



# Town of Orleans

19 School Road Orleans Massachusetts 02653-3699  
Telephone (508) 240-3700 – Fax (508) 240-3388

## COMMUNITY PRESERVATION PROJECT APPLICATION

**Project Title:** Lower Cape Housing Institute

**Submission Date:** 11/23/20

**Applicant (note if Town, individual or non-profit):** Community Development Partnership (non-profit)

**Address:** 3 Main Street Mercantile, Eastham, MA 02642

**Co-Applicant, if any (note if Town, individual or non-profit):**

**Address:**

**Project Contact Person:** Ann C. Robinson

**Telephone:** (508) 240-7873, 13

**E-mail:** ann@capecdp.org

**Federal Tax Identification Number (if non-profit):** 22-3191450

**Project purpose (Check all that apply):**

Open Space       Historic Preservation       Community Housing        
Recreation

**Project Location/Address:** N/A

**Community Preservation Funding Request:** \$7,500

**Brief Project Summary, Including Justification of Project Category Checked Above:**

The Lower Cape Housing Institute (LCHI) is a component of the Lower Cape Community Housing Partnership, a comprehensive response to insufficient affordable housing in Orleans and throughout Barnstable County. Without an informed electorate, skilled and knowledgeable volunteer officials, and town staff with expertise in affordable housing development, little progress can be made in addressing the region's affordable and year-round housing challenges.

For the past three years, the Community Development Partnership (CDP) has offered an annual Cape Housing Institute to educate at least 40 local elected and appointed officials each year from towns on the Lower Cape including the Town of Orleans. To date, 184 Lower Cape officials have attended, out of a total of 400 eligible attendees. The Institute for Year 4, delayed due to the pandemic, will be held virtually beginning in January.

The LCHI helps overcome many of the barriers to developing more affordable housing in the region in order to better meet the housing needs of working families. Without an informed volunteer officials and town staff with expertise in affordable housing development, little progress can be made in addressing the region's affordable and year-round housing challenges.

**Please attach the following information with all applications:**

- **Detailed Narrative:** A complete and detailed description of the project including goals and objectives, consistency with Community Preservation Act goals, compatibility with the Orleans Community Preservation Plan and the Orleans Comprehensive Long Range Plan, and relevance to the community and its needs.
- **Action Plan and Timeline:** Note the estimated dates for project commencement and completion and list (with an explanation) all action and steps that will be required for project completion, including any legal requirements or any impediments to implementation.
- **Financial Data:** Provide financial information for the project including total cost, additional revenue sources (public, private, in-kind, volunteer time and services), basis for the fiscal estimates and any other fiscal details currently available. Applicants are encouraged to submit more than one quotation from potential contractors.

## **GUIDELINES FOR PROJECT SUBMISSION**

Please submit **one paper copy** of the application materials to the Community Preservation Committee, c/o Town Administrator, Town of Orleans, 19 School Road, Orleans, MA 02653 by Nov. 23, 2020. **Applicants must also email complete applications in PDF** to Myra Suchenicz, Administrative Assistant, at [msuchenicz2012@gmail.com](mailto:msuchenicz2012@gmail.com). A single PDF file which appends materials described in item 3 to the application form is preferred.

1. Applications must be received by Monday, November 23 to be considered for recommendation at the Annual Town Meeting.
2. Funds will be available on July 1<sup>st</sup> following the Annual Town Meeting.
3. Applicants may include any maps, diagrams, and/or photographs pertaining to the project. Letters of Support for the project from community organizations or other sources may also be submitted.
4. The Community Preservation Committee may require additional (or more detailed) information or further clarification to a submitted application.
5. Prior to submission of funding applications, applicants should review the Community Preservation Act (MGL, Chapter 44B, through the Community Preservation Coalition Web site), the Orleans Community Preservation Plan and the Orleans Community Preservation Bylaw, copies of which are available on the Town Web site at <https://www.town.orleans.ma.us/community-preservation-committee>. Nonprofit organizations applying for historic preservation funds for historic structures should obtain a sample copy of an acceptable historic preservation deed restriction (available from the Town Administrator's office) since this type of document will be required. Applicants other than the Town of Orleans should also obtain a sample copy of the Agreement with the Town of Orleans that all successful nonprofit applicants will be required to sign. Please contact the Administrative Assistant by email with any questions.
6. Eligible projects must address one or more of the uses outlined in the Community Preservation Act, Sections 2 and 5 (2), as follows:

**Open Space**

Acquisition, creation and preservation of land to protect existing water supply/aquifer areas, agricultural and forest land, coastal lands, frontage to inland water bodies, wildlife habitat, nature preserves and scenic vistas.

