

TOWN OF ORLEANS

# 10-YEAR HOUSING PLAN

FY2024-2033

12/21/2023

**PREPARED FOR:**

**Town of Orleans**

Affordable Housing Committee

19 School Road

Orleans, MA 02653

**PREPARED BY:**

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# CHAPTER 1: 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.

## 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 participation<sup>1</sup> 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.***



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

## FOCUS GROUPS

JM Goldson conducted three focus groups with Orleans community members during June 2023 to better understand the Town's housing issues, challenges, and opportunities. Each focus group invited up to eight participants, each with a particular involvement or investment in the issue. Fifteen community members participated, including members of Town boards and committees, community groups, representatives from the private and non-profit sectors, and other knowledgeable or concerned residents.

## Key Findings

Throughout the various focus groups, several key themes were identified. The following list represents topics and opinions from participants in multiple focus groups.

- **The continued rise of short-term rentals in Orleans limits year-round housing options** – this was the primary concern throughout each focus group. Several suggestions were made to limit the number of short-term rentals in Orleans to help families find year-round housing.
- **Lack of developable land** - While participants acknowledged the need for increased housing supply, many noted the lack of available land to build on.
- **Increased need for workforce housing** – participants discussed a growing need for workforce housing to mitigate staffing issues seen throughout Orleans.
- **Allow accessory dwelling units (ADUs) by right** – participants believed ADUs could help in the housing shortage and that allowing them by right for property owners could decrease any red tape associated with building them.
- **"NIMBY-ism" has attempted to block prior efforts by new developments** – Several participants addressed that "NIMBY-ism," or the "Not in my Backyard" sentiment, occurs in Orleans with every new development and discourages development.

### What are the greatest opportunities and challenges related to this topic area in your community?



## COMMUNITY SURVEY

The Orleans Housing Needs Assessment project team launched a survey between June 5th and June 29, 2023, to solicit community members' perspectives, better understand their experiences navigating housing in Orleans, and hear their direct observations of the housing needs and opportunities within the Town. This survey was not intended to be a statistically significant poll but rather to reach more community members than can traditionally be heard at a public forum. The survey was active for one month and received 364 submissions.

### Key Findings



Survey respondents were most likely to identify as **women, white, and aged 55 or older**



Survey respondents were most likely **to hold a bachelor's degree or higher and be retired.**

# 67%

When asked, 67 percent of homeowners and 47 percent of renters indicated they would not be able to **afford the current average housing costs** in Orleans (\$1,222,500 median single-family sales price, (\$1,092/month for renters)

The three most supported **housing types** were:

1. Year-round rental and ownership housing
2. Housing for moderate-income (between 81% and 120% AMI) and Affordable housing (80% AMI or lower)
3. Cottage style housing

# 86%

Orleans residents showed a slight preference for **remaining in Town** (86 percent importance) over their current home (81 percent) when considering aging in place

When asked if they would consider building an **accessory dwelling unit** on their property:

- **59 percent** would consider creating an ADU
- **32 percent** would not consider an ADU
- **7 percent** do not own a single-family home
- **2 percent** already have an ADU

Survey respondents feel the **most pressing challenges** are:

1. Lack of affordable year-round rental and home-ownership housing options
2. Lack of housing for workers
3. Lack of small housing options (one- or two-bedrooms)
4. Limited developable land available for new housing

# 51%

Over half of businesses had **had trouble recruiting or retaining employees** in the past five years (51 percent). The high cost of housing was the most common theme mentioned as the primary reason for trouble recruiting or retaining employees.

# 70%

Non-resident survey respondents were more than twice as likely to be families with children under 18 (27 percent) than Orleans residents (12 percent). **Non-residents' most significant barrier to living in Orleans was the high cost of housing** (70 percent).

## COMMUNITY FORUM

On September 7, 2023, JM Goldson and the Town of Orleans hosted an interactive community forum at the Snow Library. The forum consisted of a presentation led by the consultant team, five interactive poster boards, and small group discussions. Attendees were invited to share their thoughts and ideas about the seven draft Housing Stock Goals and talk with the consultant team to learn more about the Orleans Housing Needs Assessment Project. Approximately 25 community members participated in this forum.

### Key Findings

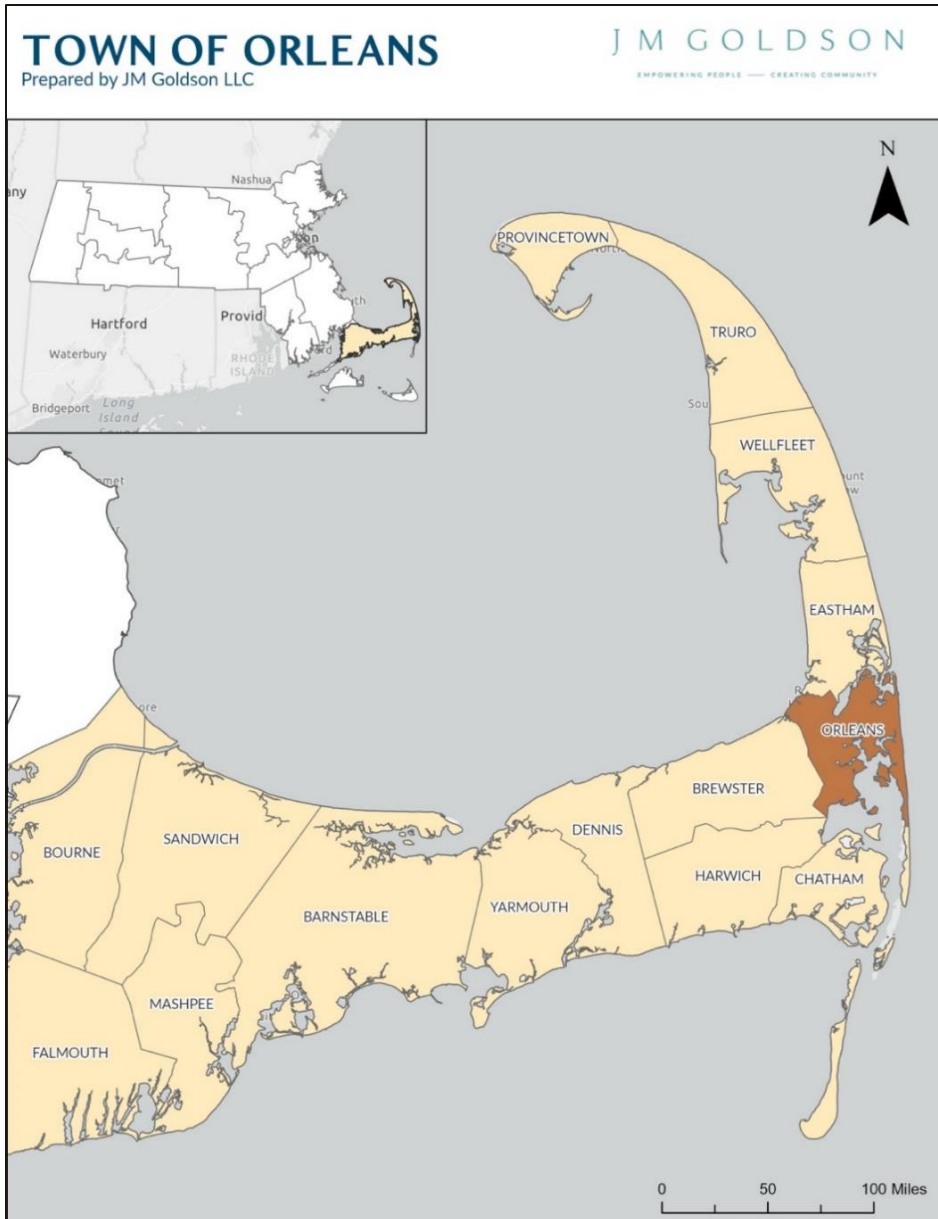
- Participants were interested in exploring financial strategies, such as differential tax rates for vacation rentals and incentives for adaptive reuse of commercial buildings into residential units.
- Community members discussed the potential for zoning changes to allow for the creation of ADUs, increase density, implement design guidelines, and allow multifamily units by right in Orleans.
- The commercial vacancies in the village center were mentioned as potential areas to build more housing units.
- There is an apparent tension between rental units used for year-round rentals and short-term vacation rentals or Airbnb's.



Photo credit: JM Goldson LLC

# 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. Orleans was initially called the South Parish of Eastham after European settlement. Pre-dating its independence from Eastham in 1717 and official incorporation in 1797, the Wampanoag Confederation, including the Nauset and Monomoyick tribes, were the original people of modern-day Orleans for centuries.



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.

## CHAPTER 2: HOUSING VISION, GOALS, & STRATEGIES

This plan encompasses Fiscal Years 2024 through 2033. This ten-year plan's vision, goals, and strategies are intended to guide local housing policies and initiatives but do not bind future actions or decisions of local officials or the local legislative body (Town Meeting). The 12 goals, which are intended to accommodate Orleans' housing needs, include one that is a specific quantitative production goal and eleven qualitative goals.

### 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 home ownership 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 by addressing community concerns and priorities.

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

Achieving the community's ten-year goals will require a variety of regulatory, programmatic, and policy strategies. This section includes descriptions of local regulatory strategies, local initiatives, and strategies that deal with implementation capacity, education, and outreach. The intent is not to suggest that Orleans implement all these strategies over ten years, but rather to offer multiple ways the community can work to achieve its goals. The Town will remain adaptive to new ideas and solutions that have not been created yet. Many of these strategies are contingent on factors beyond the municipality's control, including market opportunities and funding availability. All strategies will require local approvals in accordance with applicable laws and regulations.

The goals strategies are organized into four categories and are in no prioritized order:

- A. Production
- B. Planning, Policies, and Zoning
- C. Local Initiatives and Programs
- D. Capacity, Coordination, and Education

# PRODUCTION GOAL

**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.**

In 2017, the Orleans Affordable Housing Committee (AHC) and Affordable Housing Trust (AHT) established a goal of creating 100 additional affordable units by 2027. The AHC and AHT took this goal seriously and Orleans will soon exceed the state’s minimum goal under Chapter 40B: at least ten percent of its year-round housing units countable on its subsidized housing inventory (SHI). As of June 29, 2023, Orleans has 9.15 percent on the SHI. This is calculated by dividing 310 SHI units by 3,389 year-round housing units (2020 US Census). While the current SHI is 29 units under the Town’s 10 percent goal, approximately 70 affordable housing units in the pipeline are eligible to be included. **However, Orleans housing needs extend far beyond the state's minimum goal under Chapter 40B because about 28 percent of households are cost burdened<sup>2</sup>.**

Four major groups living in Orleans continue to face severe housing shortages and affordability challenges: very low income, low income, moderate income, and seasonal workers. In addition, the Town would like to support financially accessible small housing types that are naturally affordable to those making less than 200 percent of the Area Median Income (AMI). This request has been approved by the Attorney General for action by the State legislature in the current session.

## 2023 INCOME LIMIT CATEGORIES

Category	Description	Income 1-person	Income 4-people	Estimated cost-burdened (>30%) households
Very Low-Income	At or below 50% AMI	\$40,300	\$57,500	465 of 700 total (66.4%)
Low- Income	At or below 80% AMI	\$64,450	\$92,050	125 of 445 total (28.1%)
Moderate Income	At or below 100% AMI	\$84,650	\$120,900	35 of 370 total (9.5%)
Town-specific target	At or below 200% AMI	\$169,300	\$241,800	125 of 1,205 total (over 100% AMI) (10.4%)

Source: HUD data sets, Mass Housing Partnership 2023 One Mortgage Income Limits, HUD CHAS data 2015-2019 for Orleans MCD

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 (demand of 6,870 units but a supply of 6,367 units<sup>3</sup>). The new sewer in the Town Center creates a real opportunity to accomplish this goal. Examples of naturally affordable housing that would be counted toward the production goal include accessory dwelling units, cottage courts, duplexes, townhomes, multi-family condos, and seasonal employee housing. The Town would also continue to support the production and preservation of deed-restricted affordable housing units, including single family homes.

**Therefore, the AHC and AHT have broadened their goal to at least 350 year-round units (both financially attainable market rate and affordable), which is more consistent with the urgent need and projected housing shortages, while introducing a new goal to commit 150 of those units to deed-restricted units by 2034.**

<sup>2</sup> See page 55 of this report.

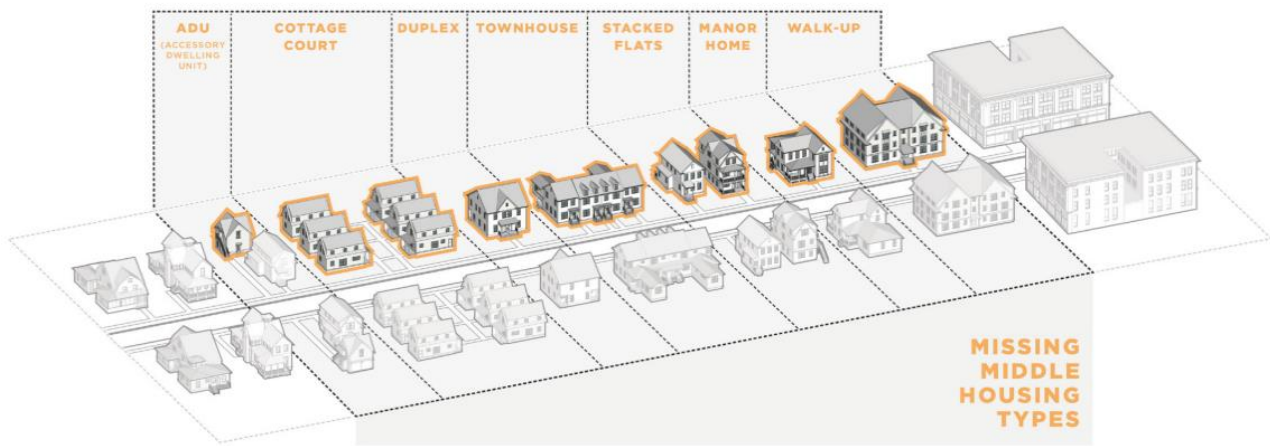
<sup>3</sup> UMDI Cape Cod Housing Needs Analysis 2022, Tables 15 and 16.

# PLANNING, POLICIES, AND ZONING

The Town’s authority to update zoning regulations can have powerful effects on encouraging private responses to address local housing needs with minimal local expenditure. The following strategies incorporate recommendations for both local planning initiatives and zoning amendments.

## 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.

“Missing middle” housing was coined by Opticos Design founder Daniel Parolek in 2010 to define a range of multi-unit or clustered housing types – compatible in scale with detached single-family homes – located in walkable neighborhoods, which help meet the growing demand for walkable living. (See website: <https://missingmiddlehousing.com/>)



“Missing Middle” Housing Types diagram by Union Studio Architecture & Community Design

“Missing middle” 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.

***The cost of these homes varies based on style, size, location, and market forces; therefore, missing middle housing types do not correlate with a specific income bracket.***

Orleans’ population is ageing and has a comparatively high number of non-family households. Many older adults need alternatives to single-family homes to continue to live in the community as their housing needs change. Housing choices are limited in Orleans – 76 percent of Orleans’ existing housing stock are single-family homes. More diverse housing options can provide choices for both older and younger residents.

***Strategic areas for accommodating the widest housing options are those with minimal environmental constraints in locations near the Town Center and areas with access to sewer.***

## GOAL 1 STRATEGIES

- 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.**

Inclusionary zoning links the development of market-rate housing with the production of affordable units using development incentives. Orleans inclusionary zoning applies to apartment developments of ten units or more, requires one deed-restricted affordable unit per ten units. Density bonuses are offered for apartment developments of any size that address community needs, such as deed-restricted affordable units. Apartments are allowed by special permit in the Rural Business, Limited Business, General Business, and Village Center zoning districts, with the following lot area and densities:

### Minimum lot area for apartments:

- RB District: 60,000 s.f. of contiguous buildable upland
- LB, GB Districts: 0 s.f. of contiguous buildable upland
- VC District: 0 s.f. of contiguous buildable upland

### Residential Density in dwelling units per acre of contiguous buildable upland:

- RB District: 3 dwelling units per acre
- LB and GB Districts: 8 dwelling units per acre
- VC District: 10 dwelling units per acre

Orleans' existing zoning includes several provisions that allow developers to exceed existing zoning requirements so long as additional public amenities are provided. However, there is a question of whether the requirements and incentives strike the right balance to be economic for creating multi-family housing.

***Now that sewer is available in the LB, GB, and VC zoning districts, the Town should revisit the allowed densities, with input from developers and partners, to evaluate the financial viability for redevelopment under the currently allowed zoning.***

### Case Study: Barnstable Downtown Hyannis Growth Incentive Zone

According to Barnstable's [project website](https://town.barnstable.ma.us/departments/planninganddevelopment/Projects/Downtown-Hyannis-Zoning-Revision.asp)<sup>4</sup>, historically, Barnstable's Growth Incentive Zone (GIZ) provided some opportunity for as-of-right multi-family development, but the regulatory structure has not been effective in broadly attracting residential development to the area. In the first ten years of the initial GIZ designation, only 110 new residential units were built. The residential densities previously allowed under Barnstable's prior zoning did not make up for the high land and construction costs.

Requiring a developer to permit projects through a lengthy and unpredictable process only increased project costs, which dis-incentivized investment and raised housing costs in projects that do move forward. Additionally, the prior conventional zoning methods did not adequately address most physical characteristics that contribute to the sense of place or sufficiently address the aesthetic character of its community. In response, Barnstable updated the GIZ in downtown Hyannis using a form-based code framework developed as part of a larger effort known as Community Resiliency by Design, carried out by Union Studio, the Cape Cod Commission (CCC), and several towns on the Cape.

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<sup>4</sup> <https://town.barnstable.ma.us/departments/planninganddevelopment/Projects/Downtown-Hyannis-Zoning-Revision.asp>

**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.**

Only a small proportion of Cape Cod land has public wastewater treatment infrastructure, although many communities are working on wastewater treatment plant projects. Small parts of Provincetown, Chatham, Barnstable, and Falmouth also have sewers available in a portion of their communities. Other places with wastewater treatment plants and sewers generally allow multi-family density higher than in Orleans (by special permit).

**Case studies:**

- **Provincetown:** allow for multi-family densities of approximately 20 units an acre.
- **Chatham:** multi-family regulations are like Orleans’ existing regulations, eight bedrooms an acre.
- **Barnstable:** multi-family unit density in their Growth Incentive Zone is only capped by the required dimensional standards and parking requirements, except for the Downtown Neighborhood District.
- **Falmouth:** The Mixed Residential and Commercial overlay district allows for multi-family redevelopments of up to 20 units an acre, with 40,000 sf of upland.

**PROVINCETOWN ALLOWED DENSITIES FOR RESIDENTIAL UNITS**

Dwelling Units	Number of Units Proposed	Number of Square Feet/Unit Required
First	1-8	1,500
For the next	9-15	2,500
For the next	16-25	3,000
Beyond 25	26 or more	4,500

Source: Town of Provincetown Zoning Bylaws 2023, Section 4120 Density Schedule

**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.**

Explicitly allowing for employee housing in the zoning bylaws can allow safe and adequate housing for temporary, seasonal employees of Orleans' businesses. Orleans’ existing zoning bylaw does not allow dormitory housing. This use is not included in the definitions nor the table of uses.

**Case studies:**

- **Yarmouth’s** zoning allows seasonal employee housing units to be provided at currently licensed motels and hotels. They use an annual application, special permit, and operating standards. Yarmouth allows up to 15 percent of rooms in any hotel or motel on a single parcel to be used for seasonal employee housing. Yarmouth also allows for employee housing (year-round or seasonal) at non-motels/hotels on property owned by the employer, with certain conditions.
- **Chatham’s** zoning allows for dormitories by special permit with annual renewal, where 3,000 square feet of developable land is provided for every two beds. Where an apartment is provided for the owner or resident staff, at least 10,000 square feet of buildable upland shall be provided for such apartment.
- **Provincetown’s** zoning bylaws define dormitory or employee housing as “a building used as living quarters for a group of unrelated individuals with common kitchen and living facilities on a seasonal or year-round basis, but must be for more than one month, and may be related to employment, educational, or cultural purposes.”

**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.**

There are various ways design guidelines or regulations could be applied. Clear design regulations or guidelines can foster predictable built results and a high-quality public realm.

**More information:**

Form-based code: A form-based code is a regulation, not merely guidelines. It is an alternative to conventional zoning and uses physical form (rather than separation of uses) as the organizing principle for the code. A form-based code framework was developed as part of a larger effort known as Community Resiliency by Design, carried out by Union Studio, the Cape Cod Commission (CCC), and several towns on the Cape. [https://www.capecodcommission.org/resource-library/file?url=/dept/commission/team/Website\\_Resources/crbd/FBC-Framework-FINAL.pdf](https://www.capecodcommission.org/resource-library/file?url=/dept/commission/team/Website_Resources/crbd/FBC-Framework-FINAL.pdf)

Residential pattern books: Residential pattern books visually communicate zoning conformity. Pattern books describe unit characteristics and provide sample floor plans and elevations that illustrate context-sensitive design principles.

