



CAPE COD  
COMMISSION

# ROUTE 6A ORLEANS RESET

October 2015

**PREPARED BY:**

*Cape Cod Commission  
3225 Main Street, PO Box 226  
Barnstable, MA 02630*

**CONTRIBUTING STAFF:**

*Leslie Richardson, Chief Economic Development Officer (Project Manager)  
Phil Dascombe AICP, Community Design Manager  
Martha Hevenor, Planner II  
Sarah Korjeff, Planner II (Historic Preservation Specialist)  
Garry Meus, Planner II  
Sharon Rooney AICP, Chief Planner  
Jennifer Clinton, Special Projects Coordinator  
Anne Reynolds, GIS Director  
Patrick Tierney, Technical Services Planner*

**ACKNOWLEDGMENTS:**

*George Meservey, Director of Planning and Community Development  
Orleans Planning Board  
Steve Bornemeier - Chair  
Chip Bechtold  
Chet Crabtree  
John A. Ingwersen  
Thomas Johnson  
Paul McNulty  
Andrea Shaw Reed  
Jon R. Fuller (Board of Selectmen Liaison)*

## **CONTENTS**

EXECUTIVE SUMMARY.....	<b>5</b>
BACKGROUND.....	<b>6</b>
VISION FOR ROUTE 6A.....	<b>8</b>
ECONOMIC DEVELOPMENT ASSESSMENT.....	<b>10</b>
1. Economic Overview	10
2. Business Outreach	11
SITE ASSESSMENT.....	<b>14</b>
1. Historic Resources	14
2. Existing Zoning	16
3. Parking	20
4. Streetscape	21
5. Transportation	23
RECOMMENDATIONS.....	<b>25</b>
1. Economic Development	26
2. Historic Resources	29
3. Zoning	30
<i>Moderate Density Residential</i>	34
<i>Limited Business</i>	35
<i>Village Center 1</i>	36
<i>Village Center 2</i>	37
<i>General Business</i>	38
4. Parking	39
5. Streetscape	40
6. Transportation	44
CONCEPTS.....	<b>46</b>
NEXT STEPS.....	<b>51</b>

## **LIST OF FIGURES**

FIGURE A: STUDY AREA.....	6
FIGURE B: PLANNING BOARD INPUT.....	7
FIGURE C: BUSINESS SURVEY RESPONDENT PROFILE.....	11
FIGURE D: SURVEY FINDINGS.....	12
FIGURE E: INVESTMENT BENEFITS.....	12
FIGURE F: HISTORIC RESOURCES IN STUDY AREA.....	15
FIGURE G: COMPARISON OF ORLEANS STUDY AREA ON IMAGE OF HYANNIS.....	16
FIGURE H: EXISTING ZONING.....	16
FIGURE I: EXISTING LAND USE (BUILDINGS COLORED PER LAND USE CODE).....	17
FIGURE J: USE DISTRIBUTION IN ZONING DISTRICTS WITHIN THE STUDY AREA.....	18
FIGURE K: USES STILL ALLOWED BY RIGHT WHEN OVER 2,500 SF.....	18
FIGURE L: EXISTING PARKING IN VILLAGE CENTER (2010 STREETSCAPE PLAN).....	20
FIGURE M: ISSUES AND OPPORTUNITIES.....	22
FIGURE N: EXISTING CROSS SECTION - ROUTE 6A (BETWEEN ROUTE 28 & EASTHAM ROTARY).....	23
FIGURE O: ORLEANS CRASH CLUSTERS.....	23
FIGURE P: PROPOSED ZONING.....	32
FIGURE Q: GATEWAY, WAYFINDING AND LANDSCAPE IMPROVEMENTS.....	41
FIGURE R: VIEWSHED IMPROVEMENTS.....	42
FIGURE S: PEDESTRIAN AND BICYCLE RECOMMENDATIONS.....	43
FIGURE T: ALTERNATIVE ROAD LAYOUTS.....	45
FIGURE U: BREWSTER/ROUTE 6A CONCEPT.....	47
FIGURE V: EASTHAM/ROUTE 6A CONCEPT.....	49
FIGURE W: SUGGESTED IMPLEMENTATION SEQUENCE.....	51

## **LIST OF TABLES**

TABLE 1: SUMMARY OF LCP ACTIONS (FROM ORLEANS LCP).....	9
TABLE 2: EXISTING DIMENSIONAL STANDARDS.....	19
TABLE 3: RECOMMENDATIONS SUMMARY.....	25
TABLE 4: ECONOMIC DEVELOPMENT OPTIONS.....	27
TABLE 5: EXAMPLE FROM ORLEANS SCHEDULE OF USES (SEE BYLAW FOR FOOTNOTES).....	30
TABLE 6: GENERAL ZONING RECOMMENDATIONS.....	31
TABLE 7: ROUTE 6A (BREWSTER/ROUTE 6 INTERCHANGE).....	46

# EXECUTIVE SUMMARY

This report has been prepared by the Cape Cod Commission as requested by the Orleans Planning Board. The request was to complete an initial land use and streetscape evaluation of the Route 6A corridor relative to the land use and economic development goals of the Orleans Local Comprehensive Plan and recommend steps to better align Town policies and actions with these goals. Commission staff completed a number of site visits, evaluated current zoning, surveyed and met with business owners operating within the study area. Staff also facilitated two workshops with the planning board. The first workshop focused on confirming their vision for the corridor. The second workshop discussed opportunities for improvement identified by Commission staff. Recommendations developed as a result of this planning effort are preliminary. Implementation will require extensive public outreach and consultation and in some cases further technical analysis.

Issue Area	Recommendation	Goal/Intent of Recommendations
Economic Development	Consider establishing a Business Improvement District and/or a Community Endowment fund.	Raise public and private funds to implement improvements; provide marketing and business development services.
Economic Development	Conduct a comprehensive review of the permitting process to identify ways to increase clarity and communication.	Increase business investment in the community and improve communication between the public and private sectors.
Historic Preservation	Update the historic inventory and consider establishing a local historic district.	Preserve existing maritime village character and unique assets that draw people to the community.
Historic Preservation	Include historic preservation in the design review process and match dimensional regulations in the zoning to historic form and placement	Ensure that new development and redevelopment complement existing assets and maintain desired village character
Zoning	Add purpose statements for each zoning district, provide definitions for uses and terms, simplify the use table, encourage mixed use and change parking location requirements decrease parking requirements in certain situations.	Encourage a form and pattern of development that is consistent with maintaining and enhancing a maritime village character.
Zoning	Adopt five zoning districts: Moderate Density Residential, Limited Business, Village Center 1, Village Center 2, and General Business with different density, use, parking, and dimensional requirements and use a by-right permitting pathway for most desired uses.	Differentiate between zones along the corridor and increase vibrancy of the village center by directing active commercial uses to the center and encouraging housing in and around the core of the village. Encourage a greater variety of housing to increase affordability.
Parking	Update the parking and circulation study and develop a parking plan to inform reductions in parking requirements, incentives for shared parking, an improved fee-in-lieu of parking provision, trip reduction actions, and allow for municipal parking in the Village Center.	Ensure the provision of necessary but not excessive parking and, where appropriate, reduce the costs of redevelopment, new development, and business overhead.

Issue Area	Recommendation	Goal/Intent of Recommendations
Streetscape	Increase the landscaping along the corridor with the addition of street trees and plantings where appropriate, particularly where they can also treat stormwater runoff through LID and green infrastructure practices.	Attract people to the area, increase pedestrian activity, comfort, and safety and slow traffic; treat stormwater to help meet water quality goals and potentially reduce flood damage to property.
Streetscape	Seek ideas from the local community, particularly artists, for ways to enhance the gateways at either end of 6A, including the Route 6 overpass.	Better represent the existing and desired character of the community.
Streetscape	Increase visibility and access to the water by reducing visual clutter, adding amenities and developing a long-term access plan to the waterfront at Town Cove.	Attract people to the community and reinforce the history and maritime character of Orleans.
Streetscape & Transportation	Improve bike and pedestrian infrastructure through provision of sidewalks and bike lanes, improved access to the bike path, more visible crosswalks, and improved signage and lighting.	Increase bike and pedestrian activity to bring greater vibrancy to the village center while increasing safety for these users.
Streetscape & Transportation	Consider road narrowing concepts by reducing road lanes at the Brewster and Eastham town lines to allow for bike lanes, sidewalks, landscaping, and/or on-street parking.	Re-establish the desired community character of the gateways to Orleans, increase safety for all modes of travel and encourage additional activity at local businesses.
Transportation	Conduct road safety audits at key intersections.	Identify high crash locations and recommended improvements to improve safety.

The final section of this report provides a possible sequence of actions to implement the above recommendations. Some recommendations should be relatively easy to implement and could be acted on immediately while others will take much more effort and time. There are also a number of recommendations that will need to be coordinated with wastewater infrastructure planning and implementation. The timing and nature of zoning changes will need to be considered in the context of growth neutral requirements for obtaining no-interest loans for wastewater infrastructure construction from the State. Streetscape planning that incorporates green infrastructure and low impact storm water design should also be addressed within the context of making wastewater improvements. Overall, this report is intended as a roadmap for the town as it works to meet the goals of the Local Comprehensive Plan over the long-term.

EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

# BACKGROUND

In September 2014, the Cape Cod Commission, at the request of Orleans Planning Board, deployed a RESET team to complete a professional review of the Route 6A corridor in light of the community's goals for land use and economic development articulated in the Orleans Local Comprehensive Plan. The area of study was the full length of the 6A corridor in Orleans from the Brewster town line to the Eastham town line (Figure A).

## Orleans RESET Team Members

- » Leslie Richardson, Economic Development (Project Manager)
- » Phil Dascombe AICP, Community Design and Land Use Planning
- » Martha Hevenor, Land Use Planning
- » Sarah Korjeff, Historic Preservation & Land Use Planning
- » Garry Meus, Community & Landscape Design and Land Use Planning
- » Sharon Rooney AICP, Landscape Architecture and Planning
- » Jennifer Clinton, Economics
- » Anne Reynolds, GIS
- » Patrick Tierney, Transportation Planning

The RESET program at the Commission is designed to help communities overcome barriers to appropriate economic development and sustainable growth. A RESET team is multi-disciplinary, drawing from the range of expertise at the Commission, including land use planning, historic preservation, natural resource planning, housing, economic development, community design, transportation engineering and planning, water resources and geographic information systems. Each RESET team is different, designed to meet the specific needs of the community.

The Town posed a series of questions to guide the RESET project and worked with the Commission on a specific scope of work that included the project goal, objectives, and tasks. The guiding questions were:

- » Is the corridor zoning consistent with the Local Comprehensive Plan and the Planning Board's vision for the area?
- » Is the zoning consistent with expected market and demographic trends? Could there be an excess of commercially zoned land?
- » What are appropriate development types for the different sections of the corridor?
- » What is the level of current and projected housing demand and what type of housing is desired?
- » What infrastructure improvements would be necessary to accommodate and attract appropriate development along the corridor?
- » Which types of uses and properties generate the greatest property tax revenue?
- » What are the future plans of existing business and property owners?
- » What factors limit business success and expansion in the study area?
- » What is the likely future demand for types of land use, based on the Village Center Market Study and current trends?
- » What are the possible future development scenarios for the corridor and to what degree are they consistent with the vision for the area?

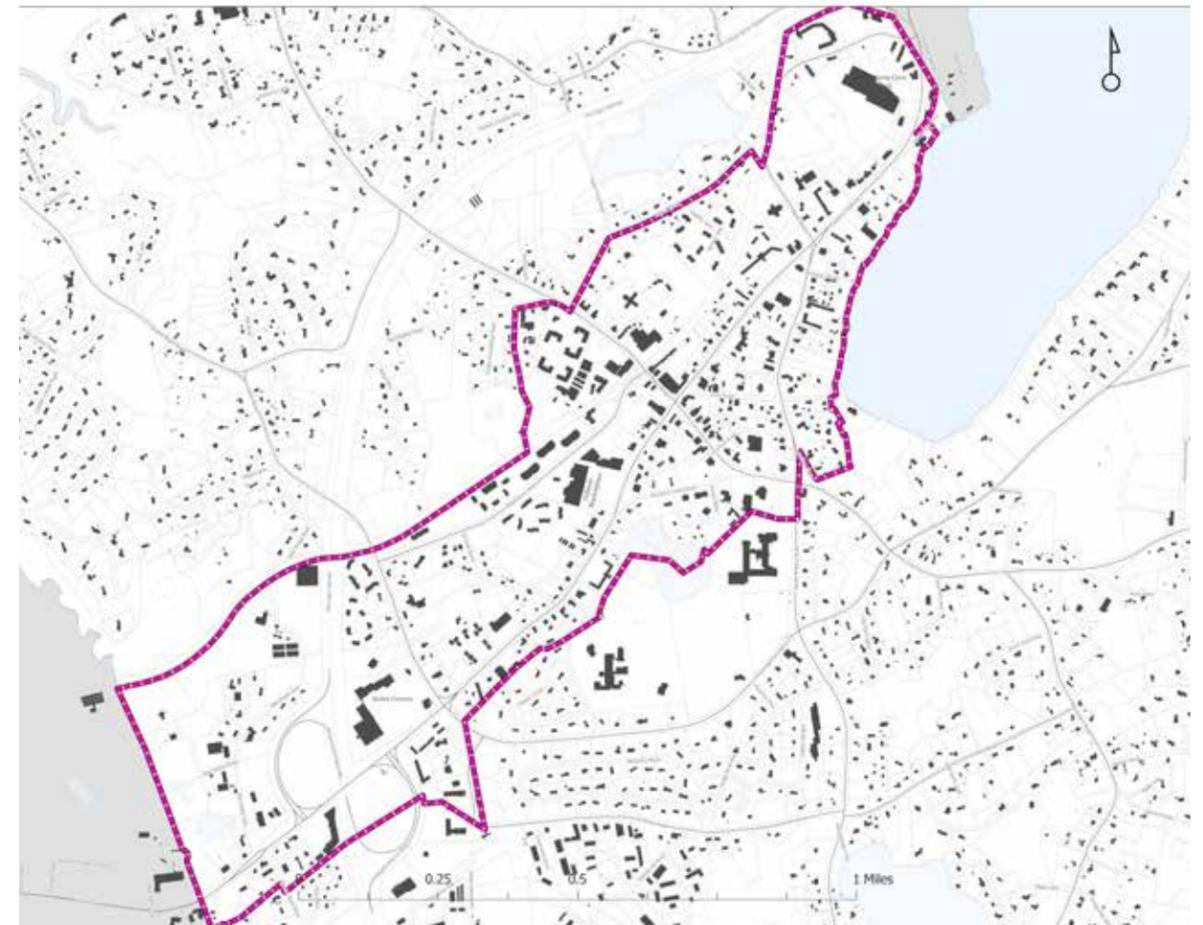


FIGURE A: STUDY AREA

The project goal was to provide guidance to the Town on ways that future land use along the Route 6A corridor might be altered to maintain the character of the community and provide opportunities for greater economic vitality. The objectives were to complete a professional analysis of current and potential future land use and economic conditions along the corridor, and prepare a set of planning and economic development recommendations to help the Town realize its vision for the area.

The project was broken down into seven discrete tasks:

- » Background Review of Town Planning Documents
- » Planning Board Workshop: Confirming the Vision
- » Existing Conditions Assessment
- » Outreach to Business Community
- » Planning Board Workshop: Present Alignment with the Vision
- » Planning Board Presentation: Draft Recommendations
- » Delivery of the Final Report



# VISION FOR ROUTE 6A

The Orleans' Local Comprehensive Plan (2006) includes several goals and policies related to land use and development in the area, and the project team confirmed with the Planning Board that these goals and policies still represented the Town's vision for the community. A selected Goals, Policies and Action Inventory is presented here for ease of reference:

## **Land Use & Growth Management**

Goal – 1: Only permit growth and development that is consistent with the carrying capacity of Orleans' natural environment in order to maintain the quality of life in our Town

- » All development should be designed in such a manner that will retain the semi-rural character of the community
- » Commercial development should be encouraged in concentrated nodes of activity while strip development is discouraged
- » All new commercial and multifamily development should be restricted to appropriate areas where infrastructure has or will have the capacity to absorb its impacts
- » All new development should be compatible with the natural environment; the adverse environmental effects of existing development should be cataloged and corrected as necessary.
- » Land use regulation should ensure that surface and ground water resources are of the highest possible quality.
- » Development and redevelopment should reflect the traditional maritime character and/or architecture typical of the area and should be designed to maintain and enhance views of the shoreline from public ways, access points and existing development.

Goal – 2: Encourage the preservation and creation of village centers and downtown areas that provide a pleasant environment for living, working and shopping for residents and visitors.

- » Villages should be the main foci of business activity, and should provide a safe, attractive and pedestrian-oriented environment.



