

**TOWN OF ORLEANS  
COMMUNITY PRESERVATION PLAN**



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*Community Preservation Committee - June 2020*

# **TOWN OF ORLEANS COMMUNITY PRESERVATION PLAN**

## **OVERVIEW**

### **INTRODUCTION**

In May 2005, the residents of Orleans voted to adopt the modified Community Preservation Act (CPA), replacing the Land Bank program which had been adopted by 71% of Orleans voters in 1998. The Orleans Community Preservation Committee (CPC) was created in September 2005 in accordance with the provisions of the CPA, and is charged with making recommendations to the Town Meeting on how to use CPA funds.

The CPA requires that three categories of community preservation--open space, historic resources, and community housing--each receive at least 10% of the CPA funds available in each fiscal year. Once CPA funds are reserved for a specific purpose, they must ultimately be used for that purpose. The remaining 70% of CPA funds in each fiscal year may be appropriated or reserved at the discretion of the Town for any of the above three purposes, as well as for recreational uses, and funds that are not expended in one fiscal year may be carried over to subsequent years. In addition, up to 5% of CPA funds may be used for related administrative activities; these administrative accounts are closed out at the end of each fiscal year.

The CPC consists of nine members, including members appointed by and representing the Open Space Committee, Park Commission, Planning Board, Housing Authority, Historical Commission and Conservation Commission. The Select Board appoints the other three members.

The CPC is required to study the "needs, possibilities and resources" for community preservation in Orleans. To that end, the CPC meets with Town officials and reviews existing plans and documents relating to open space, recreation, historic resources and community housing. The CPC convenes public hearings to explain the CPA and procedures and to obtain public input on community needs.

### **PURPOSE**

This Plan is a summary of the CPC's work in developing the community preservation goals for Orleans, addressing the four purposes identified in the Community Preservation Act. The Committee reviews the Town's current resources, and considers programs which benefit the community in the four CPA categories. Guidelines were created to evaluate project proposals, as well as the process by which CPC recommendations to the voters are finalized.

This Plan sets out the goals and objectives of the CPC as it continues to implement the CPA in Orleans. The purposes of this Plan are:

1. To establish the framework and goals used to formulate the recommendations to bring to Town Meeting for the use of CPA funds.
2. To provide guidance to the residents and voters of Orleans so that they may understand the purpose of the specific goals that lie behind the CPC's recommendations.

3. To assist the applicants, who will bring proposals to the CPC in the future, to understand the guidelines the CPC will apply in reviewing and recommending projects for funding.

### **GOALS**

Orleans has a history of appreciating the importance of assessing the Town's needs and goals. The Orleans Comprehensive Plan, the Conservation, Recreation and Open Space Plan and the Community Housing Study are among these efforts. The CPC is a resource for carrying out the thoughtful community preservation recommendations in these studies and plans.

Other sections of this Plan discuss goals specific to community preservation within each of the four designated purposes of the CPA. In addition to these goals, the CPC has developed a set of principal guidelines that apply to all projects, regardless of the categories under which they fall. The CPC uses these guidelines in its review and decision-making process, and as such they provide additional guidance to applicants in the preparation of their funding requests.

The CPC anticipates that over time, demand for funds will exceed available resources, and therefore supports the Community Preservation Coalition in its efforts to promote adequate state funding under the provisions of the CPA.

### **DECISION GUIDELINES**

1. Consistency with the Orleans Comprehensive Plan, the Conservation, Open Space and Recreation Plan and the Affordable Housing Strategy Plan as well as any other planning documents that have received wide scrutiny and input.
2. Preservation of the essential character of the Town as described in the Orleans Comprehensive Plan.
3. Acquisition of, preservation of or rehabilitation of threatened resources.
4. Serving currently under-served population(s).
5. Meeting more than one CPA purpose (linking open space, historic preservation, recreation and community housing) or demonstrating why serving multiple needs is not feasible.
6. Feasibility and practicality
7. Urgency.
8. Affordability and ability to be implemented expeditiously and within budget.
9. Advantageous cost/benefit value.
10. Leverage of additional or multiple sources of public and/or private funds.
11. Preservation or utilization of currently owned town assets.

12. Consistency with recent town meeting actions.
13. Successful implementation by applicant of similar projects or demonstrations by applicant of ability to implement project as proposed.
14. Qualifications of any individual or team proposed to work on the project.
15. Endorsement by other municipal boards or departments.
16. Creation of incentives for other public and/or private projects and/or collaboration to occur.
17. Provision for a dedicated source of funding for on-going maintenance, not from CPA funds.
18. Compliance with the current or proposed Orleans Zoning Bylaw and/or the laws of the Commonwealth.

The general guidelines stated above apply in combination with category-specific goals outlined below in the next four sections of this Plan.

### **PROCESS**

The CPC is primarily a source for funding, rather than an initiator of projects. Town boards and departments, civic organizations and residents may bring proposals for funding to the CPC. The CPC will give favorable consideration to those proposals that best meet these guidelines and are consistent with Orleans' goals in the area of open space, historic resources, community housing and recreation.