**Community Housing**

Acquisition, creation, preservation and support of community housing defined as housing for low and moderate income individuals and families, including low and moderate income senior housing. The

Community Preservation Committee is required to recommend, wherever possible, the reuse of existing buildings or construction of new buildings on previously developed sites.

**Historic Preservation**

Acquisition, restoration, rehabilitation and restoration of historic structures and landscapes that have been determined by the local historic preservation commission to be significant in the history, archeology, architecture or culture of the Town or that are listed on the State Register of Historic Places.

**Recreation**

Acquisition, creation, preservation, rehabilitation and restoration of land for active and passive recreational uses, including land for community gardens, trails and noncommercial youth and adult sports and the use of land as a park, playground or athletic field and for preservation and restoration of recreational facilities. (Community Preservation funds cannot be used for a stadium, gymnasium or similar structure or for the acquisition of artificial turf for athletic fields.)

*October 5, 2020*

## **Project Narrative**

### **1. Community Need**

The Lower Cape Housing Institute is a component of the Lower Cape Community Housing Partnership, a comprehensive response to insufficient affordable housing in Orleans and throughout the Lower Cape. The region's ability to respond to this housing crisis is hindered by land use policies that encourage sprawl and discourage smart growth oriented multi-family housing. Existing zoning has resulted in a housing mono-culture: over 80% of the Cape's housing is single family, detached homes on one acre lots. Local elected and appointed municipal officials, and town staff need training and technical assistance in the complexity of developing and managing housing that is affordable to year-round residents in order to address this situation.

Another major factor hindering the creation of affordable housing in the region has been community resistance to specific proposals to build affordable housing. Many voters have misconceptions and harbor stereotypes about working families in need of affordable housing. Few voters understand the economics of development and the need for density to reduce costs and impact on the environment.

### **2. Goals and Objectives**

In June of 2017, the Community Development Partnership (CDP) launched a comprehensive community-based strategy entitled the Lower Cape Community Housing Partnership (LCCHP). It is designed to build public support for affordable housing and equip LMI (low to moderate-income) residents, business and community leaders, and local elected and appointed officials with the knowledge and skills to support the creation of more year-round housing.

The LCCHP helps overcome many of the barriers to developing more affordable housing in the region in order to better meet the housing needs of working families. Without an informed electorate, skilled and knowledgeable volunteer officials, and town staff with expertise in affordable housing development, little progress can be made in addressing the region's affordable and year-round housing challenges. The LCCHP addresses these barriers through traditional community organizing and leadership development strategies. This application requests support for one of those strategies, training for elected and appointed officials.

#### **Strategy 1: Lower Cape Housing Institute, Quarterly Peer Groups and Advanced Training**

For the past three years, the CDP has offered an annual Lower Cape Housing Institute (CHI) to educate at least 40 local elected and appointed officials from each town on the Lower Cape including the Town of Orleans. 72 Lower Cape officials attended in 2017, 53 Lower Cape officials attended in 2018, and 59 in 2019. 24 Orleans officials have attended the Housing Institute representing 41 percent of the 59 elected and appointed officials in the Town of Orleans that are eligible to attend.

The Institute consists of a series of six workshops that equip officials with the basic knowledge and skills to support affordable housing development in their towns. In the fall of 2021, each workshop will be held in two Lower Cape locations to be accessible to participants from all eight Lower Cape towns, or virtually depending upon the course of the pandemic. Our collaboration with the Massachusetts Housing Partnership (MHP) and the Cape Cod Commission to refine and deliver the curriculum will continue.

The Lower Cape Housing Institute covers a wide range of topics outlined in ATTACHMENT B. As a result of receiving training, Orleans will be better positioned to implement changes in zoning by-laws that

support affordable housing development and ultimately increase the number of affordable units in Orleans's Subsidized Housing Inventory. Furthermore, Orleans will increase its utilization of Community Preservation Act funding for affordable housing and make optimal use of the town's newly established Affordable Housing Trust.

Peer Group Meetings are held each quarter on the Lower Cape and Outer Cape. These 2-hour meetings are open to Town staff involved in housing issues (i.e. Town managers, planners, housing specialists), elected and appointed officials, and Housing Institute participants/graduates. The meetings provide an opportunity for the exchange of ideas and the development of regional solutions to address the Lower and Outer Cape's affordable housing crisis.