## **Economic Development**

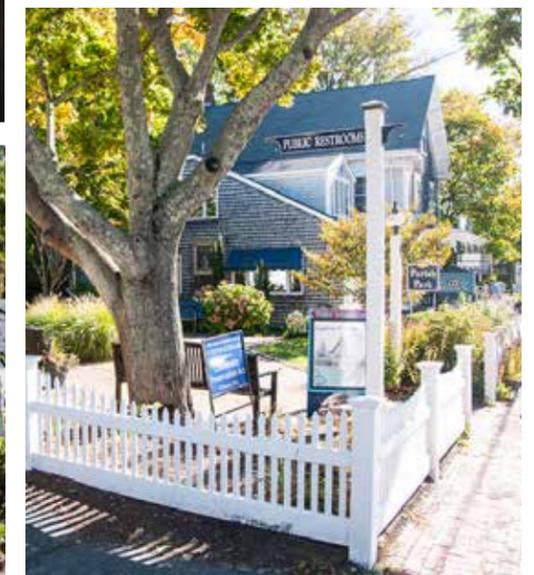
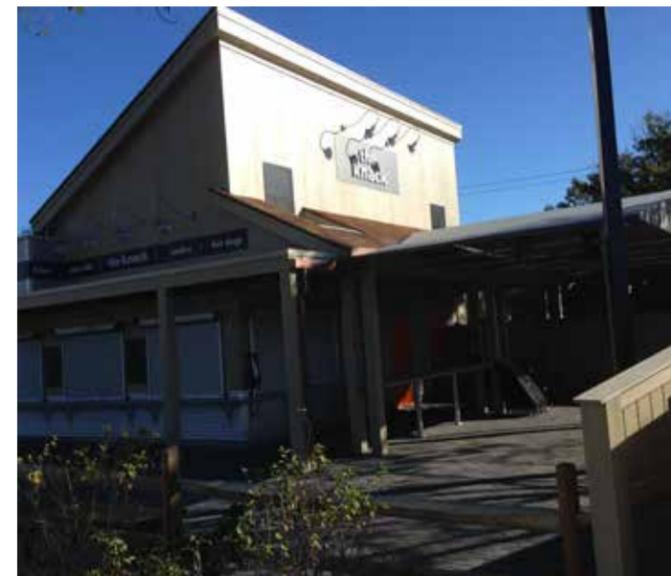
Goal – 1: Encourage the creation and diversification of employment opportunities

- » Village centers should be maintained by concentrating small-scale retail, office, and community activities within these areas
- » Larger retail and other commercial activities should be concentrated where adequate infrastructure is available.
- » Economic development should contribute to the existing character of the Town.

Goal – 2: Direct future development to locations that can support those activities and not adversely impact the environment

- » The Town should facilitate businesses that provide quality year-round employment

The LCP also identified a series of Action Steps relevant to the Route 6A Corridor, that are presented in Table 1.



**Table 1: Summary of LCP actions (from Orleans LCP)**

	Action	Year Completed
ED-5	Focus the concentration of business growth to established commercial nodes by amending the Zoning Map to limit growth on Rt. 6A, particularly between Skaket Corners and Orleans Marketplace.	2003
T-12	Ensure that reconstruction along Rt. 6A and Rt. 28 specifically address safety and access problems	ongoing
LU-7	Work with property owners in the Village Center to identify zoning amendments that would enhance desirable village characteristics	2007
LU-9	Expand the boundaries of the Village Center as appropriate to incorporate businesses on both sides of Main Street and Rt. 28	2002
LU-15	Amend Zoning Bylaw to mitigate possible unintended building growth from effective wastewater management facilities	--
LU-16	Expand apartment zoning in the Village Center, provided the street level is used for business purposes.	2007
T-20	Re-evaluate parking regulations in the Zoning Bylaws in order to assure that the location, number, size, and screening of parking lots is appropriate, and to promote shared driveways and internal connections between parking lots	Eval'd
T-23	Amend the Zoning Bylaws to reduce the size of the General Business District to alleviate the current and projected traffic congestion along 6A	2003
HC-9	Adopt design guidelines for businesses to encourage building and site design that is in harmony with a Cape Cod village. Standards should be developed for building materials, facades, rooflines, architectural design, pedestrian access, and safety	2006
LU-2	A percentage of General Business zoned land should be rezoned for less-intensive uses	2003
T-22	Develop an access management by law to improve safety of residential and commercial curb cuts	2002
HC-7	Develop and initiate a plan to place all utility lines underground in village areas	--
ED-17	Consider the designation of the Village Center as a Growth/Activity Center to foster a development style that is consistent with a small, focused community area to minimize further land consumption and preserve open space	Considered & rejected



EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

## 1. Economic Overview

### **Today:**

The Town of Orleans is home to almost 6,000 year-round residents who are generally older, well educated and have higher than average incomes. Fifty-one percent of the residents over 24 have at least a college degree compared to 39% in Barnstable County and 29% in the U.S. Household incomes, which include social security, retirement income, investment income, and wages, average \$86,609 with half the residents having incomes higher than \$60,303. These figures exceed both Barnstable County and U.S. averages. Seventy percent of the residents are older than 45 years of age and 41% are of retirement age. The median age is 62 in Orleans versus 50 in Barnstable County and 38 in the U.S.

Seasonal residents in Orleans outnumber full-time residents during the summer. Based on data collected in the 2008 Survey of Second-home Owners in Barnstable County by the Commission, there are almost 10,000 seasonal residents living in Orleans during July and August. This figure does not include tourists renting homes or staying in hotels and bed and breakfasts. Knowing these population dynamics is essential to understanding the Orleans economy and having realistic economic development goals for the future.

Less than half of the full-time residents in Orleans are in the Town's labor force which averaged 2,730 people over past five years of available data. There are more jobs than workers in Orleans but wages are lower than the county average. The 447 employers, mostly small businesses, in Orleans provide over 4,000 jobs on average with a summer peak of 4,650 jobs. The average annual wage per job in Orleans is \$37,801 versus \$41,549 in Barnstable County. Retail is the largest employment sector in the Town, followed by accommodations and food service. The weekly wages in these two sectors is even lower than the Town average wage by approximately 25% and 50% respectively.

This data and a complete profile of the Orleans economy and demographics, including source citations, can be found at [STATSCapeCod.org](http://STATSCapeCod.org).

### **The Future:**

The year-round population of Orleans is projected to decline over the next two decades according to State's official forecasts prepared by the University of Massachusetts Donahue Institute. Population forecasts are fraught with uncertainty and depend a great deal on the year from which the trend is calculated. These projections use the 2000 Census as their starting point, which is the first census in decades that showed a decline in population on Cape Cod. Based on these projections, the size of the baby boom generation will begin to decline over this period and the postponement of retirement due to the recent recession may result in a population decrease on the Cape. The lack of wage growth over the past twenty-five years locally and nationally may also impact population levels on Cape Cod given the cost of housing in the region. The scarcity of vacant developable land and zoning rules that restrict density also act to limit future population growth. These trends will affect future demand and further constrain the labor pool.

The recent Cape-wide market study completed for the Commission concluded that the region as a whole would have sufficient demand to support as additional 2 million square feet of retail space over the next twenty-five years, about the equivalent of two Cape Cod Malls. The Orleans Market Study for the Village Center also found that in most retail categories, local demand has been met and that the different commercial nodes along Route 6A were competing for business in a limited demand environment. The market study noted, as does this report, that current commercial development is too dispersed along the corridor to create a cohesive, active village center and that there is more commercially zoned land throughout the corridor than needed. The market study found that demand did exist to support new entertainment, restaurant, and specialty food businesses in the village center.

The recommendations of the Market Study for the village center mirror many of those found in this report, most notably the need to increase density and housing options in the village center to have the critical mass necessary for a vibrant and active downtown. The study also noted that the amount of commercial land outside the village center should be reduced significantly and some of it shifted into the center if future goals for the village are to be realized. This finding is strongly supported by the research conducted for this report and is reflected in the recommendations.



## 2. Business Outreach

### Summary

The purpose in reaching out to the Orleans business community through a community business survey was to better understand how existing conditions along the corridor and existing zoning may be impacting their current and future business performance and development plans.

The baseline finding was that current and future business growth is most limited by market factors, including the seasonality of the tourist economy, labor availability and cost, and overhead costs (rent, utilities etc.). However, four areas where public sector involvement could make a difference did emerge. These areas were: improving infrastructure, streetscape/community character, existing development mix, and regulations.

In terms of infrastructure, the current lack of public wastewater treatment was seen as the most significant limitation to business growth and property redevelopment, particularly the additional housing on commercial properties. Sidewalk condition or placement, as well as a lack of sidewalks in some locations were of concern, while better bike connections were desired. Parking was also identified as a concern but for varying reasons by different constituencies.

The streetscape issue most often identified was the need for better signage to highlight the variety of businesses along the corridor. Landscaping and street trees were also identified as needed and beneficial to businesses. Several focus group participants were also concerned with the high speed of through traffic, particularly in the gateway area.

Survey respondents did not indicate that the corridor has conflicting land uses but rather that most uses are complementary. Focus group participants emphasized the need to attract people to the village center in the evening as well as during the day and expressed hope for new uses that would achieve this result. They noted the loss of overnight accommodations in the village center, as well as the cinema, as limiting evening activity along Main Street.

The survey indicated that most businesses did not plan on making any changes to their property that would require a Town permit or that would be contrary to current zoning. However, focus group respondents were concerned that business constraints and needs were not well understood by Town officials and that businesses were not always seen as assets to the community.

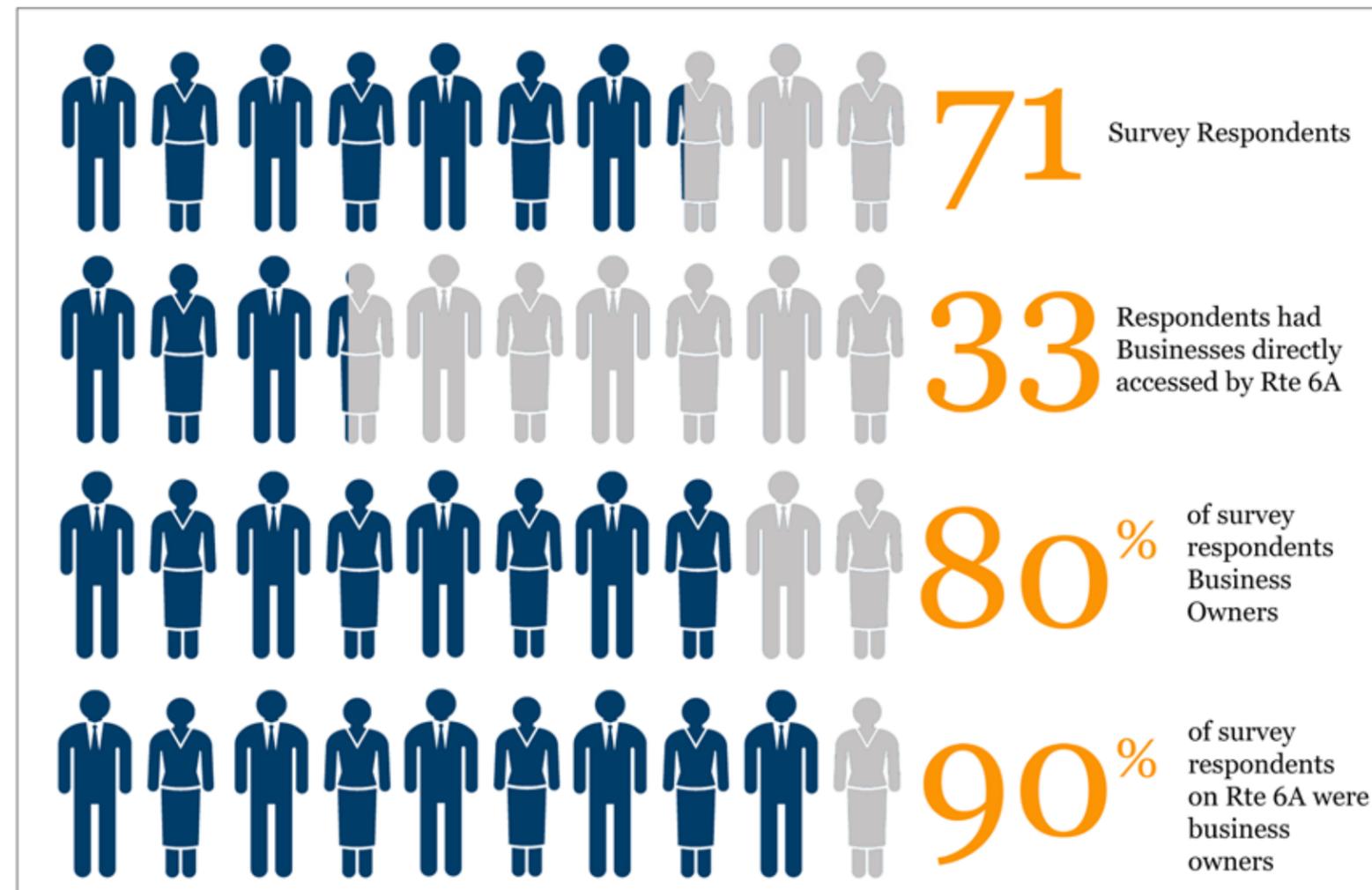


FIGURE C: BUSINESS SURVEY RESPONDENT PROFILE

### Business Survey

The purpose of the survey was twofold:

- » To better understand the major factors impacting business performance and investment in the study area.
- » To identify public actions that businesses felt could be taken to help improve their potential for success.

The survey of business owners in Orleans and particularly along Route 6A was designed by the Cape Cod Commission with input from the Orleans Planning Board. The survey was distributed electronically in April 2015 using Survey Monkey. A postcard was sent to all licensed business owners in Orleans announcing the survey and providing a link to the on-line survey. The Orleans Chamber of Commerce also sent out two

electronic notices to their members. A specific question was included asking if the respondents' business had direct access onto Route 6A in order to identify those businesses within the RESET study area.

Seventy-one people responded to the survey, thirty-three of whom represented businesses located directly on Route 6A. Eighty percent of respondents were business owners; this was even higher (90%) for businesses located directly on Route 6A (Figure C). The Route 6A businesses that responded had been in business an average of 16 years; 19 years was the average for all of the businesses. The majority of businesses (65%) plan to still be in operation in 10 or more years with just over half (57%) of the responding businesses along Route 6A owning their place of business.

EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

# Survey Key Findings

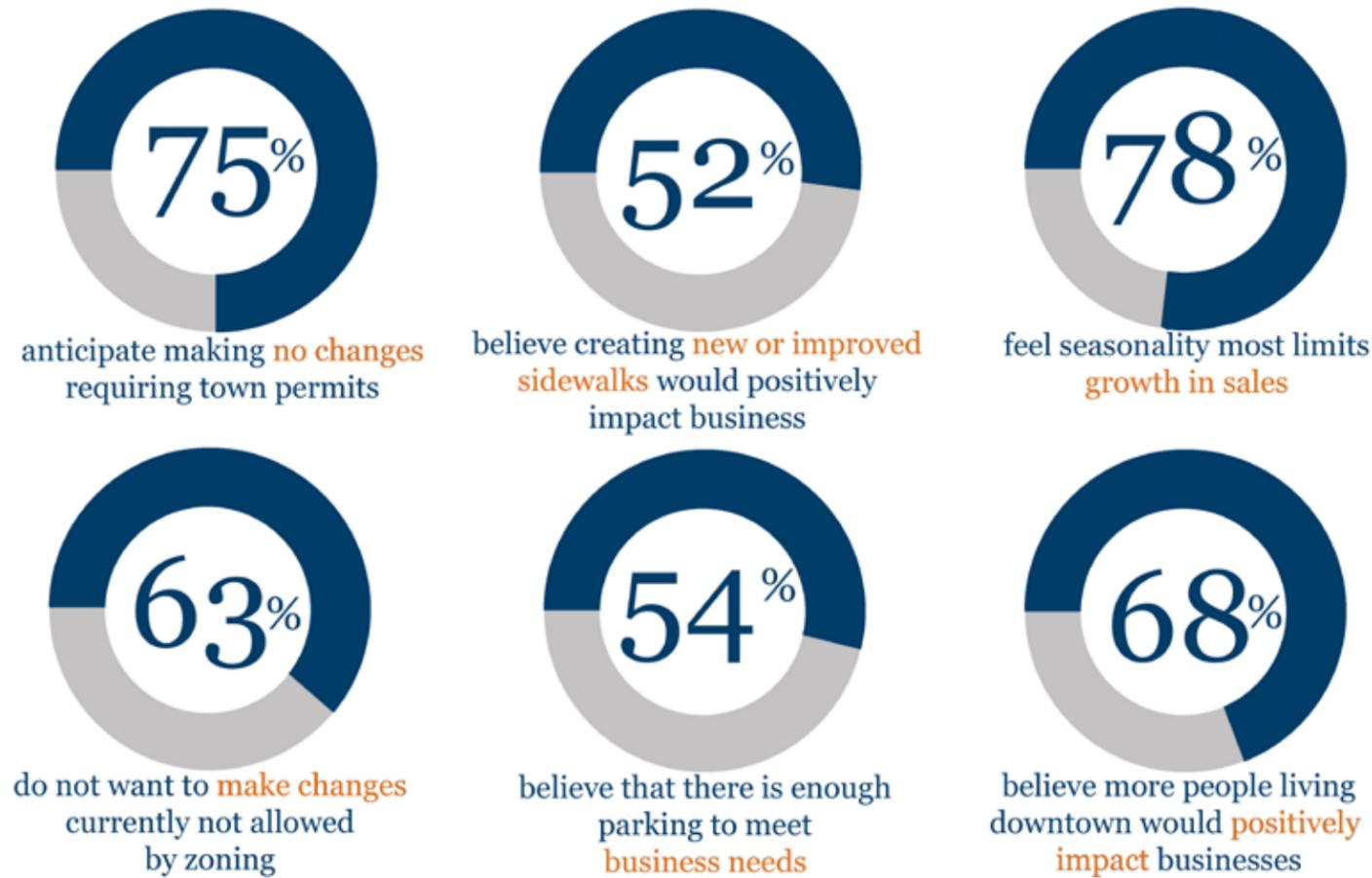


FIGURE D: SURVEY FINDINGS

The survey questions and responses from those businesses located on Route 6A are included in the appendix to this report. The following is a summary of these findings:

### Factors seen as having a positive impact on business:

- » Sidewalks and pedestrian access were considered areas where improvement would have a positive impact on business activity
- » Sidewalk improvements were identified by 72% of Route 6A businesses as a public investment that would benefit their business and bring more customers to the area
- » 48% said building or constructing new sidewalks was also important
- » Streetlights and bike lanes were identified by over 40% of Route 6A businesses as other improvements that would have a positive impact on business activity

- » Over 30% of Route 6A businesses felt that landscaping, street furniture, and small parks or open space would positively impact their businesses
- » Just under 30% felt street trees and public art would be beneficial to their businesses
- » 68% of Route 6A businesses responding believed that more people living downtown would positively impact their businesses.

