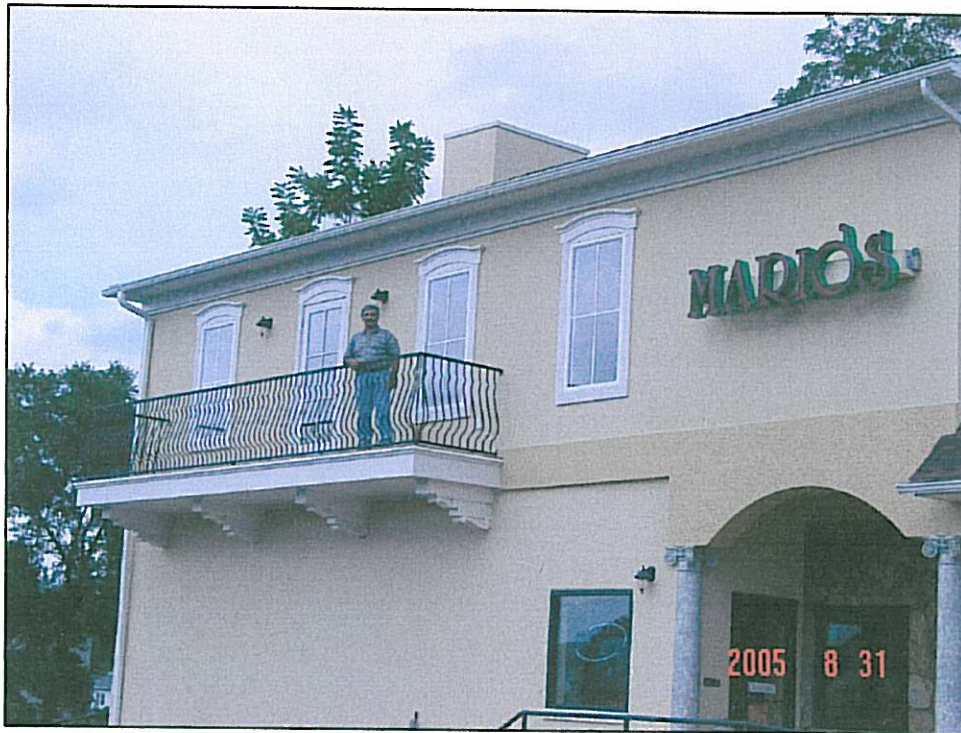


Theme 10: Population and Housing

Mission

The Town will encourage development and redevelopment of middle-upper income homes.

Mario's



Affordable and workforce housing will be defined as homes with small footprints designed and constructed as well as any other home. Such housing will be interspersed within new Planning Sectors rather than clustered in traditional "low-income" projects.

In the context of ownership, we will facilitate a greater percentage of owner-occupied dwellings than presently exists to meet the needs of aging baby boomers and educated members of the workforce. This same housing concept will be facilitated within the Downtown District via development and redevelopment of mixed-use residential housing.

The Town's total population will be consistent with the small town Vision articulated in this Plan and will be balanced among age and income groups.

Population

Goal PH1: Create Town population policy to target future Town population at 8-10,000 persons.

Analysis:

The Plan proposes that Orange become a “better small, rural Town”. The Plan also proposes that Orange be a bona-fide growth area for Orange County. A future population target of 8-10,000 persons in the Town (and surrounding area served by Town utilities) is recommended for the following reasons:

- Sewer plant allocation of 3 MGD
- Existing I&I problems
- Transportation system capacity limitations
- Water capacity limitations

Without significant new capacity development in all of these limited infrastructure systems, future growth will increasingly have a negative impact on Levels of Service provided to Town residents. This impact will become more apparent to residents as population begins to grow by several thousand persons without commensurate increase in infrastructure capacities. Due to the dependence of Local Governments in the 21st century on private enterprise for expansion and creation of infrastructure, the balance between gradual erosion of levels of service and market-readiness to develop and redevelop Town lands thereby providing new infrastructure on a lot by lot basis, should be closely considered. This Plan calls for new studies in the areas of wastewater, water, and transportation to better determine the relationship between development and infrastructure capacity. The Plan also calls for new mechanisms to negotiate with developers to ensure construction of adequate public facilities (See Theme 8: Public Safety, Fire and Rescue, Community Health, and Government).

Action PH1.1: Adopt population target of 8-10,000 persons.

