

Housing draft

III.HOUSING

III. A: Introduction

A comprehensive plan needs to address several key housing issues. These include changes in conditions and needs as well as projecting future demand for housing.

State Goal

To encourage and promote affordable, decent housing opportunities for all Maine citizens.

III. B: Summary of 1998 Plan

The number of homes in Orland increased by about 50 percent between 1970 and 1990. While there was about a 33 percent increase in year-round homes, the number of second homes nearly doubled. As of 1990, there were 1,068 dwellings in Orland (732 year-round and 336 seasonal). Another 155 year-round homes were expected by the year 2005.

Most homes in 1990 (88 percent) were owner-occupied rather than rented. Rents in Orland were below the county average, 33 percent of renters were paying less than \$250 in 1990. Housing conditions in Orland had improved dramatically although there were still some units lacking basic amenities such as complete plumbing.

III.C: Key Findings for 2016

Between 1990 and 2010, the number of dwellings in Orland increased by 402 units or nearly 37%. This was faster than the county rate, which was just under 33%. About one-third of the homes in Orland are seasonal. The number of year-round units is increasing faster than the year-round population. Between 2000 and 2010, population and year-round occupied units increased by 4.3 and 10.9 percent respectively. This is due to smaller household sizes. Orland can expect more homes to be built even if the town loses population.

According to the Maine State Housing Authority (MHA) in 2017 housing in Orland is the third most affordable along with Bucksport than in the county as a whole. The median sales price for a single family home in Orland was \$157,450 in 2017 compared to \$210,000 for Hancock County. Most people in Orland live in single-family homes. There were only 44 duplex or multi-family units in town in 2010.

III. D: Analysis

(1) How many additional housing units (if any), including rental units, will be necessary to accommodate projected population and demographic changes during the planning period?

1. Change in Dwelling Units

The number of dwelling units (vacant and occupied) in Orland increased by 37.6 percent (402 units) between 1990 and 2010 (see Table III.1). This is faster than the county rate of 32.7 percent. The data in Table III.1 show trends for year-round and seasonal dwellings. In 2010 about two-thirds of the homes in Orland were year-round. While the number of year-round homes increased from 670 in 1990 to 976 in 2010, the growth rate was slower (10.9 percent) for the 2000-2010 period than the 31.3 percent rate for the previous decade.

The number of seasonal homes decreased by 4.7 percent in the 1990s, but increased by 25 percent between 2000 and 2010. Seasonal homes increased at a much faster rate than year-round homes between 2000 and 2010. These changes are not necessarily due to new construction or demolition. A summer home may be converted to year-round use. Similarly, a year-round home may be converted to seasonal use. The U.S. Census data on seasonal homes is subject to error. The Census is taken during mud season when some camp roads are not accessible. Also, some year-round residents may be on vacation and have their home counted as vacant or seasonal.

Table III.1
Change in Dwelling Units (occupied, vacant, and seasonal)
Orland and Hancock County: 1990-2010

		1990	2000	2010	% change '90-'00	% change '00-'10	% change '90-'10
ORLAND	Year-Round Occupied	670	880	976	31.3%	10.9%	45.6%
	Percent of Total	62.7%	70.2%	66.4%			
	Vacant (not Seasonal)	62	53	94	-14.5%	43.6%	51.6%
	Percent of Total	5.8%	4.2%	6.4%			
	Vacant (Seasonal)	336	320	400	-4.7%	25.0%	19.0%
	Percent of Total	31.4%	25.5%	27.2%			
	Total Orland	1,068	1,253	1,470	17.3%	21.7%	37.6%
HANCOCK COUNTY	Year-Round Occupied	18,342	21,864	24,221	19.2%	10.8%	32.1%
	Percent of Total	60.3%	64.4%	60.3%			

	Vacant (not Seasonal)	2,368	1,409	2,829	40.5%	59.9%	19.5%
	Percent of Total	7.8%	4.2%	7.0%			
	Vacant (Seasonal)	10,136	10,672	13,134	5.3%	23.1%	29.6%
	Percent of Total	33.3%	31.4%	32.7%			
	Total County	30,396	33,945	40,184	11.6%	15.5%	32.2%
Source: U.S. Census							

Orland's year-round housing stock is increasing faster than the population. Table III.1 shows a 31.3 percent increase for year-round occupied homes between 1990 and 2000, while the population increased by 18.2 percent. Between 2000 and 2010, population and year-round occupied units increased by 4.3 and 10.9 percent respectively.