### Factors limiting business revenue:

- » Seasonality was the most limiting factor to revenue growth
- » Poor pedestrian access and public wastewater treatment infrastructure were next most important
- » Parking and zoning were identified as limiting by very few respondents

### Factors limiting business profits:

- » Labor costs were identified as the most limiting factor to higher profits by Route 6A businesses
- » For Route 6A businesses, the next most limiting factor identified was the cost of rent and utilities (this ranked first for all businesses)
- » Availability of appropriate labor and wastewater infrastructure, as well as competition, were all ranked evenly (skilled labor and competition ranked higher for all businesses than wastewater)
- » Zoning was identified as a limiting factor by few respondents

### Infrastructure

- » Respondents were divided on parking issues, with slightly more Route 6A businesses feeling that there was sufficient parking but almost as many businesses feeling that there was too little parking
- » A number of respondents emphasized the need for sewer in their open-ended comments

### Future Plans

- » Most businesses (73% of all; 75% of Route 6A) did not anticipate making any changes that would require Town permits in the future
- » Most businesses (70% of all; 63% of Route 6A) did not want to make changes that were currently inconsistent with existing zoning



FIGURE E: INVESTMENT BENEFITS

## **Focus Group**

The purpose of the focus group was to further investigate the questions posed in the survey and develop a more complete picture of business opportunities and problems.

Focus groups are intended to be limited in size in order to obtain detailed responses to specific questions from each member of the group. Town staff assisted the Commission in identifying a list of major commercial property holders and active local business owners to invite to participate in the focus group. The Town, should it decide to pursue any of the recommendations contained in this report will undertake a far more inclusive public process; this effort was intended only to provide a baseline of information about the business community within the study area.

The focus group was designed and facilitated by Commission staff. Neither Town staff or Planning Board members were present. Five questions were posed to the participants and each person was called on to respond to ensure that all voices were heard. Participants were first asked to write down three ways they felt the Town could improve the Route 6A corridor that would benefit their businesses. After completing their lists, participants were asked to share and explain their responses. The participants were then asked four additional questions to further elaborate on their responses to the first question.

## **Focus Group Questions**

- » Name three things you believe the Town can do to improve the Route 6A corridor.
- » According to the survey, the factors that most limit revenues and profits are market driven. What do you feel the Town could do to help address these issues if anything?
- » If the area were served by a sewer system, would you want to make changes to or expand your business?
- » Would you add housing if allowed by zoning and served by sewer?
- » What is your willingness to contribute streetscape improvements?

## **Summary of Responses**

Many of the responses focused on ways the Town could help attract more people to Orleans, particularly by increasing pedestrian activity in the Village Center. Signage and marketing were identified as needed to orient visitors and let people know what Orleans has to offer. Improved sidewalks, landscaping, and street furniture were cited as ways that the Town could encourage people to explore on foot, while additional night-time uses and greater housing density in the Village Center was noted as being needed to create the critical mass to bring the area to life. Reducing commercial sprawl and slowing traffic at the gateways on either end of the corridor were also identified as ways the Town could help improve the area.

Parking was a common topic of discussion, with suggestions to eliminate or reduce parking requirement. Respondents also believed the Town should take over the responsibility for parking in the Village Center by either buying or leasing lots. A

number of participants felt that businesses did not equally share the burden of providing parking under the current conditions.

Respondents also felt that centralized wastewater treatment was another major infrastructure improvement the Town could make that would improve the corridor. Participants suggested they would expand, make improvements, and even add housing to their properties if wastewater wasn't a limitation. They were, however, very concerned about the cost of wastewater infrastructure and how the added costs might impact their business.

A number of participants felt that the area would see more investment if Town officials better understood and valued the business community. Some participants expressed a reluctance to undertake anything that would require a Town permit given their past experiences with the regulatory process. Suggestions included providing more planning staff to guide applicants through the process, having an ombudsman on staff to mediate between businesses and Town boards, or establishing a local economic development committee. The participants hoped the Town would work more closely with businesses in planning for the future and in crafting regulations. It was suggested the Town support the creation of a community funded "endowment" that could be used to purchase land and attract the types of development that would draw people to Orleans. The participants felt businesses would contribute to aesthetic improvements along the corridor but that the Town needed to take the lead.

Focus Group Participants
» Joy Cuming, Aline Architecture
» Dana Paradise, Cape Coddle
» Ed Maas, Orleans Inn
» Phil Howarth, Goose Hummock
» Todd Thayer, Orleans Market Place (landlord)
» John Murphy, Land Ho!
» Shirley Lotuff, Red Barn
» Bryant Besse, Mobile et al (landlord)
» Jim Junkins, Friends Market
» Sid Snow, Snow's Home and Garden



EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

# SITE ASSESSMENT

## 1. Historic Resources

Historic buildings exist throughout the commercial zoning districts in Orleans center and along the Route 6A corridor. While many have been recorded and researched by local historians or preservation consultants, there are few protections in place for these historic structures. The Historic Resource Inventory (Figure F) shows a blue dot for each building that is inventoried in the State's historic database, and a significant number of buildings are located outside the yellow border indicating the Town's local historic district – the Old Kings Highway Historic District. While those buildings within the Town's Village Center District must undergo design review, there are no specific regulations to prevent demolition of historic structures in the study area. The Town's Demolition Delay bylaw allows for a 12-month delay of demolition permits if a property is on the historic inventory, earlier than 1920, or deemed significant by the Orleans Historical Commission. While this delay period may discourage demolition, it cannot prevent demolition of significant historic buildings. The bylaw also includes minimum maintenance requirements in an effort to stop demolition of historic buildings by neglect, but cannot expressly prevent demolition.

There are approximately 50 inventoried historic structures within the project study area, and historic inventory forms are available on MACRIS (Massachusetts' on-line database of cultural resources) or through the Orleans Historical Society archives. Together, these buildings reveal the history of the area through their various architectural styles and development patterns. They also help define the character of downtown with their distinctive architectural forms and their orientation to the street. The majority of historic buildings in the study area are residential buildings, ranging from simple Cape Cod style houses dating to the mid-1700s to more decorated Victorian residences at the turn of the 20th century. Many of these original residential buildings have been converted to commercial use, but most still retain their distinctive architectural detailing and features. The study area also includes some early commercial structures such as the Orleans Inn /formerly Snow's store (circa 1881), the Whole Food Store/ formerly Davis and Chase Drugstore (circa 1890), and the Old Post Office (circa 1858) on Main Street. The French Cable Station (circa 1891) on Route 28 is the only building in the study area that is listed on the National Register of Historic Places.

Figure F also calls out historic buildings which have a particularly strong impact on the street character of Route 6A, based on their proximity to the road edge, amount of architectural detailing, and unique scale or setting.



The Orleans Inn, Route 6A

The highlighted buildings in the study area include:

- » The Orleans Inn (noted above)
- » Jonathan Young Windmill (circa 1793)
- » Tree's Place/former Jonathan Young Jr. House (circa 1875)
- » Emack & Bolio's/former Dr. Davis House and Office (circa 1880)
- » The Methodist Burial Ground at the intersection of Route 6A and Main Street
- » 116 Route 6A/formerly Albert Bassett House (circa 1885)
- » Earth House/former Joe Jesse Snow House (circa 1900)
- » 139 Route 6A/formerly F. Hohn Tailor Shop (circa 1800)
- » 143 Route 6A/formerly James Boland House (circa 1750)
- » The Lobster Pound/former Mulchay House (circa 1880).

Because these structures create a desirable character that the Town wishes to retain, their setbacks, scale and height should be used as a guide for evaluating existing zoning regulations or considering changes to dimensional requirements.

The limited setback along Main Street is supported by the placement of historic structures adjacent to the sidewalk on this roadway. Along the majority of Route 6A and Route 28, development has a more residential feel due to the typical placement of buildings further back from the road edge with small yards in front. The impervious coverage of historic properties varies significantly in the study area, but those properties outside the heart of the village center generally have much lower coverage (10-30%) than those near the intersection of Route 6A and Main Street (50-100%). Any changes to zoning coverage allowances should be careful to avoid creating an incentive to demolish historic buildings in favor of new construction.



Old Post Office, Main Street



French Cable Station, Route 28



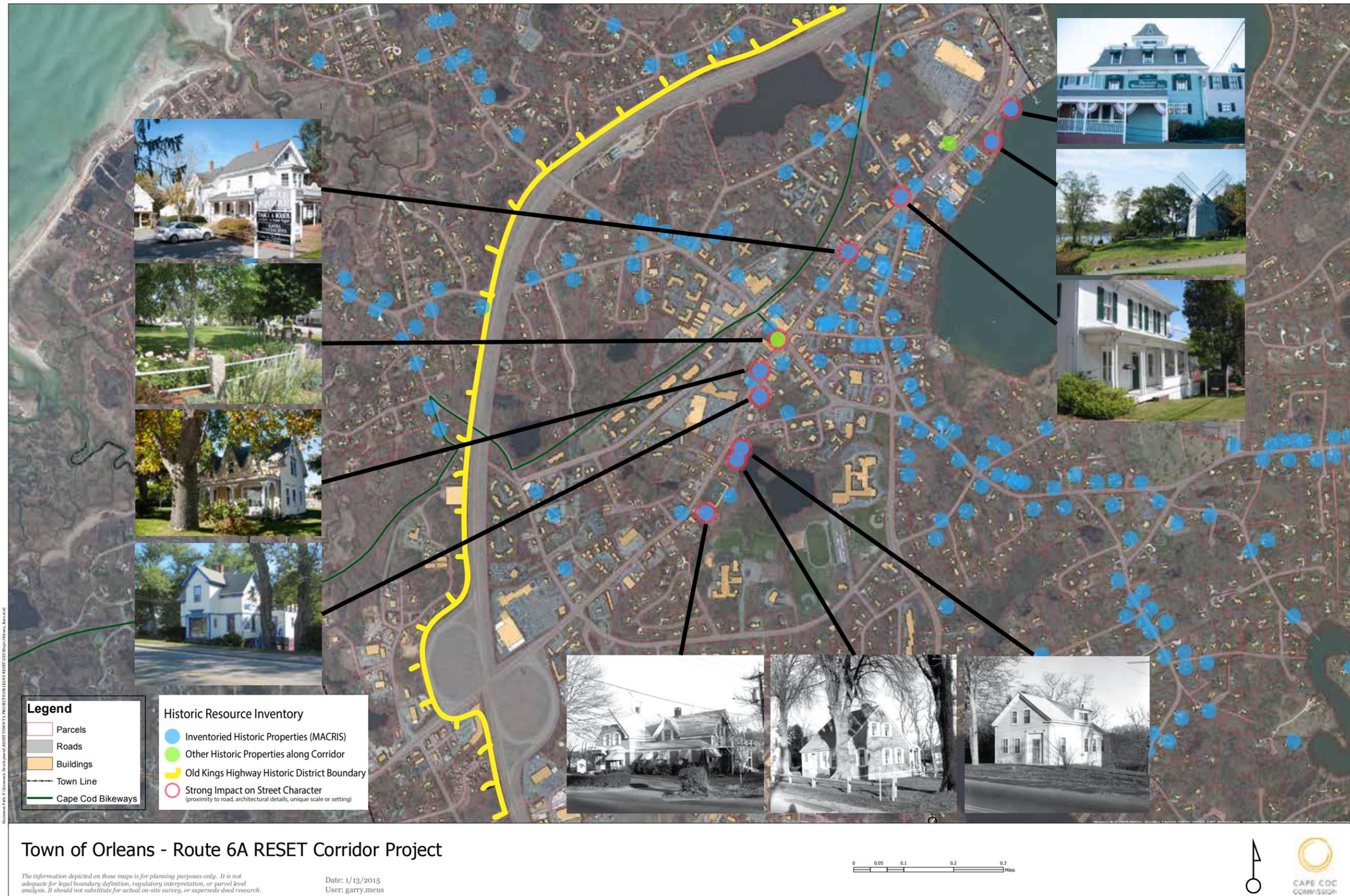


FIGURE F: HISTORIC RESOURCES IN STUDY AREA

EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

## 2. Existing Zoning

The study area consists of the majority of Orleans' commercially zoned properties, including the Village Center and the commercial nodes at both ends of the Route 6A corridor, in the vicinity of the Route 6 interchanges on the west end and the Eastham/Orleans rotary on the east. The study area is approximately 490 acres in size, which is roughly the size of the Hyannis Downtown and Growth Incentive Zone (see Figure G below).



FIGURE G: COMPARISON OF ORLEANS STUDY AREA ON IMAGE OF HYANNIS

The study area is comprised of the following three zoning districts:

- » Village Center
- » Limited Business
- » General Business

In addition, a Shoreline Overlay District is located along Town Cove, the purpose of which is to provide visual and pedestrian access to the water, and limit development in proximity to the water body. The northern boundary of the study area abuts the Eastham town line, and the southern boundary abuts the Brewster town line. The majority of land surrounding the study area is zoned R (single-family residential), with the Town's industrially zoned land just to the south, outside the study area.

