Primary Goal(s) Addressed	#	Strategy Description	StrategyType	Lead Responsible Party	Timing
Goal 1: Amend the zoning bylaws to incentivize the development of “missing middle” housing types in the Village Center and areas along Route 6A served by public sewer.	1A	Evaluate the financial viability for redevelopment under the currently allowed zoning in terms of density and inclusionary zoning. Seek input from developers and partners during this process.	Planning, Policy, and Zoning	Planning Board	Short-term
Goal 1: Amend the zoning bylaws to incentivize the development of “missing middle” housing types in the Village Center and areas along Route 6A served by public sewer.	1B	Consider zoning amendments to allow higher multi-family densities by special permit in the Village Center, General Business, and Limited Business zones, coupled with design standards.	Planning, Policy, and Zoning	Planning Board	Medium-term

Primary Goal(s) Addressed	#	Strategy Description	StrategyType	Lead Responsible Party	Timing
Goal 1: Amend the zoning bylaws to incentivize the development of “missing middle” housing typews in the Village Center and areas along Route 6A served by public sewer.	1C	Consider zoning amendments to explicitly allow for seasonal worker employee housing, such as dormitories or a certain percentage of hotel/motel rooms to be provided to seasonal employees.	Planning, Policy, and Zoning	Planning Board	Short-term
Goal 1: Amend the zoning bylaws to incentivize the development of “missing middle” housing typews in the Village Center and areas along Route 6A served by public sewer.	1D	Investigate options for design guidelines or standards (such as form-based code, residential pattern books, “green” building design standards, universal design standards, etc.) and adopt standards or policies as indicated.	Planning, Policy, and Zoning	Planning Board	Long-term
Goal 2: Amend the zoning bylaws to allow and encourage smaller homes in the residence district.	2A	Consider amending the existing Open Space Residential Development bylaw to align more closely with the Massachusetts Executive Office of Energy and Environmental Affairs Open Space Design / Natural Resource Protection Zoning Model Bylaw.	Planning, Policy, and Zoning	Planning Board	Long-term
Goal 2: Amend the zoning bylaws to allow and encourage smaller homes in the residence district.	2B	Determine whether existing zoning presents a barrier to developing accessory dwelling units (ADUs) and work to reduce barriers, such as exploring allowing larger ADUs (900 sf) or smaller minimum lot size (20,000 sf) requirements.			Short-term

Primary Goal(s) Addressed	#	Strategy Description	StrategyType	Lead Responsible Party	Timing
Goal 3: Create and preserve more deed-restricted affordable housing serving low-income households.	3A	Consider supporting private development through the state's Local Initiative Program and Local Action Units to create additional deed-restricted affordable units as opportunities arise.	Planning, Policy, and Zoning	Planning Board	Ongoing
Goal 3: Create and preserve more deed-restricted affordable housing serving low-income households.	3B	Acquire and rehabilitate substandard housing, such as foreclosed and older homes, to create deed-restricted ownership housing as desirable opportunities arise. Establish a process for the Trust to review tax-foreclosed property lists regularly.	Planning, Policy, and Zoning	Affordable Housing Trust	Ongoing
Goal 3: Create and preserve more deed-restricted affordable housing serving low-income households.	3C	Continue monitoring existing deed-restricted units on the Subsidize Housing Inventory.	Planning, Policy, and Zoning	Affordable Housing Trust, via the Housing Assistance Corporation	Ongoing
Goal 3: Create and preserve more deed-restricted affordable housing serving low-income households.	3D	Advocate for more state-level Housing Authority funding and Section 8 vouchers.	Planning, Policy, and Zoning	Affordable Housing Committee	Short-term
Goal 4: Incentivize the development and preservation of financially attainable year-round rentals.	4A	Explore creating a grant or low-interest loan program to rehabilitate existing and encourage new ADUs.	Local Initiatives and Programs	Affordable Housing Trust	Short-term