- City of Roanoke, VA: <https://www.roanokeva.gov/1281/Residential-Pattern-Book>
- Washington DC Department of Housing and Community Development: <https://dhcd.dc.gov/page/pattern-book>

Green building design standards: Massachusetts has three related choices of stringency of building energy code. These are the ‘Base code’, the ‘Stretch code’, and the ‘Specialized code’. The ‘Stretch code’ is a more energy-efficient alternative to the base code. The Specialized Code is required by statute (MGL 25A Section 6) to help achieve Massachusetts Greenhouse gas emission limits set every five years from 2025 to 2050. <https://www.mass.gov/doc/2023-stretch-energy-and-municipal-opt-in-specialized-building-code-faq/download>

Universal design standards: Universal Design is another way municipalities and developers can increase accessible housing. These standards seek housing to be usable by all people, to the greatest extent possible, without needing adaptation or specialized design.

- Institute for Human-Centered Design Principles: <https://www.humancentereddesign.org/inclusive-design/principles>
- Massachusetts Multi-family New Construction: <https://www.mass.gov/doc/multifamily-new-construction-design-requirements-guideline-for-special-bhcd-initiatives/download>
- Boston – Mayor’s Office of Housing Design Standards: <https://www.boston.gov/sites/default/files/file/2022/08/13-MOH-Design-Standards.pdf>

## GOAL 2: AMEND THE ZONING BYLAWS TO ALLOW AND ENCOURAGE SMALLER HOMES IN THE RESIDENCE DISTRICT.

Orleans mostly has detached, single family homes with more bedrooms than the household size. This factor and rising property values place much of Orleans' housing stock well out of reach even of households with higher average incomes. There are ways to allow some flexibility for smaller homes in the Residence Zone to help address this issue.

**Orleans should work with the Board of Health to re-consider current limits to density that are tied to regulations regarding the use of septic systems.**

### GOAL 2 STRATEGIES

**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.**

Orleans currently allows Open Space Residential Development subdivisions on land 120,000 sf or greater. Dimensional standards could be reduced (20,000 sf lot size) keeping the same number of homes. Thirty-five (35) percent of the parcel's buildable land must be set aside as open space in perpetuity. The model NRPZ bylaw suggests allowing an even smaller minimum lot size for the individual parcels and at least sixty (60) percent of the land conserved as a right. The limiting factor on lot size in the Open Space Design is adequate water supply and sewage disposal. To overcome this limitation, the community can facilitate an aggregate nitrogen loading calculation and readily approve a shared septic system. The model NRPZ also suggests allowing for a wider variety of housing types (e.g., duplexes, townhouses, or multi-family structures) and providing density bonuses (special permit) for certain public benefits such as preserving historic structures, public access for trails, or providing deed-restricted affordable housing.

**More information:**

- Model Open Space Design/ Natural Resource Protection Zoning bylaw: <https://www.pvpc.org/sites/default/files/doc-municipal-strategies-increase-food-access2599.pdf>
- Brewster, MA Cluster Residential Development: <https://ecode360.com/7606966#7606966>

**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.**

An Accessory Dwelling Unit (ADU) is an apartment within or on the property with a single-family house. Orleans Zoning Bylaw allows accessory units in single-family dwellings by right, up to 800 square feet, where lot size is equal to or greater to 30,000 square feet. However, 56.2 percent of Orleans lots are less than 40,000 square feet. The Massachusetts Model Bylaw for Accessory Dwelling Units suggests allowing ADUs up to 900 square feet. This square footage also better fits the sizes of prefabricated designs. For example, clarify the regulations so that Orleans can allow the ADU (detached or attached) to share a septic system with the main house if it is designed to handle the number of bedrooms in the ADU and main dwelling and consider dropping the lot size to 20,000 if applicant can show they are meeting wastewater requirements.

**More information:**

- Massachusetts Model Bylaw for Accessory Dwelling Units: <https://www.mass.gov/files/documents/2017/11/03/Accessory%20Dwelling%20Units%20%28ADU%29.pdf>

### **GOAL 3: CREATE AND PRESERVE MORE DEED-RESTRICTED AFFORDABLE HOUSING SERVING LOW-INCOME HOUSEHOLDS.**

Many low-income residents, including seniors, struggle with housing costs and houses that are not well-suited to their abilities or needs as they age. These residents need financial help with housing rehabilitation to improve health and safety, improve energy efficiency, and assist with housing costs. Orleans strives to support the housing needs of other vulnerable residents, especially those living in inadequate housing conditions or in danger of homelessness. Orleans will explore and vet new ways to expand local assistance and maximize such support by leveraging state and other public or private programs.

#### **GOAL 3 STRATEGIES**

**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.**

The Local Initiative Program (LIP) is a state housing program established by Massachusetts General Law Chapter 40B, sections 20-23 (also known as the Comprehensive Permit Law) and administered by the Executive Office of Housing and Livable Communities (EOHLC). The program was established to give cities and towns greater flexibility in providing low- and moderate-income housing. The Town of Orleans staff could develop a procedure for evaluating LIP proposals readily available online.

The Orleans Housing Trust Board should work with private developments to fund additional affordable units and can work with the Planning Board to negotiate increased affordability into future developments (Local Action Units). These strategies are ways to continue to collaborate in fostering private, affordable housing development to serve local needs. CPA and Housing Trust funds can cover gaps in funding through grants or loans. This will demonstrate local commitment to secure competitive funding from other state, federal, and private sources.

**More Information:**

- Mass Housing Partnership Local Action Unit guidelines: <https://www.housingtoolbox.org/assets/files/resources/LAU-Guide-2018.pdf>
- Local Initiative Program: <https://www.mass.gov/info-details/local-initiative-program>
- Case study: Barnstable, MA: <https://www.town.barnstable.ma.us/BoardsCommittees/ZoningBoard/Resources/ZBA-Comprehensive-Permit-Rules-and-Regulations.pdf?tm=10/4/2023%205:23:36%20PM>

**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.**

When a property owner fails to pay real estate taxes, a lien is placed on the property, transferring legal ownership to the Town. Orleans could transfer buildable or tax-foreclosed properties to the Trust. The Trust can then collaborate with local affordable housing organizations and developers, such as Habitat for Humanity, to convert these properties into affordable housing options. The Trust should review and map the Tax Foreclosed List quarterly or regularly to adequately plan for reuse.

The Trust could also actively seek to acquire condemned or vacant private residential properties to rehabilitate and sell as affordable starter homes. This buy-down program can create homes that will count on the SHI, which have long-term deed restrictions. The Trust should work with the Planning

Department and Housing Coordinator to develop an inventory of smaller units, vacant, or condemned private properties in the community with the potential to be converted into affordable housing. The Trust should contact owners of potential properties and work closely with the Town to prioritize any potential private sites of interest. Once the Trust locates a property and secures funding, the Trust should complete any necessary rehab, and sell with a deed restriction to an income-eligible household in compliance with an affirmative fair housing marketing plan.

Alternatively, the Trust could partner with a private mission-driven developer or organization to purchase such properties and convert them to long-term affordable units. Depending on the developer or organization's model, these could be rental or ownership. The process would be similar to what is outlined above. However, the Trust would provide funds, and the developer or organization would oversee the rehabilitation, transactions, and marketing.

**c. Continue monitoring existing deed-restricted units on the Subsidize Housing Inventory.**

Monitoring Agents are responsible for helping units comply with their deed riders and regulations. Monitoring agents help with initial sales, resales, foreclosures, capital improvements, refinancing, enforcement, and annual monitoring/ reporting of deed-restricted units. Orleans currently utilizes a private third-party Monitoring Agent, the Housing Assistance Corporation Cape Cod (HAC), for this purpose. <https://haconcapecod.org/about/>

**d. Advocate for more state-level Housing Authority funding and Section 8 vouchers.**

Current 2023-2024 state legislation and budget proposals include a Housing Bond Bill and a proposal to expand and improve the state Rental Voucher Programs to create more deeply affordable and accessible homes, helping people struggling to pay rent and preserve our public housing. Orleans can reach out to its representatives and the bill sponsors to express its support for these legislative initiatives.

**More information:**

<https://www.chapa.org/housing-policy/legislative-priorities>

## LOCAL INITIATIVES AND PROGRAMS

Local initiative strategies refer to recommendations that the Town can undertake to foster the creation of more housing options, especially affordable housing. These initiatives are not regulatory; rather, they deal with the allocation of Town resources, including staff time, funding, and property.

### GOAL 4: INCENTIVIZE THE DEVELOPMENT AND PRESERVATION OF FINANCIALLY ATTAINABLE YEAR-ROUND RENTALS.

#### GOAL 4 STRATEGIES

**a. Explore creating a grant or low-interest loan program to rehabilitate existing and encourage new ADUs.**

In doing so, consider criteria like year-round occupancy, affordable rent, income range, and minimum term (e.g., property owners who agree to a deed restriction to rent year-round at an affordable rent level to low/moderate-income households for five years). For example, local lenders can assist Orleans housing needs through low financing for accessory dwelling unit (ADU) loans.

**More information:**

- Community Development Partnership and Housing Prevention Council Lower Cape ADU Resource Center: <https://www.lowercapehousing.org/adus>
- Cape Cod 5 Accessory Dwelling Unit loans and mortgages: <https://www.capecodfive.com/adu>
- Housing Assistance Program My Home Plus One ADU program: <https://haconcapecod.org/adu/my-home-plus-one-adu-program/>
- Home modification Loan Program (HMLP) administered by the Community Economic Development Assistance Program (CEDAC): <https://cedac.org/blog/did-you-know-hmlp-could-help-fund-an-adu/>
- Salem, MA grants to homeowners creating affordable ‘in-law’ units: <https://imaginesalem.org/accessory-dwelling-unit-programs>
- Boston, MA: Additional Dwelling Unit pilot program: <https://www.boston.gov/departments/housing/addition-dwelling-units>
- ADU Aid programs across the United States: <https://villahomes.com/blog/adu-aid-programs/>

**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.**

The federal government and municipalities across the country encourage the creation and preservation of affordable housing through foregone revenue from tax exemptions or abatements rather than direct subsidies, such as the Low Income Housing Tax Credit program (LIHTC). A tax abatement directly reduces the amount of tax owed (as opposed to a tax exemption, which changes the value of a property). In various jurisdictions, tax discounts are granted for a flexible range of uses, including creation, rehabilitation, and preservation of affordable housing or participation in housing or voucher programs.

The October 2023 approved tax bill increases the Low-Income Housing Tax Credit Program from \$40 million to \$60 million, and permits municipalities to adopt local property tax exemptions for affordable real estate, among other measures. Orleans can now consider, through a Town Meeting vote, approving a property tax abatement for rental property owners in Orleans who rent to low- and moderate-income households. Rental property owners would receive reductions on their tax bill in exchange for keeping

rents at or below a certain income threshold. The Town should carefully consider at what income level to set the threshold for the reduction to ensure the project would specifically target units whose rent would otherwise be increased without the program's existence.

#### Case Study:

For example, Provincetown, MA, has special legislation that allows a residential real estate exemption for “property that is rented to and occupied by a person of low income, as a rental amount not exceeding the standards of the US Department of Housing and Urban Development for low-income persons.” The Provincetown exemption is equal to the tax otherwise due on the property for the portion of the property rented to an income-qualifying household. (*Chapter 408 of the Acts of 2002: An Act Relative to Property Tax Exemptions for Rental Properties in the Town of Provincetown used as Affordable Housing*, approved December 19, 2002).

#### More information:

- Local Housing Solutions: *Tax abatements or exemptions*. <https://localhousingsolutions.org/housing-policy-library/tax-abatements-or-exemptions/>
- National Housing Conference: *Tax abatements: The basics*. <https://nhc.org/policy-guide/tax-abatements-the-basics/>
- Provincetown, MA special legislation, *Chapter 408 of the Acts of 2002: An Act Relative to Property Tax Exemptions for Rental Properties in the Town of Provincetown used as Affordable Housing*: <https://malegislature.gov/Laws/SessionLaws/Acts/2002/Chapter408>

#### 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).**

A bridge loan is a form of short-term financing that can serve as a source of funding and capital until an organization or company secures permanent financing or removes an existing debt obligation. Bridge loans (also known as swing loans) are typically short-term in nature, lasting on average from six months up to one year, and are often used in real estate transactions. The Select Board or Housing Trust could collaborate with local lending institutions, MassHousing, and /or commercial property owners by using a bridge loan to support the conversion of existing properties into year-round rental or mixed-use housing and seasonal housing. Where deed-restricted affordable units are included, the funding award could be a grant rather than a loan.

#### d. **Audit the current permitting process and implement best practices to streamline and coordinate the permitting processes to maximize the development pipeline efficiency.**

Developing housing is complex, and the Town oversees the process through various permitting procedures. Delays in permitting can cause extra costs for developers. The Town should continue to coordinate these processes and strive to ease barriers to efficient, affordable housing development, as well as to access to local funds. Tactics to consider include joint meetings of the Planning Board, Conservation Commission, Board of Health, Housing Authority, Housing Trust, or other boards as relevant and a joint land use and permitting staff review session early in the application process.

#### More Information:

- The Massachusetts Association of Regional Planning Agencies: *A Best Practices Model for Streamlined Local Permitting* is a valuable resource for other ideas and best practices: <https://www.mass.gov/doc/permittingbestpracticesguidepdf/download>.

## GOAL 5: SUPPORT THE HOUSING STABILITY OF YEAR-ROUND LOW-INCOME RENTER HOUSEHOLDS.

Many community members are facing concerns with housing stability, including making rent or mortgage payments, accessing emergency services, and more. Among other groups already particularly impacted by high housing cost, renters and older adults living alone are uniquely affected. To address some immediate concerns that prevent homelessness, many communities have created emergency or longer-term rental assistance programs to help residents with housing costs when a household suddenly faces economic uncertainty or unemployment.

***Orleans could create these types of programs partnering with a local or regional housing organization to administer the program.***

### GOAL 5 STRATEGIES

- 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.

Orleans could reinstate its emergency rental relief program by using Community Preservation Act funds to offer a localized rental assistance program for Orleans residents struggling to maintain housing. Programs of this nature directly provide landlords and property management companies funding to cover rent costs.

- 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.

Today, most of the other seven towns on the Outer and Lower Cape have instituted longer-term rental assistance programs. Generally, they seem to support an affordable housing tenant's rent for up to three years.

More information: <https://www.hpccapecod.org/rental-assistance>

## **GOAL 6: SUPPORT EXISTING COST-BURDENED HOMEOWNERS (< 100 PERCENT AREA MEDIAN INCOME) THROUGH OUTREACH, PROGRAMS, AND FUNDING.**

Cost-burdened homeowners can face challenges, such as routine maintenance and upkeep, property taxes, access to services, and transportation. The Council on Aging and other regional non-profit organizations assist residents by referring them to state or federal programs for fuel/heating, taxes, transportation, rent, and home efficiency and accessibility improvements.

### **GOAL 6 STRATEGIES**

**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.**

The Town seeks to preserve affordable and naturally occurring affordable housing and protect cost-burdened homeowners and other vulnerable populations from substandard housing and displacement. The Town could partner with the Council on Aging and regional housing organizations, such as the Homeless Prevention Council, to identify and connect with cost-burdened homeowners. For example, the Homeless Prevention Council case managers visit the Council on Aging, Public Library, or Adult Community Centers weekly in Harwich, Eastham, and Wellfleet.

More information: <https://www.hpccapecod.org/community-outreach>

**b. Enhance funding and outreach for the existing small grant program to preserve and stabilize existing housing through emergency home repairs and mobility retrofits.**

As the community ages, there will be more need for home rehabilitation to accommodate aging in place. According to the community survey, roughly 65 percent of participants indicated that their homes were not suitable for someone with mobility challenges, and 15 to 23 percent said their home needs infrastructural renovations (repairs to roof, foundation, entryway, plumbing, electrical). For those with mobility challenges, existing housing would have to be made more accessible through rehabilitation initiatives to provide handicapped access and safety improvements. Enhancing funding and outreach for the existing housing rehab program with the Harwich Ecumenical Council for Housing (HECH) would provide cost-burdened homeowners with assistance to rehabilitate their homes and could help both young and old alike with needed health and safety improvements.

## GOAL 7: SUPPORT OPPORTUNITIES FOR FIRST-TIME HOMEBUYERS < 200 PERCENT AMI.

### GOAL 7 STRATEGIES

**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.**

The Attorney General approved the amendments to the Orleans Affordable Housing Trust Fund Bylaw, Chapter 104, voted at Annual Town Meeting 2023. Before the Trust can implement the program, it needs action by the State Legislature on the Orleans home rule petition, expected before January 2024. Then the AHC and AHT should consider how to finance housing within 100-200 percent AMI, as there are currently no grant programs or funding sources that support housing in this income range.

**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.**

The Town struggles to recruit and retain both seasonal and full-time/year-round employees. According to Town officials, this issue has affected the Town's operational capacity. The Town, through the purchase of Vail InDEED-type deed restrictions on existing rental and ownership units, could create housing for Orleans' employees who work in Orleans, including those who are currently residents. However, it is currently not legal to create a housing program for those making above 100 percent AMI (see strategy 7a). The Vail, Colorado program (Vail InDEED) requires tenants and owners of these deed-restricted units to be used as the individual's primary residence, and they must work a minimum of 30 hours per week in the applicable jurisdiction. The Vail program has no income cap and does not impose an appreciation cap or restrict sales prices. The restriction is focused on ensuring units are the principal residence of a worker employed in the applicable jurisdiction.

**More Information:**

- [Vail InDEED Program FAQ](#)
- [Community Development Partnership's RFP to study a Cade Cod VailInDEED approach](#)

**c. Consider a downpayment assistance program to promote first-time homeownership opportunities within the existing housing supply in missing middle housing types.**

In 2023, the median sales price of single-family properties was \$1,139,000, and \$399,000 for condos. Down payment assistance exists in five categories: grants, forgivable loans at zero percent interest, deferred-payment loans at zero percent interest, low-interest loans, and matched savings programs. Grants and matched savings programs provide residents with additional funds to contribute to a down payment, whereas loan options typically require some return on investment. A matched savings program would require homebuyers to contribute a certain amount of money to a government agency, who will then match this amount, doubling the potential funds an applicant would have to cover their down payment. Forgivable loans are second mortgages that provide full forgiveness after a certain amount of time, given that recipients stay in their homes for a set number of years. Deferred payment loans are second mortgages but require repayment, typically upon moving, selling, refinancing, or paying down the initial mortgage.

- **More information:** MassHousing provides up to \$30,000 in down payment assistance for homebuyers in all Massachusetts Communities.
- **Case study:** The Wellfleet Housing Buy Down Program provides low-to-moderate-income homebuyers up to \$175,000 in subsidy towards purchasing a Wellfleet home.

# CAPACITY, COORDINATION, AND EDUCATIONAL

The following strategies are recommended for expanding the Town’s capacity to implement housing initiatives through staffing and infrastructure, coordination with other local or regional entities, and education.

## GOAL 8: FOSTER PARTNERSHIPS WITH LOCAL AND REGIONAL ORGANIZATIONS AND EMPLOYERS TO ADDRESS HOUSING NEEDS IN ORLEANS AND THE REGION.

Orleans is fortunate to have several organizations helping to address housing needs in the community and region. These organizations provide affordable housing, financially support affordable housing development, and provide housing assistance or other related support, such as community education and advocacy. To further address local housing needs, the Town intends to continue supporting and expanding these organizations' initiatives.

### GOAL 8 STRATEGIES

**a. Continue to partner with other Cape communities, regional organizations, and lending institutions to support housing stability programs.**

The Town and region have several local housing agencies, both public and non-profit, including:

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

**b. Explore public-private partnerships with local and regional employers to jointly pursue middle-income and seasonal housing using underutilized facilities.**

Like Strategy 4c, a bridge loan can serve as a source of funding and capital until an organization or company secures permanent financing or removes an existing debt obligation. The Select Board or Housing Trust could collaborate and consider partnerships with local lending institutions and the Town’s largest employers to support workforce housing and seasonal housing to employees and students through a bridge loan.

**Case Study:** Concord, MA Affordable Housing Trust funding for a bridge loan to Christopher Heights/ Assabet River Bluff development project (*an example of a bridge loan, although to a developer not employer*).

**c. Coordinate and partner with organizations serving seniors to support creating and preserving low-income housing for seniors.**

Orleans can coordinate and partner with organizations serving seniors, such as the Council on Aging, Homelessness Prevention Council, and Housing Assistance Corporation, to create new units or advertise private programs for senior housing supports, such as shared housing models.

*Housing sharing*

House sharing is as straightforward as it sounds – sharing a house typically with non-family members (i.e., roommates). In these private arrangements, a set-up could include a group of people who share a larger single-family home where each person has their own bedroom and shares the kitchen, living room, and other common areas. House sharing can revolve around a group of the same age or generation who provide companionship and cost efficiency or around an intergenerational group where younger group members help to care for older members (such as with house chores, shopping, and transportation).