The CPC does not have the power to appropriate funds for particular projects. It can only make recommendations to Town Meeting. Under the law, the power to appropriate CPA funds is reserved solely for Town Meeting after it receives the recommendation(s) from the CPC. Therefore, it is critical that the CPC develop a strong and consistent rationale for its recommendations.

The CPC intends to become a consistent and reliable funding source for community preservation activities. To this end the CPC may recommend that some or all CPA funds be reserved for significant projects and opportunities in the future.

### **FURTHER INFORMATION**

This document, as well as links to a wide range of community preservation information, including the Application for Community Preservation Funding, is available on the Town's web site at [www.town.orleans.ma.us](http://www.town.orleans.ma.us).

**TOWN OF ORLEANS  
COMMUNITY PRESERVATION PLAN**

**OPEN SPACE**

**BACKGROUND**

Historically, Orleans has demonstrated a strong and enduring commitment to finding resources to acquire and protect significant areas of open space. There is a broad-based recognition that diverse open spaces contribute a variety of economic, ecological and intangible community benefits that improve the quality of life in the town. Protection of ground water resources; mitigation of storm hazards like flooding; public access to our waters and forests – these and other benefits all burnish the attractiveness of the Town’s tourism dominated economy. Moreover, year-round recreative and ecological services for visitors and residents, pets, flora and wild fauna collectively enhance a special ‘sense of place’ that both residents and visitors cherish.

This statement reviews progress in protecting open space to date and discusses future priorities. It is meant to complement the statement on Recreation found in this Community Preservation Plan, build on the Orleans Comprehensive Plan of 2001 (updated in 2006), the 2016 Conservation, Recreation and Open Space (CROS) Plan, and is consistent with the draft Regional Policy Plan of the Cape Cod Commission (2019).

In 1985 Orleans established an Open Space Committee and set an initial goal of putting at least 400 acres under protection by the Town.

**ACCOMPLISHMENTS**

Orleans has achieved that goal, and much more.

The Town began a strong preservation program in the late 1980's. The 2016 CROS Plan noted that between 1987 and 2015, Orleans citizens supported Town Meeting warrants to purchase \$22.8 million worth of conservation and recreation land. During this period, the Town received more than \$4.0 million in state and federal grants and private funds to assist in these purchases. Many of these acquisitions (approximately 125 acres) were facilitated by the Land Bank, which was approved by Orleans voters in 1998. Subsequently, the Land Bank arrangement was superseded by the Community Preservation Act (CPA), which the Town adopted in May of 2005.

Under the CPA, income is derived from a state contribution and local tax revenue. The state match has been diminishing over time. The Town may leverage CPA resources by using bonds to finance a portion of acquisition costs, the Twinings purchase being one example. Since the 2016 Plan, the Town has spent \$900,000 for three new properties: 2.3 acres adjacent to the Town Landing at the end of Portanimicut Rd. (141 Portanimicut Rd.) for \$500,000, 2 acres at 61 Namequoit Rd. for \$275,000 and 66 acres north of Nauset Beach on the Stage Flats for \$125,000.

In total, Orleans currently has more than 2,592 acres of protected open space land that is owned and managed by a variety of public and private agencies, and by individuals. As of February 2019, the Town estimates that 482.9 acres have been protected by public purchase or conservation restrictions with CPA, land bank and grant resources. After the Federal Government, the Orleans Conservation Trust (OCT) is the other major conservation landholder in the community owning 490.57 acres (OCT January 2019) of natural areas and protecting another 176 acres (OCT January 2019) through conservation restrictions. There are 368 acres of protected lands held by other agencies and trusts. Publicly owned conservation and recreation lands represent roughly 20% of the Town's area.

Clearly, a lot has been accomplished but, as building pressures intensify and the probable impacts of climate change become clearer, there is an increasing awareness that more needs to be done.

Looking forward, in concert with other actors, the Town is exploring purchase opportunities that will increase public access to coastal areas, expand watershed protection, protect wildlife corridors, accommodate for sea level rise and phenomena like marsh retreat, explore new bike route options, seek landscape level impacts such as large forest or pasture footprints and work to better protect scenic vistas.

These interests support the goals and policies on open space and recreation outlined in the updated Orleans Local Comprehensive Plan (2006) in Section 11.2, entitled, GOALS & POLICIES, which sets forth the following:

**GOAL**

To protect as open space as much land as possible, in order to preserve a healthy natural environment, safeguard ground water quality, provide habitat for wildlife, provide extensive opportunities for recreation and retain the picturesque quality of the Town.

This Goal is followed by a set of policies to follow to help achieve it.

**POLICIES**

Management of shared open space and natural resources such as Nauset Beach, Town Cove and Pleasant Bay should be done in cooperation with neighboring towns, where appropriate.

The design of proposed developments should fully protect water resources, historic and archaeological sites, scenic vistas and wildlife habitat areas.

Open space within proposed developments should be contiguous and interconnecting with adjacent open space when present, and be subject to permanent conservation restrictions.