Primary Goal(s) Addressed	#	Strategy Description	StrategyType	Lead Responsible Party	Timing
Goal 4: Incentivize the development and preservation of financially attainable year-round rentals.	4B	Explore ways to incentivize landlords to keep rents affordable and year-round, for example, property tax abatements to owners who rent to low- and moderate-income households year-round or through deed restrictions to reduce property tax assessments.	Local Initiatives and Programs	Select Board	Medium-term
Goal 4: Incentivize the development and preservation of financially attainable year-round rentals.	4C	Explore establishing a grant or low-interest loan program for commercial property owners to convert existing properties into year-round rental housing or mixed-use (potentially deed-restricted).	Local Initiatives and Programs	Affordable Housing Trust	Long-term
Goal 4: Incentivize the development and preservation of financially attainable year-round rentals.	4D	Audit the current permitting process and implement best practices to streamline and coordinate the permitting processes to maximize the development pipeline efficiency.	Local Initiatives and Programs	Select Board	Short-term
Goal 5: Support the housing stability of year-round low-income renter households.	5A	Evaluate the need for creating and funding an emergency rental assistance program to stabilize housing for those at risk of homelessness. Partner with a local housing organization to administer the program.	Local Initiatives and Programs	Affordable Housing Trust	Short-term
Goal 5: Support the housing stability of year-round low-income renter households.	5B	Consider utilizing local and state housing grant funds to create a longer-term local rental assistance program for eligible households. Partner with a local housing organization to administer the program.	Local Initiatives and Programs	Affordable Housing Trust	Short-term

Primary Goal(s) Addressed	#	Strategy Description	StrategyType	Lead Responsible Party	Timing
Goal 6: Support existing cost-burdened homeowners (<100 percent Area Median income) through outreach, programs, and funding.	6A	Partner with the Council on Aging and regional housing organizations to conduct targeted outreach to cost-burdened homeowners to understand better housing needs and conditions (e.g., substandard units) and how the Town can help.	Local Initiatives and Programs	Affordable Housing Committee	Short-term
Goal 6: Support existing cost-burdened homeowners (<100 percent Area Median income) through outreach, programs, and funding.	6B	Enhance funding and outreach for the existing small grant program to preserve and stabilize existing housing through emergency home repairs and mobility retrofits.	Local Initiatives and Programs	Affordable Housing Trust	Medium-term
Goal 7: Support opportunities for first-time homebuyers < 200 percent AMI.	7A	Continue advocating at the State level to allow the Town's Housing Trust (through its home rule petition) to finance housing programs within 100 to 200 percent AMI.	Local Initiatives and Programs	Affordable Housing Committee	Ongoing
Goal 7: Support opportunities for first-time homebuyers < 200 percent AMI.	7B	Continue advocating at the State level to allow the Town to purchase Vail InDEED-type deed restrictions on existing rental and ownership units to restrict their sale or rental to Orleans employees.	Local Initiatives and Programs	Affordable Housing Committee	Ongoing
Goal 7: Support opportunities for first-time homebuyers < 200 percent AMI.	7C	Consider a downpayment assistance program to promote first-time homeownership opportunities within the existing housing supply in missing middle housing types.	Local Initiatives and Programs	Affordable Housing Trust	Medium-term

Primary Goal(s) Addressed	#	Strategy Description	StrategyType	Lead Responsible Party	Timing
Goal 8: Foster partnerships with local and regional organizations and employers to address housing needs in Orleans and the region.	8A	Continue to partner with other Cape communities, regional organizations, and lending institutions to support housing stability programs.	Capacity, Coordination, and Education	Affordable Housing Trust	Ongoing
Goal 8: Foster partnerships with local and regional organizations and employers to address housing needs in Orleans and the region.	8B	Explore public-private partnerships with local and regional employers to jointly pursue the creation of middle-income and seasonal housing using underutilized facilities.	Capacity, Coordination, and Education	Affordable Housing Committee	Long-term
Goal 8: Foster partnerships with local and regional organizations and employers to address housing needs in Orleans and the region.	8C	Coordinate and partner with organizations serving seniors to support creating and preserving low-income housing for seniors.	Capacity, Coordination, and Education	Affordable Housing Committee	Long-term
Goal 9: Sustain and increase as needed dedicated and experienced Town staff to continue coordinating the Town's housing efforts and partnerships, including the Housing Coordinator and Planning Department staff.	9A	Ensure continued funding for the Housing Coordinator and Planning staff positions.	Capacity, Coordination, and Education	Select Board	Ongoing

Primary Goal(s) Addressed	#	Strategy Description	StrategyType	Lead Responsible Party	Timing
Goal 9: Sustain and increase as needed dedicated and experienced Town staff to continue coordinating the Town's housing efforts and partnerships, including the Housing Coordinator and Planning Department staff.	9B	Create an Orleans Housing Roundtable to coordinate implementation of this report.	Capacity, Coordination, and Education	Select Board	Short-term
Goal 9: Sustain and increase as needed dedicated and experienced Town staff to continue coordinating the Town's housing efforts and partnerships, including the Housing Coordinator and Planning Department staff.	9C	Participate in the Barnstable County Shared Regional Housing Services program.	Capacity, Coordination, and Education	Affordable Housing Committee	Short-term
Goal 10: Increase funding for Trust, with accountability for leadership in implementing the 10-year Housing Plan.	10A	Support the Orleans Affordable Housing Trust by continuing to provide funding through CPA and Town general funds. Consider increasing the allocation of CPA funds towards housing or exercising borrowing powers to support local housing initiatives.	Capacity, Coordination, and Education	Community Preservation Committee	Ongoing
Goal 10: Increase funding for Trust, with accountability for leadership in implementing the 10-year Housing Plan.	10B	Support the Local Option for Housing Affordability Coalition (LOHA) to petition the legislature for home rule or other strategies to provide long-term funding for the AHT (real estate transfer-free and building permit surcharge).	Capacity, Coordination, and Education	Select Board	Short-term