There are various matching services for house sharing, including HouseMatch.org, a Massachusetts-based, nonprofit roommate matching service designed by social workers, housing advocates, and homelessness prevention specialists to help vulnerable people, including low-income families, older adults, and individuals with disabilities.

**More information:** [AARP, Have a Spare Room? 10/25/19.](#)

#### *Congregate Housing*

Congregate housing is a specific type of shared living environment designed to integrate the housing and services needs of seniors and disabled individuals. Congregate housing aims to increase self-sufficiency by providing supportive services in a residential setting. Some types of congregate housing are often converted single-family homes. Congregate housing will often house up to 16 people. In addition, congregate housing sometimes provides small kitchen facilities in each private unit and shared common facilities, which could constitute multi-family housing under the current bylaw's use regulations and thus be prohibited in certain districts.

**More information:** The MA Executive Office of Elder Affairs provides more information about congregate housing in Massachusetts.

## 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.

Orleans is fortunate to have a part-time Housing Coordinator, an Affordable Housing Committee, an Affordable Housing Trust, and several organizations helping to address housing needs in the community and region. These organizations provide affordable housing, financially support affordable housing development, and provide housing assistance or other related support, such as community education and advocacy. To further address local housing needs, the Town should continue to support its local capacity and expand the initiatives in partnership with these organizations.

### GOAL 9 STRATEGIES

#### a. Ensure continued funding for the Housing Coordinator and Planning staff positions.

The AHC and AHT are currently supported through part-time staff support. In general, interviewees discussed the need for a full-time level of dedicated staffing to implement the goals and strategies in the Housing Plan. Sustaining a level of professional capacity is critical to the effectiveness of the Town's efforts to implement community priorities as established through this planning effort.

***If the real estate transfer fee were to be enacted, the level of annual sustained funding would likely require additional staff support, for example, by authorizing a full-time Housing Coordinator. A portion of the additional funding could be used towards this position.***

#### b. Create an Orleans Housing Roundtable to coordinate implementation of this report.

The Town should seek to convene a regular (e.g., quarterly) housing roundtable to bring together representatives from applicable departments, boards, commissions, and committees to discuss progress updates, and pressing issues and strategize Orleans' approach to promoting housing opportunity. This roundtable should be hosted by a housing specific municipal body but should invite other Town leaders to participate. Housing roundtable meetings should meet Open Meeting Laws and provide ample opportunity for the public to engage. As needed, local organizations may also be invited to attend or become roundtable members. ✓

Likely members of the Housing Roundtable:

- Board of Trustees for Orleans Affordable Housing Trust Fund
- Affordable Housing Committee
- Housing Authority
- Master Plan Steering Committees (when created)
- Planning Board and Planning Department
- Zoning Board of Appeals
- Select Board
- Community Preservation Committee

#### c. Participate in the Barnstable County Shared Regional Housing Services program.

A Regional Housing Services Office (RHSO) is a collaboration between neighboring towns to expand resource capacity and monitor compliance of existing affordable units. RHSOs use an Inter-Municipal Agreement. The RHSO serves its member towns by assisting with the municipal function of affordable housing, including proactive monitoring, program administration, project development, and resident

assistance. The monitoring, administration, development, and assistance are delivered more efficiently and effectively because of the RHSO staff's expertise and the intermittent nature of affordable housing work. The Barnstable County Department of Human Services recently announced the creation of a Shared Regional Housing Services Program. The preliminary work of this Program commenced on July 1, 2023, and is fully funded through June 30, 2025.

During Program Year 1, the initiative secured a consultant to advance the work of affordable housing and address existing issues. Program Development work during year one includes tasks such as updating and enhancing the County's existing municipal and affordable housing stakeholders contact list; establishing a Regional Affordable Housing database; developing or adopting universal templates for affordable housing documents such as deed restrictions, monitoring checklist, local preference documentation checklist, eligible purchaser certificates, etc.

During year two, the initiative anticipates building on the foundational work of year one and expanding programming by engaging in municipal support activities to the County's 15 communities by providing experienced technical assistance on a broad range of affordable housing tasks that align with each community's unique needs. The Initiative may recommend an inter-municipal agreement and funding strategy to continue the work of the program beyond the second year.

**For more information:** <https://www.capecod.gov/departments/human-services/initiatives/housing-homelessness/shared-regional-housing-services/>

## GOAL 10: INCREASE FUNDING FOR TRUST, WITH ACCOUNTABILITY FOR LEADERSHIP IN IMPLEMENTING THE 10-YEAR HOUSING PLAN.

Orleans needs predictable, sustainable revenue sources so funds are readily available when affordable home opportunities arise.

### GOAL 10 STRATEGIES

- 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.**

Funding to the Trust (\$1,600,000) represents one-third of CPA overall Housing funds in the last five years. Community Preservation Act (CPA) funds will remain important resources to preserve existing units and develop new ones. According to the Community Preservation Coalition, between 2018-2022, Orleans has allocated \$4,810,000 Million to support community housing projects, including facilitating public outreach, educational workshops for local officials on affordable housing development, general funding for the affordable housing trust, and the construction of affordable units.

- 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).**

The Local Option for Housing Affordability (LOHA) Coalition is working to create and support affordable housing with a real estate transfer fee. The LOHA bills (S.2747/H.1771) seem to be growing in momentum at the state level and would give individual cities and towns the ability to decide for themselves whether to enact a Real Estate Transfer Fee (between 0.5 and 2.0 percent) for creating and supporting local affordable housing. Several Cape Cod towns, including Truro, Provincetown, and Chatham, have already successfully passed Transfer Fee home rule petitions to establish a real estate transfer tax for housing initiatives. Orleans could join this coalition and explore filing a home rule petition for the transfer fee and the permit surcharge to provide substantial reliable funding to the Trust.

More information: [www.realestatetransferfee.org](http://www.realestatetransferfee.org).

- 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.**

Twenty-eight (28) communities in the Commonwealth have enacted a 3 percent Community Impact fee, including Falmouth, Provincetown, and Wellfleet. This Community Impact Fee only applies to professionally managed units, where an owner has two or more units that he or she does not live in as a primary residence. This does not include a dwelling that is also the operator's primary residence. In Falmouth, this generated \$350,000 in additional revenues for affordable housing in FY24<sup>5</sup>. In Provincetown, it was estimated to generate about \$200,000 per year. In Wellfleet, it was estimated to generate about \$160,000 per year. However, that level of revenue has not been generated yet<sup>6</sup>.

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<sup>5</sup> <https://www.falmouthma.gov/DocumentCenter/View/13717/FY24-Budget-Book>

<sup>6</sup> <https://provincetownindependent.org/featured/2023/09/06/a-stuttered-rollout-for-the-community-impact-fee/#:~:text=In%20the%20quarter%20that%20ended,the%20town's%20rooms%20tax%20revenue.>

## GOAL 11: ENGAGE THE COMMUNITY THROUGH OUTREACH, EDUCATION, AND REPORTING.

The Town of Orleans should continue to work with local and regional housing organizations to inform residents about resources and issues, for example, by designating a subcommittee composed of Orleans Housing Roundtable representatives (see strategy 9b) tasked with developing and implementing housing marketing, education, and outreach strategies. By working collaboratively with its local and regional housing partners, the Town can enhance and promote community education and create heightened transparency regarding the Town's housing needs, programs, and progress.

### GOAL 11 STRATEGIES

#### 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.

In partnership with local and regional housing organizations the Town could undertake and fund concerted efforts to provide ongoing outreach to target populations to increase awareness of existing affordable housing programs and assistance at local and state levels in partnership with local and regional housing organizations. Affirmative marketing methods include<sup>7</sup>:

- Surveys to track housing needs and preferences.
- Infographic brochures and print media.
- Orleans Housing social media page.
- Utilize the Town website; provide information about RSS alerts.
- Community forums to share resources and gather data on needs and preferences.
- Guest speakers in partnership with local and regional housing organizations.
- Offer information on affordable housing programs and assistance in multiple languages.
- Identify networks and nearby organizations serving people of color, immigrant groups, low-income families, veterans, and other protected classes; they could share information with their members and/or provide language assistance or volunteers.
- Faith-based organizations in Orleans can provide leads on specific outreach and service programs they offer.
- Advertise through local and regional social media and newspapers.
- Include educational institutions on the outreach list. School social workers and parent-teacher organizations are good sources for spreading information.
- Develop a housing-specific Town newsletter or designate a section of other municipal newsletters for housing.

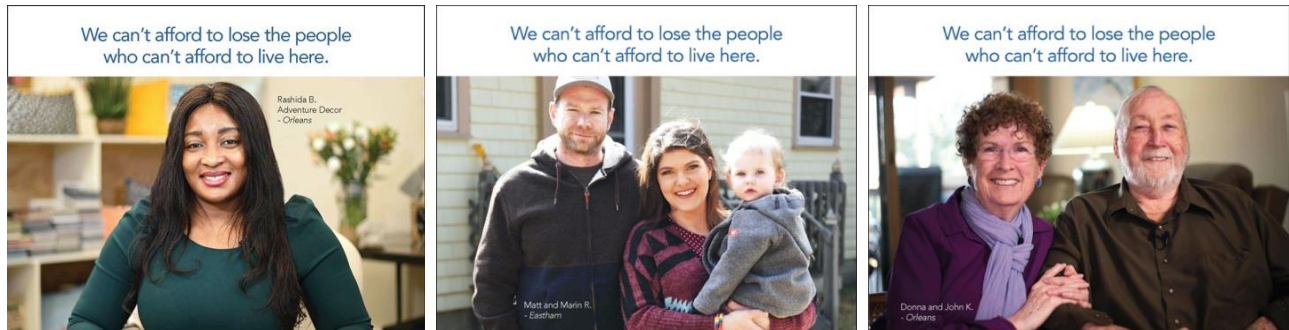
Responsibilities of an Orleans Housing Roundtable sub-committee could include:

- Provide website and social media content.
- Applying for marketing grants
- Designing informational brochures
- Hosting public forums and panels with guest speakers who can talk about the national housing crisis
- Submitting editorials and press releases to regional news agencies
- Tabling at Orleans community events
- Developing presentations to K12 classrooms, civic groups, and municipal boards/committees

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<sup>7</sup> MAPC Affirmative Marketing, <https://www.mapc.org/resource-library/affirmative-marketing/>

A local example of an educational campaign was launched by the Lower Cape Community Housing Partnership, which the Community Development Partnership built to garner public support for affordable housing. Since launching, they have trained 141 municipal officials on affordable housing issues and strategies and had 98 residents participate in their advocacy training program. Moreover, the Lower Cape Community Housing Partnership launched a media campaign to tell the stories of Lower Cape residents benefiting from affordable housing initiatives.<sup>8</sup>



**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.**

Statistical indicators of housing needs are meant to be forward-looking and comprehensive. Given that the housing plan is for ten years, the statistics should be periodically updated to remain accurate and helpful for community outreach and education.

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<sup>8</sup> <https://capecdp.org/affordable-housing/community-housing-partnership/media-campaign>

# 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 typew 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) 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	<a href="https://www.mass.gov/doc/subsidized-housing-inventory-2/download">https://www.mass.gov/doc/subsidized-housing-inventory-2/download</a> 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-	Number of households provided	Affordable Housing Trust	Once such a program is established, annual report on the number of Orleans households assisted	Annually (once established)

time homebuyers < 200 percent AMI.	downpayment assistance			
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 <a href="#">U.S. Census</a> , or <a href="#">American Community Survey</a> (ACS) 5-year estimates ( <a href="https://www.census.gov/quickfacts/fact/table/orleantownbarnstablecountymassachusetts,MA/HSG445221">https://www.census.gov/quickfacts/fact/table/orleantownbarnstablecountymassachusetts,MA/HSG445221</a> )  Other resources: <ul style="list-style-type: none"> <li>• <a href="https://donahue.umass.edu/business-groups/economic-public-policy-research/massachusetts-population-estimates-program">https://donahue.umass.edu/business-groups/economic-public-policy-research/massachusetts-population-estimates-program</a>;</li> <li>• <a href="https://mhpcenterforhousingdata.shinyapps.io/DataTown/">https://mhpcenterforhousingdata.shinyapps.io/DataTown/</a></li> <li>• <a href="https://datacapecod.org/pf/housing-characteristics/">https://datacapecod.org/pf/housing-characteristics/</a></li> <li>• <a href="http://www.housing.ma/">http://www.housing.ma/</a></li> </ul>	Every two to three years
Population projections	UMass Donaghue Institute Economic and Public Policy Research; MAPC	<ul style="list-style-type: none"> <li>• UMass Donaghue Institute: <a href="https://donahue.umass.edu/business-groups/economic-public-policy-research/massachusetts-population-estimates-program/population-projections">https://donahue.umass.edu/business-groups/economic-public-policy-research/massachusetts-population-estimates-program/population-projections</a></li> <li>• Metropolitan Area Planning Council: <a href="http://www.housing.ma/orleans/profile">http://www.housing.ma/orleans/profile</a></li> </ul>	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 <a href="#">U.S Census Bureau</a> data.  Other resources: <ul style="list-style-type: none"> <li>• <a href="https://mhpcenterforhousingdata.shinyapps.io/DataTown/">https://mhpcenterforhousingdata.shinyapps.io/DataTown/</a></li> <li>• <a href="http://www.housing.ma/">http://www.housing.ma/</a></li> </ul>	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)	<p>Use the most recent decennial <a href="#">U.S. Census</a>, or <a href="#">American Community Survey</a> (ACS) 5-year estimates. <a href="#">ACS data:</a> <a href="https://www.census.gov/quickfacts/fact/table/orleantownbarnstablecountymassachusetts,MA/HSG445221">https://www.census.gov/quickfacts/fact/table/orleantownbarnstablecountymassachusetts,MA/HSG445221</a></p> <p>Other resources:</p> <ul style="list-style-type: none"> <li>• <a href="https://mhpcenterforhousingdata.shinyapps.io/DataTown/">https://mhpcenterforhousingdata.shinyapps.io/DataTown/</a></li> <li>• <a href="http://www.housing.ma/orleans/profile">http://www.housing.ma/orleans/profile</a></li> </ul>	Annual
Number of households	US Census (H12, H13) / ACS (A10024, B25010)	<p>Use the most recent decennial <a href="#">U.S. Census</a>, or <a href="#">American Community Survey</a> (ACS) 5-year estimates. (<a href="https://www.census.gov/quickfacts/fact/table/orleantownbarnstablecountymassachusetts,MA/HSG445221">https://www.census.gov/quickfacts/fact/table/orleantownbarnstablecountymassachusetts,MA/HSG445221</a>)</p> <p>Other resources:</p> <ul style="list-style-type: none"> <li>• <a href="https://datacapecod.org/pf/housing-characteristics/">https://datacapecod.org/pf/housing-characteristics/</a></li> <li>• <a href="http://www.housing.ma/">http://www.housing.ma/</a></li> </ul>	Annual
Housing stock type break-down	Source: ACS (B25024)	<p>Use the most recent decennial <a href="#">U.S. Census</a>, or <a href="#">American Community Survey</a> (ACS) 5-year estimates.</p> <p>Other resources:</p> <ul style="list-style-type: none"> <li>• <a href="https://mhpcenterforhousingdata.shinyapps.io/DataTown/">https://mhpcenterforhousingdata.shinyapps.io/DataTown/</a></li> <li>• <a href="https://datacapecod.org/pf/housing-characteristics/">https://datacapecod.org/pf/housing-characteristics/</a></li> <li>• <a href="http://www.housing.ma/">http://www.housing.ma/</a></li> </ul>	Annual
Year-round housing units total	Sources: US Census (T20, T58, T68, T155), ACS (A10001, A10008)	<p>Use the most recent decennial <a href="#">U.S. Census</a>, or <a href="#">American Community Survey</a> (ACS) 5-year estimates (<a href="https://www.census.gov/quickfacts/fact/table/orleantownbarnstablecountymassachusetts,MA/HSG445221">https://www.census.gov/quickfacts/fact/table/orleantownbarnstablecountymassachusetts,MA/HSG445221</a>)</p> <p>Other resources:</p> <ul style="list-style-type: none"> <li>• <a href="https://donahue.umass.edu/business-groups/economic-public-policy-research/massachusetts-population-estimates-program;">https://donahue.umass.edu/business-groups/economic-public-policy-research/massachusetts-population-estimates-program;</a></li> <li>• <a href="https://mhpcenterforhousingdata.shinyapps.io/DataTown/">https://mhpcenterforhousingdata.shinyapps.io/DataTown/</a></li> <li>• <a href="https://datacapecod.org/pf/housing-characteristics/">https://datacapecod.org/pf/housing-characteristics/</a></li> </ul>	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 <a href="#">U.S. Census</a> , or <a href="#">American Community Survey</a> (ACS) 5-year estimates. Alternatively, local Town records (rental registry) may also have input.  Other resources: <ul style="list-style-type: none"> <li>• <a href="https://mhpcenterforhousingdata.shinyapps.io/DataTown/">https://mhpcenterforhousingdata.shinyapps.io/DataTown/</a></li> <li>• <a href="https://datacapecod.org/pf/housing-characteristics/">https://datacapecod.org/pf/housing-characteristics/</a></li> <li>• <a href="http://www.housing.ma/">http://www.housing.ma/</a></li> </ul>	Every two to three years
Seasonal housing units	Source: ACS (B25004), Town Planning department rental registry	Use the most recent <a href="#">American Community Survey</a> (ACS) 5-year estimates. Alternatively, local Town records (rental registry) may also have input.  Other resources: <ul style="list-style-type: none"> <li>• <a href="https://datacapecod.org/pf/housing-characteristics/">https://datacapecod.org/pf/housing-characteristics/</a></li> </ul>	Every two to three years
Short-term rental units	Town or state registry or AirDNA	<a href="https://www.airdna.co/">https://www.airdna.co/</a> ; 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: <a href="https://www.marealtor.com/market-data/">https://www.marealtor.com/market-data/</a>  Other resources: <ul style="list-style-type: none"> <li>• <a href="#">American Community Survey</a> (ACS): <a href="https://www.census.gov/quickfacts/fact/table/orleanstownbarnstablecountymassachusetts,MA/HSG445221">https://www.census.gov/quickfacts/fact/table/orleanstownbarnstablecountymassachusetts,MA/HSG445221</a></li> <li>• <a href="https://datacapecod.org/pf/housing-characteristics/">https://datacapecod.org/pf/housing-characteristics/</a></li> </ul>	Annual
Monthly rental cost	Source: ACS (A18009), Rentometer.com	<a href="#">American Community Survey</a> (ACS) <a href="https://www.census.gov/quickfacts/fact/table/orleanstownbarnstablecountymassachusetts,MA/HSG445221">https://www.census.gov/quickfacts/fact/table/orleanstownbarnstablecountymassachusetts,MA/HSG445221</a>  Other resources: <ul style="list-style-type: none"> <li>• <a href="https://www.rentometer.com/pricing?gad_source=1&amp;gclid=Cj0KCQiAsburBhCIARIsAExmsu4mOtX_jdbhDiFFa0OPp3U_yumlbDOaH1tB_7FIOgJaVBvwnmG8q0saAiBnEALw_wcB">https://www.rentometer.com/pricing?gad_source=1&amp;gclid=Cj0KCQiAsburBhCIARIsAExmsu4mOtX_jdbhDiFFa0OPp3U_yumlbDOaH1tB_7FIOgJaVBvwnmG8q0saAiBnEALw_wcB</a></li> <li>• <a href="https://mhpcenterforhousingdata.shinyapps.io/DataTown/">https://mhpcenterforhousingdata.shinyapps.io/DataTown/</a></li> </ul>	Annual

Data Indicator	Source	Instructions	Timing
Housing Cost burden (total and by tenure, and income)	Source: HUD CHAS	<p><a href="https://www.huduser.gov/portal/datasets/il.html">https://www.huduser.gov/portal/datasets/il.html</a> Select the correct year and geography and copy and paste the information;</p> <p>Other resources:</p> <ul style="list-style-type: none"> <li>• <a href="https://mhpcenterforhousingdata.shinyapps.io/DataTown/">https://mhpcenterforhousingdata.shinyapps.io/DataTown/</a></li> <li>• <a href="http://www.housing.ma/orleans/profile">http://www.housing.ma/orleans/profile</a></li> </ul>	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 <a href="http://www.housing.ma/orleans/profile">http://www.housing.ma/orleans/profile</a>	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"> <li>• <a href="https://www.massbuilds.com/map">https://www.massbuilds.com/map</a></li> </ul>	Annual
Subsidized housing units	Subsidized Housing Inventory	Executive Office of Housing and Livable Communities website <a href="https://www.mass.gov/doc/subsidized-housing-inventory-2/download">https://www.mass.gov/doc/subsidized-housing-inventory-2/download</a> <a href="http://www.housing.ma/orleans/profile">http://www.housing.ma/orleans/profile</a> ; 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