Indicator PH1.1.1:	Population target policy
Benchmark PH1.1.1:	Adoption of policy

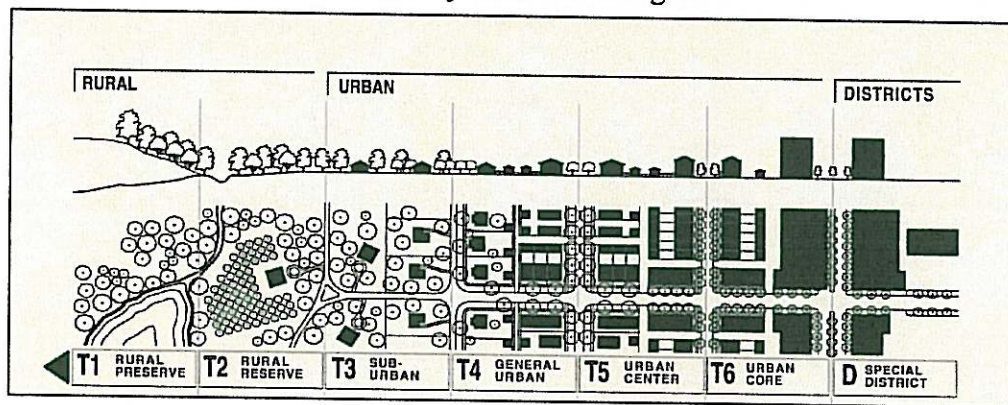
Progress PH1.1.1:	
Responsible Party PH1.1.1:	Town Council Planning Commission Town Planner
Implementation PH1.1.1:	2009-2011

Goal PH2: Work with the County to begin long-term planning for a Joint Planning Area, Town Growth Boundary, and Greenbelt.

Analysis:

Policies proposed in this Plan are designed to create systems that allow the Town to become the primary growth area of Orange County. To fulfill this role, the Town must begin long-term discussions with the County about the identification of a Town Growth Boundary (TGB). Outside of the TGB, within a Joint Planning Area (JPA), the two jurisdictions would work in a highly cooperative manner, to create transitional land uses. This transitional area would contain a mix of uses, at densities less than found within Town. The area would include a "greenbelt", or a narrow hiking and mountain-biking trail system created through partnerships between the private and public sector as the development occurs. This concept of increasingly less dense development moving away from the downtown is called a "Transsect" and already exists (in a residential context) in the Town---the transition from residential densities found on Landon Lane to those found at Red Hill Road to Boxley Road and finally to permanently protected farmland.

Figure 21: Density Transsect Diagram



Action PH2.1: Define Joint Planning Area (JPA), Town Growth Boundary (TGB), and Greenbelt (see Theme 7: Town and County Partnership).

Indicator PH2.1.1:

Town-County Land Use Committee

Benchmark PH2.1.1.1:

Proposal for JPA, TGB, and Greenbelt

Progress PH2.1.1:



Responsible Party PH2.1.1:

Town-County Land Use Committee

Implementation PH2.1.1:

2007-2008

Indicator PH2.1.1.2:

JPA and TGB

Benchmark PH2.1.1.2:

JPA and TGB approved

Progress PH2.1.2:



Responsible Party PH2.1.2: Town and County Planning Commissions
Town Council
Board of Supervisors
Implementation PH2.1.2: 2007-2008

Goal PH3: Population will grow at a rate and scale to match the ability of the Town to provide Levels of Service described in this Plan.

Analysis:

While final studies have yet to be completed, it appears that sewer capacity through 2010 is limited. (see Theme 2: Infrastructure). The Town's water capacity, at present demand levels, is adequate. However, it appears to be limited should demand double in the Town and Gordonsville (see Theme 6: Environmental Assets and Technical Appendix 19: Town and County Water Studies).

A prudent course for a locality with limited resources is close monitoring of them. Consequently, approvals for new development should be carefully considered to ensure that demand will not exceed resource supply (or perhaps, planned expansion of resource capacity).

Studies are now underway to determine sewer requirements at build-out of the Town. These studies must also include land around the Town that the County would like to develop for residential and economic development purposes.