Primary Goal(s) Addressed	#	Strategy Description	StrategyType	Lead Responsible Party	Timing
Goal 10: Increase funding for Trust, with accountability for leadership in implementing the 10-year Housing Plan.	10C	Evaluate the pros and cons of adopting a Community Impact Fee for Short Term Rentals (CI fee) by adding 3 percent onto the 6 percent of rental fees that Orleans collects from the local lodging excise task. These revenues could create another consistent funding stream for the Trust.	Capacity, Coordination, and Education	Select Board	Medium-term
Goal 11: Engage the community through outreach, education, and reporting.	11A	In partnership with local and regional housing organizations, continue to inform Orleans residents about housing resources and opportunities especially to low-income seniors, Black Indigenous and People of Color (BIPOC), employees, families with children, and those with disabilities.	Capacity, Coordination, and Education	Affordable Housing Committee	Ongoing
Goal 11: Engage the community through outreach, education, and reporting.	11B	Maintain statistical indicators of housing needs and report updates regularly through the Town website, annual report, press releases, and other appropriate media and communications platforms.	Capacity, Coordination, and Education	Affordable Housing Committee	Ongoing

GOAL METRIC TRACKING

This section articulates a general timeline for updating data indicators and goal metrics. Accurate, relevant, and timely data are critical to informed decision-making. The data presented below can be updated with minimal Town staff effort or done by the AHC and AHT board members using the data resources provided.

Primary Goal Addressed	Description	Source	Instructions	Timing
Production	Net new year-round missing middle housing units	Building Permit data	Ask the building commissioner to run an annual report on net new building permits for ADUs, cottage court developments of < 1200 sf, 2-family homes, townhomes, and multi-family units. Add to it the number of deed-restricted subsidized housing units (SHI) preserved or created in the past year.	Annually
Goal 1: Amend the zoning bylaws to incentivize the development of “missing middle” housing types in the Village Center and areas along Route 6A served by public sewer.	Zoning bylaw passed	Annual report	Review the annual report or Town meeting records to report on relevant zoning amendments approved.	Annually
Goal 2: Amend the zoning bylaws to allow and encourage smaller homes in the residence district.	Zoning bylaw passed	Annual report	Review the annual report or Town meeting records to report on relevant zoning amendments approved.	Annually
Goal 3: Create and preserve more deed-restricted affordable housing serving low-income households.	Number of units on the Subsidized Housing Inventory	Executive Office of Housing and Livable Communities	https://www.mass.gov/doc/subsidized-housing-inventory-2/download Access the website and record the number of SHI units. Alternatively, the Planning Department tracks what is in the pipeline or under review by the EOHLC.	Annually

Goal 4: Incentivize the development and preservation of financially attainable year-round rentals.	Number of ADUs	Building Permit Data or Assessors Data	Request the Building and Assessors departments to run a report on either net new building permits for ADUs, and Assessors, Planning Board, or Zoning Board of Appeals records may track residential units with existing ADUs.	Bi-annually
Goal 4: Incentivize the development and preservation of financially attainable year-round rentals.	Year-round rental number	Town rental registry	Request the Planning (or relevant) department to run a report on the number of registered year-round, seasonal, and short-term rentals once the local rental registry is available. Until then, rely on data indicators listed below.	Bi-annually
Goal 4: Incentivize the development and preservation of financially attainable year-round rentals.	Time from site plan or special permit application to approval	Planning Board and Zoning Board of Appeals records	Request the Planning Board and Zoning Board of Appeals administrators to prepare a report on the time (days) from each site plan or special permit application for multi-family residential development to permit board approval(s).	Bi-annually
Goal 5: Support the housing stability of year-round low-income renter households.	Number of Orleans households assisted with emergency or longer-term rental assistance	Homelessness Prevention Council	Once funding has been allocated to the Homelessness Prevention Council for this purpose, request them to provide the Housing Trust with an annual report of the number of Orleans households assisted.	Annually
Goal 6: Support existing cost-burdened homeowners (<100 percent Area Median income) through outreach, programs, and funding.	Number of Orleans households assisted	Harwich Ecumenical Council for Housing (HECH)	Once funding has been allocated to HECH for housing rehabilitation grants, request them to provide the Housing Trust with an annual report of the number of Orleans households assisted.	Annually
Goal 7: Support opportunities for first-time homebuyers < 200 percent AMI.	Number of Vail InDEED style restricted units	Planning Department	Once such a program has been established, annually report on the number of units in this program.	Annually (once established)