# CHAPTER 4: DEMOGRAPHICS

## KEY FINDINGS

### 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 could 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

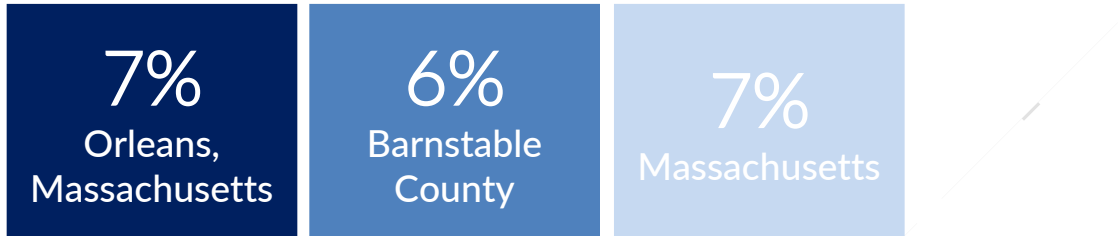
- Most Orleans residents live in one or two-person households (83 percent).
- A majority of non-family households are 65+-year-old householders living alone.
- These older adults are more likely to live in housing that is larger than they currently need, increasing the likelihood of upkeep complications,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

POPULATION

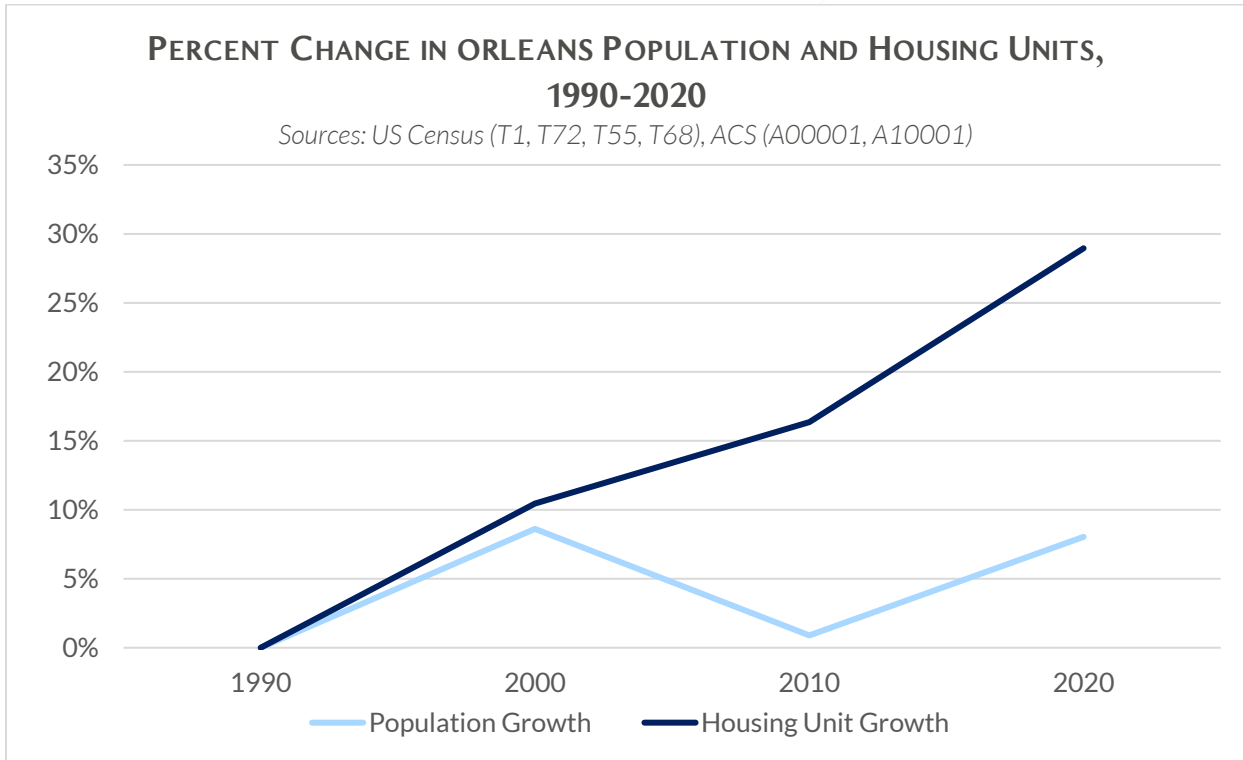


Orleans has a total population of 6,276, which grew 7 percent between 2010 and 2020, similar to Cape Cod and Massachusetts<sup>9</sup>.

This is a similar rate of growth as compared to Barnstable or Massachusetts. Between 2000 and 2010, the population declined by 7 percent, so overall, the community has not had a net increase in population in the past 20 years.



Source: United States Census Bureau. "2021 5-year American Community Survey." Accessed May 2023. <https://data.census.gov/cedsci/>.



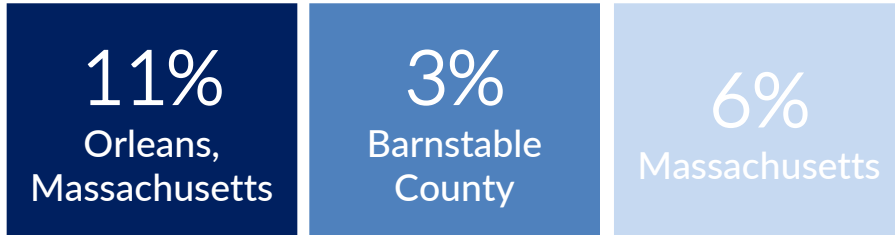
Source: United States Census Bureau. "US Census 2020." Accessed May 2023. <https://data.census.gov/cedsci/>.

<sup>9</sup> The decennial census counts people at the residence where they live and sleep most of the time. People without a usual residence are counted where they are on Census Day. People counted in the decennial census are mostly, but not always, year-round residents.



**The number of housing units in Orleans increased by 11 percent between 2010-2020, greater than Cape Cod or Massachusetts.**

Between 2010 and 2020, the number of housing units in Orleans increased by 11 percent. This is a significantly greater percent change than either Barnstable County or Massachusetts.



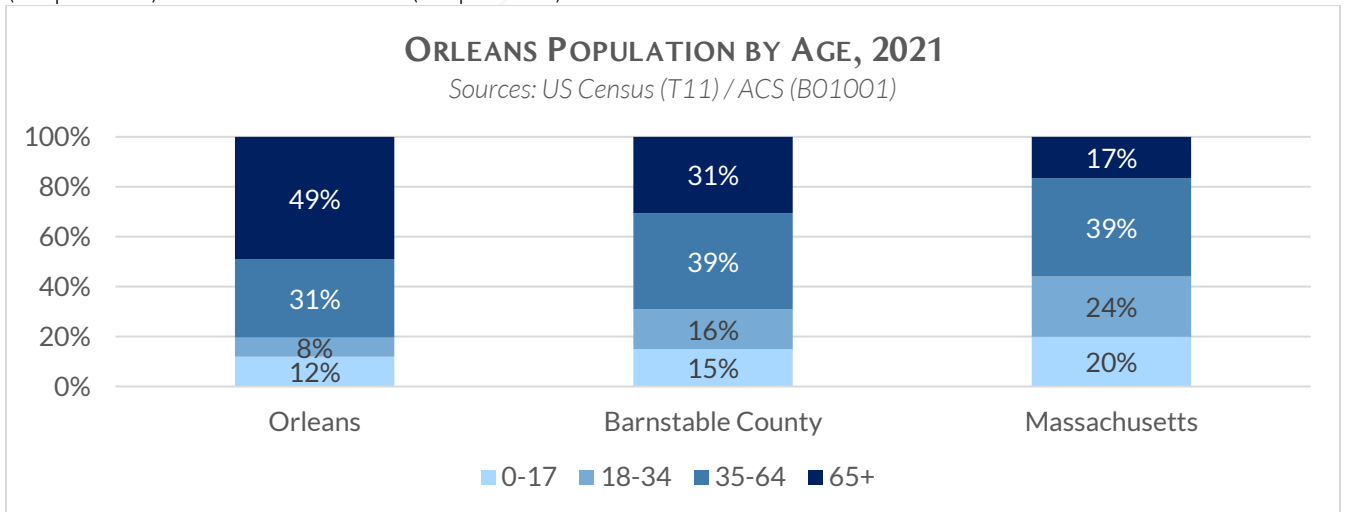
**Orleans has experienced modest growth in its single-family housing stock since 2019 but minimal growth in multifamily or financially attainable housing.**

In the last five years, 76 new single-family homes have been built in Orleans. Only one multifamily development, with seven units, was constructed in this same period.<sup>10</sup> As described in future sections, market-rate single-family homes are not financially accessible to current or potential Orleans residents with average incomes for the area.



**Orleans has a higher percentage of 65+-year-old residents than Cape Cod and Massachusetts and half the number of younger residents compared to the state.**

Forty-nine percent of Orleans residents are over 65 years old. This is higher than Barnstable County (31 percent) and Massachusetts (17 percent).



Source: United States Census Bureau. "2021 5-year American Community Survey." Accessed May 2023. <https://data.census.gov/cedsci/>.

<sup>10</sup> Source: Social Explorer, Building Permits Data, US Census Bureau.



**Orleans loss of families with children is further indicated by the decline in school enrollment in the past 20 years.**

Orleans School District has one elementary school, with older children attending regional schools. Enrollment for Orleans Elementary School peaked in 1998 (373 students), and by 2018 enrollment declined by 42.4 percent from 1998 (215 students) and 61.1 percent from 1998 to 2023 (145 students).

**ORLEANS ELEMENTARY SCHOOL POPULATION**

Year	Total	Percent Change
1998	373	
2018	215	-42% in 20 years
2023	145	-61% in 25 years

Source: Massachusetts Department of Elementary and Secondary Education Enrollment Data

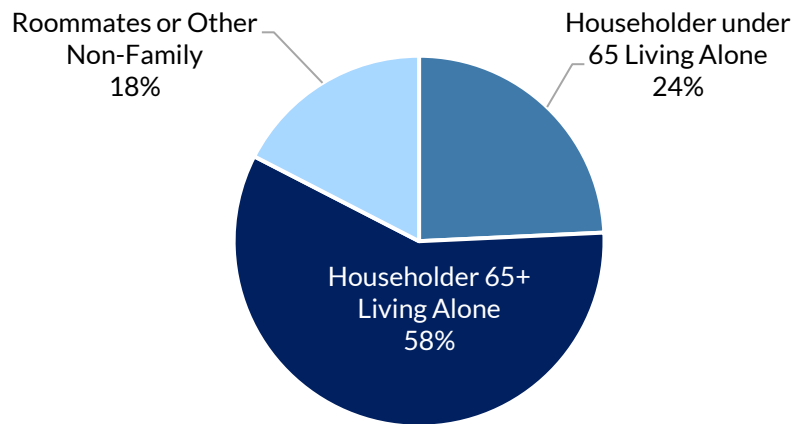


**Most Orleans residents live in one or two-person households (83 percent). A majority of non-family households are 65+ year old householders living alone.**

As described in the next section, there is a mismatch between the smaller household size and the overall housing size.

**ORLEANS NON-FAMILY HOUSEHOLD COMPOSITION, 2021**

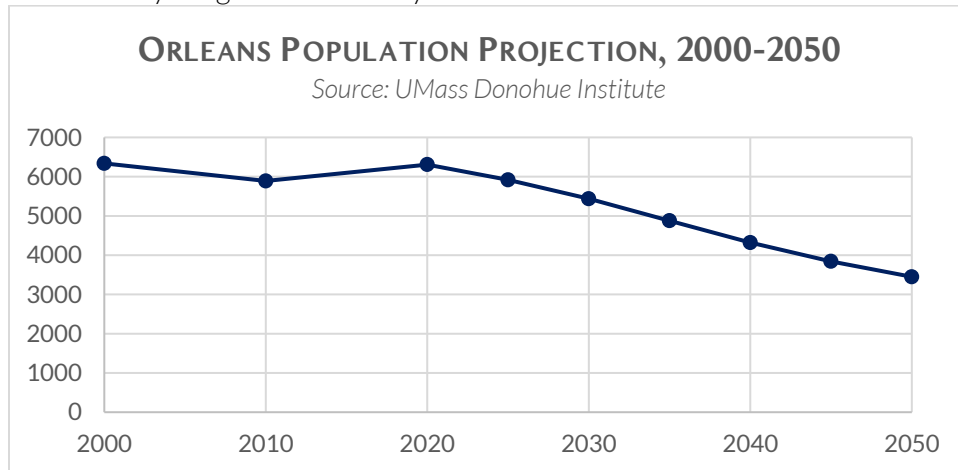
Sources: US Census (T58, T59, PCT18)/ACS (A10008, A10009, A10025)



**The overall population could significantly decline over the next 20 years, but there is a high level of uncertainty due to seasonal housing and worker migration fueling growth.**

The UMass Donoghue Institute estimates the total year-round resident population to be 3,740 people in 2040. In 2020, the Cape experienced abrupt growth right at the time of the 2020 Census count, which the UMass Donoghue Institute attributes to 1) more people moving into their seasonal or second homes during the pandemic and 2) more people counted during the Census in their seasonal homes than usual due to Census operational delays (operations moved from April to June-October). The extent to which these moves are permanent is yet to be discovered.

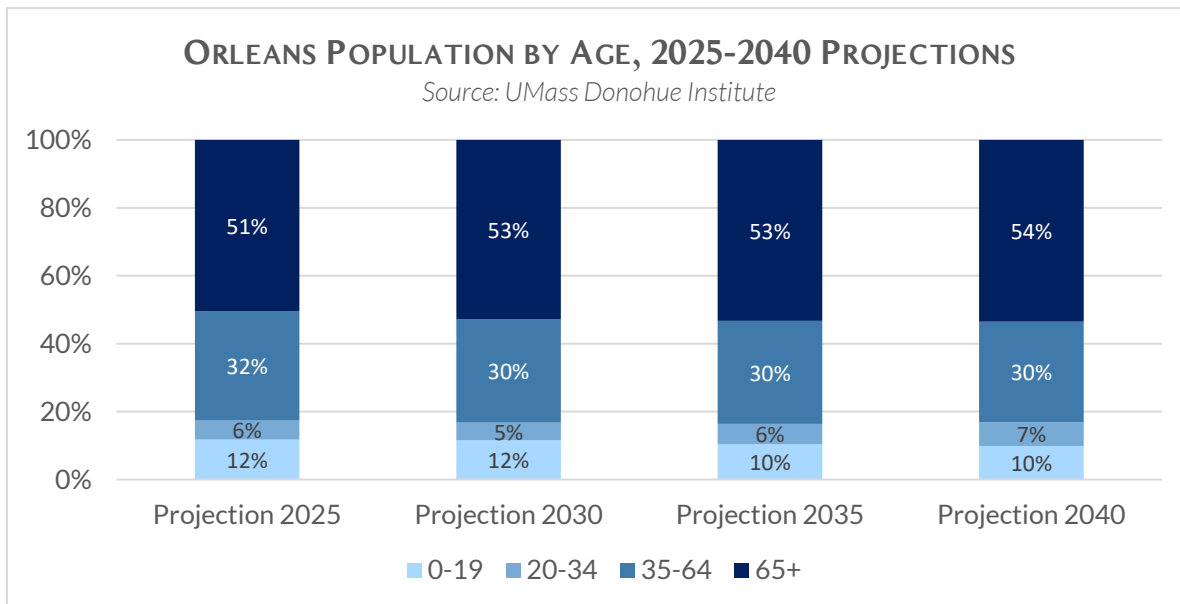
A significant phenomenon driving population decrease in the Cape is the age profile. With a median age of 55, Barnstable County is our state’s “oldest” region. It now experiences more deaths than births each year, to a greater extent than any other state region. However, work patterns and population migration changes due to the COVID-19 pandemic create uncertainty in future population, transportation, and employment trends. More “white-collar” workers can live further from their offices, increasing remote work in Orleans. If we only consider natural change versus migration, we can expect the population to decrease in the future decades. However, it will likely be several years before anything can confidently be said about these trends.



Source: “Massachusetts Population Projections.” n.d. UMass Donohue Institute Population Estimates Program. Accessed May 2023. <http://www.pep.donahue-institute.org>



Unless more families with children are attracted to Orleans, the older adult population proportion is expected to remain consistent over the next 20 years.



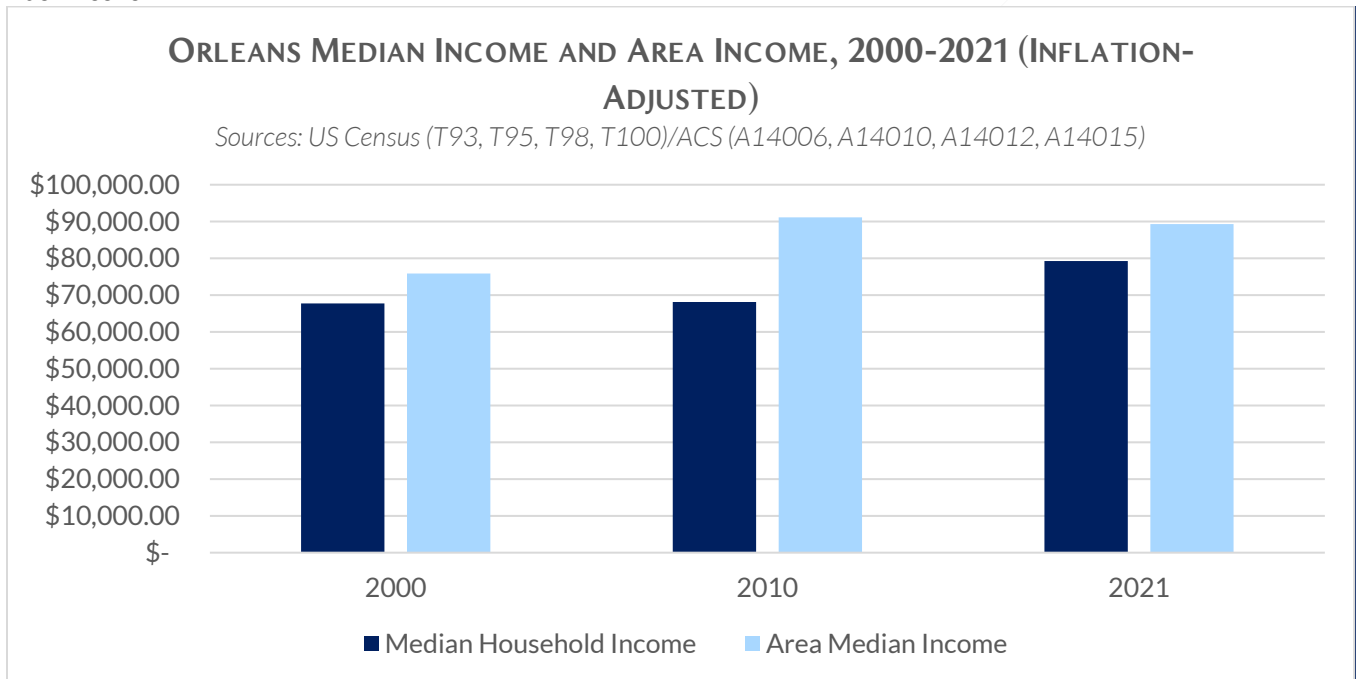
Source: “Massachusetts Population Projections.” n.d. UMass Donohue Institute Population Estimates Program. Accessed May 2023. <http://www.pep.donahue-institute.org>

## INCOME



The Median Household Income in Orleans (\$79,250) is below the Area Median Income (\$89,300), and has grown in the past ten years. This is likely due to newer residents being higher-income households in order to afford the increased cost of housing.

Median household income in Orleans has grown 16 percent since 2010. The high cost of housing means new residents moving in are more likely to be older, smaller households, higher-income, educated, and identify as White. It also means that the existing expensive housing isn't meeting the needs of current residents, families with children, or the local economy, which depends upon skilled trade workers, seasonal workers for the tourist economy, and varied staffing for smaller, niche retail businesses.



A family of four earning median household income in Orleans would potentially qualify for affordable housing subsidized by state grants.

An individual or family is considered low or moderate-income whose annual gross income at or below 80 percent of the area median income (AMI).<sup>11</sup> For FY2022, the HUD area median family income (AMFI) for the Barnstable Town MSA (of which Orleans is a part) was \$115,600.<sup>12</sup> The FY2022 LMI income limits for a household of four is \$86,950. This means that a family of four earning median household income (\$79,250) in Orleans would qualify for affordable housing subsidized by state grants.

<sup>11</sup> For purposes of MGL c.40B, moderate income is defined as up to 80 percent AMI.

<sup>12</sup> 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).

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Source: United States Census Bureau. "US Census 2020." Accessed May 2023.

<https://data.census.gov/cedsci/>.

United States Census Bureau. "2021 5-year American Community Survey." Accessed May 2023.

<https://data.census.gov/cedsci/>.