The Housing Institute is designed to provide participants with a comprehensive foundation of knowledge and skills to address affordable housing issues. However, many topics are covered only at a basic level. To provide more in-depth knowledge of issues such as affordable housing finance, zoning reform and development of community housing, quarterly trainings are offered on in-depth topics for elected and appointed officials, and Housing Institute participants/graduates.

This application seeks funding to support the 2021 Lower Cape Housing Institutes, Quarterly Peer Groups and Advanced Trainings.

### **3. Alignment with the Town of Orleans's Planning Goals**

#### Alignment with Community Preservation Goals

The Cape Housing Institute is specifically designed to assist the Town of Orleans in creating, preserving and supporting community housing for low-to-moderate income residents including families and seniors. As such, this project is eligible for CPA funds under the Affordable Housing eligible use. By attending the Cape Housing Institute and advanced training, Town officials and staff will have the knowledge and tools that they need to make decisions and implement strategies that increase affordable housing in a way that is appropriate for the town. Furthermore, Orleans will be better positioned to support the creation of affordable housing in a way that protects open space, maintains its historic character and enhances recreational use of land.

#### Alignment with the 2006 Orleans Comprehensive Plan

As stated in the 2006 Orleans Comprehensive Plan, the town's housing goals are:

- To promote the provision of fair, decent, safe, affordable housing for rental or purchase that meets the needs of present and future Orleans' residents. The Town will seek to raise its affordable housing stock to 10% of all year-round units by 2020.
- To promote equal opportunity in housing, both ownership and rental, and give special consideration to meeting the housing needs of the most vulnerable segments of Orleans' population including, but not limited to: very low income (50% of median income), low income (51%-80% of median income), single parent heads of households, elderly, minorities, the homeless, disabled, and others with special needs.
- To utilize, seek out, provide support and encourage the development of innovative strategies designed to address the housing needs of Orleans' residents, with particular attention to the needs of low- and moderate-income renters.
- To integrate the development of affordable housing with protection of the Cape's environment.

The following policies to accomplish these goals are taken from the 2006 Orleans Comprehensive Plan and will be directly supported by the Cape Housing Institute:

Planning Policies:

- The Town should consider other options for affordable housing alternatives adhering to the needs of displaced residents and seasonal employees.
- The Town should monitor changes in the special needs population and provide additional programs and facilities as necessary.

Session one of the Cape Housing Institute lays the foundation for the institute by reviewing regional and town-level data on the current and future housing needs. Session two provides an overview of the different types of planning tools available to meet specific needs.

Zoning Policy:

- Affordable housing should be encouraged in all areas including areas of mixed-use residential and business development, but not in industrial areas.

The Cape Housing Institute will dedicate an entire session to Zoning and Site Selection. Understanding housing types as well as analyzing the housing stock that is missing in your town is critical to making informed decisions about the range of zoning tools available to meet production goals. A local affordable housing developer and architect will provide a unique perspective to zoning options and how they can help or hinder a town in utilizing zoning options that attract the type of development that Orleans desires and requires to reach 10% of affordable housing stock.

Session three will also provide alternatives to current zoning and case studies that demonstrate how the town can meet housing needs in a way that is appropriate for Orleans. Throughout the Institute, we will be focusing on reducing sprawl and protecting open spaces by encouraging village housing close to infrastructure and amenities, which residents prefer.

Finance & Development Policies:

- Residential construction and redevelopment of 10 units or more should provide at least 10% of the proposed units as affordable units, under a program of qualification administered by the Orleans Housing Authority.
- Affordable housing units should be compatible with respect to design, appearance, construction, and quality of materials with other structures in the area.
- Housing contributions should be placed in the Affordable Housing Trust Fund, to be used to further affordable housing initiatives as recommended by the Joint Committee on Affordable Housing.
- Reuse of existing structures as a means for creating affordable housing should be encouraged.

Session four will focus on understanding the complex financing required to develop affordable housing as well as the phases of development as they pertain to the town. In sessions two and four, participants will learn about funding sources and municipal subsidies that can support these processes and attract high quality developments.

Fair Housing Policy:

- In all of its actions the Town shall work to prevent discrimination in housing because of race, color, creed, religion, sex, national origin, primary language, age, political affiliation,

disability, sexual orientation or any other consideration prohibited by law, and shall not knowingly approve any development that so discriminates.

In Session five we will review the historical policies that have led to the homogenous population that we have on the Cape and the resulting Fair Housing regulations that towns must abide by. Participants will understand why each town is legally obligated to act to increase diversity in our region.