Goal 7: Support opportunities for first-time homebuyers < 200 percent AMI.	Number of households provided downpayment assistance	Affordable Housing Trust	Once such a program is established, annual report on the number of Orleans households assisted	Annually (once established)
Goal 8: Foster partnerships with local and regional organizations and employers to address housing needs in Orleans and the region.	Funding provided to partner organizations and public-private partnerships	Affordable Housing Trust	Using Community Preservation Act or Town meeting warrant documents, report on the amount of funding that was allocated to partner organizations or public-private partnerships	Annually
as needed dedicated and experienced Town staff to continue coordinating the Town's housing efforts and partnerships, including the Housing Coordinator and Planning Department staff.	Number of Planning staff	Planning Department	Report on the number of full-time and part-time Planning Department staff, especially in relation to housing. Report on the number of Housing Roundtable meetings (once formed)	Annually
Goal 10: Increase funding for Trust, with accountability for leadership in implementing the 10-year Housing Plan.	Amount of funding to the Trust	Finance Department	Request an annual report of Trust funding (existing and newly allocated)	Annually
Goal 11: Engage the community through outreach, education, and reporting.	Engagement points-of-participation and demographics	Affordable Housing Committee	Track participation in surveys, webpage views, social media reach, forum/workshop attendance, meetings, etc. Request help from Town staff as needed for website and social media data. Where appropriate and available, track participants' demographic data to strive for proportionate representation.	Annually

DATA INDICATOR UPDATES

Data Indicator	Source	Instructions	Timing
Year-round population	U.S. Census T1, or ACS (A0001)	Use the most recent decennial U.S. Census , or American Community Survey (ACS) 5-year estimates (https://www.census.gov/quickfacts/fact/table/orleantownbarnstablecountymassachusetts,MA/HSG445221) Other resources: <ul style="list-style-type: none"> • https://donahue.umass.edu/business-groups/economic-public-policy-research/massachusetts-population-estimates-program; • https://mhpcenterforhousingdata.shinyapps.io/DataTown/ • https://datacapecod.org/pf/housing-characteristics/ • http://www.housing.ma/ 	Every two to three years
Population projections	UMass Donaghue Institute Economic and Public Policy Research; MAPC	<ul style="list-style-type: none"> • UMass Donaghue Institute: https://donahue.umass.edu/business-groups/economic-public-policy-research/massachusetts-population-estimates-program/population-projections • Metropolitan Area Planning Council: http://www.housing.ma/orleans/profile 	Every five (+) years
Net new housing production (by housing stock type)	Building department or, Building Permits Data, US Census Bureau	Ask the building commissioner to run an annual report on net new building permits for ADUs, single-family homes of less than 1200 sf, 2-family, and multi-family; Alternatively, use U.S Census Bureau data. Other resources: <ul style="list-style-type: none"> • https://mhpcenterforhousingdata.shinyapps.io/DataTown/ • http://www.housing.ma/ 	Annual

Data Indicator	Source	Instructions	Timing
Annual Median Household Income (total and by tenure)	U.S. Census (T93, T95, T98, T100)/ ACS (A14006, A14010, A14012, A14015)	Use the most recent decennial U.S. Census , or American Community Survey (ACS) 5-year estimates. ACS data: https://www.census.gov/quickfacts/fact/table/orleanstownbarnstablecountymassachusetts,MA/HSG445221 Other resources: <ul style="list-style-type: none"> • https://mhpcenterforhousingdata.shinyapps.io/DataTown/ • http://www.housing.ma/orleans/profile 	Annual
Number of households	US Census (H12, H13) / ACS (A10024, B25010)	Use the most recent decennial U.S. Census , or American Community Survey (ACS) 5-year estimates. (https://www.census.gov/quickfacts/fact/table/orleanstownbarnstablecountymassachusetts,MA/HSG445221) Other resources: <ul style="list-style-type: none"> • https://datacapecod.org/pf/housing-characteristics/ • http://www.housing.ma/ 	Annual
Housing stock type break-down	Source: ACS (B25024)	Use the most recent decennial U.S. Census , or American Community Survey (ACS) 5-year estimates. Other resources: <ul style="list-style-type: none"> • https://mhpcenterforhousingdata.shinyapps.io/DataTown/ • https://datacapecod.org/pf/housing-characteristics/ • http://www.housing.ma/ 	Annual
Year-round housing units total	Sources: US Census (T20, T58, T68, T155), ACS (A10001, A10008)	Use the most recent decennial U.S. Census , or American Community Survey (ACS) 5-year estimates (https://www.census.gov/quickfacts/fact/table/orleanstownbarnstablecountymassachusetts,MA/HSG445221) Other resources: <ul style="list-style-type: none"> • https://donahue.umass.edu/business-groups/economic-public-policy-research/massachusetts-population-estimates-program; • https://mhpcenterforhousingdata.shinyapps.io/DataTown/ • https://datacapecod.org/pf/housing-characteristics/ 	Every two to three years