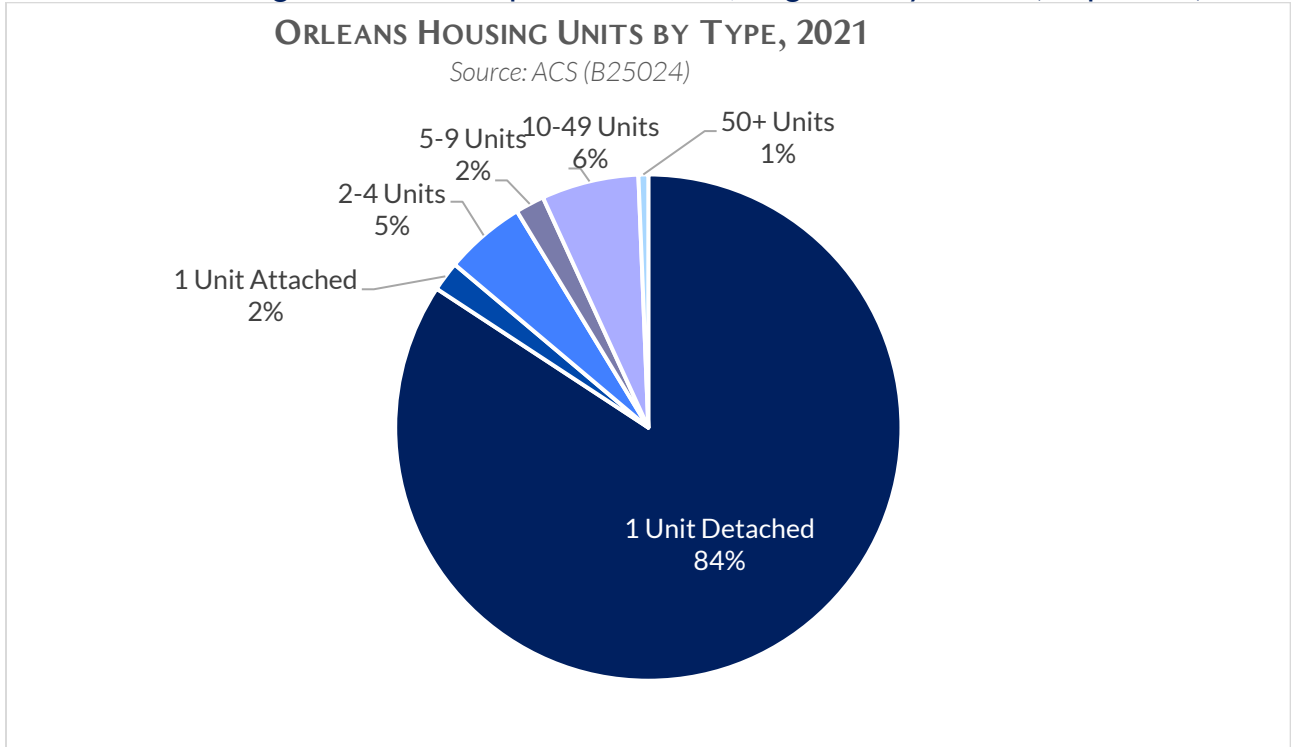
# CHAPTER 5: CURRENT HOUSING SUPPLY

## KEY FINDINGS

- 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.



Most housing in Orleans comprises detached, single-family homes (84 percent).

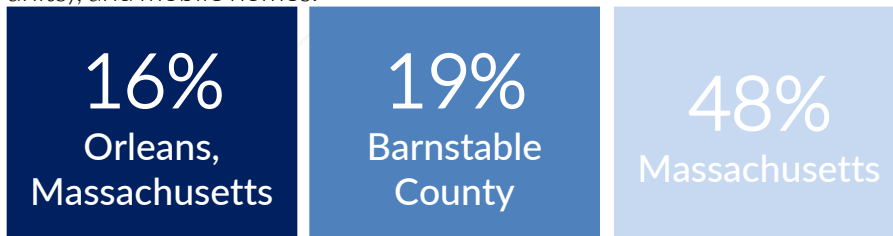


Source: United States Census Bureau. "2021 5-year American Community Survey." Accessed May 2023. <https://data.census.gov/cedsci/>.



Compared to the rest of the Cape and the State, Orleans has fewer housing alternatives available, aside from detached single-family homes.

Other housing types include attached single-family homes, duplexes, multi-family homes (3 or more units), and mobile homes.

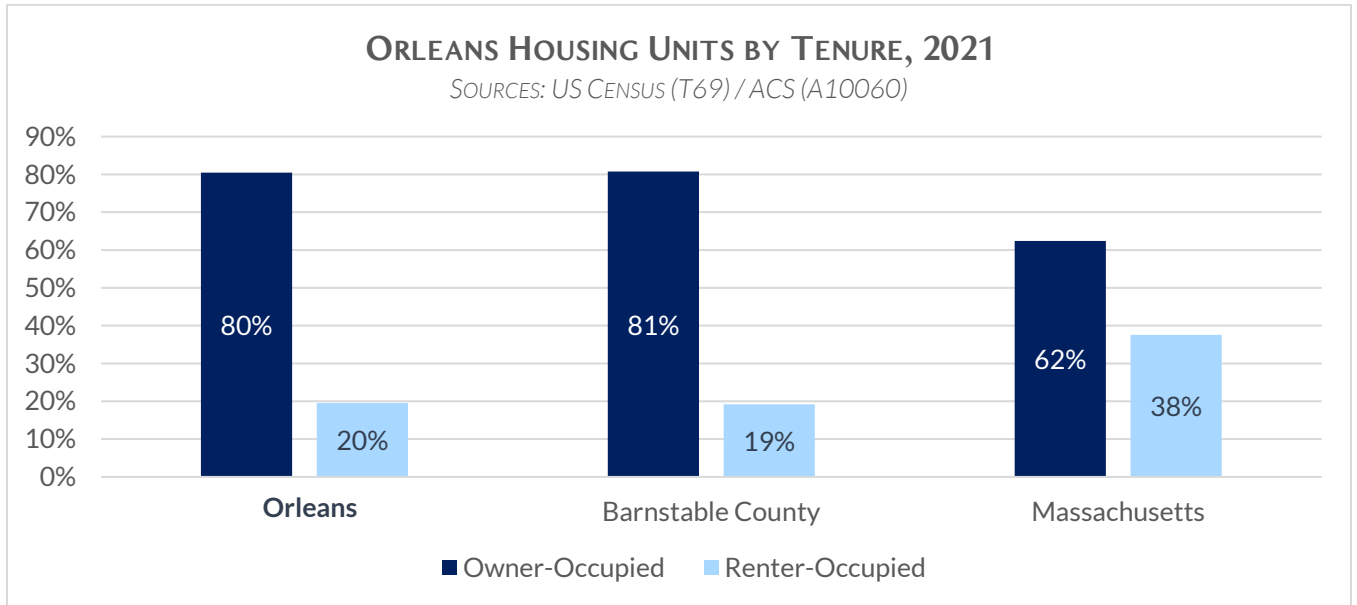


Source: United States Census Bureau. "2021 5-year American Community Survey." Accessed May 2023. <https://data.census.gov/cedsci/>.



Orleans has available a similar percentage of year-round rental housing compared to Cape Cod, but much less than is typical for Massachusetts. Locally and regionally, the amount of housing available to rent has decreased in the past ten years.

This percentage is similar to Barnstable County (19 percent) and is low compared to Massachusetts (38 percent). Half of all rental units are also 1 unit detached. However, total renter-occupied housing has decreased by 13 percent, while owner-occupied housing has grown by 6 percent in the last ten years. This follows similar trends in Barnstable County but differs from Massachusetts, which has seen roughly 6 percent growth in both housing types.



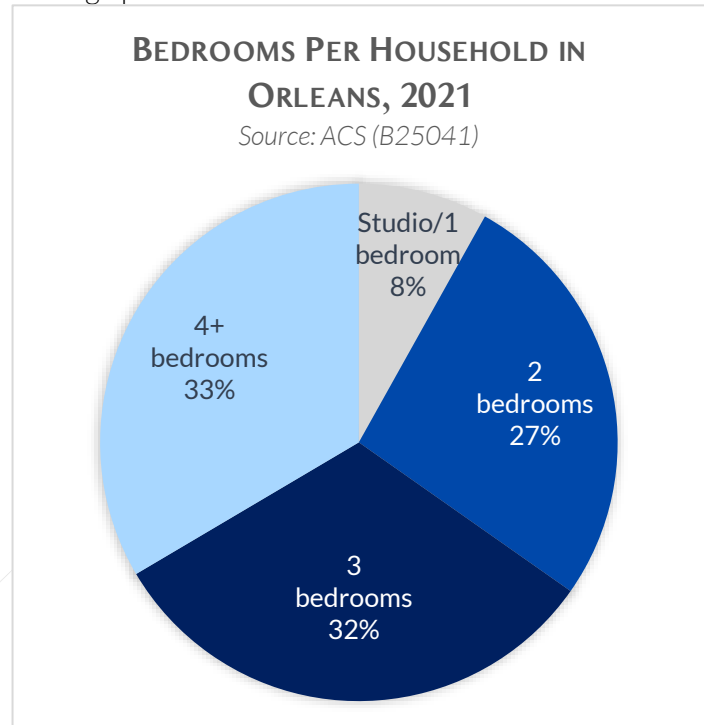
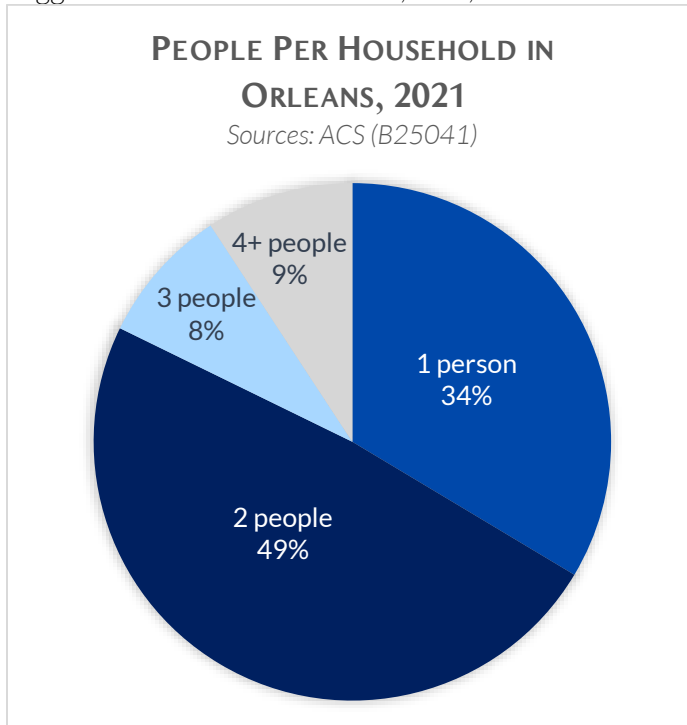
Source: United States Census Bureau. "2021 5-year American Community Survey." Accessed May 2023. <https://data.census.gov/cedsci/>.

## HOUSING SIZE



**There is a current mismatch between the number of people living in a home and the number of bedrooms in that home in Orleans.**

Most Orleans households are one or two people, but most homes have three or more bedrooms. This suggests a need for more studio, one-, and two-bedroom housing options.



Source: United States Census Bureau. "2021 5-year American Community Survey." Accessed May 2023. <https://data.census.gov/cedsci/>.

## SEASONAL POPULATION



**Only about half of Orleans's housing stock is available for year-round occupancy.**

Orleans has roughly 2,898 full-time occupied units, a little over half (51 percent) of the total housing stock. This leaves about half of the total housing units in Orleans vacant, comprising mainly short-term rentals and second homes. Short-term rentals make up 12 percent of the total housing stock, with 722 active short-term rentals currently listed in Orleans. Short-term use of properties restricts what is available to residents seeking year-round homes.

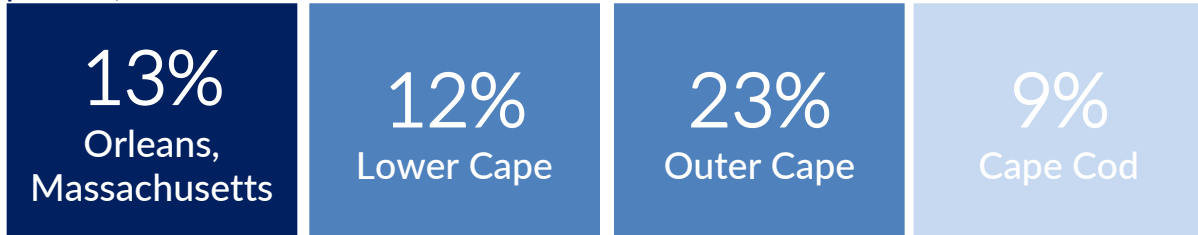


**Most vacant housing is for seasonal and recreational use (93%).**

Orleans has a high rental vacancy rate (10.8 percent), also higher than Barnstable County (7.5 percent). This vacant housing isn't truly "vacant," as most of it is used for seasonal and recreational use and is not likely to become part of the year-round housing stock.



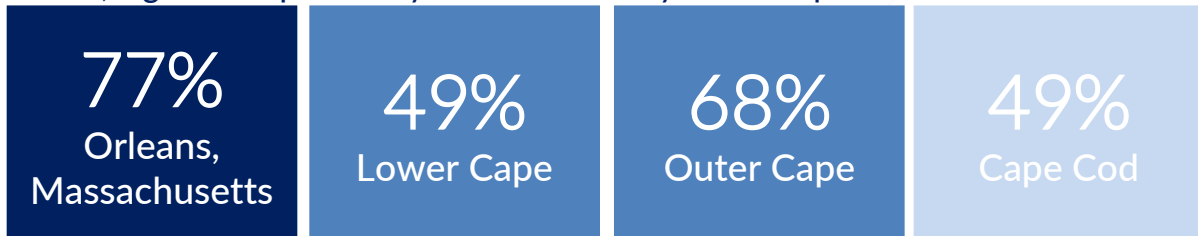
Thirteen percent of Orleans housing stock are short-term rentals (August 2022), higher than all but Outer Cape region (23 percent) and much higher than Cape Cod (9 percent).



Source: Massachusetts Department of Revenue, Public Registry of Lodging Operators and U.S. Census Bureau, ACS 5-year, 2016-2020, Cape Cod Housing Needs Analysis for the Cape Cod Commission, 2023, UMass Amherst Donahue Institute.



Seventy-seven percent of Orleans' share of rooms tax comes from short-term rentals, higher or equal to any other community on the cape other than Wellfleet.



Source: Massachusetts Department of Revenue, Public Registry of Lodging Operators and U.S. Census Bureau, ACS 5-year, 2016-2020, Cape Cod Housing Needs Analysis for the Cape Cod Commission, 2023, UMass Amherst Donahue Institute.



Short-term rentals often produce higher seasonal rental prices and can motivate owners to rent seasonally rather than rent to year-round renters.

UMass Donahue Institute's analysis of 2021 average daily rental rates found that it would only take two months of revenue from a 3-bedroom short-term rental to exceed the income from renting a full-time, 3-bedroom year-round rental at the average monthly rental rate for Barnstable County.

Source: AirDNA 2021, U.S. Census Bureau, ACS 1-YR, 2021; Cape Cod Housing Needs Analysis for the Cape Cod Commission, 2023, UMass Amherst Donahue Institute. All dollars adjusted for inflation to November 2022 dollars.

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# CHAPTER 6: HOUSING COSTS & AFFORDABILITY

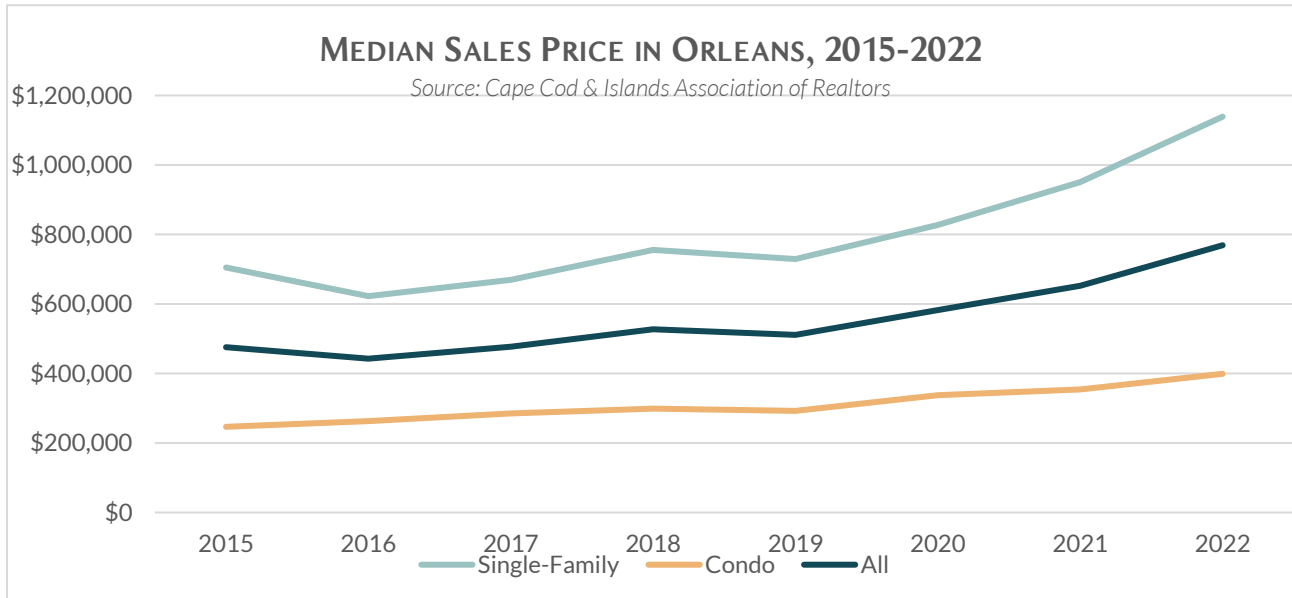
## KEY FINDINGS

- 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.



### Housing costs have been significantly increasing in Orleans since 2017.

In the last five years, the median sales price of single-family properties rose by 70 percent. The current median sales price of single-family properties is \$1,139,000, and \$399,000 for condominium properties.



### A large affordability gap exists for median-income earners looking to buy a home. Single-family homes haven't been financially attainable to a median-income household for over a decade.

- 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).
- A median-income household in Orleans (\$79,250) would need to earn \$125,121 annually to afford a median condo (\$399,000).
- An affordable home price for a median-income household (\$79,250) would be \$261,800.
- An affordable home price for a household earning 80 percent of area median income (\$73,650) would be \$218,900.

Source: DHCD Sales Price Calculator, JM Goldson calculations using FY2022 Orleans tax rate, assumes 30-year fixed mortgage, 10% downpayment, 6.71% interest rate, condo fees of \$175/month.



### Renters in Orleans tend to be lower income.

Income Distribution Overview			Owner	Renter	Total
Household HAMFI	Income <= 30%		210	230	440
Household HAMFI	Income >30% to <=50%		150	110	260
Household HAMFI	Income >50% to <=80%		425	20	445
Household HAMFI	Income >80% to <=100%		335	35	370
Household HAMFI	Income >100%		1,130	75	1,205
<b>Total</b>			<b>2,250</b>	<b>470</b>	<b>2,720</b>

Source: 2015-2019 ACS Orleans MCD, MA; HUD CHAS data. <https://www.huduser.gov/portal/datasets/cp.html>



### Median Renter Households face difficulties affordably renting in Orleans.

- The median gross rent in Orleans has had a 16 percent increase over the last ten years but a yearly decrease of 7 percent between 2020 and 2021. Rental data is difficult to track using Census data because it is often self-reported.
- An average one-bedroom rental cost was about \$1,500/month in July 2023<sup>13</sup>.
- Existing renter households earn a median income (\$33,256). An affordable rent for that income is about \$1,000 a month. The average gross rent is higher, presenting an affordability gap for renter households.

Sources: United States Census Bureau. "2021 5-year American Community Survey." Accessed June 2023. <https://data.census.gov/cedsci/>. Rentometer. "Orleans MA." Accessed June 2023. <https://www.rentometer.com>

<sup>13</sup> Source: Cape Cod & Islands Association of Realtors. Accessed June 2023. <https://cciaor.com>  
United States Census Bureau. "2021 5-year American Community Survey." Tables A18009 and B25064. Accessed June 2023. <https://data.census.gov/cedsci/>.



More than one in four households in Orleans are housing cost-burdened.



Source: HUD CHAS data, 2015-2019. Latest data available.



The largest severely cost-burdened group are residents with extremely low incomes (below 30 percent area median income).

Housing Cost Burden Overview	Cost Burden >30%	Cost burden >50%	Total
Household Income <= 30% HAMFI	325	230	440
Household Income >30% to <=50% HAMFI	140	70	260
Household Income >50% to <=80% HAMFI	125	70	445
Household Income >80% to <=100% HAMFI	35	25	370
Household Income >100% HAMFI	125	20	1,205
<b>Total</b>	<b>750</b>	<b>415</b>	<b>2,720</b>

Source: 2015-2019 HUD CHAS data Orleans MCD, MA; <https://www.huduser.gov/portal/datasets/cp.html>



The housing crisis especially impacts owners, extremely low income households (tend to rent), seniors hoping to downsize, and families with children.