With the advent of recent Chesapeake Bay legislation and the nutrient caps placed on Bay tributaries in the Commonwealth, a new generation of land use relationships between urban and exurban areas will have to be created. These relationships, built on the trading of point and non-point pollution permits, will indirectly facilitate the trading of development rights between urban and rural areas, long desired by progressive developers and localities throughout the U.S. In this new paradigm, the County and Town will be forced into interdependent land use relationships to a far greater degree than ever contemplated.

Action PH3.1: Use rezoning process to control rate and scale of development.

Indicator PH3.1.1: Rezoning decisions by Planning
Commission, Town Council, and Staff
Benchmark PH3.1.1: Consideration of current and planned
resource capacity on scale and rate of
development



Progress PH3.1.1:

Responsible Party PH3.1.1: Town Council
Planning Commission
Town Manager
Town Planner

Implementation PH3.1.1: 2006

Action PH3.2: Conduct necessary studies to determine availability of public services for build-out of the Town and adjacent areas in the County prior to any service agreements or sale of tap fees within or outside of Town, not including projects approved prior to September, 2006.

Indicator PH3.2.1: Rezoning decisions by Planning
Commission, Town Council, and Staff
Benchmark PH3.2.1: Consideration of current and planned
resource capacity on scale and rate of
development



Progress PH3.2.1:

Responsible Party PH3.2.1: Town Council
Planning Commission
Town Manager
Town Planner

Implementation PH3.2.1: 2006

Goal PH4: Encourage a balanced diversity of age groups within the Town.

Analysis:

Similar to the strategies proposed in Theme 1: Economy, the Town's ability to influence age cohort distribution is largely related to the conditions created to "grow" a balanced age distributed population. Considering the Town's adult population in two extremes; young families and retirees, what conditions are necessary for them to thrive in the Town?

For both cohorts, the answers are well-known. In general, young families want:

- Good jobs

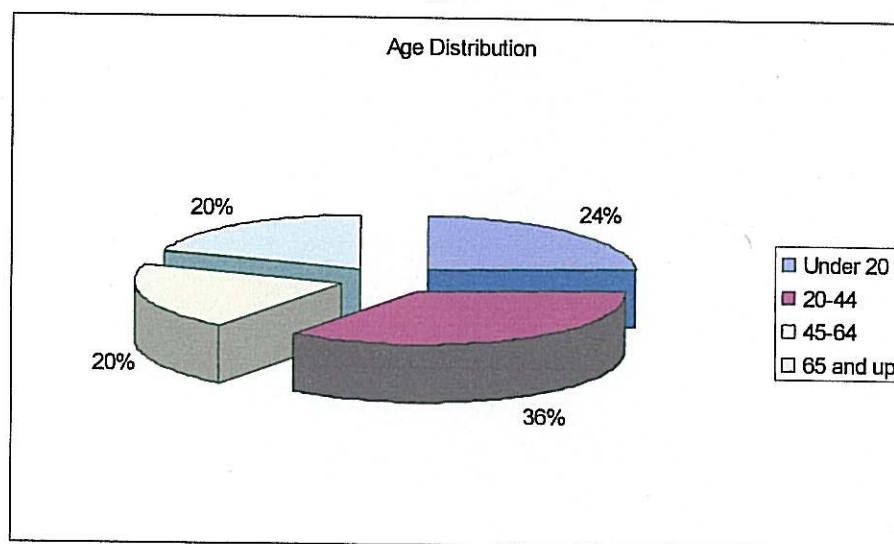
- Affordable and quality Planning Sectors
- Good schools
- Healthy environment
- Shopping
- Entertainment

In general, retirees want:

- Affordable and quality Planning Sectors
- Less home maintenance
- Multi-modal transportation opportunities
- Entertainment
- Healthy environment
- Shopping
- Entertainment

According to the 1990 Census, the distribution of age cohorts in the Town is the following:

Figure 22



According to this data, the Town could better balance population demographics through development of conditions attractive to retirees.

Action PH4.1:

Develop and redevelop the Town to create a community attractive to multiple age groups, including retirees.

Indicator PH4.1.1:

% Town population in age cohorts

Benchmark PH4.1.1:

No more than +/-5% deviation from 25% of each of four cohorts; 0-19, 20-44, 45-64, 65+



Progress PH4.1.1:

Responsible Party PH4.1.1: Entire Community
Implementation PH4.1.1: 2006

Goal PH5: Manage Town growth rate to no more than 2% per year.