Data Indicator	Source	Instructions	Timing
Housing units by tenure	Sources: US Census (T69)/ACS (A10060)	Use the most recent decennial U.S. Census , or American Community Survey (ACS) 5-year estimates. Alternatively, local Town records (rental registry) may also have input. Other resources: <ul style="list-style-type: none"> • https://mhpcenterforhousingdata.shinyapps.io/DataTown/ • https://datacapecod.org/pf/housing-characteristics/ • http://www.housing.ma/ 	Every two to three years
Seasonal housing units	Source: ACS (B25004), Town Planning department rental registry	Use the most recent American Community Survey (ACS) 5-year estimates. Alternatively, local Town records (rental registry) may also have input. Other resources: <ul style="list-style-type: none"> • https://datacapecod.org/pf/housing-characteristics/ 	Every two to three years
Short-term rental units	Town or state registry or AirDNA	https://www.airdna.co/ ; Alternatively, local Town records (rental registry) may also have input.	Every two or three years
Median sales price (single-family, condo, all)	Source: MLS Data, ACS data	Massachusetts Association of Realtors: https://www.marealtor.com/market-data/ Other resources: <ul style="list-style-type: none"> • American Community Survey (ACS): https://www.census.gov/quickfacts/fact/table/orleanstownbarnstablecountymassachusetts,MA/HSG445221 • https://datacapecod.org/pf/housing-characteristics/ 	Annual
Monthly rental cost	Source: ACS (A18009), Rentometer.com	American Community Survey (ACS) https://www.census.gov/quickfacts/fact/table/orleanstownbarnstablecountymassachusetts,MA/HSG445221 Other resources: <ul style="list-style-type: none"> • https://www.rentometer.com/pricing?gad_source=1&gclid=Cj0KCOiAsburBhCIARIsAExmsu4mOtX_jdbhDiFFa0OPp3U_yumlbDOaH1tB_7FIOgJaVBvwNmG8q0saAiBnEALw_wcB • https://mhpcenterforhousingdata.shinyapps.io/DataTown/ 	Annual

Data Indicator	Source	Instructions	Timing
Housing Cost burden (total and by tenure, and income)	Source: HUD CHAS	<p>https://www.huduser.gov/portal/datasets/il.html Select the correct year and geography and copy and paste the information;</p> <p>Other resources:</p> <ul style="list-style-type: none"> • https://mhpcenterforhousingdata.shinyapps.io/DataTown/ • http://www.housing.ma/orleans/profile 	Every two to three years
Affordability gap (by tenure)	UMass Donaghue Institute Economic and Public Policy Research and MAPC	Cape Cod Housing Need Analysis (most recent) Metropolitan Area Planning Council http://www.housing.ma/orleans/profile	Every five years
Residential development pipeline	Building permits issued, site plan approval, and special permits.	<p>Housing permitted (site plan approval, special permits) by type and tenure; Ask the Planning Board and Zoning Board of Appeals administrators to do an annual report or consult the Town Annual Report.</p> <p>Other resources:</p> <ul style="list-style-type: none"> • https://www.massbuilds.com/map 	Annual
Subsidized housing units	Subsidized Housing Inventory	Executive Office of Housing and Livable Communities website https://www.mass.gov/doc/subsidized-housing-inventory-2/download http://www.housing.ma/orleans/profile ; Alternatively, the Planning Department tracks what units are in the pipeline or under review.	Annual
Project housing demand	UMass Donaghue Institute Economic and Public Policy Research	Cape Cod Housing Need Analysis (most recent)	Every five years

HOUSING NEEDS ASSESSMENT

DEMOGRAPHICS

Population

- Orleans has a total population of 6,276, which grew 7 percent between 2010 and 2020, similar to Cape Cod and Massachusetts.
- Although the total number of housing units in Orleans increased by 11 percent between 2010-2020, the type of housing developed did not match the needs of average-income residents.
- Trends suggest that the year-round population in Orleans may continue to decline over the next 20 years, but there is a high level of uncertainty.