Development located adjacent to already preserved conservation land should be planned in a way that prevents adverse impact to that land and maximizes the overall area of contiguous open space.

Management plans should be created and maintained for all open space lands under Town stewardship.

Ecologically sensitive land and water bodies should be protected to enhance ground water recharge, wildlife habitats, scenic views, salt and fresh water quality, and the small seaside character of the Town.

### **GOAL**

To provide reasonable access to protected conservation and recreation lands for persons with varying physical abilities due to age and mobility factors or a disability.

### **POLICIES**

Suitable access for disabled or otherwise severely physically disadvantaged persons should be provided to open space lands, as appropriate to and possible in each area.

Finally, in line with these over-arching considerations, in assessing a potential purchase, the Open Space Committee and Select Board (BOS) have established evaluation criteria. The list of criteria consists of seven land use types. Properties which meet more than one of the following types are considered more valuable than properties which meet only one. The types are listed as follows:

1. Well fields, such as aquifers, recharge areas for water;
2. Coastal lands such as (ocean/pond frontage, beaches, and dunes);
3. Natural or Wildlife Preserves;
4. Scenic Vistas;
5. Trails such as (walking & biking);
6. Recreational Potential (passive or active);
7. Wetlands;
8. Forest lands;
9. Agricultural Lands.

**TOWN OF ORLEANS  
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**RECREATION**

**BACKGROUND**

The Community Preservation Act defines Recreational use as "active or passive recreational use including, but not limited to, the use of land for community gardens, trails, and noncommercial youth and adult sports, and the use of land as a park, playground or athletic field." The focus for CPA recreational projects is on outdoor passive or active recreation, such as the use of land for community gardens, trails, noncommercial youth and adult sports, and parks, playgrounds or athletic fields.

CPA funds may not be spent on ordinary maintenance or annual operating expenses, and some facilities, such as a stadium, are not permitted. A 2012 amendment to the law allows for the rehabilitation of existing outdoor recreational facilities, including the replacement of playground equipment and other capital improvements, in addition to facilities created through the CPA.

The Town of Orleans offers a number of recreational activities and facilities to town residents and visitors. These are organized, supported, and maintained by the Natural Resources and Recreation Departments, the Park Commissioners, the Conservation Commission, and the Elementary and Nauset Regional School Committees. Non-profit organizations offering recreational opportunities include the Orleans Conservation Trust and Nauset Together We Can, while groups of citizens have also come together to develop recreation projects in the town.

**ACTIVE RECREATION FACILITIES**

The Town recreation area for active sports is the Eldredge Park/Middle School/Elementary School Complex, which contains a variety of playing fields, two playgrounds and a band shell. Cape Cod League baseball games and other high level sports events are held at Eldredge Park, recently cited as one of the finest amateur baseball fields in the country. Other field space is located on the school fields, including a baseball and three softball diamonds, six tennis courts, an outdoor basketball court, a mile stone-dust track, and soccer fields. These facilities are used by the schools during the school year and by the Recreation Department year-round. The complex also contains a skateboard park operated by Nauset Together We Can. The other recreation field is the Little League field adjacent to Town Hall on School Road.

**PASSIVE RECREATION FACILITIES**

Orleans has many beautiful beaches. The 858-acre Nauset Beach provides ocean-surf recreation on the Atlantic Ocean and includes supporting facilities for visitors such as restroom facilities, food vendors and generous parking. Skaket Beach, on Cape Cod Bay, offers a safe beach environment for young children, a snack bar, restrooms and parking. Pilgrim Lake, Baker's Pond and Crystal Lake offer convenient fresh water beaches with limited parking. All are extensively used by year-round residents, summer residents, and tourists.

In addition to beaches, the Town has purchased a number of strategically located parcels throughout the Town and made them open to the public for walking, bird-watching, and other passive types of recreation. There are 11 other such parcels in town with a total of 126 acres, ranging in size from the single acre Meadow on the Cove to the 42-acre John Kenrick Woods. The other nine are Kent's Point, Baker's Pond, Council on Aging, Rail Trail, Christian Property, Pilgrim Lake Beach, and Windmill on the Cove, Village Green, and Window on the Cove.

## **NEEDS**

Town surveys were conducted in 1999 and 2005 by the Planning Department as input for drafting the Local Comprehensive Plan adopted by the Town in 2001 and updated in 2006, and most recently in 2014 as part of the 2016 update of the Conservation, Recreation and Open Space (CROS) Plan. Completion of the CROS Plan was funded through the CPA. These surveys, plus additional input from town citizens, identified a list of recreational needs. The 2016 CROS Plan reported that, in 2014, the three priorities for new recreational facilities that people would like to see constructed were the same as in 1999: conservation areas, public access to fresh and salt water and shorelines, and bike trails. In 2014 there was relatively less support for neighborhood parks and golf courses, and more support for hiking and skiing areas, town landings and picnic areas, than in 1999.