This disparity is due in part to decreasing average household sizes. U.S. Census data show in 1990 the average household size of 2.65 persons. The average for 2000 was 2.42 and by 2010 there were 2.25 persons per household. One reason household sizes are decreasing is fewer children in town. American Community Survey data estimate that 21.4 percent of Orland households between 2010 and 2014 had children 18 years or younger. This is slightly less than the 23.2 percent rate for the county.

One implication of smaller household sizes is that new homes may continue to be built in Orland even though the population is projected to decrease. At least some of these homes are likely to be seasonally occupied.

1. Housing Types and Occupancy

Most Orland residents live in their own houses. Single family homes accounted for about 83 percent of the dwelling units in 2010 (see Table III.2). Only one mobile home was added to the housing stock between 2000 and 2010. The data show that the number of duplex and multi-family units decreased from 48 to 41. It should be noted that the 2010 data are based on American Community Survey data with a margin of error rate of between 1.5 and 3 percent.

Table III.2 Change in Dwelling Unit Types (Occupied and Vacant) Orland: 2000 & 2010					
Total Dwellings	2000		2010	2000-2010	
	Number	Percent of Total	Number	Percent of Total	Percent Change

Single Family	1,064	84.9%	1,309	88.3%	23.0%
Duplex/Multi-family	48	3.8	41	2.7%	-14.6%
Mobile Homes	131	10.4	132	8.9%	0.01%
Boat, RV, Van	10	0.8	0	0%	----
Total Units	1,253		1,482		18.3%

Source: U.S. Census and American Community Survey (ACS) (2009-2013 average)

About 14 percent of the occupied dwellings in Orland in 2010 were rental units compared to a 24 percent rate county-wide (see Table III.4). There was no change in the number of rental units between 2000 and 2010. The number of owner-occupied units increased by nearly 12 percent.

**Table III.3
Estimated Tenure of Occupied Year-Round Housing 2000-2010
Orland & Hancock County (does not include vacant units)**

	2000		2010		2000-2010
ORLAND	Number	Percent of Total	Number	Percent of Total	Percent Change
Renter-Occupied	137	15.6%	137	14.2%	0%
Owner-Occupied	743	84.4%	830	85.8%	11.7%
Total Occupied Units	880	100%	967	100%	9.9%
HANCOCK COUNTY					
Renter Occupied	5,314	24.3%	5,596	24.0%	5.3%
Owner-Occupied	16,550	75.7%	17,704	76.0%	7.0%
Total Occupied Units	21,864	100.0%	23,300	100%	6.5%

Source: U.S. Census 2000, ACS, 2010

(2) Is housing, including rental housing, affordable to those earning the median income in the region? Is housing affordable to those earning 80% of the median income?

Orland's median household income (MHI) in 2017 is \$53,178; MHI in Hancock County is \$48,838. Housing in Orland is more affordable than in Hancock County as a whole. According to data from the Maine State Housing Authority (MSHA), the 2017 median home price (MHP) for a single-family home in Orland was \$157,450. This is less than the median home price of \$210,000 for Hancock County.

An Orland home price of \$187,901 is affordable to the MHI of \$53,178. But, a minimum income of \$44,560 (84% of MHI) would be needed to purchase the median priced home of \$157,450. MSHA uses an affordability index to estimate if a household earning the median household income can afford to buy the median-priced home. An index less than 1.00 indicates the area is generally unaffordable. Orland's affordability index had dropped to 1.19 from 1.54 in 2015. But, it was still 71% higher (more affordable) than the 0.85 index for Hancock County. Bucksport also had an index of 1.19. There are only 7 Hancock County towns with an index of at least 1.00.

MSHA data indicate that 38.9 percent (391 households) of Orland's 1004 households would be unable to afford the median priced home, which is up from 26.5 percent (268 households) in 2015. This compares to 57.4 percent of households unable to afford a MPH in Hancock County, up from 51.5% in 2015. Data from the 2010-2014 ACS indicate the median value of an owner-occupied unit in Orland was \$176,600, which was less than the \$194,100 median for the county.