Aging

- Two trends are interacting: Orleans has a higher percentage of 65+-year-old residents than Cape Cod and Massachusetts.
- At the same time, the number of families with children has declined in the past twenty years.
- The senior population percentage is expected to remain consistent over the next 20 years.
- The number of families with children is expected to continue to decline if more isn't done to attract families with children.

Income

- The Median Household Income in Orleans (\$79,250) is below the Area Median Income (\$89,300) and has grown over time.
- Due to the high cost of housing, new residents moving to Orleans are more likely to be older, live in smaller households, have higher incomes, identify as White, and report more advanced levels of education.
- This migration trend underscores that the existing housing stock not only does not satisfy the needs of current residents but also does not address the labor demands of the local economy, which depends on the availability of skilled trade workers, seasonal workers for the tourist economy, and varied staffing for smaller, niche retail businesses.

Household types

- Most Orleans residents live in one or two-person households (83 percent).
- A majority of non-family households are 65+-year-old householders living alone.
- These older adults are more likely to live in housing that may be larger than they currently need, increasing the likelihood of upkeep complications, particularly for those with mobility challenges.

- Still, seniors living alone or with a partner often cannot find or afford a place to downsize in Orleans.

HOUSING SUPPLY

- Orleans and Cape Cod have been vacation destinations for almost 100 years. This means the region has unique housing challenges related to a seasonal population and the tourism industry.
- Second homes, short-term rentals, and seasonally-driven vacancies are more common here (46 percent of the overall housing stock) than in the rest of the County (36 percent) and the state.
- Short-term rentals can typically bring in more income than a year-round rental. There is concern that the number of short-term rentals is growing and displacing year-round rentals, even after the dip experienced during the pandemic.
- While seasonal rentals are essential to the livelihood of many residents and contribute towards the local municipal revenue, they also restrict the availability of year-round rental housing, much sought by local employees and those seeking starter homes.
- Orleans has primarily permitted new single-family homes in the past ten years.
- Historically, Orleans has higher levels of housing development. Only 13 percent of Orleans' housing stock was built in the 2000s.
- There is very little housing stock diversity in the community; Only 24 percent of the total housing stock is an alternative to single-family homes. A shortage of multi-family housing is one of the main underlying reasons for our housing challenge.
- About 80 percent of the total housing here is owner-occupied, and the proportion of rental units has decreased in recent years.
- In short, there is a mismatch in the size of units and households. Most homes have at least three bedrooms, while most households have only one or two people. As a result, there are limited available or affordable options for older, smaller households to downsize.

HOUSING COST AND AFFORDABILITY

- Housing costs have increased 70 percent in Orleans since 2017.
- A median-income household in Orleans (\$79,250) would need to earn approximately four times their income (\$344,786 annually) to afford a median single-family home (\$1,139,000).
- Existing renter households earn a median income of (\$33,256). An affordable rent for that income is about \$1,000 a month. The average gross rent is higher (approximately \$1500 monthly for a one-bedroom unit), presenting an affordability gap for renter households.
- More than one in four households in Orleans are housing cost-burdened.
- Renters comprise a more significant proportion of moderate and severely cost-burdened households than owners (55.2 and 38.5 percent, respectively).
- Residents with extremely low incomes (below 30 percent of the area median income) form the largest *severely* cost-burdened group, spending more than half of their income for housing.
- Residents earning more than 80 percent of the area median income form the largest *moderately* cost-burdened group, spending more than 30% of their income for housing.
- The housing crisis especially impacts owners, seniors hoping to downsize, and families with children.

ECONOMIC CONSIDERATIONS

- Orleans residents are better educated, better paid, more likely to be employed in high-paying industries, and more likely to work remotely from home than in the region.
- This is a product of the high proportion of older and retired adults and the increasing number of white-collar professionals able to work from home.
- Orleans has higher rates of unemployment than the region. Since many Orleans residents are retired, they are more likely to be counted as unemployed compared with other Cape towns.
- Orleans' economy depends on lower-wage workers to support its seasonal tourism.
- None of the average wages of the most common jobs held by workers on the Cape and Islands is high enough for single-earner households to afford the 2022 Median Single Family Home in Orleans.
- More than half of the businesses surveyed had trouble recruiting and retaining employees in the past five years.
- Top priorities of the surveyed business community are the lack of rental options, middle-income housing, and affordable housing options in Orleans.