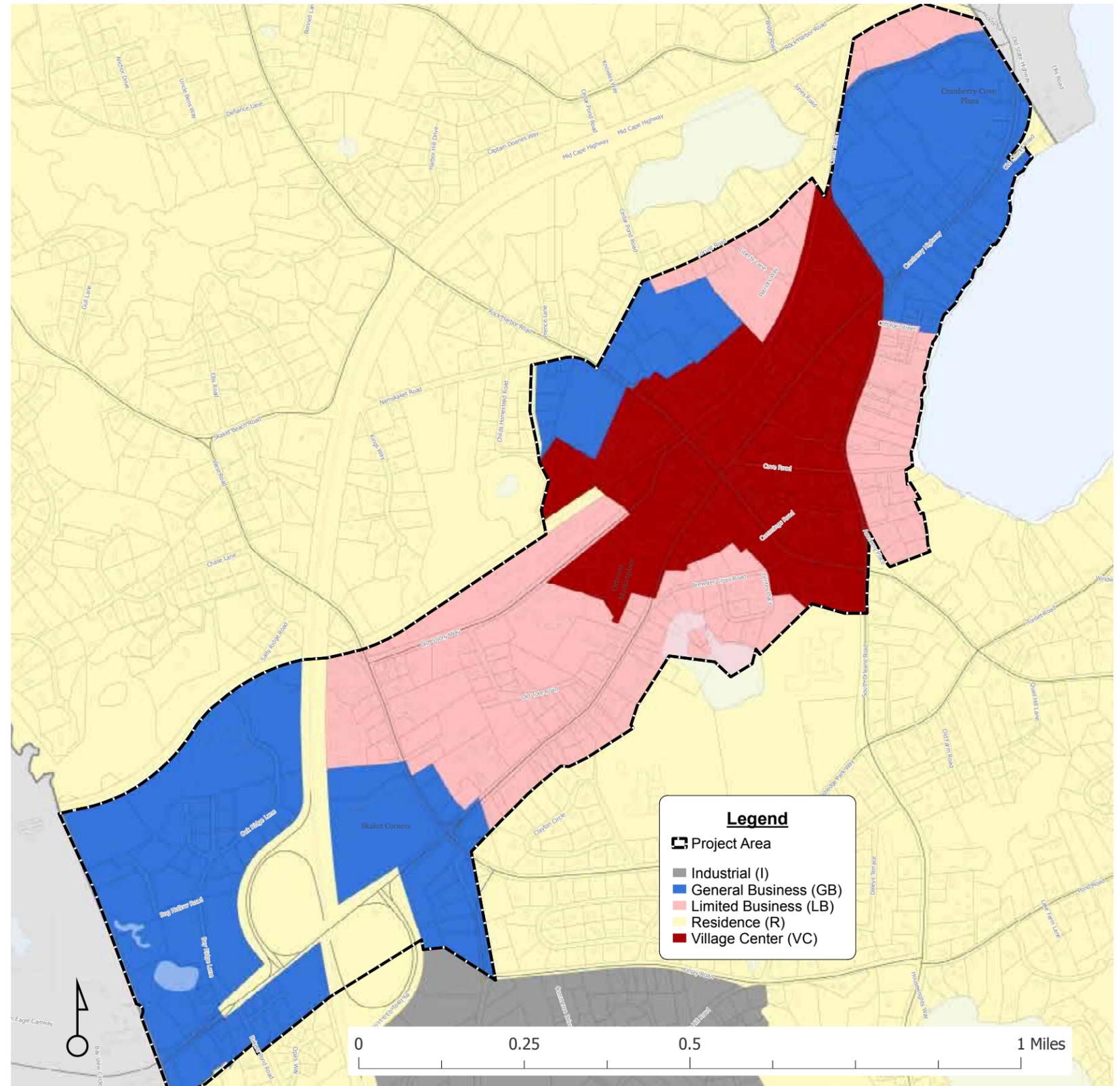


FIGURE H: EXISTING ZONING

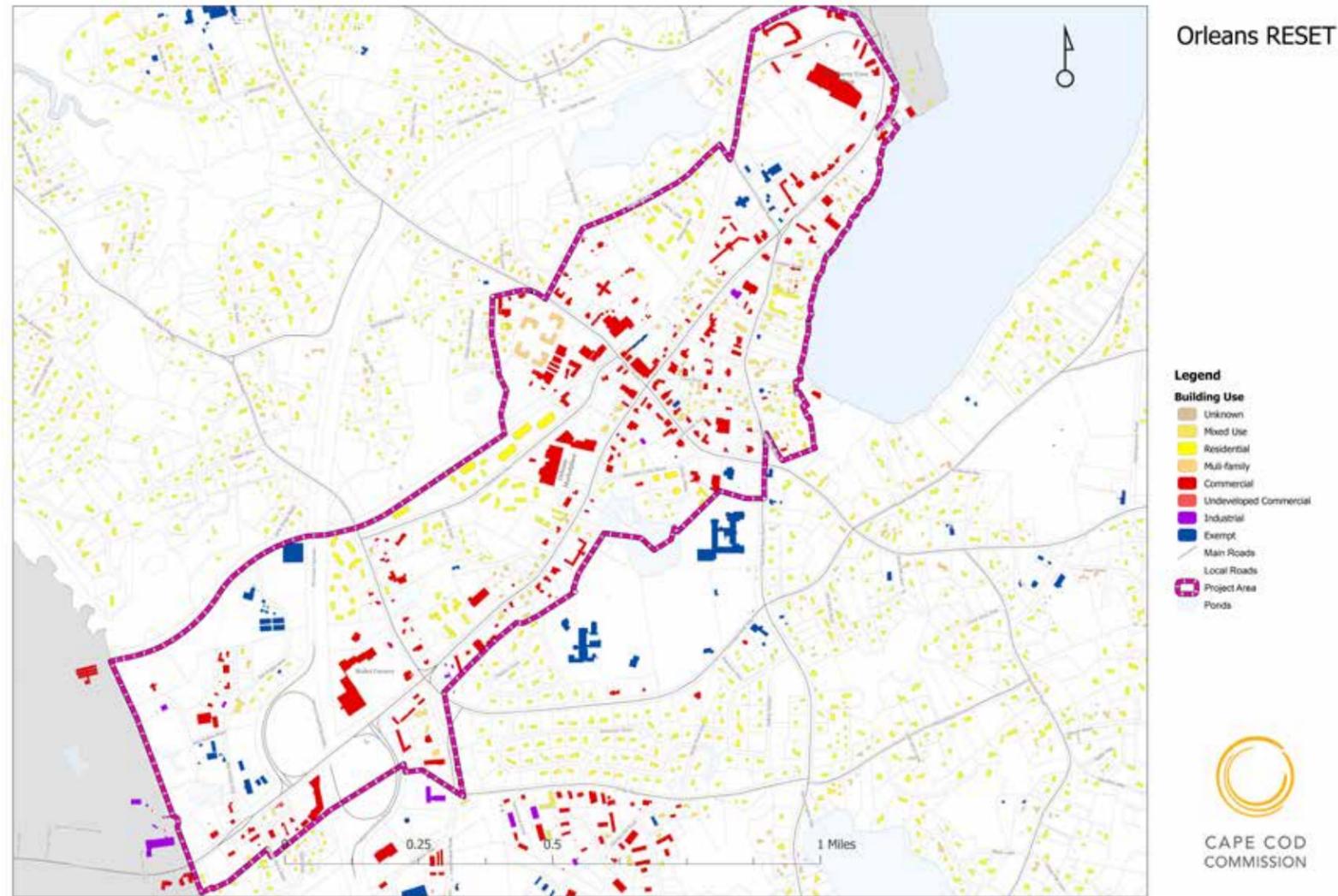


FIGURE I: EXISTING LAND USE (BUILDINGS COLORED PER LAND USE CODE)

Noteworthy aspects of the district regulations that help retain the Town’s distinctive character and promote an active and attractive village include:

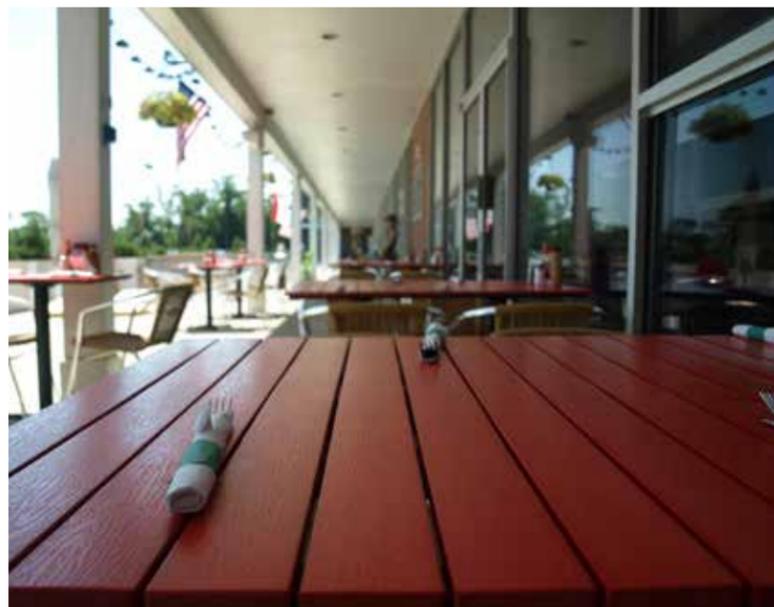
- » No fast food, drive-ins, drive-through or formula business restaurants are allowed in the Village Center
- » Village Center zoning requires building transparency with standards for visibility in pedestrian areas and window displays to encourage interaction and activity.
- » A height exception in the Village Center allows for third floor residential development, increasing the ridge height to 42 feet.
- » The Shoreline Overlay District’s framework for new development along Town Cove, requires development to avoid obstructing views to the water and limit the development footprint.

Most of the Town’s zoning bylaws for the study area are clear and support the objectives and vision in the Local Comprehensive Plan. However, some minor edits may be necessary in places to add clarity and to update definitions and organization (examples are provided in the Recommendation Section). In addition, Commission staff’s comparison of the current regulatory framework with long-range planning objectives revealed some inconsistencies.

### Uses

A wide variety of uses are located within the study area. Figure I shows that the commercial uses (red) are clustered around the village center and focused on the Route 6A corridor. Further clusters of commercial uses occur in proximity to the highway interchanges at Skaket Corners and near the Eastham town line. Figure I also shows that the study area currently includes significant amounts of residential development (yellow and orange) in areas away from the commercial core and main roadways. There are several municipal uses and other uses exempt from property taxes scattered throughout the district (blue), but no uses classified as industrial.

Typically, allowed uses in a zoning district will include the universe of uses a Town would like to see at those locations. Usually, these uses are then divided into those that are allowed unconditionally (by-right with a building permit), and those that may be allowed with conditions (typically by Special Permit). This distinction is important in that uses allowed “by-right” have a more streamlined local review than those that are required to obtain Special Permits, and therefore may be more likely to locate in these areas as their approval process is less complicated. A review of the Schedule of Use Regulations reveals many similarities between the three districts and a number of redundancies that the Town could



- EXECUTIVE SUMMARY
- BACKGROUND
- VISION FOR ROUTE 6A
- ECONOMIC DEVELOPMENT ASSESSMENT
- ZONING & SITE ASSESSMENT
- RECOMMENDATIONS
- CONCEPTS
- NEXT STEPS

consider eliminating to further their land use goals for the area. The following summarizes some of the key areas of focus:

- » **Similar Allowed Uses:** Figure J shows the uses allowed in each of the zoning districts in the study area and highlights areas of overlap between districts. The graphic reveals the majority of uses are allowed in each of the districts and that very few uses are specific to any of the districts. There are no uses unique to the Village Center.
- » **Retail and Service Uses:** Figure J illustrates numerous types of retail and service uses (shown in red text) that are very specific. These uses are allowed in all zones and are subject to identical permit pathways, which suggests that it may be possible to simplify the list.
- » **Few By-Right Uses:** Figure K shows the same list of uses, but isolates those that are still allowed by right if over 2,500 square feet. This shows that there are almost no “by right uses” in the study area, which means that any developer or new business must obtain a discretionary permit from the Town before moving forward. By right uses are largely those that are exempt from the state Zoning Act.

- » **Varied Office Uses:** The Schedule of Uses includes only one category for office, however, professional offices and medical offices have very different impacts on the community and may be desired in different locations.
- » **Industrial/Manufacturing in the Village Center:** The Village Center district currently allows light industrial/manufacturing uses that, depending on how they are defined, may be incompatible with a pedestrian town center.
- » **Effectiveness of Mixed Use Allowances:** The bylaws contain a use category called “Commercial structures with dwelling units” which allows “mixed use” provided that the majority of the floor area is non-residential and that there are no more than two dwelling units. Although the inclusion of mixed use is desirable, this definition may limit residential development and force construction of more commercial square footage than the market can support. This definition is also modified in the Village Center district to allow four units and may be in conflict with the bylaw definition.

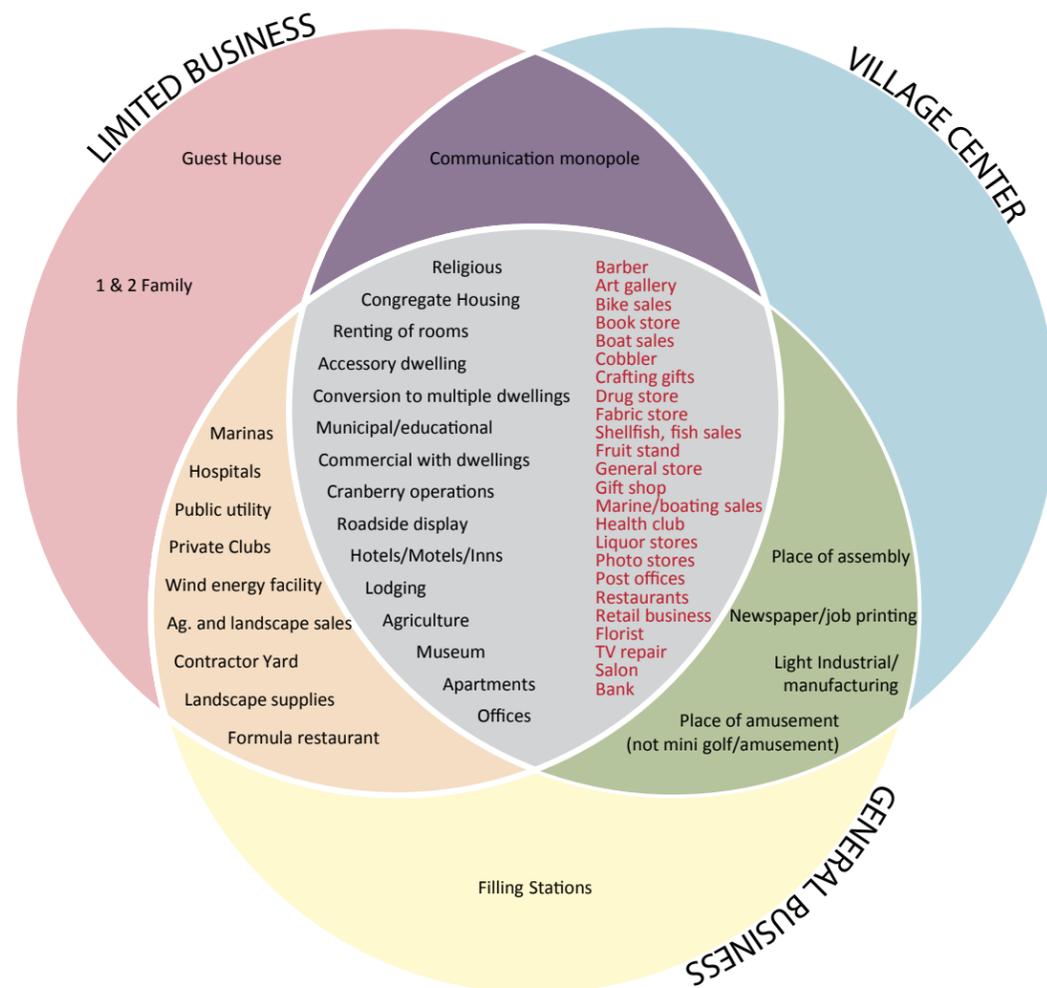


FIGURE J: USE DISTRIBUTION IN ZONING DISTRICTS WITHIN THE STUDY AREA

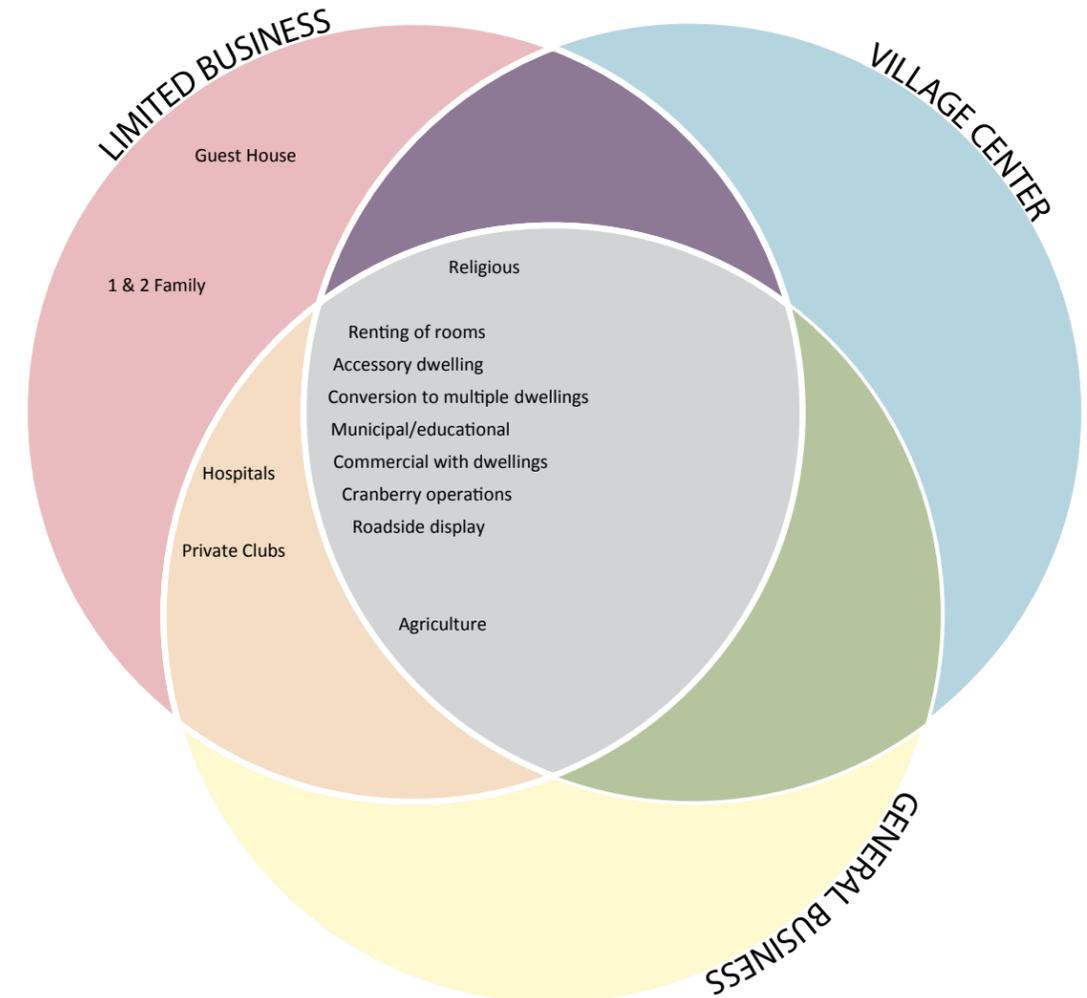


FIGURE K: USES STILL ALLOWED BY RIGHT WHEN OVER 2,500 SF

## Dimensional Standards

A review of the applicable dimensional standards in the existing bylaws also highlights some areas that the Town may wish to revise or update. For example:

- » **Similar Dimensional Standards:** Table 2 compares the major dimensional standards for each of the districts. This table shows how similar the setbacks, coverage and height limits are between the three districts, particularly the General and Limited Business Districts.
- » **Lot Size Limit for Multi-Family Development:** The minimum lot size for multi-family residential or apartments requires a minimum of 60,000 square feet of upland. This may reduce opportunities for housing that would bring activity to downtown and be more affordable as workforce housing.
- » **Dimensional Standards in Multiple Places:** Some of the dimensional standards are difficult to find in the bylaw. For example, the floor area ratio and impervious surface requirements are contained in the parking regulations.
- » **Parking Regulations in Commercial Districts:** In some residential districts there is a requirement that parking not be located in the front yard; however, this key provision to avoid visible parking areas is not required in the commercial districts in the study area.
- » **Shared Parking Provision:** Shared parking is allowed by the Orleans bylaw; however, this provision is not accompanied by a reduction in the parking requirements.