Additional Policies:

- Affordable housing units should remain affordable long-term through the use of deed restrictions or rental restrictions.
- The Town should actively participate in regional affordable housing strategies, funding opportunities, and initiatives

Session six will discuss regionalism and the utility of sharing housing staff and knowledge across towns to leverage limited resources and share solutions across the region. This session will also support Orleans participants in identifying concrete action items that are specific to the Town of Orleans such as the goals above. Progress on these goals can be supported by strengthening communication with neighboring towns who are striving toward the same goal or who are hoping to do so. Therefore, participants will be led through a process to identify opportunities for cross collaboration.

#### Alignment with the 2017 Orleans Housing Study

In addition to supporting the goals stated in Orleans' 2006 Orleans Comprehensive Plan, the Cape Housing Institute aligns with strategies laid out in the 2017 Orleans Housing Study:

- Make community education on housing issues a priority
- Provide sustainable funding sources and incentives for affordable housing
- Consider adopting a Municipal Affordable Housing Trust Fund or Other Similar Fund
- Fund a Part-time Housing Coordinator
- Better promote accessory dwelling units
- Explore inclusionary zoning
- Partner with private developers on private property
- Further explore regional partnerships
- Identify suitable Town-owned property for development

The Cape Housing Institute will support the Town of Orleans in achieving each of these goals. However, it is particularly notable that the Cape Housing Institute is described on page 92 as an educational opportunity of particular importance.

The purpose of the Cape Housing Institute is to provide Orleans elected and appointed officials, and staff with the knowledge and skills necessary to increase the supply of affordable housing in their town. By definition, these units will add to Orleans' Subsidized Housing Inventory (SHI) thereby getting closer to meeting the Commonwealth's 10% affordability goal. However, the Institute will go further by teaching participants how to exceed this goal by planning for the future needs of town residents at all income levels. The Cape Housing Institute will support the Town of Orleans in determining its affordable housing needs and implementing strategies to meet those needs in a way that is place-based and contextual.

**4. Action Plan and Timeline**

For year Five of the Housing Institute, the schedule would be as follows:

June 30 – October 1	Housing Institute Planning -revise curriculum & recruit speakers -recruit participants -secure training venues Plan & schedule quarterly trainings
July	Quarterly Training
August	Peer Group Meetings
October 1 – November 15	Hold Housing Institute -hold six, 2.5-hour sessions
October	Quarterly Training
November	Peer Group Meetings
January	Quarterly Training
February	Peer Group Meetings
April	Quarterly Training
May	Peer Group Meetings

**5. Financial Data**

See attached budget. Costs are based on actual costs from the 2019 Cape Housing Institute. Commitments which have been received for funding for the fifth year of the Lower Cape Community Housing Partnership are marked with an asterisk. Each of the five towns of the Lower and Outer Cape which did not make a two-year commitment last year is being asked to commit CPA funds for the 2021 Housing Institute, Quarterly Peer Groups and Advanced Trainings.

**2021-2022 Lower Cape Housing Institute Budget**

	<b>FY 2022</b>	<b>FY 2023</b>	
<b>Income</b>			
Cape & Islands Plate Fund*	\$73,000	\$73,000	
Provincetown CPC Funds*	\$7,500	\$7,500	
Truro CPC Funds*	\$7,500	\$7,500	
Wellfleet CPC Funds	\$7,500	\$7,500	
Eastham CPC Funds	\$7,500	\$7,500	
Orleans CPC Funds	\$7,500	\$7,500	
Brewster CPC Funds*	\$7,500	\$7,500	
Harwich CPC Funds	\$7,500	\$7,500	
Chatham CPC Funds*	\$7,500	\$7,500	
Cape Cod Foundation	\$10,000	\$10,000	
<b>Total Income</b>	<b>\$143,000</b>	<b>\$143,000</b>	
 <b>Expenses</b>			
Salaries & Benefits – Chief Program Officer @ 10%, Project Director @80%, Program Manager @ 60%, Fiscal Manager @ 10%	\$109,000	\$109,000	
Project Implementation - 10 training sessions at \$3,000/session to cover venue fees, speakers, travel, training materials, marketing & consultants	\$20,000	\$20,000	
 Overhead (10%)	\$14,000	\$14,100	\$140,000
<b>Total Expenses</b>	<b><u>\$143,000</u></b>	<b><u>\$143,100</u></b>	
Surplus/Deficit	\$0		

\*Already committed for 2022

## **ATTACHMENT B**

### **CURRICULUM**

Session 1: Introduction to Housing

Session 2: Planning & Needs Assessment

Session 3: Zoning & Site Selection

Session 4: Financing 101 & Development

Session 5: Making the Case for Affordable Housing

Session 6: Developing an Action Plan