Analysis:

Due to the pace of new development in the Town, and without an increase in staff (see Theme 8: Public Safety, Community Health, and Government), the Department of Public Works is unable to maintain current levels of service. Until staffing is increased, the Town is able to handle a maximum growth rate of no more than approximately 2% per year.

A growth rate of 2% per year means a population doubling time of 35 years. As a whole, the County's population is growing at an average rate of 2% per year. Spotsylvania County, on the other hand, grew at an average rate of 5.7% per year in the 1990s, equivalent to a population doubling time of 12 years. Prince William County grew at 3% per year in the same time period for a doubling time of 23 years.

Action PH5.1: Phase housing starts for newly rezoned residential projects to approximately 2% per year (approximately 50 homes).

Indicator PH5.1.1: Town population growth rate
Benchmark PH5.1.1: 2%



Progress PH5.1

Responsible Party PH5.1.1: Town Council
Town Planning Commission
Town Planner
Department of Public Works
Implementation PH5.1.1: 2006

Action PH5.2: Develop revenue sharing agreement with Orange County to offset negative fiscal impacts of the Town becoming a more active growth area (see Theme 7: Town and County Partnerships).

Indicator PH5.2.1:
Benchmark PH5.2.1:

Agreement
Approval of agreement by Orange County

Progress PH5.2.1



Responsible Party PH5.2.1:

Town Manager
Town Council
Town Planning Commission
Town Planner
Orange County Administrator
Orange County Board of Supervisors
2006

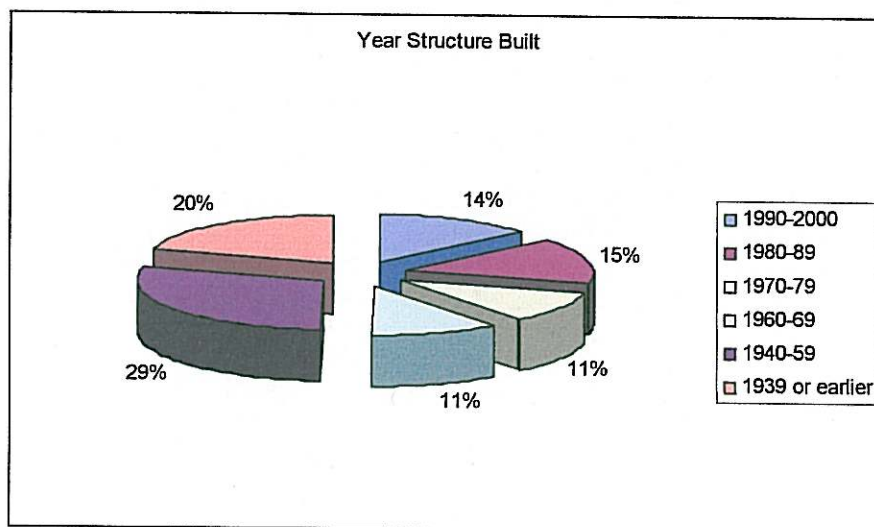
Implementation PH5.2.1:

Housing

Background

Orange has an aging housing stock. Approximately 50% of the homes in Town were constructed prior to 1960.

Figure 23



As the housing stock ages, it must be updated if the community is to continue to attract new homeowners. There must be adequate programs in place for those who cannot afford to maintain their homes on their own, and there should be incentives provided to encourage reinvestment in homes rather than relocation to other parts of the region.

As our population changes and grows older, there is an increasing need across the country for extended families to live together so that children might care for their aging parents. One way that this is being addressed in communities is through the addition of mother-in-law apartments or detached cottages for parents to be located on lots in single-family Planning Sectors.

Goal PH6: Increase housing ownership rates in town.

Analysis:

According to the 2000 Census, rental/ownership rates in the Town are the following:

Owner: 50.3%
Rental: 49.7%

This proportion, however, may be much different on a Planning Sector by Planning Sector level. A detailed housing survey of the Town is needed to provide more detailed information not only about home ownership rates but also about the quality and type per area.

Action PH6.1: Conduct detailed housing survey of the Town.

Indicator PH6.1.1:	Housing Survey
Benchmark PH6.1.1:	Survey completed

Progress PH6.1.1



Responsible Party PH6.1.1:	Town Planner
	Volunteers and Interns
Implementation PH6.1.1:	2007-2008

Action PH6.2: Based on housing survey and future land use map, identify ownership % target range by Planning Sector.