TRANSPORTATION CONSIDERATIONS

- The most recent pandemic has impacted peoples' commutes. Some have moved and made their second homes their primary homes. Others were able to work remotely, whether they moved or not.
- The increase in those able to work from home caused a bifurcation of work patterns. For those working from home, their commutes became much shorter. For the increasing number of those who can't afford to live in Orleans, their commutes became much longer.
- Most people who work in Orleans do not live in Orleans and must drive or bus to work.
- All non-resident survey respondents (76) lived in nearby communities, with about a 20-minute commute.
- There is uncertainty as to what extent these changes will be part of a new and sustained trend.

FUTURE HOUSING SUPPLY AND DEMAND

- In the last few years, Orleans has begun to permit more multi-family homes.
- UMass Donaghue Institute projects a deficit of between 500 and 600 housing units (year-round and seasonal) in the next ten years.
- As of June 2023, Orleans has 310 units (9.15 percent) listed on the SHI, 272 rental and 38 ownership units.
- In 2017, the Orleans Affordable Housing Committee adopted the goal of creating 100 additional affordable units by 2027. Working with the Committee, the Affordable Housing Trust had 66 affordable rental units, ten attainable rental units, and two affordable ownership units permitted or completed by 2022 after four years of work. When these are occupied in coming years, Orleans will likely have exceeded the state's minimum 40B affordable housing goal.
- For its Governor Prence project, the Trust and the Town are currently seeking a developer for a property zoned for approximately 70 additional ownership and rental units, prioritizing affordable housing in a mixed-income community.

DEVELOPMENT CONSIDERATIONS

Environmental

- Orleans has 2,522 acres of protected open space, which comprises about 17 percent of its total land area.
- Orleans has more salt marshes than any other Cape Cod town except Barnstable, a town four times its size.
- Orleans has flood velocity zones, land areas where storm surge or direct wave action occurs, at Skaket Beach, Nauset Harbor, Nauset Beach, and bordering most of Pleasant Bay.

Social

- Orleans contains an Environmental Justice neighborhood between the downtown Village Center District and Cape Cod Bay, known informally to some as West Orleans.

Infrastructure

- Orleans has sewer infrastructure for the first time and will expand the service area in the next few years.
- In 1982, the U.S. Environmental Protection Agency designated all of Barnstable County as a Sole Source Aquifer in recognition of the region's complete reliance on groundwater as its potable water supply.

Regulatory

- Orleans is mainly zoned as residential.
- Orleans has adopted inclusionary zoning and allows accessory dwelling units (ADUs).
- Although the Village Center and other Business Districts allow combined business/residence uses by right, Orleans has not yet adopted multi-family housing by right.
- A significant proportion of Orleans' existing housing is located on lots smaller than what is currently allowed under current zoning regulations (but is considered compliant because constructed prior to the adoption of the current zoning bylaws).
- Orleans is pursuing several ongoing zoning strategies.

LOCAL AND REGIONAL HOUSING EFFORTS

Local Housing Efforts

There are a variety of local municipal organizations with ongoing initiatives to address affordable housing. Accomplishments include:

- As of 2023, 76 rental units are in the development pipeline, representing a significant portion of the 2018 housing production goal (85 rental units) to be completed by 2028.
- *Capacity Building*: ongoing community education, establishing a Municipal Affordable Housing Trust Fund, and hiring a part-time Housing Coordinator.
- *Zoning Strategies*: accessory dwelling units, inclusionary zoning, and exploring dormitory-style housing for seasonal workers.
- *Development Strategies*: partnering with private developers, regional partnerships, and identifying Town-owned property for affordable housing.

Local staffing and volunteers include:

- Part-time Housing Coordinator
- Affordable Housing Committee
- Affordable Housing Trust Board
- Orleans Council on Aging

Local housing organizations funding include:

- Orleans Housing Authority

Local funding sources include:

- Affordable Housing Trust
- Community Preservation Act
- Municipal allocations

Regional Housing Efforts

Numerous Regional Organizations include:

- Cape Code Commission
- Community Development Partnership
- Barnstable County HOME Consortium
- Housing Assistance Corporation
- Habitat for Humanity Cape Cod
- Barnstable County Development of Human Services

Regional funding sources include the Department of Housing and Community Development and ARPA funds.