## **GOALS**

The stated recreation goal in the Orleans Comprehensive Plan is "to provide, improve, and where needed, expand opportunities, programs, and facilities for passive and active recreation during all seasons to support the needs of residents and visitors of all ages." The CROS Plan lists the following recreation goals and objectives:

- Meet residents' recreational needs by making the most of the Town's unparalleled recreational assets;
- Meet local recreation needs through a balanced offering of programs;
- Upgrade recreation facilities as needed to provide better service to residents;
- Upgrade fresh and salt water bathing and boating facilities, with assistance from the Harbormaster and other agencies where appropriate;
- Encourage use of bicycles on safe routes to reduce congestion, conserve energy and improve air quality;
- Provide recreation opportunities for residents with varying levels of ability; and
- Coordinate management of recreation resources which cross town boundaries

The Community Preservation Committee supports these goals and objectives, and is committed to funding related projects which meet the criteria of the Community Preservation Act. Projects funded through the CPA since 2006 are listed in the Appendix.

# **TOWN OF ORLEANS COMMUNITY PRESERVATION PLAN**

## **HISTORIC PRESERVATION**

### **BACKGROUND**

Our view of the Orleans area from an historical perspective includes observations from Gosnold in 1602, Champlain in 1605. It is also shaped by Native Americans dwelling in and farming the area that subsequently was settled by the colonists from Plymouth in 1644 and incorporated as the town of Nauset in 1646. The Town was renamed Eastham in 1651. In 1797, the South Parish of Eastham separated and incorporated as the Town of Orleans.

The Historical Commission has identified distinct threads of history that combine to form our unique heritage. These threads are:

- Pre-1620 native civilization
- Pre-1797 roots in the Plymouth Colony
- Civic Development
- Seafaring history
- Lifesaving heritage
- Education history
- Arts and cultural development
- The built environment through the years
- Role in our nation's wars
- Agriculture
- Commerce

The Community Preservation Committee is committed to aiding in the preservation of the rich heritage of our Town.

### **RESOURCES**

There are a number of public and private Orleans entities engaged in the preservation of our history. These include:

- Orleans Historical Commission
- Orleans Historical Society
- Site Plan Review Committee
- Architectural Review Committee
- Old Kings Highway Regional Historical Committee
- Cape Cod Commission
- Massachusetts Historical Commission

### **NEEDS**

While the Town has a functioning Demolition Delay Bylaw, its impact is very limited. Current economic trends and limited availability of affordable land for relocation of such structures can and do restrict opportunities for preservation. Public education and creative incentives to deter destruction of historically significant structures is needed. The establishment of manageable

Historic Regions/Districts, both small and large, needs to be made acceptable and desirable for property owners. The recognition is a public function of citizens who have recognized the importance and responsibility of such preservation in terms of overall Town interests as well as their own. The raising of this public awareness and support needs attention and financial support.

## **POSSIBILITIES**

Prospects that have been cited by the Historical Commission and other sources are listed below:

- Preservation of historical materials: Provide adequate and proper archival storage facilities for both private and public historical documents and artifacts relating to the history of the people and places of the Town of Orleans.
- Historic designations: Properly designate and inform the public with regard to the historic sites within the Town. This would include, but not be limited to enhancements and additions to current markers, and providing informative plaques and markers for historic structures and areas.
- Historical gravesites: Restoration of Orleans' cemeteries and gravestones.
- Historic media: Recording and/or protecting oral histories, photographs, negatives, video tapes, discs, documents, and illustrations currently in both private and public hands.
- National Register listings: Assistance in the form of preparation and submission of required forms and financial assistance where needed.
- Historic Property Survey: Enhance and update the current survey.
- Scenic roads: Create formal list of officially designated scenic roads in Town and determine others as possible additions.
- Local Historic Districts: Reorganize Orleans local Historical District Study Committee under the direction of the Orleans Historical Commission and provide necessary funds to educate and implement.
- Archeological sites: Particular focus on pre-European settlement sites and Native American lands in South Orleans settlement. Identification of protection needs to be verified.

## **GOALS**

The CPC, in consultation with the Orleans Historical Commission, has identified the following historical preservation goals. Proposals brought before the CPC must meet at least one of the following conditions:

- A project which contributes to the essential element of public education on the history and heritage of Orleans, and the importance of the "built environment" in preserving our heritage.
- A project which preserves, restores, and/or rehabilitates a structure, landscape, artifact that is on the Orleans Historic Property Survey or that has been designated by the Historical Commission as being historically significant.

Proposals may be given preference for funding if they accomplish some or all of the following objectives:

- Protection, preservation, enhancement, restoration or rehabilitation of a historic, archaeological or cultural resource, especially those that are threatened. Resources may be either public or private.
- Protection, preservation, enhancement, restoration or rehabilitation of an historical aspect of a property or site.
- Encouragement of the use of historic buildings for affordable housing, while maintaining the historic character and integrity of the building and site.
- Encouragement of the preservation of historic landscapes as open space.
- Serve a community need to the greatest extent possible
- Provides for the education of the public on the importance of historic preservation.

**TOWN OF ORLEANS  
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**COMMUNITY HOUSING**

**GENERAL INFORMATION / BACKGROUND**

Orleans has three major housing organizations. They are the Orleans Housing Authority, the Orleans Affordable Housing Committee and the Affordable Housing Trust. There are also 144 units of privately-owned elderly housing in town, 100 of which are subsidized by the federal government.