- Owners are a greater share of all cost-burdened households than renters, probably due to the larger overall share of ownership units.
- Renters tend to be lower income, and those who are extremely low income have difficulty affording housing.
- A senior hoping to downsize into a smaller home doesn't have much to choose from. Only fourteen percent of all housing units are multi-family units of two units or more.

- Survey results indicate that employees who work in Orleans but do not live in Orleans are twice as likely to have children under 18 living at home as Orleans residents, and that the high cost of housing is their greatest barrier to living on Orleans.



**UMDI projects the greatest estimated owner affordability gap is for those earning 50 percent area median income or less. There is an estimated oversupply of housing for those earning above 120 percent area median income. % of area median income.<sup>14</sup>**

**Orleans-Estimated Affordable Gap for Owner Units, 2020**

% of Median Household Income	50%	80%	100%	120%	>120%
Income	\$48,522	\$77,635	\$97,044	\$116,452	
Affordable Price	\$149,812	\$253,199	\$322,123	\$391,048	
Estimated Unit Demand	519	420	297	223	1,014
Estimated Unit Supply	34	58	81	89	2,211
<b>Affordability Gap in Units (demand minus supply)</b>	<b>-485</b>	<b>-363</b>	<b>-215</b>	<b>-134</b>	<b>1,197</b>

Source: UMass Amherst Donahue Institute. 2023. "Cape Cod Housing Needs Analysis for the Cape Cod Commission." Amherst, MA: UMass Amherst Donahue Institute, Table 107.



**UMDI projects the greatest estimated renter affordability gap is for those earning either 80 percent area median income or 120% of area median income.**

**Orleans-Estimated Affordable Gap for Renter Units, 2020**

% of Median Household Income	50%	80%	100%	120%	>120%
Income	\$17,203	\$27,526	\$34,407	\$41,288	
Affordable Rent	\$430	\$688	\$860	\$1,032	
Estimated Unit Demand	145	93	48	53	262
Estimated Unit Supply	174	19	103	0	305
<b>Affordability Gap in Units (demand minus supply)</b>	<b>29</b>	<b>-74</b>	<b>54</b>	<b>-53</b>	<b>44</b>

Source: UMass Amherst Donahue Institute. 2023. "Cape Cod Housing Needs Analysis for the Cape Cod Commission." Amherst, MA: UMass Amherst Donahue Institute, Table 107.

<sup>14</sup> The Affordability Gap Methodology Details are on page 183 of the UMassDonahue Institute Cape Cod Housing Needs Analysis for the Cape Cod Commission, March 2023.

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# CHAPTER 7: ECONOMIC CONSIDERATIONS

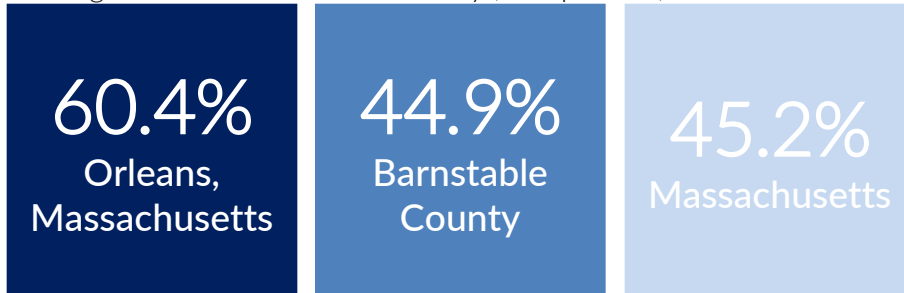
## KEY FINDINGS

- 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.



### Orleans residents are more educated than Cape Cod or Massachusetts.

In 2021, about 60.4 percent of Orleans’ population over age 25 had a bachelor’s degree or higher. This is greater than Barnstable County (44.9 percent) and Massachusetts (45.2 percent).

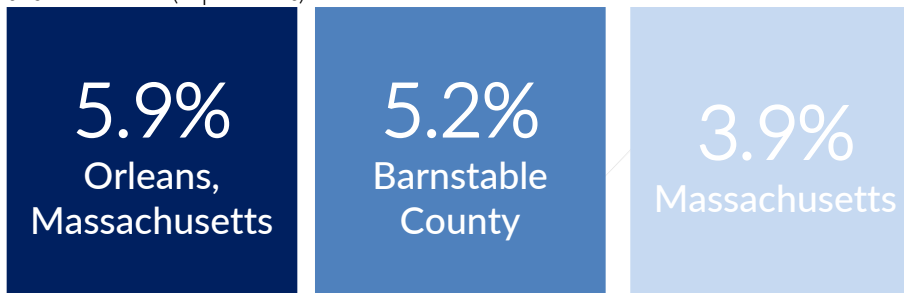


Source: United States Census Bureau. “2021 5-year American Community Survey.” Accessed May 2023. <https://data.census.gov/cedsci/>.



### Orleans has a higher rate of unemployment than Cape Cod or Massachusetts.

In 2023, 5.9 percent of Orleans’ population was unemployed. This is higher but comparable to Barnstable County (5.2 percent) and significantly higher than Massachusetts (3.9 percent). Unemployment is lower than in 2020 (9.3 percent), comparable to 2021 (5.3 percent), but higher than in 2022 (4 percent).



Sources: Commonwealth of Massachusetts, Massachusetts Department of Economic Research. “March 2023 Municipal Employment Data” Accessed May 2023. <https://lmi.dua.eol.mass.gov/lmi/MunicipalEmploymentData/LmiTown?A=000040>; Cape Cod Commission Housing Market Analysis projection, <https://www.capecodcommission.org/our-work/housing-market-analysis/>, accessed May 2023.



### Orleans residents have lower incomes than Cape Cod or Massachusetts.

In 2021, employed Orleans residents earned an average weekly wage of \$1,047 or \$54,444 annually. less than the Cape and Islands (\$60,061 mean annual wage) and Massachusetts (\$72,940 mean annual wage).

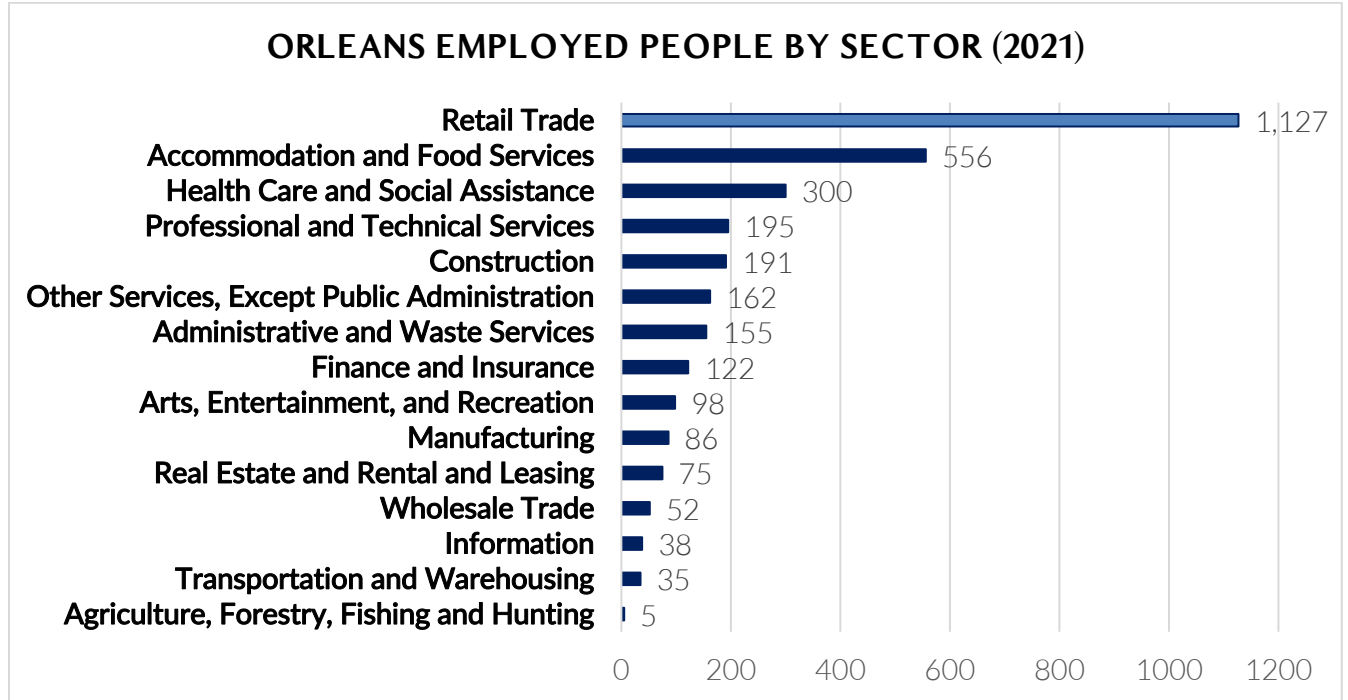


Source: Commonwealth of Massachusetts, Massachusetts Department of Economic Research “Occupational Employment and Wage Statistics 2021.” Accessed May 2023. <https://lmi.dua.eol.mass.gov/lmi/OccupationalEmploymentAndWageAllIndustries#>



**The retail sector employs the most Orleans residents.**

In 2021, Orleans’ largest employment sectors were *Retail, Accomodation and Food Services, and Health Care and Social Assistance industries.*



Source: Commonwealth of Massachusetts, Massachusetts Department of Economic Research “Occupational Employment and Wage Statistics 2021.” Accessed May 2023.

<https://lmi.dua.eol.mass.gov/lmi/OccupationalEmploymentAndWageAllIndustries#>



**In 2021, the average weekly wage in the top industries was lower than Orleans’ average.**

The average weekly wage in the most commonly employed industries can be lower than Orleans’ average weekly wage, because the wages are disproportionately higher in other industries, such as Professional and Technical Services, or Finance.

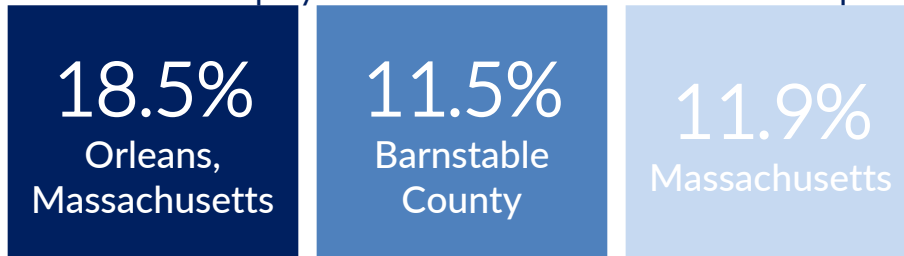


Source: Commonwealth of Massachusetts, Massachusetts Department of Economic Research “Occupational Employment and Wage Statistics 2021.” Accessed May 2023.

<https://lmi.dua.eol.mass.gov/lmi/OccupationalEmploymentAndWageAllIndustries#>



### Orleans employees worked from home more than Cape Cod or Massachusetts.

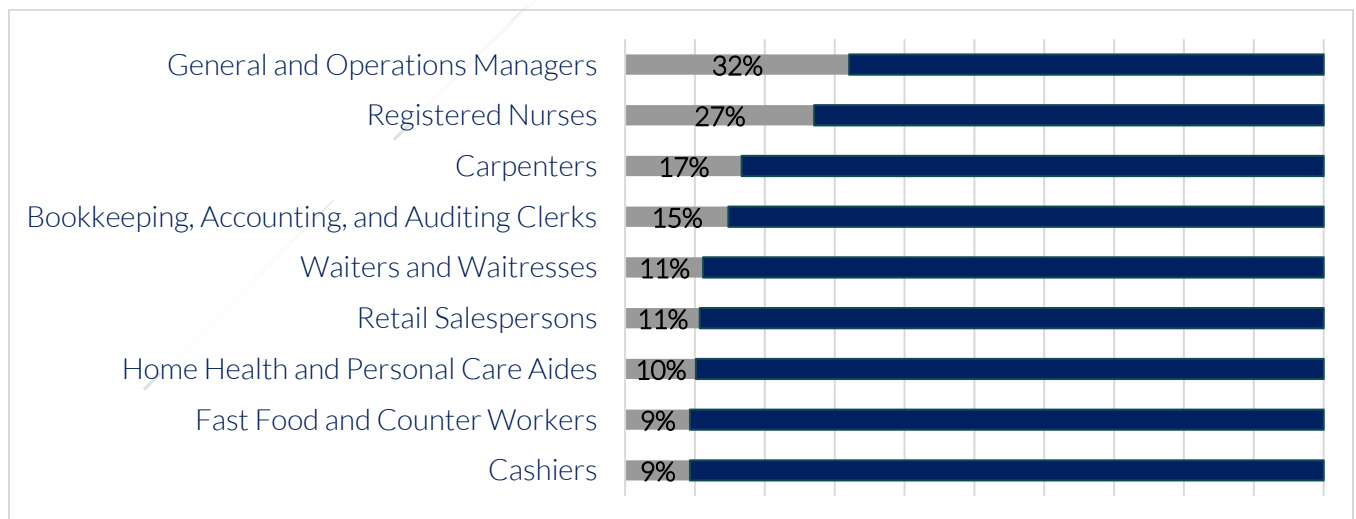


Source: United States Census Bureau. “2021 5-year American Community Survey.” SE: A09005: Means of Transportation to Work for Workers 16 Years and Over, the category “Worked at Home.” Accessed May 2023. <https://data.census.gov/cedsci/>.



### 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.

The graphic below showcases how the 2021 Average Annual OES Wages<sup>15</sup> compared with the JM Goldson calculated income required (\$344,786/year) to afford the 2022 Median Single-Family Home Price.<sup>16</sup> Even Managers’ incomes, while average at more than \$100,000 a year, are only 32 percent of what one would need to purchase a single-family home at today’s market prices. So they would need to triple their incomes to afford a single-family home. Lower-wage workers supporting the tourism industry, such as wait staff and cashiers (making around \$30,000 a year), would need to bring in ten times their income to buy a single-family home.



Gap between Median Wages and Home Costs in Orleans, 2022. Source: Massachusetts Department of Economic Research, JM Goldson calculations using FY22 Orleans tax rate, assumes 30-year fixed mortgage, 10 percent down payment, and 5.22 percent interest rate.

<sup>15</sup> 2021 Average Annual OES Wage taken from the Massachusetts Department of Economic Research (31 August 2022) Long-Term Occupational Projects Table for the Cape and Islands Region. This data could differ slightly for Orleans.

<sup>16</sup> For more information on this calculation, see Affordability Gap section of Chapter Four.



## **Over half of businesses surveyed had trouble recruiting or retaining employees in the past five years.**

JM Goldson conducted a community survey with Orleans community members during June to better understand the town's housing issues, challenges, and opportunities. Out of 364 total participants, 40 business owners or managers (residents and non-residents) participated in the survey. Several relevant themes of concern were identified, including:

- The lack of year-round rental options.
- The lack of middle-income housing (81 to 120 percent of the Area Median Income).
- The lack of affordable housing options (<80 percent of the Area Median Income).

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<https://lmi.dua.eol.mass.gov/lmi/MunicipalEmploymentData/LmiTown?A=000040;>

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# CHAPTER 8: TRANSPORTATION CONSIDERATIONS

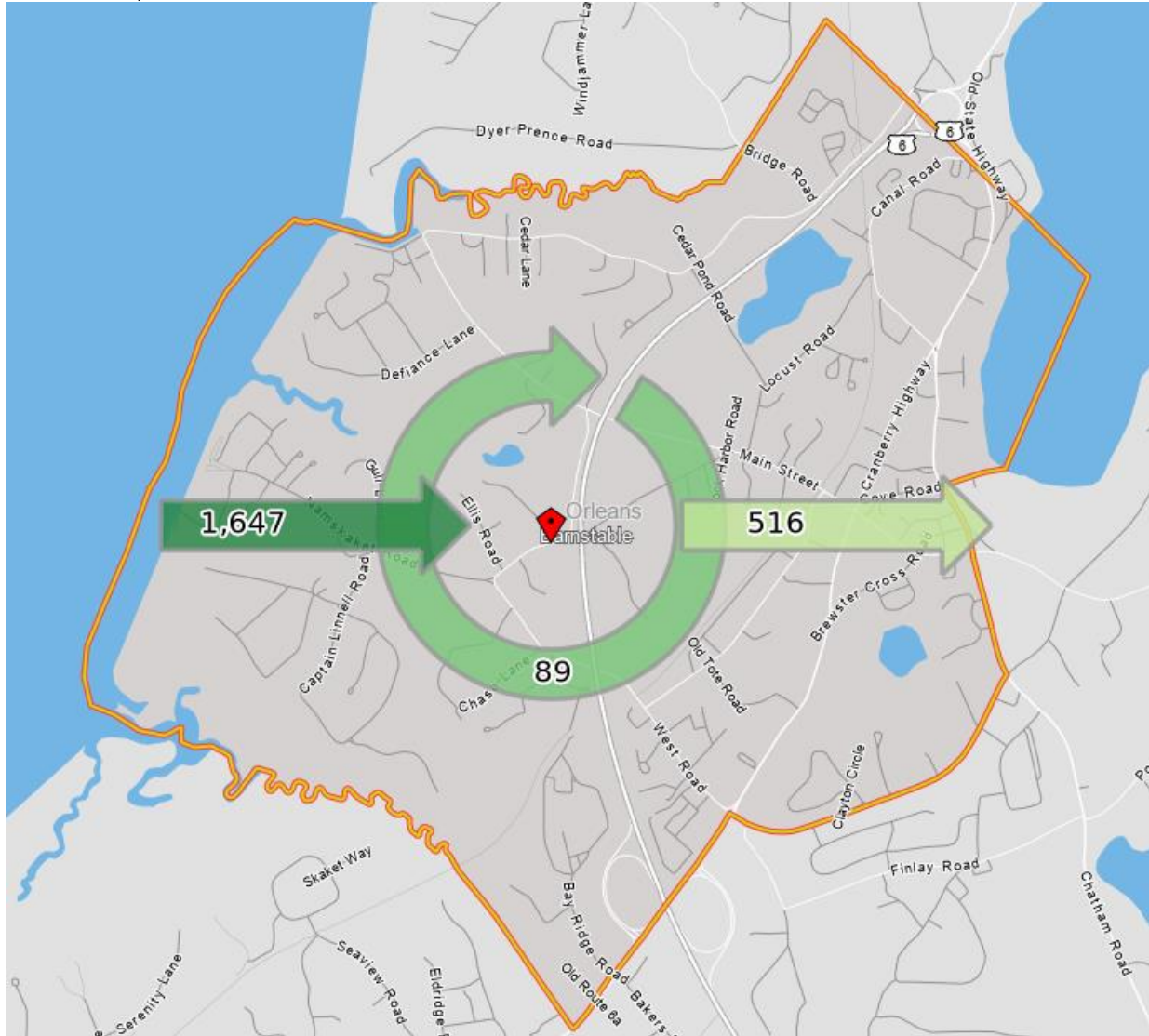
## KEY FINDINGS

- 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.



### Most Orleans employees commute into Orleans but live elsewhere.









The latest available commuter data indicates that Orleans is a regional hub of employment activity, with 73 percent of employee traffic coming into the community and 22 percent leaving the community for work. Only three percent of employee traffic is within Orleans, indicating that most employees do not live in the community but instead have to drive from elsewhere. However, this does not capture those who work from home.



Source: United States Census Bureau, Center for Economic Studies, LEHD. 2020. "On-the-Map Inflow/Outflow Analysis." Accessed May 2023. <https://onthemap.ces.census.gov/>



In 2021, most Orleans residents commuted to work by driving or worked from home. More Orleans residents work from home than the County or state.

Mode	Orleans, MA	Barnstable County	Massachusetts
Drove Alone 	73.1%	75.9%	66%
Carpooled 	5%	7.6%	7%
Public Transportation (includes Taxi) 	0%	1.2%	8.7%
Motorcycle 	0%	0.1%	0.1%
Bicycle 	0.5%	0.4%	0.8%
Walked 	1.9%	2.2%	4.6%
Other 	1%	1.1%	1%
Worked At Home 	18.5%	11.5%	11.9%

Source: United States Census Bureau. "2021 5-year American Community Survey." SE: A09005: Means of Transportation to Work for Workers 16 Years and Over, the category "Worked at Home." Accessed May 2023. <https://data.census.gov/cedsci/>.



Compared to Cape Cod or Massachusetts, Orleans workers' commute times tend to either be very short (work from home or less than 10 minutes) or very long (90 or more minutes).

Travel time to work (2021)	Orleans, MA	Barnstable County	Massachusetts
Work from home or less than 10 minutes	38.3%	26.5%	21.2%
10 - 30 minutes	37.1%	48%	38.3%
30 mins - 1 hour	13.5%	17.6%	29.2%
More than 1 hour	11.2%	8.3%	10.9%

Note: Percentage of Workers 16 Years and Over.