Indicator PH6.2.1:	Ownership % range
Benchmark PH6.2.1:	Ownership range by Planning Sector defined

Progress PH6.2.1



Responsible Party PH6.2.1:	Town Planner
	Comprehensive Plan Committee
Implementation PH6.2.1:	2007-2008

Action PH6.3: Provide incentives to homeowners to encourage them to remain in the Town.

Indicator PH6.3.1: Ownership incentives
Benchmark PH6.3.1: Incentives adopted by Council

Progress PH6.3.1



Responsible Party PH6.3.1: Town Planner
Implementation PH6.3.1: 2007-2008

Indicator PH6.3.2: 2010 Census Ownership
Benchmark PH6.3.2: Ownership range by Planning Sector per
Action PH6.2

Progress PH6.3.2



Responsible Party PH6.3.2: Town Planner
Implementation PH6.3.2: 2011 and beyond

Action PH6.4: Provide zoning revisions to encourage single family development of nonconforming lots.

Indicator PH6.4.1: Undeveloped non-conforming lots
Benchmark PH6.4.1: Additional homes on non-conforming lots

Progress PH6.4.1:



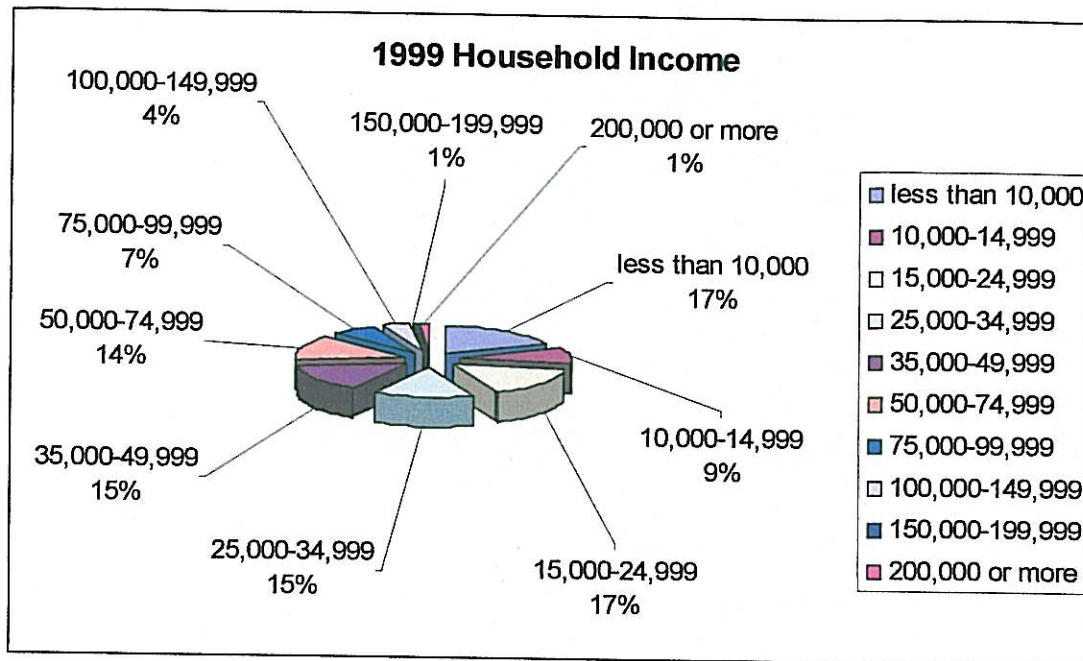
Responsible Party PH6.4.1: Town Planner
Implementation PH6.4.1: 2009-2010

Goal PH7: Increase supply of affordable housing for purchase.

Analysis:

Housing affordability in the Town is a significant policy concern. According to the 2000 census, 58% of the families in the Town report incomes under \$35,000.00 per year.

Figure 24



The U.S. Department of Housing and Urban Development provides the following definition for "Affordable Housing":

The generally accepted definition of affordability is for a household to pay no more than 30 percent of its annual income on housing. Families who pay more than 30 percent of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care (<http://www.hud.gov/offices/cpd/affordablehousing/index.cfm>).