The lack of variation in uses and dimensional standards (particularly in the Limited and General Business districts) has the potential to result in a homogeneous development pattern over the long term. Varied setback requirements, impervious coverage limits, and other changes to differentiate the districts would be helpful. The location and amount of required parking will also play an important role in guiding the character of these districts.

**Table 2: Existing Dimensional Standards**

	Minimum Lot Size (sf)	Setbacks			Maximum Building Height (ft)	Impervious area (%)	Floor Area Ratio (FAR)
		Front	Side	Rear			
Limited Business	40,000 (60,000 for apartments)	25	10	25	30	75%	40%
General Business	40,000 (60,000 for apartments)	25	10	25	30	75%	40%
Village Center	40,000 (60,000 for apartments)	Min.15 and Max. 25; or average of existing adjacent	0-10	30	30; or 42 for mixed use	--	100%



EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

### 3. Parking

Planning for parking is an important element of village design. Providing convenient and adequate parking is essential for business success, but it is expensive for developers and consumes land that could be used for building. In addition, the minimum parking standards in zoning codes often represent the maximum amount needed and result in surplus parking. A comprehensive parking strategy should include approaches to help reduce parking demand, such as shared parking, improved bicycle, pedestrian, and transit connections, and signage to direct visitors; as well as a review of potential reduction of off-site parking requirements.

#### **Business community feedback**

Feedback from the business community (from the on-line survey) on parking issues was mixed. Part of the Commission’s analysis of the area focused on parking supply and configuration. Parking in the Village Center was the subject of a study in 2004, and the Commission further looked at parking location as part of its 2011 Streetscape Plan. An important element of this study was to establish if a significant parking problem exists in the corridor, and identification of major issues with business owners within the study area.

Most respondents to the survey felt that parking supply is not a major issue for their business. (Only 10% of Route 6A business respondents identified “lack of parking” as a limiting factor to their revenue.) Over 50% responded that the parking supply is “enough,” with about 40% responding it is “too little” based on the needs for their business.

#### **Focus group input**

Focus group participants expressed concerns about parking. One respondent felt the off-site parking requirements should be reduced; another explained that the parking requirements are preventing him from expanding his business and that neighboring businesses use his parking lot, which takes away spaces for employee parking. Another suggested the Town develop a parking plan and that it needs to acquire municipal lot(s).

#### **2004 Orleans Town Center Transportation Study**

The 2004 study included a brief analysis of parking in the downtown. It indicated that the supply appeared to be adequate but noted that the majority of parking spaces came from private lots. The study recommended the Town provide additional public parking spaces in the town center, (e.g. the “Besse” lot shown on Figure L) through land acquisition for a municipal lot and/or through public/private partnerships where a portion of the available spaces is designated for public parking (see report for locations). It also recommended providing standardized parking signage to direct visitors to public parking lots.

#### **Zoning/Parking requirements**

The Town’s zoning bylaw sets forth minimum off-street parking requirements determined by type of use. (§164-34) Uses/buildings in existence as of 1981 are not subject to the on-site requirements so long as they are not changed or enlarged to create additional parking needs. The parking requirement is waived for additions or changes in use that result in an increase of six spaces or less. If an increase of six or more spaces is needed, all of the spaces must be provided. Special permit authorization is required to obtain a reduction in the required number of spaces. The bylaw allows adjacent businesses to share parking, provided that the amount provided is equal to the combined minimum amount required for each. Minimum parking standards apply universally regardless of location/zoning district. A “fee in lieu of” provision (Section §164-34 A(4)) allows an applicant/use in the Village Center district to satisfy all or part of the required off-street parking by paying an annual access fee (\$500, indexed to the US Cost of Living Index (\$1,107 in 2015 dollars)per space as an option to meeting the minimum on site requirement.

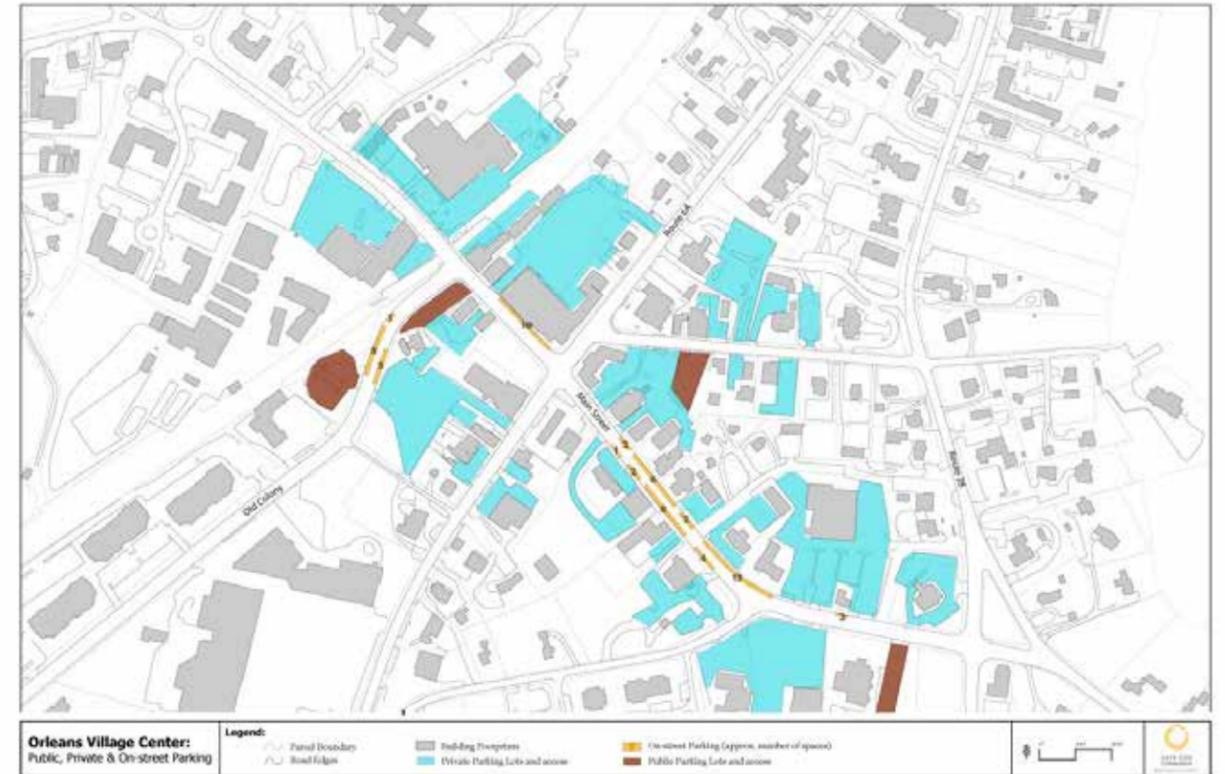


FIGURE L: EXISTING PARKING IN VILLAGE CENTER (2010 STREETScape PLAN)



## 4. Streetscape

Route 6A is an historic byway that runs the length of Cape Cod with varying aesthetic qualities. The development pattern and street treatments along Route 6A have a major impact on the character and “feel” of the roadway. Therefore the project team assessed the existing conditions with the goal of improving and enhancing the existing assets in the study area.

Key assets of the 6A corridor streetscape that should be reinforced include:

- » The scale and density of development at the intersection of Route 6A and Main Street encourages walkability and allows interaction;
- » The presence of historic structures along the corridor provide visual interest and reflect desired village character;
- » The residential scale found in most of the areas between the gateways and the village center provides variety and helps emphasize the surrounding commercial areas;
- » Windmill Park provides access to Town Cove and visual relief from surrounding development;
- » Pockets of mature tree canopy in certain areas of the corridor provide shade and enhance the character of the roadway; and
- » The new roundabout at the intersection of Route 6A and Route 28 introduces a major traffic calming feature to the corridor.

These assets benefit the community by helping to create a welcoming sense of place which can be very important to economic development in destination communities like Orleans. The goal is to build on these qualities to create great streetscapes that attract people and encourage them to stop, do business, and socialize. Currently, some sections of the Route 6A corridor in Orleans successfully establish this comfortable sense of place, while others reflect an outdated street design focused primarily on vehicular traffic and speed with limited or no pedestrian and bike infrastructure.

The two ends of Route 6A at the Eastham and Brewster town lines are examples of this auto oriented design. A wide multi-lane road surrounded by strip commercial development dominates both areas and encourages high travel speeds and through traffic. Pedestrian or bike circulation is not encouraged in these areas, with only intermittent sidewalks and no bike lanes. Space is not provided in the gateways for safe bike or pedestrian crossing and multiple curb cuts pose safety issues for both auto and non-auto travelers in the area. These are not places one wants to stop, walk around, or linger in but rather get through as quickly as possible. This is not ideal for business in these areas and is inconsistent with the desired character of Orleans articulated in the Local Comprehensive Plan.

Gateway locations are important places as they welcome travelers to the Town. There are three gateways along Route 6A in the study area, one at either end at the Brewster and Eastham town lines and another at the Exit 12 intersection. While the Town has made improvements to these areas with signage and landscaping, each of these locations are dominated by automobiles, traffic and pavement.

Reasonable pedestrian amenities are provided along the corridor, with an almost continuous sidewalk on one side of the street and street furniture and landscaping provided in and around the village center. However, in several locations overhead utilities and poles create visual clutter

and a physical barrier to pedestrian movement. At the northern end of the corridor, views to Town Cove (a significant physical assets) are blocked by development in the area. At the Brewster end of the corridor, significant physical and psychological barriers exist to pedestrian and bicycle movements around the highway interchange, with the overpass/underpass presenting a major obstacle to non-vehicular access.

The Town is well served by the Cape Cod Rail Trail, located in close proximity to Route 6A. While the connections between the Rail Trail and the village center are excellent, access and connections from other parts/sections of Route 6A to the Rail Trail are more limited. A lack of signage or obvious connections at either end of the corridor may be a problem for bicycle users, especially those unfamiliar with the area.



EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS







The following section provides a series of recommendations to address the issues identified in the study and to meet the goals of the Orleans LCP. These recommendations will require further refinement before implementation and will also need to be prioritized and vetted thoroughly with the public.

Table 3 provides a simplified list of the recommendations contained within this section and which of the LCP goals they address. Further explanation about each recommendation is provided in the following pages.

Recommendations		LCP goals addressed				
		1	2	3	4	5
1	Consider establishing a Business Improvement District and/or a Community Endowment	x		x	x	
2	Review regulatory processes to enhance clarity, communication, and consistency	x	x	x		x
3	Update Historic Inventory	x				
4	Augment Design Review to better protect historic structures	x				
5	Match zoning dimensional standards to historic building placement and massing	x	x			
6	Consider creating a Local Historic District	x	x	x		
7	Create five zoning districts and include purpose statement for each district in the zoning by-law	x	x	x		
8	Simplify zoning use table and add definitions for use types and other planning terms used in by-law		x			
9	Focus active uses in the Village Center, encourage mixed use and make desired uses by right			x		
10	Differentiate density and dimensional standards between zoning districts and prohibit parking in front in all districts	x	x	x		
11	Adopt a parking maximum, reduce parking required in shared lots, and review fee-in-lieu of parking provision	x				x
12	Update parking and circulation study to identify areas of need	x	x	x		
13	Adopt a parking plan (address trip reduction and municipal parking)	x	x	x		
14	Increase number of street trees and amount of landscaping (green infrastructure)	x				x
15	Complete structural and landscaping enhancements to the gateways	x	x			x
16	Increase visual and physical access to the water	x				
17	Improve and add new bicycle and pedestrian infrastructure (sidewalks, bike lanes, signage)	x		x		
18	Implement the road narrowing concepts at both gateway ends of Route 6A	x				
19.	Conduct road safety audits at intersections with high crash incidents	x				

### KEY TO LCP GOALS

1.	Have a small maritime village character	2.	Consist of distinct commercial nodes	3.	Have a vibrant central village node	4.	Provide year-round job opportunities	5.	Not further endanger water quality
----	---	----	--------------------------------------	----	-------------------------------------	----	--------------------------------------	----	------------------------------------

EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

## 1. Economic Development

Public investment is essential to economic and community development and will be pivotal to realizing the recommendations included in this report. Sharing this responsibility with local residents, property owners, and businesses will also be necessary. The combined effort will have the added benefit of giving the community a greater sense of control and accountability over the destiny of Orleans as a place to live, work, and enjoy. This section presents a number of options for sharing the costs and responsibility needed to accomplish community goals along Routs 6A.

### **Quasi-Governmental Structures**

There are a number of formal quasi-governmental entities that can be established under Massachusetts General Law to stimulate economic development in partnership with the private sector, including urban redevelopment entities under MGL 121, Economic Development Industrial Corporations (EDIC) under MGL, and Business Improvement Districts (BID) under MGL 40O. These are independent board managed entities that do not report to Town Managers or Selectmen. Municipalities may alternatively opt to establish a consolidated community development department (MGL 43C) or an economic development committee within their own administrative structure.

Redevelopment entities and EDICs were authorized to help reduce urban blight in communities heavily impacted by industrial decline and related types of economic dislocation. Once appointed, th Executive Boards of these organizations are autonomous and are not subject to state procurement laws. These entities also have the authority of eminent domain to assemble properties in order to redevelop an area consistent with an approved renewal plan. The enabling legislation, however, does not provide a mechanism for consistent on-going funding and the State does not provide start up or administrative funds to these entities. As a result, they must generate funds from real estate acquisition, management, and sale or grants of land or money from the municipality. These tools have been most effectively used in large communities such as New Bedford, Fall River and Boston, among others. There are currently no redevelopment entities on Cape Cod, but three Towns – Falmouth, Mashpee, Bourne, and Sandwich -- have established EDICs through special legislation. The effectiveness of these EDICs has been limited by lack of funding and professional staff. We do not recommend these redevelopment tools for use in Orleans given the size of the community, lack of blighted areas, and funding challenges associated with these entities.

Business Improvement Districts provide a more appropriate structure to coordinate public and private stakeholders in the revitalization of the Orleans Route 6A corridor. These State sanctioned and approved entities must have the support of 60% of the real property owners who represent 51% or more of the assessed real property valuation in the district to be designated. In supporting the establishment of a BID, the property owners within the district agree to pay an annual special assessment to fund the organization and the work of the BID. Unlike the redevelopment entities described above, this provides an on-going, stable revenue stream for the BID. In addition to this guaranteed revenue, BIDs may receive grants, donations, and gifts to support their initiatives.

BID funds may be used to accomplish district priorities within these general categories:

- » Maintenance - street cleaning, snow removal, litter & graffiti removal, washing sidewalks, tourist guides
- » Promotion and Marketing - identification of market niche, special events, brochures, advertising, newsletters
- » Business Services - business recruitment and retention, sign & façade programs
- » Capital/Physical Improvements - streetscape improvements, management of parking garage, maintaining parking shelters, historic preservation

BID funds may also be used to pay for professional staff to manage the organization and coordinate implementation projects. We strongly recommend that the Town investigate establishing a formal Business Improvement District for the Orleans Route 6A corridor. The Commission is available to assist the Town in evaluating this option and completing the process required if the Town decides to establish a BID.