Source: Social Explorer Tables: ACS 2021 (5-Year Estimates) (SE), ACS 2021 (5-Year Estimates), Social Explorer; U.S. Census Bureau



In the past ten years, Orleans residents' commute times have increased and more people are working from home.

Travel Time to Work	Orleans, 2011	Orleans 2011 %	Orleans 2021	Orleans, 2021 %	Percent Change
1 to 9 Minutes	735	31.2	474	19.8	-35.5%
10 to 19 Minutes	585	24.9	586	24.4	-0.17%
20 to 29 Minutes	334	14.2	304	12.7	-8.9%
30 to 39 Minutes	245	10.4	197	8.2	-19.6%
40 to 59 Minutes	65	2.8	128	5.3	96.9%
60 to 89 Minutes	91	3.9	117	4.9	28.6%
90 or More Minutes	112	4.8	151	6.3	34.8%
Worked At Home	186	7.9	443	18.5	138.1%
Total	2353		2400		

Note: Percentage Change in travel time to work of Workers 16 Years and Over, from 2011 to 2021.

Sources: Social Explorer Tables: ACS 2011 (5-Year Estimates) (SE), ACS 2011 (5-Year Estimates), Social Explorer; U.S. Census Bureau; Social Explorer Tables: ACS 2021 (5-Year Estimates) (SE), ACS 2021 (5-Year Estimates), Social Explorer; U.S. Census Bureau

Of the 76 non-resident survey respondents, all lived in nearby communities.

Harwich MA Wellfleet MA  
 Brewster MA  
 Chatham Eastham West  
 Harwich Yarmouth

## REFERENCES

United States Census Bureau. "2021 5-year American Community Survey." SE: A09005: Means of Transportation to Work for Workers 16 Years and Over, the category "Worked at Home." Accessed May 2023. <https://data.census.gov/cedsci/>.

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# CHAPTER 9: FUTURE HOUSING SUPPLY & DEMAND

## KEY FINDINGS

- In the last few years, Orleans has begun to permit more multi-family homes.
- UMass Donoghue 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.



Year	Demand	Projection (Total)	Gap
2020	6,353	5,776	- 577
2025	6,643	6,051	- 592
2030	6,870	6,367	- 503

Source: UMDI Cape Cod Housing Projections, 2022. Data for Orleans was extracted from Tables 15 and 16.



**As of June 2023, Orleans has 310 units (9.4 percent) listed on the SHI, 272 of which are rental and 38 are ownership units.**

This is 9.4 percent of the 2010 year-round housing stock. All units in eight of the ten rental developments and six of the seven ownership developments are in perpetuity. The rental developments at 71 Canal Road and Rock Harbor Village are set to expire in 2037 and 2111, respectively. One ownership development, Opa’s Way, is set to expire in 2098.



**In 2017, the Orleans Affordable Housing Committee established a goal of creating 100 additional affordable units by 2027.**

The policy states that residential construction and redevelopment of 10 units or more should provide at least 10 percent of the proposed units as affordable.

**Affordable Rental Housing Units: 85 percent of these 100 units will be produced as rental units.**

- 50 percent of rental units will be one-bedrooms to serve seniors or single individuals.
- 40 percent will be two bedrooms to serve smaller families.
- 10 percent will be three bedrooms to serve larger families.

**Affordable Homeownership Units: 15 percent of these 100 units will be produced as homeownership units.**

- 25 percent of these ownership units will be one-bedrooms to serve seniors or single individuals.

25 percent will be two bedrooms to serve smaller families

## REFERENCES

Town of Orleans. "Affordable Housing in Orleans: Presentation to Orleans Boards and Committees." Accessed June 2023. <https://www.town.orleans.ma.us/DocumentCenter/View/4089/Feb-1-Presentation>

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# CHAPTER 10: DEVELOPMENT CONSIDERATIONS

## KEY FINDINGS

### 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.



**Orleans has 2,522 acres of protected open space, which comprises about 17 percent of the total land area.** Ever concerned about the loss of public access to its coastal shoreline, much of the community’s aggressive open space acquisition program of the 1980s focused on preserving shorefront properties. This approach to open space protection continues to garner strong support among voters at Town Meetings.



**Orleans has more salt marshes than any other Cape Cod town except Barnstable, a town four times its size.** A 1985 Massachusetts Coastal Zone Management Study identified 1,377 acres of salt marsh in Orleans. There are 151 acres of freshwater wetlands, 15 acres of cranberry bogs, and 994 acres of saltwater wetlands.



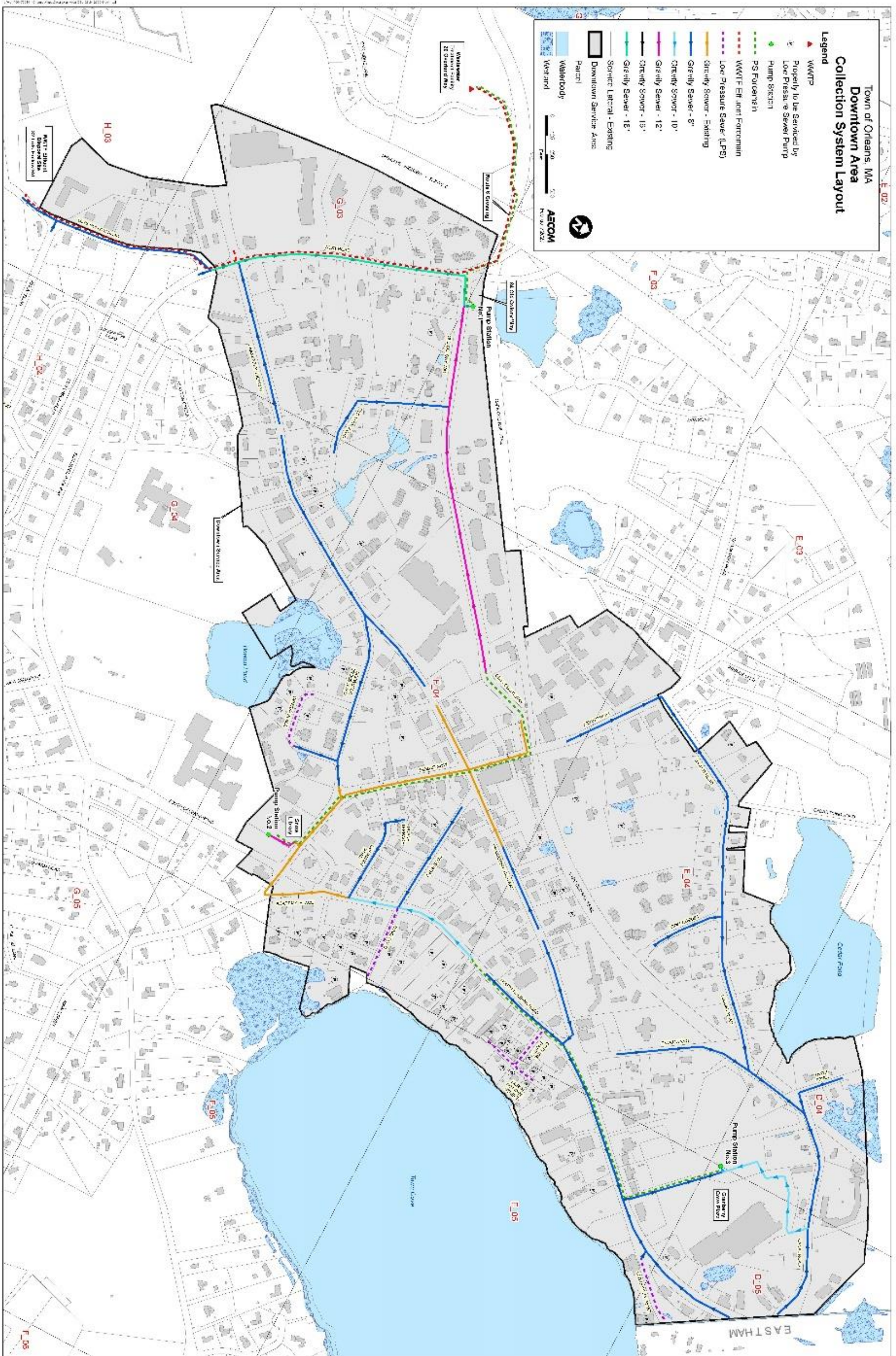
**Orleans has flood velocity zones, land areas where storm surge or direct wave action occurs, at Skaket, Nauset Harbor, Nauset Beach, and most of Pleasant Bay.** Orleans participates in the Federal Flood Insurance Program, which requires that new shorefront development meet engineering standards for flood-proofing. The Orleans Conservancy District, a zoning provision prohibiting non-water dependent structures built below the four-foot contours, and the state and local wetlands protection legislation should help prevent future development in this high-hazard area.



**Orleans contains an Environmental Justice neighborhood between the downtown Village Center District and Cape Cod Bay, known to some as West Orleans.** Twenty-five percent of the Orleans year-round population resides in the neighborhood. The reasons for the designation of an EJ area can be understood as an outgrowth of local demographics. Many of the town’s retirees live on fixed incomes, which generally do not keep up with inflation.



**Orleans has sewer infrastructure for the first time and will expand the service area in the next few years.** In 2020, Orleans began a Sewer Construction project split into two phases. Phase I consisted of building a wastewater treatment facility, constructing a combination of gravity and low-pressure sewers to service the Downtown Area, and installing the effluent disposal system. Phase II will include constructing drainage improvements in the Meetinghouse Pond sewer district. In March 2023, Phase 1 was completed. The new wastewater treatment facility will serve approximately 1,100 downtown businesses and residences. Phase II of the project will service 490 users near and around Meetinghouse Pond. In 2023, the project’s second phase received \$350,000 in ARPA funding and is set to be complete in September 2025.





**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.** The most severe development-related threat to groundwater in Orleans is nitrate pollution, primarily generated from onsite Title 5 septic systems. Orleans' public drinking water supply wells and wellhead protection area are in South Orleans. Since no other sources are available, protecting groundwater quality is of utmost importance. In 2014, the Orleans Water Quality Advisory Panel was formed to develop implementation and financing plans for nutrient management facilities.



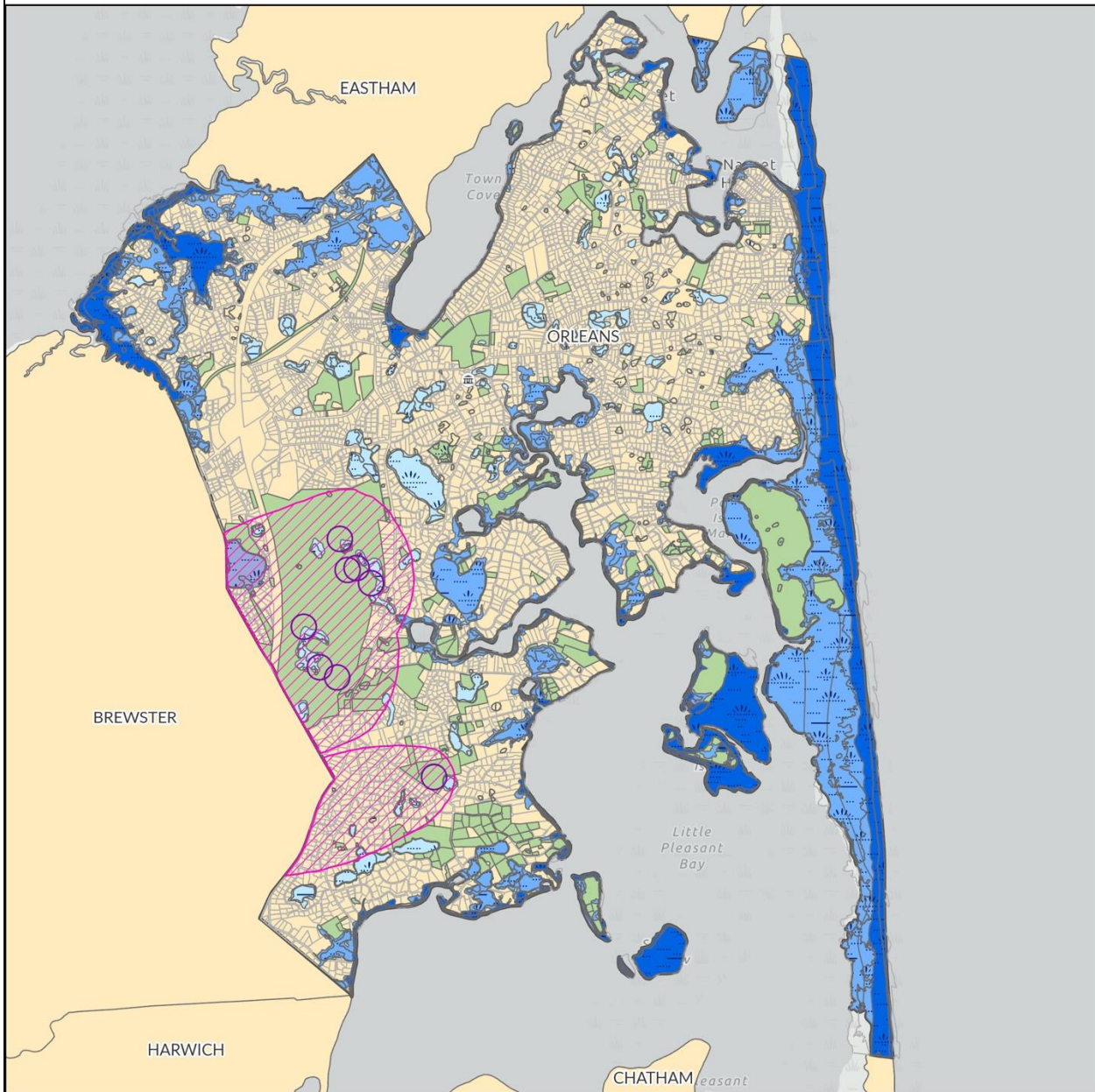
**Stormwater pollution has been addressed through a comprehensive inventory of stormwater discharges and investment of several hundreds of thousands of dollars in stormwater upgrades.** The primary focus of treatment design is to treat the "first flush," or dirtiest portion of stormwater runoff, before it reaches the bays and ponds. A pilot project for the removal of nutrients from stormwater is under evaluation.

# TOWN OF ORLEANS - WATER RESOURCES

Prepared by JM Goldson LLC

J M GOLDSON

EMPOWERING PEOPLE — CREATING COMMUNITY



- Zone 1 Wellhead Protection Zone
- Zone 2 Wellhead Protection Zone
- Wetlands
- Parcels
- Town Hall Town Hall
- Open Space

Sources: MassGIS, MassDEP

**Flood Zone Designations**

- 1% Annual Chance of Flooding, no BFE
- 1% Annual Chance of Flooding, with BFE
- High Risk Coastal Area
- 0.2% Annual Chance of Flooding



**Orleans is mainly zoned as residential.** Approximately 80 percent of Orleans is zoned as residential. Conservation is the second largest zoning category, making up 14 percent of the total land in Orleans. Orleans made its most recent amendments to the Zoning Bylaw in 2017. The zoning bylaw includes nine base zoning districts and four overlay districts.



**Orleans has adopted inclusionary zoning and allowed accessory dwelling units (ADUs).** The Zoning Bylaw was amended in 2016 to allow for developing detached accessory dwelling units in Orleans. ADUs must be less than 800 square feet, and any building addition cannot increase existing lot coverage by more than two percent (2%) of the lot area.



**Although the Village Center and other Business Districts allow combined business/residence uses by right, Orleans has not adopted multi-family housing by right.** There is also a Residential Affordable Housing district, to provide affordable housing for residents of the Town of Orleans, but it also only allows for affordable detached single-family residential dwellings.



**A significant proportion of Orleans existing housing has smaller lot sizes than currently allowed under existing zoning regulations.** Thirty-one percent of the parcels zoned as residential have smaller frontages than the required 150 feet, and 56.2 percent of residentially zoned properties have smaller than the required 40,000 square foot lot size. This indicates that zoning for smaller lot sizes or frontages will be in line with existing housing while allowing smaller housing units on smaller lot sizes, which is one strategy to increase more naturally affordable housing.

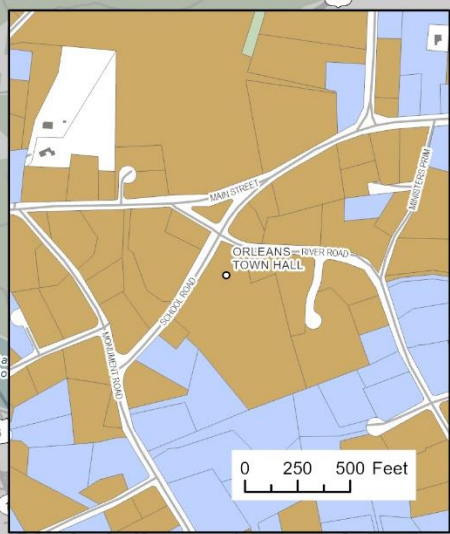
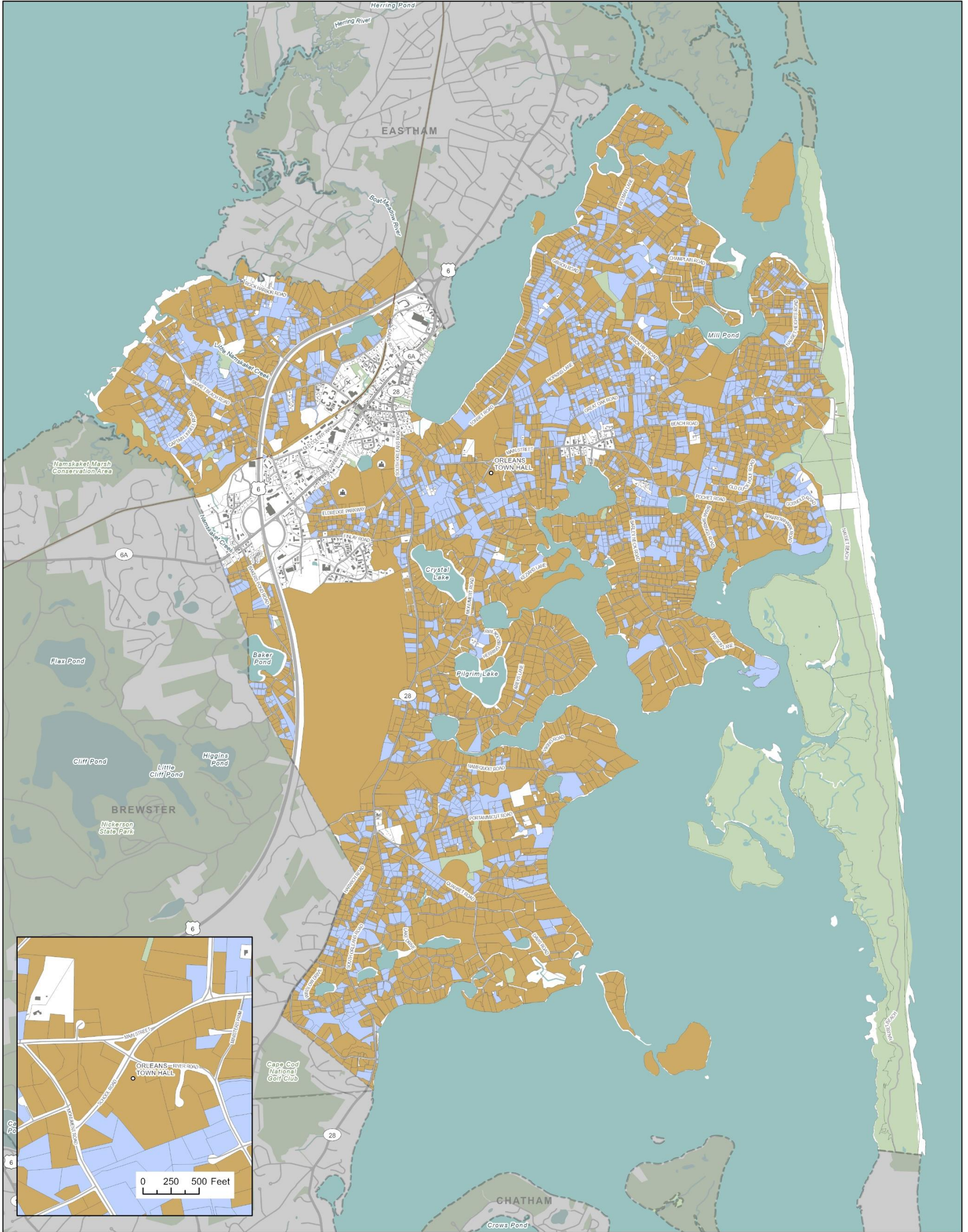


**Orleans has several ongoing zoning strategies.** Ongoing zoning strategies in the Town include incentivizing accessory dwelling units for identified low- and moderate-income needs creating year-round rental units for seniors, young families, and the workforce, and exploring the creation of dormitory-type housing for seasonal workers. Orleans also aims to expand existing inclusionary zoning by setting aside requirements for affordable units and designating additional zones for moderate-density housing.