Building on this definition, the Town of Orange defines *Affordable Housing* for homeowners as:

Safe, decent housing where housing costs do not exceed 30% of household income for homeowners making 0-80% of the Town median household income (\$28,576 in 1999). Housing costs for homeowners shall include principal, interest, real estate taxes, and homeowner's insurance (PITI). According to these guidelines, the maximum mortgage affordable, with 5% down, and assuming a 6% interest rate, is approximately \$100,000.00, with a \$572.00 monthly payment.

According to the 2000 census, there are approximately 46% of the families in the Town at or below this income limit. With 1010 total family households, and assuming that half of these choose to own their own home, approximately 230 homes should be available. According to the census, however, only 115 homes are mortgaged in this range.

The Town defines affordable housing for renters as:

Safe, decent housing where housing costs (rent and utilities, except telephone and cable) do not exceed 30% of household income for homeowners making 0-60% of the Town median household income (\$28,576 in 1999). According to these guidelines, the maximum affordable rent is \$428.00 per month.

Again, according to the 2000 census, with 1010 total family households, and assuming that half desires to rent, approximately 230 rentals should be available. According to the census, 364 units are available.

These figures are approximations only. The information used to generate them is now six years old. There are different formulas used to compute affordability. These figures roughly show that there is more than adequate affordable rental income in the Town. On the other hand, more affordable housing available for purchase should be made available.

Action PH7.1: Work with developers to create affordable units for purchase and to ensure that such units are architecturally compatible with other homes in the development and in the Town as a whole.

Indicator PH7.1.1:	# affordable homes constructed for purchases
Benchmark PH7.1.1:	20 homes every five years

Progress PH7.1.1:



Responsible Party PH7.1.1: Town Planner
Developers

Implementation PH7.1.1: 2011 and beyond

Action PH7.2: Promote housing design criteria that creates affordability through creative design, such as garage apartments, small lots, etc., rather than poor construction quality.

Analysis:

The Rappahannock-Rapidan Regional Commission's Affordable Housing Working Group released a report in January '06, to investigate and discuss the issue of workforce housing. The full report is available on the Commission's website at www.rregion.org/pdf/rrc_affordable_housing_conclusions_05.pdf.

Highlights of the report include the following:

Causes of increasing housing costs:

- Building permit processes are lengthy.
- Permit fees are unfair to smaller, more affordable units.
- High property taxes discourage development of workforce housing.
- Zoning codes may not allow for development or redevelopment of workforce housing.

Solutions may include:

- Providing priority status to affordable housing projects.
- Tying permit fees to unit size.
- Requirements to build affordable housing coupled with tax abatements.
- Code reforms, allowing accessory housing in all residential zones, and creating mixed use zones.

Indicator PH7.2.1:
Benchmark PH7.2.1:

Affordable housing design criteria
Criteria developed

Progress PH7.2.1:



Responsible Party PH7.2.1: Town Planner
Developers

Implementation PH7.2.1: 2011 and beyond

Action PH7.3: Facilitate the construction of Accessory Dwelling Units in all residential districts in Town.

Analysis:

Accessory dwelling units are allowed in every residential zoning district in the Town. A zoning permit and building permit is all that is required.

Indicator PH7.3.1:
Benchmark PH7.3.1:

Accessory Dwelling Units (ADU's)
10 ADU's every five years

Progress PH7.3.1:



Responsible Party PH7.3.1: Town Planner
Landowners
Builders

Implementation PH7.3.1: 2011 and beyond

Goal PH8: Increase the supply of “move-up” single family homes in the Town of Orange.

Analysis:

Based on the 2000 census, 26.7% of the Town’s households report incomes greater than \$50,000.00. This minimum income level, assuming 6% interest, with a 30 year mortgage, and assuming (pre-taxes) monthly salary greater than 28% of the sum of the monthly mortgage and monthly tax payments, allows a mortgage of approximately \$200,000.00. The supply of housing for this minimum mortgage and greater is only 3.2%.

Action PH8.1: Amend Town Zoning Ordinance and Town Code to provide incentives for construction of homes valued at \$200,000.00 or higher.

Indicator PH8.1.1: # homes

Benchmark PH8.1.1: 100



Progress PH8.1.1:

Responsible Party PH8.1.1: Town Planner
Town Planning Commission
Town Council
Developers

Implementation PH8.1.1: 2006

Goal PH9: Increase supply of retirement housing options using New Urbanism Design.