### **Government Structures**

Many Towns establish economic development committees within the Town's committee structure. The purposes of these committees range from educating other boards and the community about economic development trends pertinent to their Town to pursuing business development through business recruitment and working with existing businesses to improve performance and create jobs. Some committees are responsible for completing an economic development strategy or the economic development section of the Local Comprehensive Plan. They may then be employed to look for implementation funding. Committees may also be charged with reviewing Town permitting rules and procedures and advocating for changes that would favor businesses in hopes

of increasing private investment in the community. These committees may be helpful in bringing a business perspective to Town hall.

To be successful, an economic development committee must be supported with staff resources and provided with a very clear mission and set of objectives. There must also be a shared understanding of what economic development means for the town they serve. Unfortunately, it is not uncommon for economic development committees to founder from a lack of direction, staff support, and sense of purpose. We recommend that the Town work more closely with existing organizations interested in economic development, such as the Orleans Chamber and Orleans Community Partnership, to achieve Town goals rather than establish an entirely new entity without staff or funding.



**Table 4: Economic Development Options**

Organizational Type	Mission	Allowed Activities	Tools	Geographic Scope	Funding Provision	Legal Citation
Quasi-Governmental						
Redevelopment Authority	Urban Renewal	Planning, land assembly, infrastructure, promotion and marketing, financing	Eminent Domain, Exempt from State Procurement law (30B), convey land to private developer, bonding authority	Municipality	None	MGL 121B
Urban Redevelopment Corporation	Urban Renewal - single project with public purpose	Land assembly/acquisition, property management, construction and property improvements, borrowing and issuing of bonds	May be given power of eminent domain to acquire land	Single development site within a municipality	Developer is given a property tax exemption	MGL 121A
Economic Development Industrial Corporation (A)	Industrial development in areas of high unemployment & physical deterioration	Land assembly, planning, financing, infrastructure, marketing and promotion, business assistance	Eminent Domain, Exempt from State Procurement law (30B), convey land to private developer, bonding authority	Single or multiple municipalities	None	MGL 121C
Economic Development Industrial Corporation (B)	Advance commercial, business, recreational, social services, educational or other non-industrial projects	Determined by legislation	Determined by legislation but may include Eminent Domain, Exempt from State Procurement law (30B), convey land to private developer, bonding authority	Single or multiple municipalities	None	Special Legislation
Business Improvement District	Revitalization and long-term maintenance of downtowns and city/town centers	District maintenance and improvements, business assistance, marketing and promotion	Borrow money, enter into contract, sue and be sued	Designated district	Annual Assessment of all Businesses within BID	MGL 40O
Governmental						
Consolidated Community Development Department	All community and economic development duties	Planning, land assembly, regulation, financing, infrastructure, marketing and promotion, business assistance	Pledge of credit of municipality; eminent domain	Municipality	Annual town budget process	MGL 43C
Economic Development Committee	Advisory to the Selectmen/Town Council	Planning, regulatory process evaluation		Municipality	At discretion of the town	Local Ordinance
Private, Non-Profit						
Community Endowment	Address identified community needs	Determined by the Endowment Board and investors	Rights of private entities	Municipality	Investment fund	NA
Non-profit development organization	General economic development	Business assistance, promotion and marketing, land purchase, financing	Rights of private entities	Flexible	Fundraising	NA

EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

## **Private Non-Profit Structures**

In lieu of establishing a formal BID or in addition to a BID, we recommend that the Town consider the possibility of establishing an Orleans fund within the Cape Cod Community Foundation. Community Foundations are grant-making public charities that invest gifts of cash, real property, stocks or other financial assets to generate income, which are then granted to non-profit organizations dedicated to improving the lives of people within a defined geographic area. Contributions to the fund may come from individuals, families, and business. Generally, Community Foundations support human services programs but also support arts and education, the environment, and disaster relief.

The Cape Cod Foundation was established in 1989 and manages over 250 individual charitable funds with various purposes. The Towns of Sandwich, Falmouth and Chatham funds are broadly conceived to address issues and opportunities facing their community. Chatham's fund has the particular goal of helping lower income residents.

If the Town is primarily interested in funding streetscape improvements another potential option is a beautification foundation. Examples currently exist across the country, including in Hillsborough, OR and White Plains, NY. The Hillsborough Beautification Foundation raises funds to change public spaces into enhanced landscaped areas, based on requests from local residents (<http://www.hillsboroughbeautificationfoundation.org/about/what-we-do/>). In White Plains, their beautification foundation encourages gardens, trees, and green areas and other related capital projects, and they have an Adopt-a-Park program that funds the planting and maintenance of the gardens through donations by businesses, foundations, or individuals (White Plains Beautification Foundation. <http://wpbf.org/>).

According to the Council on Foundations, the six characteristics of a community foundation are:

- » Flexible, yet permanent collection of funds supported by a wide range of donors
- » Relative independence to determine the best use of those funds to meet community needs
- » Governing board of volunteers, knowledgeable about their community and recognized for their involvement in civic affairs
- » Commitment to provide leadership on pervasive community problems
- » Commitment to assist donors to identify and attain their philanthropic goals
- » Adherence to a sense of "community" that overrides individual interests and concerns

## **Regulatory Improvements**

Towns regulate activities within their borders to protect both the public as a whole and individual members of the community that could be inadvertently harmed by the actions of another. Regulations focus on the externalities of development such as pollution, waste, and loss of natural resources and on protecting or realizing community values such as character, diversity, or social cohesion. Successful regulations can result in higher property values, greater business success, and more public amenities and services. Poorly designed or implemented regulations can frustrate private investment while failing to achieve public benefits.

Success is more likely when business owners, residents, other property owners, and elected officials work together to define the goal or intent of regulations and review the regulatory language to determine if regulations meet the desired intent. These constituencies can also be helpful in evaluating the efficiency and fairness of the existing permitting processes and interpretation of the regulations. We strongly encourage the Town to involve the local business community in making the improvements to zoning recommended in previous sections of this report, as well as other public constituencies.

We also recommend that the Town undertake a review of the current permitting processes to identify possible improvements. At the request of the State, the Massachusetts Association of Regional Planning Agencies (MARPA), compiled a permitting best practices handbook in 2007 as part of a statewide initiative to expedite permitting (<http://www.mass.gov/hed/economic/eohed/pro/tools/best-practices-model-for-streamlined-local.html>). The recommendations in this document range from creating simple guidance documents to making more significant changes to the application and review processes. Prior to implementing any of these best practices, however, current permitting staff and board members should be interviewed as well as individuals who have recently completed the regulatory process and were either successful at getting a permit or were denied. This fact-finding will help determine what changes are needed and garner support necessary to make those changes.

### **Sample List of Best Practices:**

- » **Guidance Documents:** Create a comprehensive permitting guide, flow charts for different types of permits or series of permits, and application checklists; make these available and easily located on the Town website
- » **Application Process Changes:** Allow concurrent applications; improve pre-application process; create on-line applications; deploy an electronic permit tracking system
- » **Review Process Changes:** Establish uniform timelines, notification & appeals; clarify permitting criteria; consider alternatives to full board review and approval

## 2. Historic Resources

Ensuring that the historic resources of the Town are retained is critically important to maintaining and enhancing the community's character. With infrastructure improvements such as the scheduled sewer installation and potential changes in the development regulations in the corridor, the potential always exists to place undue development pressure on the historic resources that are within the study area. Therefore, the Commission staff recommends that the Town take steps to ensure that there are sufficient protections in place to avoid harm to these important resources.

Such measures include:

- » Update historic inventory –much of the inventory work was completed in the late 1970s and early 1980s. Updated forms should be prepared to include additional information, address recent changes, and to meet current documentation standards. The Town should provide links to the Massachusetts Historical Commission's historic inventory database (MACRIS) to help disseminate information about historic buildings. This information will be useful in guiding review boards in their decision-making. Consider also adding to the Town's web application that highlights certain properties with old photographs and historical information to increase awareness of these properties.
- » Strengthen the existing architectural review criteria in Section 164-33.1 of the zoning bylaw by addressing historic structures specifically, including both a strong statement against demolition of historic buildings, and specific guidance for preserving their important architectural features. A new review criteria called 'historic buildings' should state that existing historic buildings should be preserved and re-used, that additions to historic buildings should be made to the side or rear facades to maintain the character of their primary facade, and that flexibility may be granted in meeting the transparency requirement if historic windows would need to be removed. Both the applicant and the review board should refer to historic inventory forms to provide a basis for their decisions involving an historic structure.
- » Match historic dimensional regulations in zoning districts to support and protect the setback, massing, lot coverage, and height of existing historic structures.
- » Consider creating a local historic district to cover areas outside the Old Kings Highway Historic District to provide better protection for historic one- and two-family dwellings which are currently exempt from architectural review. An historic district would also bring greater attention to historic structures in the downtown area.



Numerous buildings in the study area date from a period more than 100 years ago, and several are over 200 years old. These buildings have often survived this long by adapting to new uses as the commercial area of town has grown and changed. Re-use of historic buildings is common throughout the Cape's villages, both inside and outside of historic districts where such preservation is required. A quick review of assessment records in the lower Cape shows a wide variety of historic buildings re-used for retail, mixed use, and multi-unit residential. Chatham and Wellfleet, Harwich and Brewster all have many examples, and their assessed values appear significant, especially in areas close to commercial centers. The unique historic character of these buildings and their setting often provides a desirable feature that cannot be found elsewhere, and several historic buildings also offer taller and larger structures than would be permitted by current regulations. Because these buildings play an important role in defining the unique local character, every effort should be made to preserve and re-use historic buildings as they are a non-renewable resource.



EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

### 3. Zoning

The scope of this project does not accommodate a detailed study of the entire zoning bylaw, however, Commission staff reviewed the provisions of the three zoning districts that apply to the study area. Many of the existing provisions in the area are well crafted and need not be changed significantly. However, as with most zoning, adjustments may be needed to ensure that the regulations remain clear and easy to navigate, and that the standards enable and encourage the types of development desired.

As with all zoning, the Town should view their regulations and standards as guiding the long-term development in the town. Changes to zoning typically do not result in immediate changes to land use, but if well-crafted, provide property owners with a clear picture of how the Town wishes to grow in the future. Pre-existing uses will be allowed to remain in their current configuration under state law but providing zoning that encourages redevelopment and specifies clearly the desired pattern will result in a better form when those properties eventually redevelop.

Based on projections for future demand, much of Cape Cod has significantly more land zoned for non-residential purposes than is likely to be needed in the long-term. In Orleans, the non-residential zoning outlines a commercial district roughly the size of Hyannis. Even if the Town was to leave this zoning as it is, it is extremely unlikely that non-residential uses would ever cover this entire area. However, because non-residential development can occur anywhere in the area, it is likely that a more dispersed commercial development pattern will emerge over time. This could result in the areas being less walkable and potentially increase traffic congestion. To address this, the Commission staff suggest that the Town consolidate its commercial activity into a more compact area.

The zoning recommendations in this section include general recommendations that apply globally to the districts in the study area, as well as more detailed suggestions that may apply to specific areas. It is important to note that staff suggests all these changes should be carefully considered in the context of the community and fully vetted with the public. In many cases, the report provides several options that can be implemented in a variety of ways to achieve the broader goals of the recommendations.

#### **GENERAL ZONING CHANGES**

##### *Add Purposes and Definitions*

In order to clarify the intent of the zoning districts, the Town should consider incorporating a brief purpose statement within the zoning bylaw for all districts. The benefit of having a purpose in each zoning district is that it expresses the community’s general goals for the area and puts the uses and dimensional standards in context for developers. In addition, courts may use the purpose statements to settle land use cases where there is ambiguity in the regulations. Currently, the Village Center, General Business or Limited Business districts do not include a purpose statement, and only a few of the others include the purpose of the district (e.g. Floodplain and Shoreline District). Typically, the purpose would appear at the start of the section describing the zoning districts, but the Orleans Bylaw doesn’t provide separate sections for each district. However, section 164-5 enumerates all the zoning districts, and the Town could consolidate all the purposes for each district in this location.

An important but often overlooked part of any bylaw is the definition section (§ 164-4). Zoning bylaws typically include many technical terms and terms-of-art. In order to ensure clarity and common understanding, the Town may wish to review this section of its bylaws and refine,

edit and add definitions of terms used in the bylaws. For example, the term “impervious surface” is used and defined in § 164-34(D)(4) but does not appear in the definitions section. Including a definition may simplify the language in the body of the bylaw and avoid duplication of definitions/conflicts between districts. In addition to technical terms, the definitions section should also include a definition of all uses appearing in the “Schedule Of Uses” table. For example, the “Filling Station or Garage” use category has been interpreted to include all automobile services and therefore a definition that articulates this may be helpful to businesses in this area.

##### *Revisit Use Table*

There are currently 79 individual entries in the use table, which is used to specify what uses are allowed in each of the Town’s zoning districts, and if allowed, whether a Special Permit is required. A closer look at these categories shows that many of them are allowed via the same permit pathway (i.e. by right, special permit or are prohibited) in identical zoning districts (see Table 5). The Town could consolidate the number of uses in this list to make navigation easier. For guidance, the Town could look at the existing parking regulations for the Town for a more streamlined list of uses (§ 164-34(B)) that could be used in the Schedule of Uses table. Commission staff also suggest the following as a way of simplifying the use table:

- » Condense the number of retail uses into a more general category, grouping uses that are allowed via the same permitting pathway and have the same parking requirements. For instance, Art Gallery, Bakery, Bicycle Repair and Sales, Book Store, Crafting and Sale of Handmade Gifts, Drug Store, Fabric Yarn and Art Store, Florist Shop, General Store, Gifts, Liquor Store and Photo Store could all be grouped into a “Retail Sales” use category.
- » Similarly, many of the uses are personal service oriented, such as Barber, Bank, Beauty Salon and Beauty Parlors, Cobbler, Post Offices and TV Repair. These uses could be grouped under a “Personal Services” category.
- » Consolidate similar uses into one category, such as “Sale of Agricultural, Landscaping Supplies” and “Retail sale of Agricultural, Farming, gardening and landscaping needs” .

**Table 5: Example from Orleans Schedule of Uses (see bylaw for footnotes)**

P=Permitted, O=Use Prohibited, A=Use Allowed:A, under Special Permit									
Commercial	R	RB	LB	GB	VC <sup>5</sup>	I	CD <sup>6</sup>	SC	MB
Amusement Park	O	O	O	O	O	O	O	O	O
Art Gallery	O	P <sup>2</sup>	A	P <sup>4</sup>	P <sup>4</sup>	A <sup>2</sup>	O	O	O
Bakery	O	P <sup>2</sup>	A	P <sup>4</sup>	P <sup>4</sup>	A <sup>2</sup>	O	O	O
Bank	O	P <sup>2</sup>	A	P <sup>4</sup>	P <sup>4</sup>	A <sup>2</sup>	O	O	O
Barber	O	P <sup>2</sup>	A	P <sup>4</sup>	P <sup>4</sup>	A <sup>2</sup>	O	O	O
Beauty salon and beauty parlors	O	P <sup>2</sup>	A	P <sup>4</sup>	P <sup>4</sup>	A <sup>2</sup>	O	O	O
Bicycle repair and sales	O	P <sup>2</sup>	A	P <sup>4</sup>	P <sup>4</sup>	A <sup>2</sup>	O	O	O
Book store	O	P <sup>2</sup>	A	P <sup>4</sup>	P <sup>4</sup>	A <sup>2</sup>	O	O	O

There may be additional uses that are not currently captured within the Use Table that the Town may wish to incorporate to provide additional flexibility. For example, currently there is only one category of office available, however, professional/business offices and medical/dental offices have very different modes of operating and traffic generation from one another and may not be desirable in exactly the same locations. In addition, the Town may wish to consider adding storage or warehousing to its use categories.

As the Town is undertaking a review of the uses, thought should be given to whether all the uses are identified appropriately as prohibited, by Special Permit or by-right. For instance, it may not be appropriate for Light Industrial/Manufacturing uses to be allowed in the Village Center, as this is likely an artifact of uses like the “Pants Factory” that were historically located in the downtown. The Town should make the permitting pathway as simple as possible for those uses most desired in certain parts of the community, such as active uses in and around the village center.

**Encourage Mixed Use**

The existing bylaws include provisions for mixed use (commercial and residential on the same site) in several ways. There is a use called “Commercial structures with dwelling units” which is permitted in all three zoning districts in the study area and defined in the bylaw as: “A structure with mixed uses, containing a maximum of 2 dwelling units, but having a majority of the gross floor area devoted to non-residential use; includes buildings containing office, retail or other non-residential use together with the dwelling units”.

In addition, the Village Center also allows up to four dwelling units (§ 164-19.1(E)) within commercial buildings provided they are partially located on the third floor and subject to some design standards. An increased height limit is available for developments that meet these requirements.

There are several ways the Town could encourage greater use of these provisions:

- » The current definition allows 2 (or 4 in the Village Center) dwelling units per building but does not give any associated density. This means that the number of units in mixed use projects have little relationship to the lot area, so a quarter acre lot could have two units but a 5 acre lot with a single building may also have only two units. One option would be to add density based on a pro-rated lot size amount in addition to the minimum number.
- » The current definition requires the majority of the gross floor area to be non-residential. The Town may wish to be less specific about this amount, for instance requiring there be non-residential use but specifying its configuration instead of the amount. For example, prohibiting residential uses on the ground floor of street facing facades would allow development portfolios that may be in different proportions but result in the form of development the Town has seen in the past.