**THE HOUSING AUTHORITY**

The Housing Authority is comprised of four locally elected Housing Authority Commissioners plus one commissioner who serves as an appointee of the Governor. The Housing Authority is empowered to carry out the duties of a local housing agency under Chapter 121B of Massachusetts General Law. These duties include the planning, construction, operation and maintenance of rent subsidized housing for low income individuals and families, veterans, the elderly and the disabled. Though the Authority is State funded, the Board of Commissioners are all citizens of the Town of Orleans.

The Housing Authority owns, maintains and manages 100 units of elderly and 11 units of family-low income state subsidized public housing in Orleans. Additionally, there are four affordable one bed room apartments in the Windmill Village. The Authority owns two Special Needs group homes which provide housing for 14 individuals. These buildings are leased to a non-profit service provider, Cape Abilities.

**THE AFFORDABLE HOUSING COMMITTEE**

The Affordable Housing Committee (AHC) originally established by the Select Board was reestablished by Town Meeting Warrant Article in May of 2018. The Town voted to amend the General Bylaws to add a new section to Chapter 104 creating the AHC. In addition to the previous responsibilities, the AHC was specifically tasked with advising the newly formed Municipal Affordable Housing Trust Fund (see below) and the Select Board.

**GOALS**

The goals of the AHC are to create, maintain and support affordable housing initiatives in the town of Orleans. The AHC is also tasked with advising the Affordable Housing Trust and the BOS in furthering these goals. In the fall of 2017, the Town funded a Community Housing Study which specifically identified the needs of our community. At the time of publication of the study, Orleans was close to the 10% state affordability goal with a total of 9.33% of year-round units qualifying as affordable. Although close to the state goal, the study recognizes that the need for affordable units far surpasses the 10% state goal. Specifically, the current goal is to create 100 units of affordable housing within the next 10 years, 85% rental units and 15% ownership opportunities. (The Full Report can be found on the Town of Orleans website.)

## **RECENT ACCOMPLISHMENTS**

- 1) The AHC successfully advocated for the Town to establish a Municipal Affordable Housing Trust Fund.
- 2) In addition to establishing the Trust, the AHC successfully advocated to create a consistent funding stream to the Trust. The Town agreed to provide an annual contribution of \$275,000. The Town also voted to contribute \$300,000 of CPA funds to the Trust in 2018.
- 3) The AHC, with funds from CPA, assisted the Homeless Prevention Council in creating an affordable unit which was completed in 2018. This unit does qualify for the Orleans Affordable Housing Inventory.
- 4) A local non-profit, supported by the Affordable Housing Committee, is developing a multi-unit housing community for autistic adults on land purchased with CPA funds. This project recently obtained full funding and broke ground in February, 2019. This community will add 15 units to the Orleans Affordable Housing Inventory.
- 5) In May of 2017, the AHC supported zoning amendments which will allow more apartments within the Village Center District, as well as a 10% Inclusionary Zoning requirement. The Inclusionary Zoning requires any project creating 10 or more housing units to include 1 affordable unit per 10.
- 6) Presently, the AHC is working with the BOS to assess the conversion of the Cape Cod Five Operations Center into affordable housing. The AHC recently voted to use \$25,000 of CPA funds appropriated in May of 2018 to hire an architect to examine the property.

## **ONGOING IMPORTANT GOALS**

The AHC will continue to strive to meet the goals established by the Community Housing Study to fulfill a vision for a safe and health community by promoting age, social and economic diversity and nurture skills necessary to our community. This goal will be achieved by continuing to explore new Affordable Housing opportunities and advising the newly formed Trust and Select Board in how best to further potential projects. The AHC will continue to identify additional revenue streams for the Trust and these funds will provide for the acquisition, development, redevelopment and retention (of affordable homes) and renovation as the opportunity arises.

## **FURTHER GOALS** (p.15-16 of Community Housing Study, there if more detail is desired)

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.

To promote equal opportunity in housing, both ownership and rental, and give special considerations to meeting the housing needs of the most vulnerable segments of Orleans population included, but not limited to: very low income (50% Area Median Income), low income (51-80% AMI) 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.

Integrate the development of affordable housing with protections of the Cape's environment.

### **ORLEANS MUNICIPAL AFFORDABLE HOUSING TRUST**

An affordable housing trust was first established in 2001 as a source of funding for affordable housing. Subsequent revisions to Massachusetts law allowed for a more robust trust to be established. The May 2018 Town Meeting voted to create a Municipal Affordable Housing Trust Fund pursuant to M.G.L. c. 44 §55C. The Trust is funded by Town Meeting approval of an annual \$275,000 surtax, by grants from the Orleans Community Preservation Committee (CPC) and private donations. The Fund is administrated by a nine-member Board of Trustees, appointed by the Orleans Select Board. The Board of Trustees is equipped with several powers, perhaps the most important is the ability to purchase and sell real property without the need of approval at Town Meeting. The Trust may purchase or sell real property in furtherance of its goals to create and preserve affordable housing with approval from the Select Board. The Trust Board, appointed by the Board of Selectman in January 2019, has a full complement of nine members.