Due to the small number of rental units, there are limited data on rental costs for Orland. County-wide, the rental affordability index for 2017 was .87, up from .64 in 2015. The average county monthly rent for a two-bedroom unit, including utilities, was \$793, down from \$1027 in 2015. ACS data, based on a 2010-2014 average, show a median monthly rent in Orland was \$689 - less than the county median rent of \$781.

(3) Are seasonal homes being converted to year-round use or vice-versa? What impact does this have on the community?

The number of conversions is unknown without a building permit ordinance or a personal onsite visit, which probably would have to be done by an assessor.

(4) Will additional low- and moderate-income family, senior, or assisted living housing be necessary to meet projected needs for the community? Will these needs be met locally or regionally?

Given the very limited number of multi-family homes in Orland and the projected aging of the population, new options for senior citizen housing will be needed. It may be possible to meet some of these needs through social services such as "aging in place" that involves delivering home-based services. Given the very limited area of town served by public sewer, building a high volume of multi-family units is not likely to be cost-effective. At least some of those needing assisted living or other special housing services would probably have to seek housing out of town.

There are presently no town-sponsored programs for younger households with limited income. Some towns have created committees to explore options such as a housing land trust that create opportunities

for first-time home-buyers at below market rates. These ventures involve enforcing restrictions to assure the units remain affordable when they are resold.

(5) Are there other major housing issues in the community, such as substandard housing?

The number of substandard Orland housing units listed as 8 by the U.S. Census is misleading. Some locally based evidence appears to indicate a significantly larger number that are not officially listed as substandard but have serious insulation, heating, and structural issues.

First, the town assessors have records of the *approximate* accounting of homes without insulation (29.6%) and with minimal insulation (8.73%). It must be cautioned that these numbers do not separate year-round homes from summer camps and the Assessor's office does not include the 154 mobile type homes in these figures.

Then there is *circumstantial* evidence that may be used as an indicator of the problem. According to the U.S. Census the number of Orland households living at or below the 2017 federal poverty level \$17,820 is 9% (90 households). But, if the approximate 180* households (about 18%) with incomes of 150% of poverty (\$26,730) or less are factored in, then it stands to reason that a greater number of homes than the official 8 listed *may* be less-than-standard in terms of energy efficiency and structural sufficiency.

*Because the Census gives ranges of income per household such as "\$15,000 – 24,999" a more accurate household figure is difficult.

Another source of evidence is the Down East Community Partners (DECP) organization (formerly the Washington Hancock Community Agency), which participates in the weatherization of homes. Based on their statistics since 2012 there have been 49 approved applications per year for assistance by Orland residents. An average of 60% of the homes approved have serious structural deficiencies that negate the benefits of weatherization until corrected. Funding shortages prevent immediate correction. The DECP approvals are good for one year thus an unknown number of applications are repeated. The MSHA estimates that 75% of eligible Maine households *do not* apply for assistance.

Statistics from H.O.M.E. Inc. located in Orland indicate another source of potential circumstantial evidence for determining the extent of substandard housing in Orland. While servicing many communities across the state upon referral including our neighboring towns, there are enough Orland households in need of food and housing assistance to lend weight to a future investigation of Orland's housing situation.

In 2018 some of the Orland household statistics from H.O.M.E. show the many poverty related issues it addresses such as the following:

- Emergency overnight shelter - 7
- Food Services (food and toiletry boxes) - 101 (The request for food assistance has increased since 2016 threefold to over 100 families though the number of Orland residents is unknown).
- Emergency Food Boxes (distributed outside of food bank hours) - 21
- Coat and winter clothing requests - 70

More directly related to the housing situation are the following:

- 2 residents with pipe freezes beyond repair
- one resident in shelter because home in disrepair with no heat
- A family of 5 had to move out of trailer with substandard insulation and came looking for a home
- Single woman in her 60's living in house with no running water

In conclusion, there is enough evidence both on file and circumstantial to justify determining the extent of substandard housing and devise possible solutions by a citizens group acting under this comprehensive plan.

ACS data indicate that there are only 4 dwellings (0.4 percent of year-round occupied units) that lack complete plumbing. This is less than the 1.9 percent rate for the county.

(6) How do existing local regulations encourage or discourage the development of affordable/workforce housing?

Orland presently has no town-wide zoning. There are no other regulations that either encourage or discourage the development of affordable/workforce housing.

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