**Parking**

The location and configuration of parking areas is a crucial factor in determining the character and feel of an area, particularly in non-residential areas. Highly visible parking areas placed at the street edge tend to interrupt pedestrian activity and don’t create the sense of enclosure that is needed for comfortable pedestrian places. The historic character desired by the Town is typically the result of structures and landscaping/trees defining the street edge; this pattern is broken by large parking areas between the street edge and building. The existing bylaws already prohibit parking areas in the front and side yards (setbacks) in the Rural Business (RB) district, but Commission staff recommends that this provision be extended to the Village Center, General Business and Limited Business districts. Furthermore, the language should be more specific to prohibit parking between street facing buildings and the street edge.

Further steps that the Town could consider include reducing the overall parking requirements, or allowing reductions for shared parking. These recommendations and others are discussed further in the parking recommendations section.

Table 6: General Zoning Recommendations	
Recommendation	Options
Add definitions and purposes	<ul style="list-style-type: none"> <li>» Add purposes for each of the districts in the zoning</li> <li>» Add definitions of key terms</li> </ul>
Revisit Use Table	<ul style="list-style-type: none"> <li>» Combine some of the specific use classifications into more general categories (retail and services) to simplify</li> <li>» Add a new medical office use</li> <li>» Add a storage/warehousing</li> <li>» Remove Industrial/manufacturing in Village Center</li> </ul>
Encourage Mixed Use	<ul style="list-style-type: none"> <li>» Revisit the “Commercial structures with dwelling units” provisions</li> <li>» Consider using a density in combination with a unit number</li> <li>» Alter amount of non-residential needed</li> </ul>
Parking	<ul style="list-style-type: none"> <li>» Ensure that parking is always to the side and rear</li> <li>» Consider reducing requirements</li> <li>» Allow reductions for shared parking</li> </ul>



- EXECUTIVE SUMMARY
- BACKGROUND
- VISION FOR ROUTE 6A
- ECONOMIC DEVELOPMENT ASSESSMENT
- ZONING & SITE ASSESSMENT
- RECOMMENDATIONS**
- CONCEPTS
- NEXT STEPS

## Zoning Districts

The proposed zoning map (Figure P) shows an alternate zoning pattern to guide development in the study area. The aim of this alternate zoning pattern is to reduce the overall amount of land zoned for non-residential purposes in order to focus the business and commercial activity into more compact areas.

Conceptually, the study area would contain three main commercial activity areas, one at either end of the corridor and the third at the village center. In between these activity areas, the intensity of uses and amount of commercial development would decrease, transitioning to smaller commercial activity and more residential uses.

The Village Center remains the core of the town, and contains the highest amount of activity. The Village Center is divided into two separate areas, the Village Center 1 district, focused on Main Street and having a higher impervious coverage allowance and smaller setbacks than the Village Center 2 district, which extends further along Route 6A. In the village center, the zoning should encourage uses that provide vitality and activity year round, particularly on weekends and evenings. Office uses and residential uses should also be allowed but limited to upper stories or rear lots.

The General Business District remains at either end of the corridor and accommodates larger commercial uses, but here the aim is to encourage new frontage buildings or structures closer to the street to provide a sense of enclosure in these road sections. A more generous front setback is suggested, with an area that should remain landscaped with parking to the side or rear.

The Limited Business zone remains similar to the existing zoning, however, the massing of buildings in this area should be limited to retain the existing residential scale. This district provides a transition in intensity as you move between the activity nodes.

The Moderate Residential Density district is intended to capture areas that are well suited to residential development. This district should encourage small homes on small lots, townhomes and apartments to allow more people to live within walking distance of the commercial nodes. This also reduces the area that is commercially zoned and focuses commercial activity in the Village Center.

The existing Shoreline Overlay District should remain in its current configuration along Town Cove.

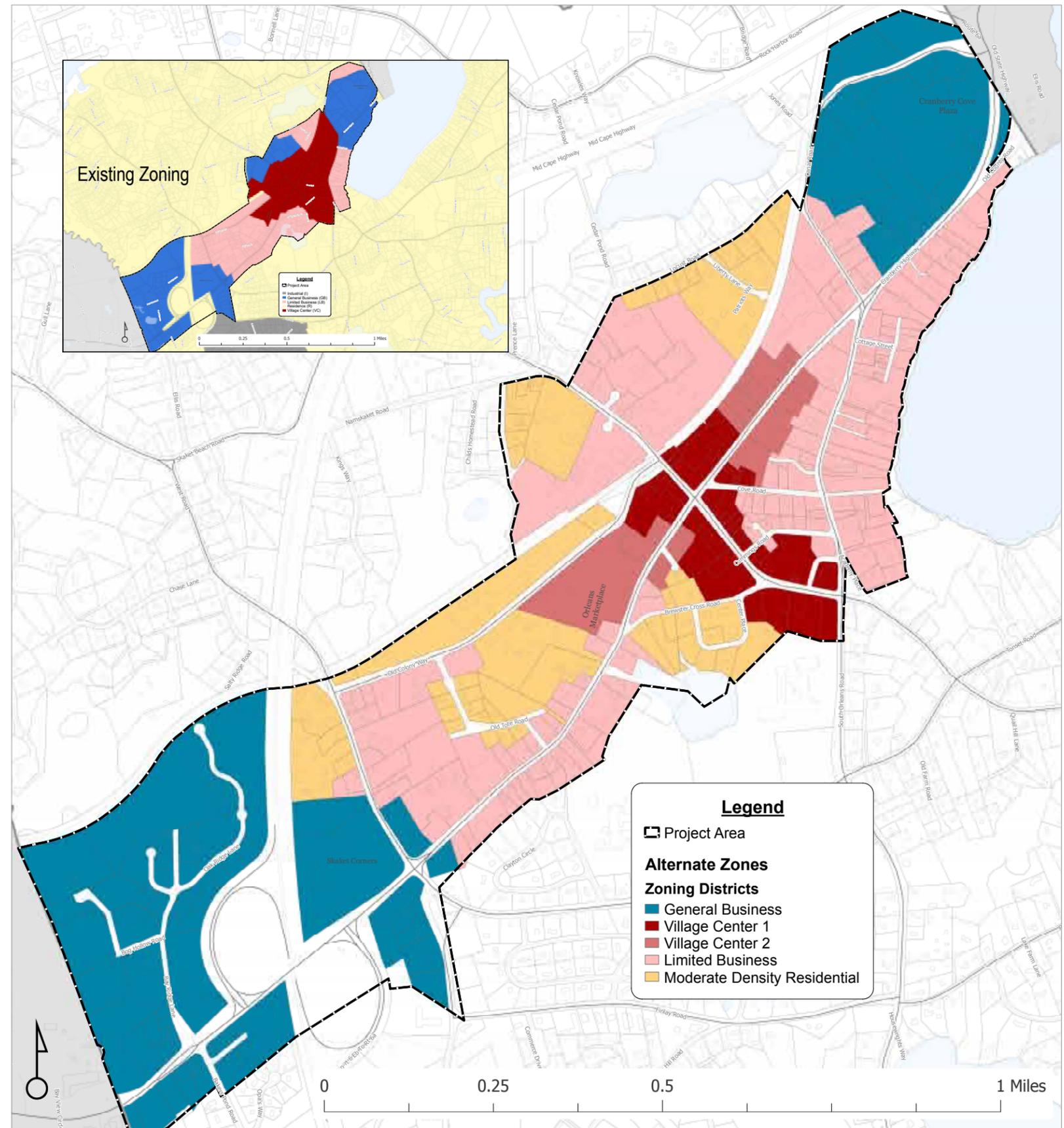


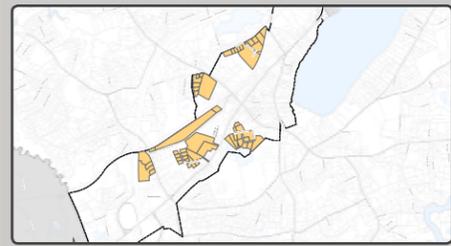
FIGURE P: PROPOSED ZONING

## Moderate Density Residential

### Purpose

The purpose of this district is to provide appropriate housing and a range of unit sizes to appeal to a variety of home buyers and to retain housing in close proximity to commercial centers. The district's close proximity to Orleans Center provides a convenient nearby destination for services and activities for residents that will help support activity in the center of town throughout the year.

### Locations



### Characteristics

- » Similar in character to the existing residential uses in these areas
- » Mix of housing types at higher density
- » Include condos, small homes on small lots, especially in sewerred areas near downtown



	Front	Side
<u>Setbacks:</u>	25' *	25'

\* no parking or access drives allowed between building and street edge

Density: 1 unit per 7,000 sf

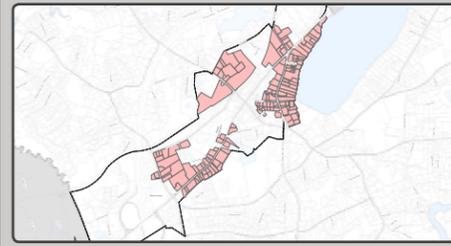
Lot/impervious coverage 75%

## Limited Business

### Purpose

The purpose of this district is to allow small commercial, office and residential development in residential-scale buildings. This area provides a transitional area between the denser and more active commercial areas in the village center and at either end of the Route 6A corridor in Orleans.

### Locations



### Characteristics

- » Residential/neighborhood character
- » Limit on size of the commercial uses and building size (at least on the ground floor), more small retail, office and eating-drinking
- » Pedestrian-oriented
- » More mixed uses, encourage residential above and detached behind
- » Uses and structures compatible with residential scale



	Front	Side
<u>Setbacks:</u>	25-40' *	10'

\* no parking or access drives allowed between building and street edge

Maximum Building Size: 5,000 sf

Lot/impervious coverage 55% \*\*

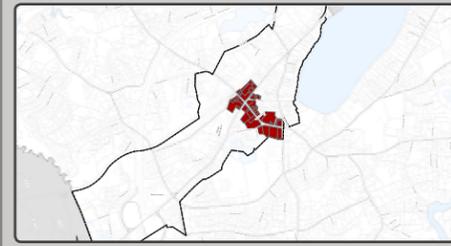
\*\* additional 20% coverage allowed if pedestrian oriented façade and no parking in front

## Village Center 1

### Purpose

The purpose of this district is establish a walkable and pedestrian oriented center. This district includes a mix of uses, with commercial activity at a pedestrian scale and focused on uses that generate pedestrian activity and interest. Residential uses are encouraged above and behind commercial activities, but are limited to mixed use projects.

### Locations



### Characteristics

- » Balance of commercial and residential uses, no large uses (i.e. no contractor yards, marine uses, auto sales)
- » Very walkable and pedestrian oriented
- » Modest scale
- » Commercial uses focused on retail/restaurant uses. Possible restrictions on ground floor uses, residential above and detached behind
- » Continued focus on facade transparency
- » Parking not prominent and shared



	Front	Side
<u>Setbacks:</u>	0-15' *	0-10'

\* no parking or access drives allowed between building and street edge

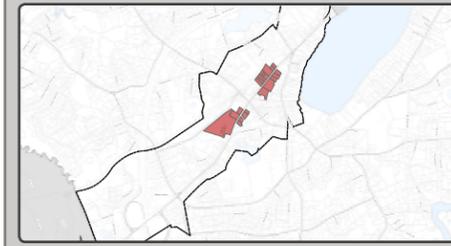
Lot/impervious coverage 100%

## Village Center 2

### Purpose

The purpose of this district is to continue the Village Center area but with a less dense development pattern. This area provides a transition to the limited business areas along Route 6A and maintains pedestrian interest but with a more landscaped appearance.

### Locations



### Characteristics

- » Similar to the VC1, but here the setbacks and bulk requirements may be different
- » Walkable
- » Modest scale
- » Office and other uses encouraged in addition to retail/restaurant. Residential above and detached behind



	Front	Side
<u>Setbacks:</u>	10-25' *	10'

\* no parking or access drives allowed between building and street edge

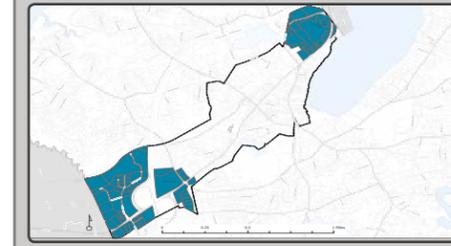
Lot/impervious coverage 90%

## General Business

### Purpose

The purpose of this district is to accommodate larger commercial plazas and uses outside of the major pedestrian oriented areas of Orleans. Uses here may cater more to regional demands for services, and/or uses that are less compatible with pedestrian activity. As these districts are located at significant gateways to the town, landscaping should be improved to screen larger developments from the street and sensitive or visual amenities nearby.

### Locations



### Characteristics

- » Defined by larger uses and structures, no size limitations except possibly along frontage (contractor yards, marine uses, auto sales)
- » More auto-oriented uses
- » Less residential density
- » Higher traffic generators in these areas
- » Focus on improving landscaping and buffers, curb-cut consolidation and shared parking



	Front	Side
<u>Setbacks:</u>	25-40' *	20'

\* no parking or access drives allowed between building and street edge

Maximum Building Size: 40,000 sf

Lot/impervious coverage 60% \*\*

\*\* additional 10% coverage allowed if pedestrian oriented façade and no parking in front

EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

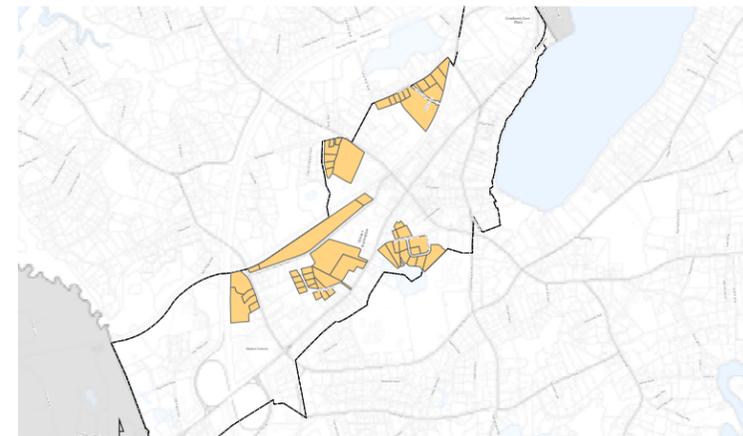
# Moderate Density Residential

The purpose of creating this new district is threefold:

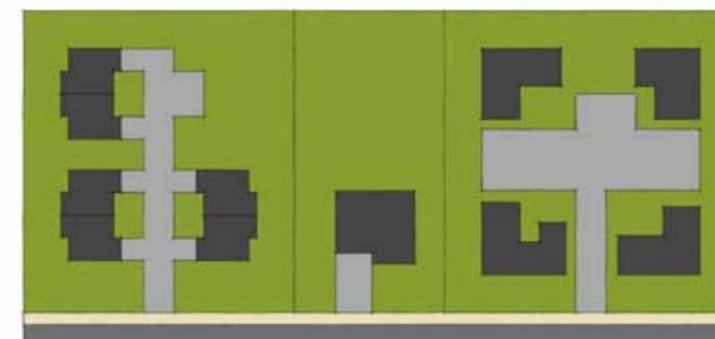
- » to create a transitional area between the commercial core of the town and the surrounding single-family residential area.
- » to encourage greater residential density in order to bring housing opportunities within easy reach of the downtown area.
- » to shift future commercial activities to the village center in order to increase the vibrancy of the downtown area.

By encouraging appropriate housing with a range in unit sizes, future development in these areas will appeal to a variety of home buyers with close proximity to commercial centers. The district's close proximity to Orleans Center provides a convenient nearby destination for services and activities for residents that will help support the businesses in the commercial areas of town throughout the year.

These areas are mostly zoned as Limited Business currently, and allow for a density of 1 housing unit per 7,000 square feet of lot area (approx. 6 units/acre). However, the current regulations also require a lot area of 60,000 square feet which limits the number of properties that can build at this density. Residential development is in high demand at the present time, and so reducing this minimum lot size may encourage these types of development. Residential uses are also significantly lower traffic generators than most commercial uses allowed under current zoning, therefore reducing the future potential traffic in the center of town.