### **GOALS**

The purpose of the Trust is to provide for the creation and preservation of affordable housing in Orleans for the benefit of low and moderate income households, whose incomes do not exceed 100% of the Average Median Income (AMI) of Barnstable County. The Affordable Housing Trust and the Affordable Housing Committee share many goals and work closely together. Many of these goals are outlined in the 2017 Orleans Community Housing Study. The Trust is alone empowered to execute transactions to further the mission of increasing affordable housing inventory. The Trust has specific powers to perform its mission, including, the ability to buy, sell or lease property, borrow money and execute contracts.

### **THE CHALLENGE**

The 2017 Orleans Community Housing Study recommended the goal of creating 100 units in 10 years. There are multiple paths to accomplishing that goal, none of them easy or predictable. The goal of the Orleans Comprehensive Plan is to provide affordable housing throughout the Town and not cluster it in one place. The vast majority of the future affordable housing will likely be built in the downtown area where there will be sewers to accommodate the added nitrogen loading. In addition, to build single homes or smaller developments in residential areas will require significantly larger town subsidies because federal and state subsidies favor the larger projects.

A project can be subsidized in several ways, including land purchase, acquisition of existing property, buy-down (reducing the purchase cost of a property to the home buyer), or direct subsidy to a developer. Given recent experience of the Trust, it can be assumed that subsidies from the Town will be upwards from \$100,000 per unit, and considerably more for single or smaller developments in residential areas. That means to reach our goal of 100 units in 10 years the local cost will be well over \$10 million.

APPENDIX 1  
**CPC APPROPRIATIONS FOR  
 OPEN SPACE, COMMUNITY HOUSING, HISTORIC RESOURCES, RECREATION  
 2006 – 2019**

**OPEN SPACE**

Town of Orleans Pre-Acquisition Funds	\$ 84,000
Town of Orleans Debt Payments	\$ 7,770,690
61 Namequoit Rd. Property Purchase	\$ 75,000
Orleans Conservation Trust – Fleck/Twinings Pond Property	\$ 180,000
Town of Orleans – Fleck/Twinings Pond Property Debt Retirement	\$ 96,000 *
Odd Fellows Lodge Conservation Restriction	<u>\$ 50,000</u>
	\$ 8,255,690

**COMMUNITY HOUSING**

Town of Orleans Community Housing Projects	\$ 503,000
Town of Orleans Housing Trust Fund	\$ 747,004
Habitat Namskaket Rd/Bevan Way	\$ 650,000
Cape Cod Village	\$ 450,000
Canal House (CDP)	\$ 20,000
HECH Emergency Loan Program	\$ 83,996 **
Emmaus House (Federated Church)	\$ 25,049
HPC Affordable Housing Apt. Unit	\$ 135,000
Campbell-Purcell Reg. Housing Development	\$ 100,000
CDP Housing Institute	<u>\$ 22,500</u>
	\$ 2,736,549

**HISTORIC RESOURCES**

Town of Orleans Preservation Projects	\$ 441,130***
Orleans Historical Society Preservation Projects	\$ 639,945
Academy of Performing Arts Restoration	\$ 471,800
Sea Call Farm Restoration	\$ 101,475
Odd Fellows Lodge/Northwest Schoolhouse Restoration	\$ 296,745
Federated Church Preservation/Restoration Projects	\$ 86,137
OCP Historic Markers	\$ 37,700
Orleans Cemetery Ass. Vault Door Repair	\$ 1,126
French Cable Station Museum Artifact Preservation	<u>\$ 31,625</u>
	\$ 2,107,683

**RECREATION**

Town of Orleans Recreation Projects	\$ 368,254
Nauset Together We Can Skateboard Park Creation and Improvements	\$ 84,936
OCT Town Wide Trail Guide and Brochure	\$ 19,050
Orleans Community Playground Enhancement	\$ 30,000
OCT Trail Kiosks	<u>\$ 9,900</u>
	\$ 512,140

**OPEN SPACE/RECREATION**

CROS Plan Completion	\$ 12,000
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Portanimicut Rd. Property	\$ 500,000
Hannah Property	\$ 125,000
OCT Nesting Habitat	<u>\$ 1,275</u>
	\$ 638,275

\* \$120,000 was originally borrowed in May 2012 for the Conservation Restriction on this property

\*\* \$177,000 was originally appropriated (in 2 separate town meetings) but a total of \$93,007 of that was transferred to the Orleans Affordable Housing Trust in Oct. 2018 and May 2019 (via the Undesignated Fund Balance)

\*\*\* Includes \$193,000 for Old Firehouse Restoration.