Analysis:

In 1999, according to the U.S. Census, 20% of the Town’s population is 65 and older. This demographic tends to prefer less square footage and small lots, with little or no maintenance. There is little of this type of housing currently in the Town.

Should this housing be single family, condominiums, town house, or duplex? Should the housing be age restricted or age mixed? Due to the fact that the Town already has plenty of lower-income rentals, and anecdotal evidence that retirees prefer mixed age living, and acknowledging that “retirement” communities often become attractive to young families, retirement policy should be geared to single family, age mixed units.

Action PH9.1: Build retiree-attractive single family, age mixed housing using similar pattern to historic Town layout.

Indicator PH9.1.1: # homes

Benchmark PH9.1.1: 100



Progress PH9.1.1:

Responsible Party PH9.1.1: Town Planner
Town Planning Commission
Town Council
Developers
Implementation PH9.1.1: 2009-2011

Goal PH10: Construct all new housing to reflect the scale and pattern of the Town's older historic Planning Sectors such as Belleview, Landon Lane, and Marshall Heights.

Analysis:

As its historical Planning Sectors are one of its greatest assets, new home construction in Orange should take special care to reflect and supplement Planning Sector characteristics. Through zoning and architectural review, new construction should strive to not only increase the number of dwellings, but reflect the goals and aspirations of Orange as a whole. As the Town becomes more capable of assuming its role as the primary growth area for Orange County, and national builders play a greater role in the development of the Town, there will be increasing pressure for development and redevelopment that reflects little of the unique character of the Town.

Action PH10.1: Require housing scale and pattern heterogeneity within streets and Planning Sectors that reflects historic Orange.

Indicator PH10.1.1: Zoning ordinance requirements that reflect historic Orange
Benchmark PH10.1.1: Ordinance requirements adopted by Town Council



Progress PH10.1.1:

Responsible Party PH10.1.1: Town Planner
Town Planning Commission
Town Council
Developers
Implementation PH10.1.1: 2006-2008

Goal PH11: The single-family detached dwelling is the predominant historic housing type in the Town. Historic single family residential Planning Sectors should be protected from incompatible types of development and inappropriate conversions of buildings into multifamily dwelling units.

Analysis:

Approximately 50% of the Town's housing stock is over fifty years old. Many of the Town's older homes have been subdivided into multi-family dwellings. In itself, this is not necessarily undesirable. Too much conversion, or, poor quality conversion, can cause a Planning Sector to "tip" into a predominately rental market in which investment declines.

Action PH11.1: Amend zoning ordinance to restrict further conversions of single-family homes.

Indicator PH11.1:	Zoning ordinance amendments
Benchmark PH11.1.1:	Amendments adopted by Council

Progress PH11.1.1:



Responsible Party PH11.1.1: Town Planner
Town Planning Commission
Town Council

Implementation PH11.1.1: 2006-2008

Goal PH12: Encourage creative, compatible development on non-conforming lots.

Action PH12.1: Amend zoning ordinance to facilitate compatible redevelopment of non-conforming residential lots.

Indicator PH12.1.1:	Zoning ordinance amendments
Benchmark PH12.1.1:	Amendments adopted by Council

Progress PH12.1.1:



Responsible Party PH12.1.1: Town Planner
Town Planning Commission
Town Council

Implementation PH12.1.1: 2006-2008

Goal PH13: Remove impediments to residential uses in the downtown and encourage, where appropriate, adaptive reuse of vacant or underutilized commercial and industrial buildings of residential use (see Theme 12: Planning Sectors).

Goal PH14: Increase supply of *Workforce Housing* for purchase.

Action PH14.1: Work with developers and builders to create workforce housing units for purchase.

Analysis:

The Town of Orange defines workforce housing as a home that is affordable to 2 teachers employed by Orange County with a B.S. at step three.

Indicator PH14.1.1:	Workforce units constructed
Benchmark PH14.1.1:	20 units

Progress PH14.1.1:



Responsible Party PH14.1.1: Town Planner
Town Planning Commission
Town Council

Implementation PH14.1.1: 2009-2011

Goal PH15: Plan for housing in the Town of Orange considering housing market data.

Action PH15.1: Conduct housing market study.

Indicator PH15.1.1:	Housing market study
Benchmark PH15.1.1:	Study completed

Progress PH15.1.1:



Responsible Party PH15.1.1: Town Planner
Town Planning Commission
Town Council

Implementation PH15.1.1: 2007-2008