ACRONYMS

ACS	US Census Bureau’s American Community Survey, Five-Year Estimates
ADA	Americans with Disabilities Act
AMI	Area Median Income (AMI) is defined as the midpoint of a specific area's income distribution and is calculated annually by the Department of Housing and Urban Development (HUD).
AMFI	Areawide Median Family Income set by HUD (household of four persons)
ARPA	American Rescue Plan Act
CCNS	Cape Cod National Seashore
CHAS	Comprehensive Housing Affordability Strategy
CPA	State of Massachusetts Community Preservation Act (MGL Chapter 44B)
CPC	Community Preservation Committee
CPI-U	U.S. Census Bureau’s Consumer Price Index
CRA	U.S. Federal Community Reinvestment Act
DEP	Massachusetts Department of Environmental Protection
DHCD	Massachusetts Department of Housing and Community Development
EPA	U.S. Environmental Protection Agency
EOHLC	Executive Office of Housing and Livable Communities
FEMA	Federal Emergency Management Agency
FY	Fiscal Year(s) (July 1-June 30)
HPP	Housing Production Plan
HUD	United States Department of Housing and Urban Development
LMI	Low/Moderate- Income (at or below 80 percent AMI)
MACRIS	Massachusetts Cultural Resources Information System
MAPC	Metropolitan Area Planning Council
MassDOT	Massachusetts Department of Transportation
MassGIS	Massachusetts Bureau of Geographic Information
MBTA	Massachusetts Bay Transportation Authority
MGL	Massachusetts General Laws
MLS	Multiple Listings Service (central real estate database)
MOE	Margin of Error
MRPC	Montachusett Regional Planning Commission
MSA	Metropolitan Statistical Area
MWRA	Massachusetts Water Resources Authority
NHESP	Massachusetts Natural Heritage and Endangered Species Program
SHI	Massachusetts Subsidized Housing Inventory
YTD	Year to Date
40B	Comprehensive Permit, per MGL Chapter 40B, §20-23

KEY DEFINITIONS

This list of key definitions is intended to assist the reader and is not intended to replace applicable legal definitions of these terms. The following definitions are for key terms used throughout the document, many of which are based on definitions in statutes and regulations.

Areawide Median Income (AMI)– the median gross income for a person or family as calculated by the United States Department of Housing and Urban Development, based on the median income for the Metropolitan Statistical Area. Orleans is part of the Barnstable Town HUD MSA. For FY2022, the HUD area median family income (AMFI) for the Barnstable Town MSA was \$115,600.² The AMFI is the AMI based on a family of four persons.

Cost-Burdened Household – a household that spends 30 percent or more of their income on housing-related costs (such as rent or mortgage payments). Severely cost-burdened households spend 50 percent or more of their income on housing-related costs.

Household – all the people, related or unrelated, who occupy a housing unit. It can also include a person living alone in a housing unit or a group of unrelated people sharing a housing unit as partners or roommates. Family households consist of two or more individuals who are related by birth, marriage, or adoption, although they also may include other unrelated people. Nonfamily households consist of people who live alone or who share their residence with unrelated individuals.

Family Household – Family households consist of two or more individuals who are related by birth, marriage, or adoption, although they also may include other unrelated people.

Non-Family Households – Non-family households consist of individuals living alone and individuals living with roommates who are not related by birth, marriage, or adoption.

Income Thresholds – the U.S. Department of Housing and Urban Development (HUD) establishes income thresholds that apply to various housing assistance programs. These thresholds are updated annually and are categorized by household size. Orleans is part of the Barnstable Town HUD MSA.

Extremely Low-Income (ELI) – the FY 2014 Consolidated Appropriations Act changed the definition of extremely low-income to an individual or family whose annual gross income is the greater of 30/50ths (60 percent) of the Section 8 very low-income limit or the poverty

² U.S. Department of Housing and Urban Development. FY 2022 Income Limits Summary. <https://www.huduser.gov/portal/datasets/il/il2022/2022summary.odn> (accessed April 2022).

guideline. The FY2023 ELI income limits for a household of one is \$24,200 and for a household of four is \$34,550.

Very Low-Income (VLI) – an individual or family whose annual gross income is at or below 50 percent AMI. The FY2023 VLI income limits for a household of one is \$40,300 and for a household of four is \$57,500.

Low/Moderate income (LMI) – an individual or family whose annual gross income at or below 80 percent of the area median income (AMI).³ The FY2023 LMI income limits for a household of one is \$64,450 and for a household of four is \$92,050.

Labor Force – all residents within a community over the age of 16 who are currently employed or *actively* seeking employment. It does not include students, retirees, discouraged workers (residents who are not actively seeking a job) or those who cannot work due to a disability.

Missing Middle Housing - refers to the range of housing types between single-family detached homes and mid-to-high-rise apartment buildings. Examples include duplexes, triplexes, and townhomes. In this context, “middle” references the size and type of a home relative to its location – in the middle – on a housing scale spectrum.

³ For purposes of MGL c.40B, moderate income is defined as up to 80 percent AMI.