APPENDIX 2  
**CPC TOWN OF ORLEANS PROJECTS AND OPEN SPACE DEBT**  
**2006 - 2019**

<u>PROJECTS</u>	<u>AMOUNT</u>
<b>Community Housing</b>	
Rt. 6A Affordable Housing – Design ((May 2006) (\$9,587 spent)	\$ 40,000
Hinckley Rt. 6A Affordable Housing (May 2009)	\$ 398,000
Housing Trust Fund (May 2009)	\$ 14,000
Housing Trust Fund (May 2012)	\$ 40,000
Housing Development Support Funds (May 2013)	\$ 5,000
Demographic Housing Study (May 2016)	\$ 35,000
Affordable Housing Consultant (May 2018)	\$ 25,000
Affordable Housing Trust Fund (Oct. STM 2018)	\$ 344,813*
Affordable Housing Trust Fund (May 2019)	\$ 300,000
Affordable Housing Trust Fund (May 2019)	<u>\$ 48,191**</u>
	\$1,250,004
<b>Historic Resources</b>	
Cemetery Restoration (May 2006, Oct. 2006, May 2008)	\$ 41,000
H.K. Cummings Photograph Collection (Oct. 2006)	\$ 10,560
Town Records Preservation (Oct. 2006)	\$ 4,470
Jonathan Young Windmill Restoration (May 2007)	\$ 18,100
Snow Library Cape Codder Digitization (May 2011)	\$ 17,000
Putnam Farm Rehabilitation and Restoration (May 2011)	\$ 47,500
Old Firehouse Renovation (May 2013, May 2014, May 2018)	\$ 193,000***
Historic Inventory Revision/Update (May 2015)	\$ 90,000
Historical Comm. Preservation Consultant (May 2017)	\$ 9,500
Veteran’s Memorial Park Restoration Plan (May 2019)	<u>\$ 10,000</u>
	\$ 441,130
<b>Open Space</b>	
Open Space Pre-Acquisition Funds (May 2006, May 2011)	\$ 84,000
Fleck/Twining Pond Property Debt Payment (May 2016)	\$ 96,000****
61 Namequoit Rd. Property Purchase (Oct. 2016)	\$ 75,000
Open Space Debt (May 2006 – May 2019)	<u>\$7,770,690</u>
	\$8,025,690
<b>Recreation</b>	
Eldredge Park Irrigation System (May 2006)	\$ 28,000
Bikeway Feasibility Study (May 2008)	\$ 40,000
Senior Center Walkway (May 2008, May 2009)	\$ 80,000
Eldredge Park Irrigation Well (May 2013)	\$ 112,000
Outer Beach Recreational Facilities Management Plan (May 2014)	\$ 40,000
Eldredge Park Playground Improvements (May 2016)	\$ 9,500
Conservation Commission Garden Fences (May 2017)	\$ 19,000
Eldredge Park Playground Improvements (May 2019)	<u>\$ 35,754</u>
	\$ 368,254

Open Space/Recreation

CROS Plan Update Completion (May 2015)	\$ 12,000
Portaminicut Rd. Property Purchase (May 2016 STM)	\$ 500,000
Hannah Property Purchase (Oct. STM 2018)	<u>\$ 125,000</u>
	\$ 637,000

\*\$44,813 of total transferred from HECH Loan Program thru CPA Undesignated Fund Balance

\*\*Transferred from HECH Loan Program thru CPA Undesignated Fund Balance

\*\*\*Property owned by Town of Orleans – some applications submitted by Orleans Community Partnership

\*\*\*\*Remaining debt paid off (\$120,000 borrowing authorized May 2012) – short term debt principle/interest cost included in Open Space Debt Item