# TOWN OF ORLEANS - FRONTAGE ANALYSIS

Prepared by JM Goldson LLC

J M GOLDSON



- Schools
- Buildings
- Parcels
- Trails
- Water bodies
- Open space

### Frontage Analysis

- < 150 feet
- 150 feet +

68.84% of the parcels in Orleans zoned as Residential have the 150-foot minimum frontage required under existing zoning. This represents 77.57% of the area of Orleans zoned as Residential. These properties are still considered compliant.

0 0.25 0.5 Miles

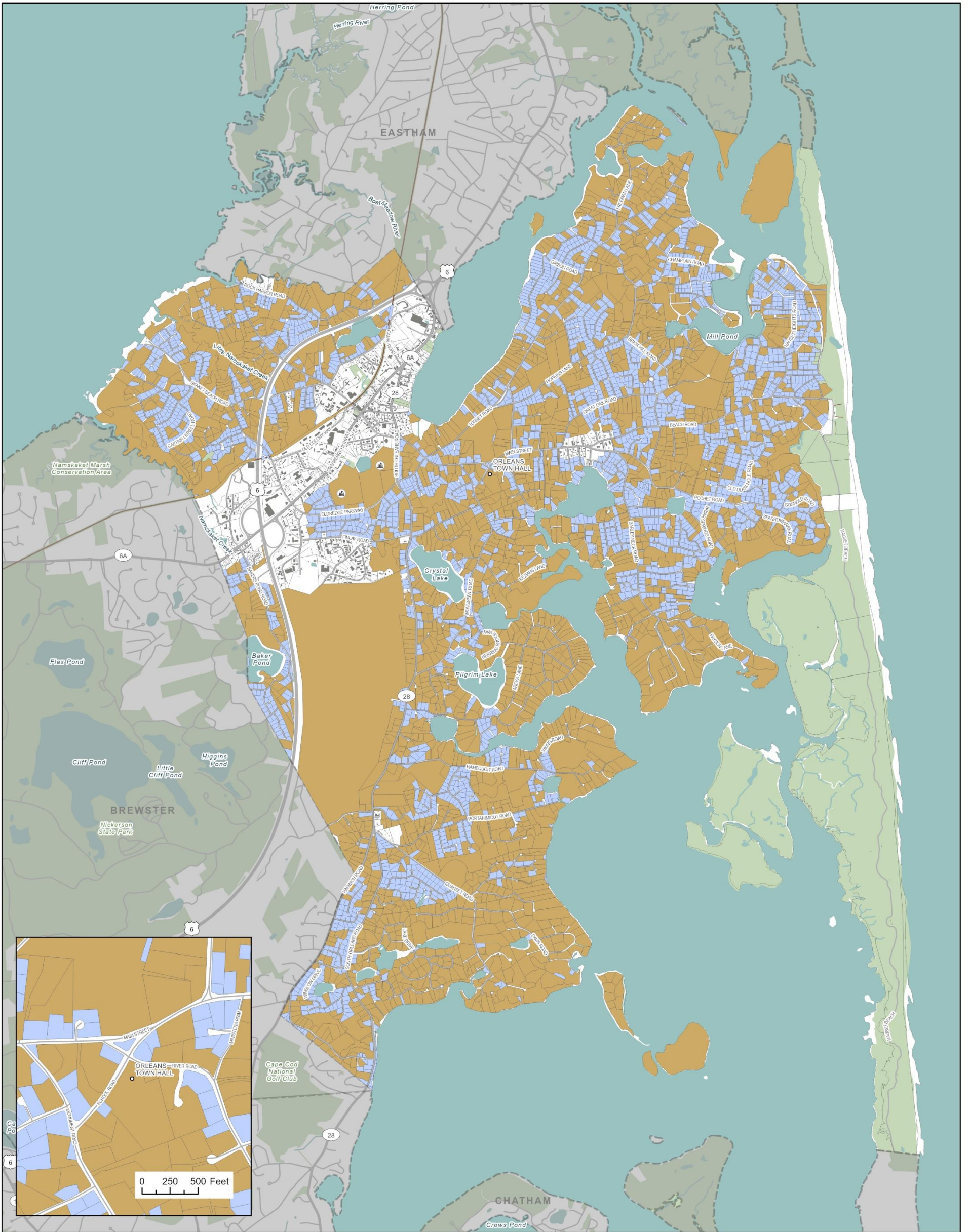


Sources: MassGIS, MassDEP, MAPC Trailmap

# TOWN OF ORLEANS - LOT SIZE ANALYSIS

Prepared by JM Goldson LLC

J M G O L D S O N

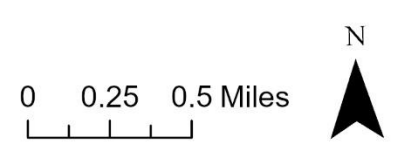


- Schools
- Buildings
- Parcels
- Trails
- Water bodies
- Open space

**Lot Size Analysis**

- <40,000 sf
- 40,000 sf +

43.8% of the parcels in Orleans zoned as Residential have the 40,000 square feet required under existing zoning. This represents 75.39% of the area of Orleans zoned as Residential. These properties are still considered compliant.



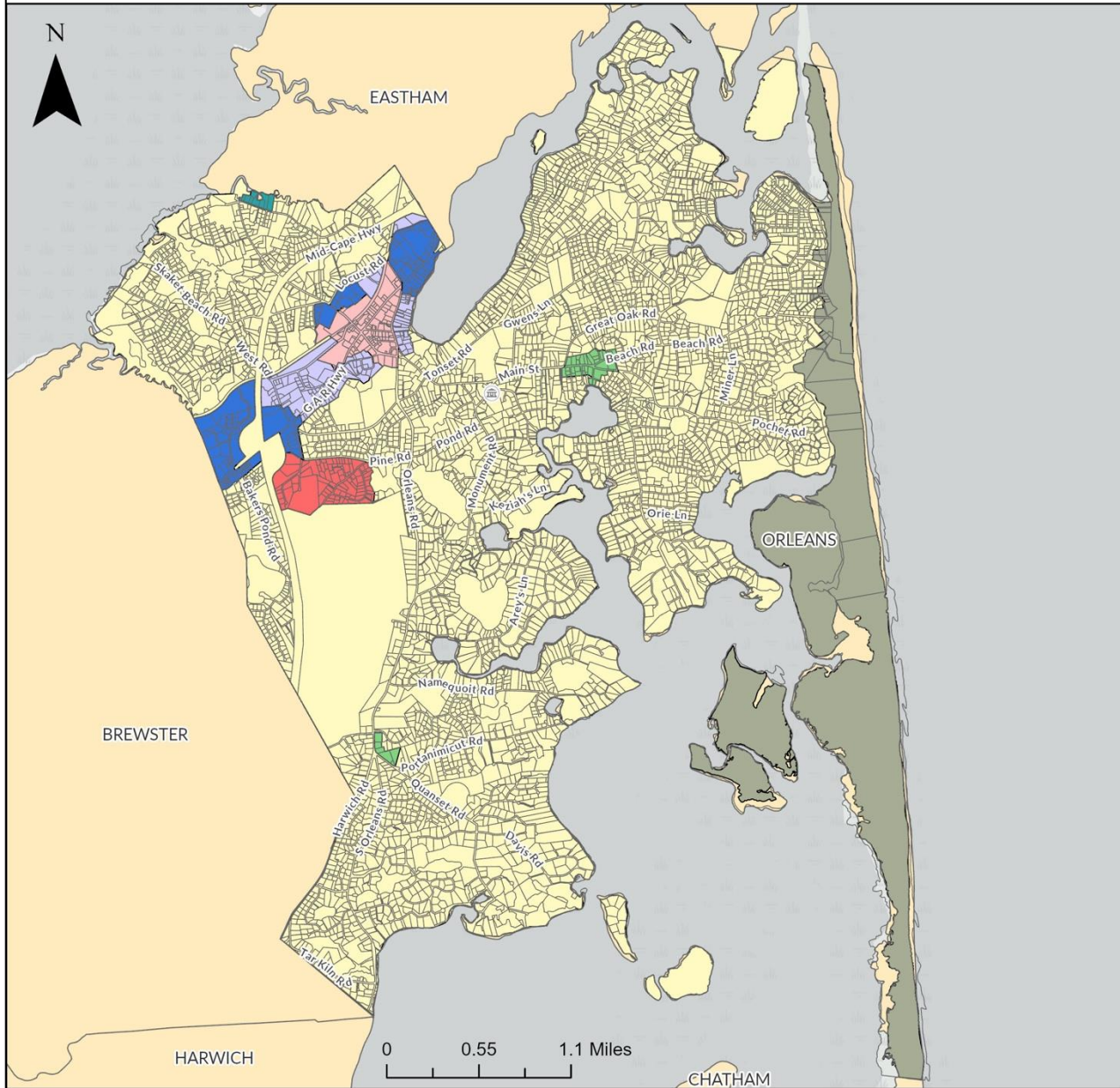
Sources: MassGIS, MassDEP, MAPC Trailmap

# TOWN OF ORLEANS - ZONING

Prepared by JM Goldson LLC

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- Town Hall
- Parcels

- Zoning Districts**
- Industrial (I)
  - General Business (GB)
  - Limited Business (LB)
  - Marine Business (MB)
  - Residence (R)
  - Rural Business (RB)
  - Seashore Conservancy (SC)
  - Village Center (VC)
  - zoning-8-05

Sources: MassGIS, Orleans Department of Planning and Community Development

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# CHAPTER 11: LOCAL & REGIONAL HOUSING EFFORTS

## KEY FINDINGS

### 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.



There are a variety of ongoing local municipal organizations and initiatives working to address affordable housing, including:

- **Orleans Affordable Housing Committee:** The AHC takes a broad and long-term perspective on needs, policies, and strategies to create and preserve low- and moderate-income housing opportunities for a diverse population, including all age and income levels, with particular emphasis on lower-income households with the highest housing needs and persons needed to meet the workforce demands of the local economy.
- **Orleans Affordable Housing Trust Board:** The Affordable Housing Trust was established in 2019 by the Orleans Select Board to carry out the functions specified in Massachusetts law (MGL Chapter 44, Section 55C). The Trust has provided land and funding for the 107 Main Street project, with 14 units, and provided funding through the Community Preservation Committee for the Pennrose project, with 62 units, both set to deliver units by 2024-2025. The Trust also provided partial funding for the acquisition of the Governor Prence Motel property. The Trust Board advocates for Town funding for the Trust Fund, with an annual budget override of \$225,000 since 2019, recently increased by another \$275,000 for a total of \$500,000 annual contribution. That is in addition to funding for the Trust from Community Preservation Act funds for housing development.
- **Governor Prence Planning Committee:** Appointed by the Select Board, this committee has developed a plan to reuse the Governor Prence Motel site acquired by the Town in 2021.
- **Orleans Housing Authority:** The Orleans Housing Authority (OHA) was established in 1969 to provide decent, safe, and affordable housing for eligible low- and moderate-income families, elderly and disabled persons. OHA currently manages 131 housing units, of which 76.3 percent (100 units) are dedicated to elderly and handicapped persons.
- **Housing Coordinator:** A half-time affordable housing coordinator works under the Director of Planning to provide additional staffing for the Affordable Housing Committee and Affordable Housing Trust Board and as an additional point of contact for the Town on housing matters.
- **Orleans Council on Aging:** The Orleans Council on Aging is a Town department that supports the quality of life of Orleans' elders through various services. The Assessing Department has Real Estate Tax Exemptions Programs summarized on their website and in their office for the public to obtain. This Program is for income-qualifying residents, including sight impaired, seniors, veterans, surviving spouses, etc., that reduces property tax bills.
- **Community Preservation Committee:** Orleans adopted the Community Preservation Act in 2005 at a three percent surcharge. The Community Preservation Committee (CPC) recommends how funds from the Community Preservation Act are used, works to maximize the impact of CPA resources, and makes residents aware of the benefits and potential of this funding tool. The CPC solicits proposals for projects utilizing CPA funds and makes recommendations to Town Meetings. According to the Community Preservation Coalition, between 2018-2022, Orleans has allocated \$4,810,000 Million to support community housing projects, including facilitating public outreach, educational workshops for local officials on affordable housing development, general funding for the affordable housing trust, and the construction of affordable units.

***As of 2023, 76 rental units are in the development pipeline representing a significant portion of the housing production goal (85 rental units) for between 2018 and 2028.***

In 2017, Orleans published a Community Housing Study. Recognizing the need for greater housing stock diversity and affordability to address unmet housing needs, the current housing production goals are to construct 100 units between 2018-2028 (85 rental units and 15 ownership units).

- *Penrose development*: 62 units
- *107 Main Street*: 14 units
- *Governor Prence Motel*: has been acquired and approved for additional affordable and attainable housing.
- In addition three homeownership units have been constructed or rehabilitated.

**Other housing strategies started in 2017, and currently well underway, include:**

- **Capacity Building**: engaging in community education, establishing and funding a Municipal Affordable Housing Trust Fund, and funding a part-time Affordable Housing Coordinator.
- **Zoning Strategies**: allowing accessory dwelling units by right, enacting an inclusionary zoning bylaw, and exploring dormitory-style housing.
- **Development Strategies**: partnering with private developers, regional partnerships, and identifying Town-owned property for affordable housing.

Sources: Affordable Housing in Orleans: Presentation to Orleans Boards and Committees.

<https://www.town.orleans.ma.us/DocumentCenter/View/4089/Feb-1-Presentation>

; United States Census Bureau. "2021 5-year American Community Survey." Accessed June 2023. <https://data.census.gov/cedsci/>.

## REGIONAL ORGANIZATIONS

- **Cape Cod Commission:** The Cape Cod Commission supports the 15 towns of Barnstable County, regional and sub-regional housing agencies, and other partners seeking to improve the availability and diversity of affordable housing in the community. This role includes developing information to support local decision-making, including presentations; coordination with state and other regional agencies; meeting facilitation; zoning analysis and support; and specific project development upon request of the community. The Commission also supports the advancement of regional efforts to create affordable housing and support housing where appropriate by drafting model zoning (such as the model bylaw for Accessory Dwelling Units (ADUs), the facilitation of the Regional Housing Market Analysis, and drafting a framework for Form-Based Code.
- **Community Development Partnership:** The Community Development Partnership builds a diverse year-round community of people who can afford to live, work, and thrive on Cape Cod. The Community Development Partnership promotes, develops, and manages affordable housing, nurtures the launch and growth of small businesses, and facilitates collaboration with business, non-profit, and government partners. While the Community Development Partnership focuses its efforts on the Lower Cape, they provide opportunities across Cape Cod. In Orleans specifically, CDP manages one single-room occupancy-style home for men who are homeless and seeking to maintain sobriety.
- **Barnstable County HOME Consortium:** The Barnstable County HOME Consortium is comprised of the 15 communities on Cape Cod and was formed to be a Participating Jurisdiction to receive and disburse federal HOME funds, which are federal formula grant funds provided to state and local governments exclusively for the creation and preservation of affordable housing for low-income households. The HOME Rental Program targets the acquisition and rehabilitation of multi-family distressed properties or new construction of multi-family rental housing from five to fifty units. The Program Year 2023 allocation from HUD is \$450,000 plus \$170,000 in repurposed program income.
- **Housing Assistance Corporation:** Housing Assistance Corporation (HAC), headquartered in Hyannis with a branch office in Orleans, was founded in 1974 to provide rental vouchers to year-round workers on Cape Cod and has since expanded to assist more than 175,000 low- and middle-income households on the Cape, Nantucket, and Martha's Vineyard. HAC remains one of the largest developers of affordable housing in the region. HAC serves over 5,000 households annually in three main areas: homeless prevention, housing stabilization, and empowerment. HAC manages ten rental vouchers in Orleans.
- **Habitat for Humanity Cape Cod** Habitat for Humanity is an ecumenical, non-profit Christian ministry dedicated to building simple, decent homes in partnership with needy families. The organization has grown over the past two decades into one of the largest private homebuilders in the world. The organization has a Cape affiliate that has built over 155 new homes across 15 towns on the Cape since 1988. In 2022, a new single-family home on Quanset Road was constructed and occupied by a family chosen through a lottery process. The organization also developed six units on Bevan Way and a home on Nickerson Road.
- **Barnstable County Department of Human Services** The mission of the Barnstable County Department of Human Services is to plan, develop, and implement programs that enhance the overall delivery of human services in Barnstable County, to promote the health and social well-being of County residents through regional efforts designed to improve coordination and efficiency of human services, and designed to strengthen the fabric of community care available to all. They coordinate regional work on homelessness and administer grant-funded programs of regional impact.
- This County Department has recently taken over administration and oversight of the HOME Program funds on behalf of the Barnstable County HOME Consortium. Funds are available to any of the 15 Cape Cod Towns for various affordable housing programs on a competitive basis.

## REGIONAL FUNDING SOURCES

- **Department of Housing and Community Development – ARPA** In May 2023, Governor Maura Healey and Lieutenant Governor Kim Driscoll announced \$246 Million in direct subsidies and state and federal housing tax credits to build and preserve affordable mixed-income housing units. Both Pennrose and 107 Main Street received EOHLC funds and are hoping to use ARPA funds announced in August 2023 to complete construction fundraising.

## REFERENCES

Town of Orleans. "Housing-Related Warrant Articles For May 8, 2023, Town Meeting."  
<https://www.town.orleans.ma.us/DocumentCenter/View/5198/2023-Spring-Warrant-Articles-Table-for-website>

Orleans Housing Authority. "Welcome to Orleans Housing Authority." Accessed June 2023.  
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Town of Orleans. "Affordable Housing Resources on Cape Cod." Accessed June 2023.  
<https://www.town.orleans.ma.us/1055/Affordable-Housing-Resources-on-Cape-Cod>

Town of Orleans. "Housing Committees." Accessed June 2023.  
<https://www.town.orleans.ma.us/1116/Housing-Committees>

# APPENDICES

## ORLEANS SUBSIDIZED HOUSING INVENTORY

Last updated June 29, 2023

Project Name	Address	Type	Total SHI Units	Affordability Expires
Tonset Woods I	94 Hopkins Lane	Rental	40	Perp
Tonset Woods II	94 Hopkins Lane	Rental	60	Perp
n/a	181 Main St.	Rental	8	Perp
n/a	53 Meetinghouse Rd.	Rental	8	Perp
n/a	John Avellar Circle/Oak Ridge	Rental	11	Perp
Bakers Pond Road Homeownership	Opa's Way	Ownership	12	2098
Canal House	71 Canal Road	Rental	9	2037
Emmaus House	3 Tonset Road	Rental	6	Perp
Rock Harbor Village	9 Main Street	Rental	100	2111
Wise Living in Orleans	18 West Road	Ownership	11	Perp
DDS Group Homes	Confidential	Rental	23	N/A
DMH Group Homes	Confidential	Rental	6	N/A
Finlay Road Condominiums	Finlay Rd	Ownership	3	perp
Habitat for Humanity of Cape Cod	Nickerson Road	Ownership	1	Perp
John P. Hinckley Affordable Homes	257 Route 6A	Ownership	4	Perp
Habitat for Humanity-Bevan Way	Bevan Way	Ownership	6	Perp
Old Tote Road	Old Tote Road	Rental	1	Perp
Habitat for Humanity	Quanset Road	Ownership	1	perp
		<b>Total</b>	310	
		<b>Census 2020 Year</b>	3,389	
		<b>Round Housing Units</b>	9.15%	
		<b>Percent Subsidized</b>		

## EOHLC AFFIRMATIVE FAIR HOUSING GUIDELINES

The Commonwealth of Massachusetts has a compelling interest in creating fair and open access to affordable housing and promoting compliance with state and federal civil rights obligations. Therefore, all housing with state subsidy or housing for inclusion on the SHI shall have an Affirmative Fair Housing Marketing Plan. To that end, the EOHLC has prepared and published comprehensive guidelines that all agencies follow in resident selection for affordable housing units.

In particular, the local preference (if justified) allowable categories are specified:

- **Current Residents.** A household in which one or more members is living in the city or town at the time of application. Documentation of residency should be provided, such as rent receipts, utility bills, street listing, or voter registration listing.
- **Municipal Employees.** Employees of the municipality, such as teachers, janitors, firefighters, police officers, librarians, or Town hall employees.
- **Employees of Local Businesses.** Employees of businesses located in the municipality.
- **Households with Children.** Households with children attending the locality's schools.

The latest revisions to the guidelines were in December 2014. The full guidelines can be found in Section III here: [GUIDELINES \(mass.gov\)](#).

## 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)
AUL	Activity and Use Limitation designation, monitored by the DEP
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.<sup>18</sup> 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 could 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 could 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 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).<sup>19</sup> 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.

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<sup>18</sup> 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).

<sup>19</sup> For purposes of MGL c.40B, moderate income is defined as up to 80 percent AMI.

**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.