APPENDIX 3  
**CPC NON-PROFIT ORGANIZATION PROJECTS**  
**2006 - 2019**

<u>ORGANIZATION/PROJECTS</u>	<u>AMOUNT VOTED</u>
Academy of Performing Arts	
Restoration – Phase 1 - Sprinkler System (May 2006)	\$ 75,000
Restoration – Phase 2 - Foundation (Oct. 2006)	\$ 12,500 *
Restoration – Phase 3 - Heating System (May 2007)	\$ 44,500
Restoration – Phase 4 – Design and General (May 2013)	\$ 89,800
Restoration – Phase 5 – Major Rehabilitation/Preservation (May 2018)	<u>\$ 250,000</u>
	\$ 471,800
Orleans Historical Society	
Archiving Photographs (May 2006)	\$ 26,012
Meeting House Roof (Oct. 2006)	\$ 21,907
Oral Histories Transcription/Duplication (Oct. 2006)	\$ 8,700
Meeting House Master Plan (May 2007)	\$ 25,000
Museum Artifacts and Books Preservation (May 2007)	\$ 6,086
Meeting House Electrical Work – Phase 1 (May 2008)	\$ 4,570
Museum Valuation Ledgers Preservation (May 2008)	\$ 2,400
Historic Interviews Preservation (May 2008)	\$ 18,400
Historic Lifeboat Restoration (May 2009)	\$ 65,000
Meeting House Electrical Work – Phase 2 (May 2009)	\$ 3,770
Document/Photograph Restoration – Phase 1 (May 2010)	\$ 14,500
Document/Photograph Restoration – Phase 2 (May 2011)	\$ 29,000
Property/Septic System Survey (May 2011)/Arch. Drawings (May 2014)	\$ 20,000
Archival Preservation – Phase 3 (May 2012)	\$ 7,000
Meeting House Storm Windows (May 2013)	\$ 9,450
Archival Preservation - Phase 4 (May 2014)	\$ 8,150
Expansion Plans (May 2015)	\$ 20,000
Meeting House Renovation (Oct. 2017)	\$ 150,000
Meeting House Preservation (May 2019)	<u>\$ 200,000</u>
	\$ 639,945
Sea Call Farm	
Restoration – Phase 1 – Farmhouse (Oct. 2006)	\$ 21,670
Restoration – Phase 2 – Farmhouse (May 2007)	\$ 17,095
Restoration – Phase 3 - Greenhouses (May 2008)	\$ 31,000
Restoration – Phase 4 - Orchard (May 2010)	\$ 14,935
Restoration – Phase 5 - Pasture (May 2011)	<u>\$ 16,775</u>
	\$ 101,475
Odd Fellows, Lodge No. 132	
Restoration – Phase 1 – Hall Foundation (Oct 2006)	\$ 50,000
Restoration – Phase 2 – Hall Basement/Fire Safety (May 2008)	\$ 95,000
Restoration – Phase 3 – Hall Windows/Clapboards (May 2009)	\$ 35,000
Restoration – Phase 4 – Architect/Hall Painting (May 2010)	\$ 47,440
Restoration – Phase 5 – Architect/Nat. Reg. App.(May 2012)	\$ 56,900
Restoration – Phase 6 – Architect/Construction Documents (May 2014)	\$ 10,250

Restoration – Phase 7—Sign/National Register App. (May 2015)	<u>\$ 2,155</u>
	\$ 296,745
Conservation Restriction (May 2007)	<u>\$ 50,000</u>
	\$ 346,745
Nauset Together We Can	
Skateboard Park Creation (May 2007)	\$ 65,936
Skateboard Park Improvements (May 2017)	<u>\$ 19,000</u>
	\$ 84,936
Federated Church	
Sprinkler System (May 2008)	\$ 65,000
Sanctuary Roof Shingles (May 2014)	\$ 10,000
Sanctuary Lightning Protection Equipment (May 2015)	\$ 11,137
Emmaus House (May 2015)	<u>\$ 25,049</u>
	\$ 111,186
Orleans Conservation Trust	
Fleck/Twinings Pond Property (May 2010)	\$ 60,000
Fleck/Twinings Pond Property – Phase 2 (May 2012)	\$ 120,000**
Town Wide Trail Guide (May 2014)	\$ 15,000
Brochure (May 2017)	\$ 4,050
Trail Kiosks (May 2018)	\$ 9,900
Nesting Habitat Enhancement (May 2019)	<u>\$ 1,275</u>
	\$ 210,225
Habitat for Humanity of Cape Cod, Inc.	
Namskaket Rd. Housing (May 2012)	\$ 615,000
Sixth Habitat House (May 2014)	<u>\$ 35,000</u>
	\$ 650,000
Cape Cod Village, Inc.	
Cape Cod Village Property Purchase (May 2014)	\$ 350,000
Cape Cod Village Property Development (May 2016)	<u>\$ 100,000</u>
	\$ 450,000
Community Development Partnership	
Canal House (May 2014)	\$ 20,000
Housing Institute for Municipal Officials (May 2018)	\$ 15,000
Housing Institute for Municipal Officials (May 2019)	<u>\$ 7,500</u>
	\$ 42,500
Orleans Community Playground Building Fund, Inc.	
Community Playground Enhancement (May 2014)	\$ 30,000
Orleans Community Partnership, Inc.	
Interpretive Historic Markers (May 2015)	\$ 8,400
Interpretive Historic Markers (May 2016)	<u>\$ 29,300</u>
	\$ 37,700
Harwich Ecumenical Council for the Homeless	
Housing Emergency Loan Program (May 2015)	\$ 73,187***
Housing Emergency Loan Program (May 2016)	<u>\$ 10,809****</u>
	\$ 83,996

Homeless Prevention Council Affordable Housing Apt. Unit (May 2017, May 2018)	\$ 135,000
Orleans Cemetery Association Vault Door Repair (May 2018)	\$ 1,126
Campbell Purcell Developers Regional Affordable Housing Development (May 2018)	\$ 100,000
French Cable Station Museum Artifact Preservation (May 2019)	\$ 31,625

\*\$102,800 was originally appropriated but \$89,800 of that was transferred in May 2013 for design.

\*\*In a separate article, an additional \$120,000 was borrowed by the Town in exchange for the Conservation Restriction and that debt was retired in May 2016. (See Town of Orleans Open Space Appropriations)

\*\*\*\$118,000 was originally appropriated, but \$44,813 of that was transferred in Oct 2018 to the Orleans Affordable Housing Trust thru the Undesignated Fund Balance.

\*\*\*\*\$89,000 was originally appropriated but \$49,191 of that was transferred in May 2019 to the Orleans Affordable Housing Trust thru the Undesignated Fund Balance