Recommendation	Options
Establish new zoning district	<ul style="list-style-type: none"> <li>» Alter map to designate areas around the core commercial areas where moderate density residential would be appropriate</li> <li>» Identify form of residential development and model zoning on that pattern</li> </ul>
Encourage housing density	<ul style="list-style-type: none"> <li>» Lower minimum lot size to 20,000 or 30,000 sf</li> <li>» Consider increasing density to 8-10 dwellings per acre</li> <li>» Specifically articulate desire for attached townhomes or small dwellings on small lots in zoning purpose</li> </ul>
Alter use mix in these areas	<ul style="list-style-type: none"> <li>» Review uses in Schedule of Uses to eliminate most commercial uses in this district</li> <li>» Consider allowing small/accessory commercial activity as part of a mixed use</li> </ul>
Parking location	<ul style="list-style-type: none"> <li>» Prohibit parking between the street and street facing buildings</li> </ul>
Maintain dimensional standards as they are today	<ul style="list-style-type: none"> <li>» Most of the areas suggested for this district are currently zoned as Limited Business. The current dimensional standards for this district should be incorporated into the new district</li> </ul>



Illustrative Plan View



Illustrative Perspective View

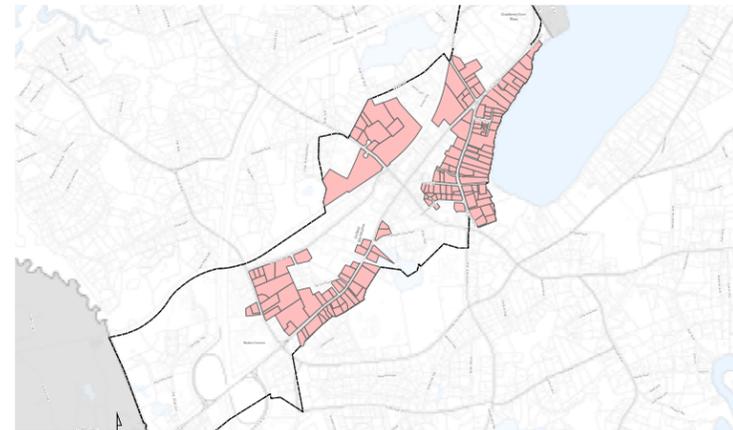
Key Zoning Provisions		
<u>Setbacks:</u>	<u>Front</u> 25' *	<u>Side</u> 25'
* no parking or access drives allowed between building and street edge		
<u>Density:</u> 7,000 sf		1 unit per
<u>Lot/impervious coverage:</u>		75%

# Limited Business

The current Limited Business zone includes a significant number of historic buildings along Route 28, and a more modest number along Route 6A, several of which have a strong presence due to their scale and architectural detailing. The residential character of the western portion of the LB zone is largely defined by the front yard setback, modest scale, and green spaces (e.g. the Queen Anne-style Lobster Pound building and the smaller Cape-style houses at 139 and 143 Route 6A). On the eastern end of the district, the Orleans Inn and Tree's Place make prominent statements with their shallow road setbacks and larger architectural forms. This zoning district should continue much as it is today, with an emphasis on small-scale commercial, mixed use and small residential development. These areas of lower activity occur in between and around the higher activity Village Center and commercial nodes at either end of the corridor.

The focus of changes in these areas should be on encouraging a mix of uses both residential and non-residential, but at a residential scale. This could be achieved by footprint size limits, lower coverage limits and more generous front setbacks to create a more open feel than other parts of the corridor. These revised regulations should be guided by historic and character defining developments already located along the corridor.

Parts of the study area are recommended to be changed to Limited Business, for instance several properties along Town Cove that are currently General Business and some properties north of the Cape Cod Rail Trail that are currently zoned as Village Center. However, the boundaries of these districts should be carefully reviewed once the dimensional and uses changes for Limited Business take shape as adjustments may be needed based on existing uses and the form of development desired.



Recommendation	Options
Alter key dimensional standards based on existing character defining development	<ul style="list-style-type: none"> <li>» Make a wider front setback (between 25-40 feet) to reduce enclosure of the street to contrast with village center</li> <li>» Set a maximum building footprint size to ensure residential scale</li> <li>» Reduce impervious coverage below maximums allowed today but consider providing a bonus to development that is pedestrian oriented</li> </ul>
Change zoning to Limited Business in areas of lesser activity between village center and gateways	<ul style="list-style-type: none"> <li>» Consider adding Limited Business along Route 28 and Route 6 along Town Cove</li> <li>» Consider changing zoning on properties north of Cape Cod Rail Trail, but only after new regulations are developed</li> </ul>
Encourage compatible uses and uses that don't compete with the village center	<ul style="list-style-type: none"> <li>» Consider allowing office use, services and residential either by-right or with higher square-footage limits</li> </ul>
Shoreline Overlay	<ul style="list-style-type: none"> <li>» Retain this as currently designated along Town Cove</li> </ul>
Parking location	<ul style="list-style-type: none"> <li>» Prohibit parking between the street and street facing buildings</li> </ul>



Illustrative Plan View



Illustrative Perspective View

## Key Zoning Provisions

	Front	Side
<u>Setbacks:</u>	25-40' *	10'

\* no parking or access drives allowed between building and street edge

Maximum Building Size: 5,000 sf

Lot/impervious coverage 55% \*\*

\*\* additional 20% coverage allowed if pedestrian oriented façade and no parking in front

EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

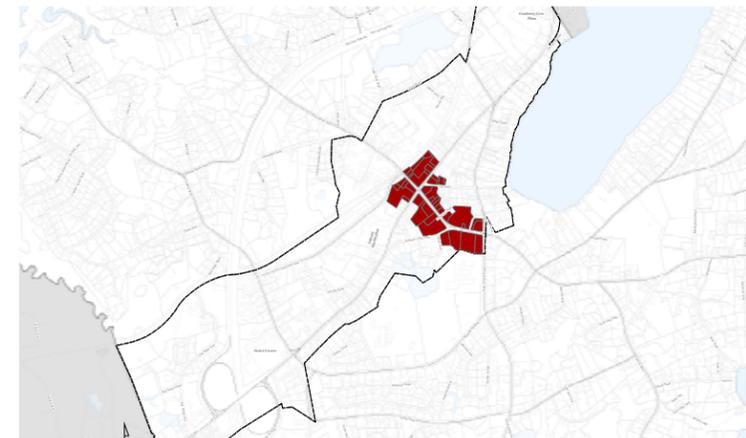
NEXT STEPS

# Village Center 1

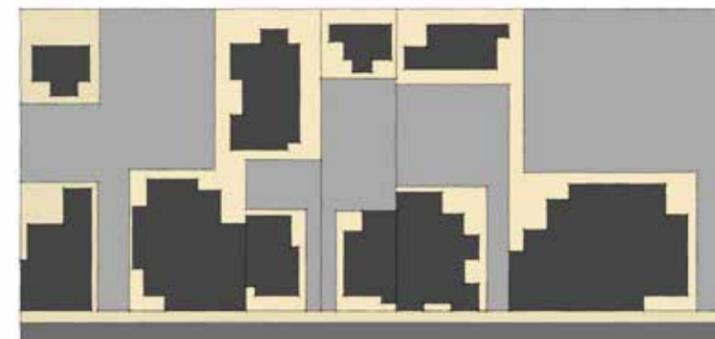
The village center should remain the core of the town, defined by pedestrian activity, bicycle accessibility and a mix of uses that create a vibrant and active area. Uses should be focused on those that bring people to the village at all times of the day, on weekends and at all times of the year. The few historic buildings that remain in this district define the Main Street character with their siting immediately adjacent to the sidewalk and their narrow front facades with prominent first floor windows. The Old Post Office (now a gallery), Mahoney's Bar & Grill, and the Whole Food Store all follow this pattern with setbacks between 5 and 10 feet.

In order to keep this activity focused, it is suggested that the village center district be condensed. It is recommended that the Village Center district be divided into two separate areas, called Village Center 1 and 2 for reference in this report. The Village Center 1 district would be focused on properties fronting on Main Street. In addition to prohibiting parking between the sidewalk and buildings in this area, the setbacks should continue to allow narrow front and side setbacks to continue the historic pattern.

To encourage uses that bring vibrancy to the downtown, some uses could be allowed by-right or have less restrictive size limitations to streamline the permitting pathway, particularly if located on the ground floor. Office uses and residential uses should also be allowed but limited to upper stories or rear lot situations. An expanded formula business limitation could also be adopted to prohibit these uses from the village center.



Recommendation	Options
Adjust Village Center boundary to reduce in size	<ul style="list-style-type: none"> <li>» Create Village 1 and 2 districts</li> <li>» Limit Village Center 1 designation to properties fronting on Main Street</li> </ul>
Simplify permit process for desirable uses	<ul style="list-style-type: none"> <li>» Consider allowing activity generating uses (e.g. restaurants, retail) by right, or raising square-footage limitations, on the ground floor or in street fronting buildings</li> </ul>
Modify some of the existing village center standards as needed	<ul style="list-style-type: none"> <li>» Ensure front and side setbacks can still be reduced to zero (provide an exception to allow buildings to be placed in the rear if the street-edge is established by other structures)</li> <li>» Allow up to 100% site coverage</li> <li>» Retain the transparency requirement currently in the bylaws</li> </ul>
Parking location	<ul style="list-style-type: none"> <li>» Prohibit parking between the street and street facing buildings</li> </ul>
Expand formula business bylaw	<ul style="list-style-type: none"> <li>» Add other formula businesses to the current definition of formula-restaurants, and prohibit in the village center</li> </ul>
Strengthen design review	<ul style="list-style-type: none"> <li>» Augment the existing design review criteria with standards that are specific to the village center form and pattern</li> </ul>



Illustrative Plan View



Illustrative Perspective View

## Key Zoning Provisions

	Front	Side
<u>Setbacks:</u>	0-15' *	0-10'

\* no parking or access drives allowed between building and street edge

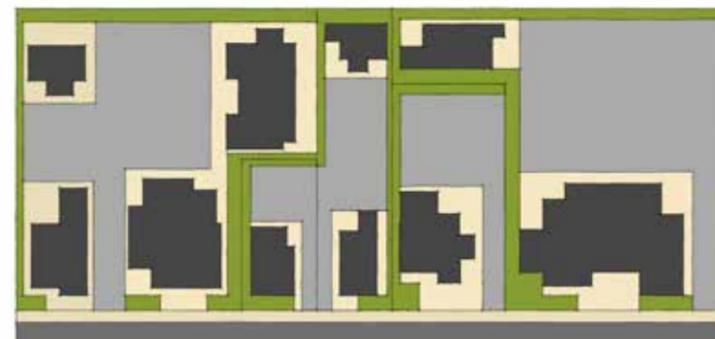
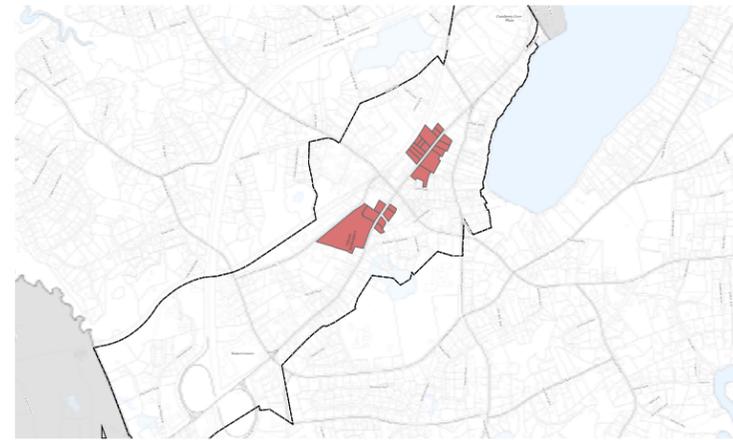
Lot/impervious coverage 100%

# Village Center 2

The Village Center 2 zone extends to the east and west of Main Street along Route 6A and includes a variety of historic Victorian-style buildings. The unique forms and greater degree of architectural detailing on these buildings makes them distinctive along the Route 6A corridor. Examples include the gingerbread trim and porch of Emack & Bolio's on the eastern end of the district, and the gothic style roof and porch of the Bassett House at 116 Route 6A. The historic setback pattern ranges from roughly 15 to 25 feet and is greater than those on Main Street, providing a more open and residential feel. These areas also provide a transition to less pedestrian activity elsewhere in the corridor.

In order to reflect the subtle differences between historic development in these areas and those of the village center, greater setbacks are recommended but in a range less than allowed in the adjacent Limited Business district. Reduced impervious coverage limits in this area should also be required to permit more green space.

Uses that are currently allowed in the Village Center would remain but active uses should be encouraged in a similar manner as the Village Center 1. For example, the Town could consider allowing some uses by-right, or with lower square-footage limitations, on the ground floor, and include formula business limitations as in the Village Center 1.



Illustrative Plan View



Illustrative Perspective View

Recommendation	Options
Adjust Village Center boundary to reduce in size	<ul style="list-style-type: none"> <li>» Create Village 1 and 2 districts</li> <li>» Limit Village Center 2 designation to properties fronting on Route 6A on either side of the Village Center</li> </ul>
Simplify permit process for uses desired the most	<ul style="list-style-type: none"> <li>» Consider allowing activity generating uses (e.g. restaurants, retail) by right, or raising square-footage limitations, on the ground floor or in street fronting buildings</li> </ul>
Modify some of the existing village center standards as needed	<ul style="list-style-type: none"> <li>» Create different pattern than Village Center 1 by establishing slightly varied front and side minimum-maximum setbacks.</li> <li>» Allow up to 90% site coverage</li> <li>» Retain the transparency requirement currently in the bylaws</li> </ul>
Parking location	<ul style="list-style-type: none"> <li>» Prohibit parking between the street and street facing buildings</li> </ul>
Strengthen design review	<ul style="list-style-type: none"> <li>» Augment the existing design review criteria with standards that are specific to the village center form and pattern</li> </ul>

Key Zoning Provisions		
	<b>Front</b>	<b>Side</b>
<u>Setbacks:</u>	10-25' *	10'
* no parking or access drives allowed between building and street edge		
<u>Lot/impervious coverage</u>	90%	

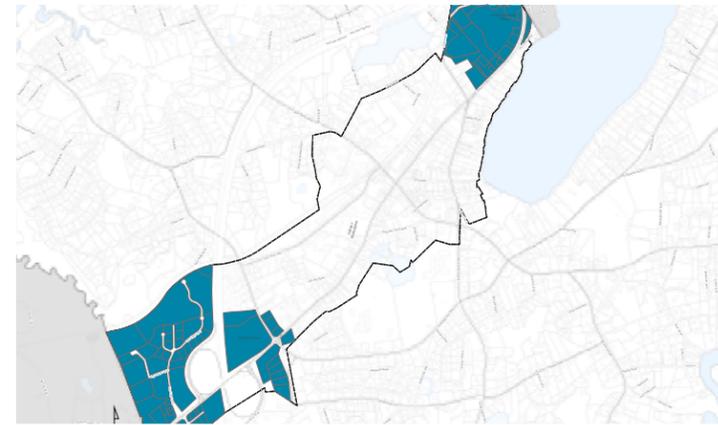
- EXECUTIVE SUMMARY
- BACKGROUND
- VISION FOR ROUTE 6A
- ECONOMIC DEVELOPMENT ASSESSMENT
- ZONING & SITE ASSESSMENT
- RECOMMENDATIONS**
- CONCEPTS
- NEXT STEPS

# General Business

The GB zone does not include historic buildings, but the district is directly across the street from historic buildings in the Limited Business zone and thus affects their setting. Buildings in the General Business zone should complement the established street setback created by these adjacent historic buildings in an effort to establish a more consistent street character.

Uses that require larger structures are allowed in this district, Commission staff recommends that the street edge be established by smaller frontage buildings with active uses, or by attractive landscaping that limits the impact of these larger structures from the street. Design guidance could also be incorporated into the existing design review criteria that aims to result in good building articulation to reduce the apparent mass of buildings in the district.

This district also contains larger uses with extensive parking lots, accessed by numerous and wide curb cuts. To encourage a better development pattern, the Town should consider providing incentives for consolidating and/or narrowing curb cuts in these high traffic areas and revisit the Town's shared parking provisions.



Recommendation	Options
Re-establish the street edge	<ul style="list-style-type: none"> <li>» Encourage smaller frontage buildings, or well articulated larger buildings, to create enclosure along these more auto-oriented corridors</li> <li>» Allow landscaped areas as an alternative to frontage buildings</li> </ul>
Strengthen design review	<ul style="list-style-type: none"> <li>» Provide more guidance for building articulation and massing in the design review criteria</li> </ul>
Encourage reduction in parking areas and curb cuts	<ul style="list-style-type: none"> <li>» Review shared parking provisions to reduce amount of land devoted to surface parking</li> <li>» Provide incentives for reducing the number of spaces required, and width of curb cuts in these areas</li> </ul>
Parking location	<ul style="list-style-type: none"> <li>» Prohibit parking between the street and street facing buildings</li> </ul>



Illustrative Plan View



Illustrative Perspective View

Key Zoning Provisions		
<u>Setbacks:</u>	<u>Front</u> 25-40' *	<u>Side</u> 20'
* no parking or access drives allowed between building and street edge		
<u>Maximum Building Size:</u>	40,000 sf	
<u>Lot/impervious coverage</u>	60% **	
** additional 10% coverage allowed if pedestrian oriented façade and no parking in front		

## 4. Parking

The results of the business survey and focus group discussions were inconclusive as to the extent of a problem with parking along the corridor. As concluded in the Village Center parking analysis, it may be less a problem with the supply of parking but rather an issue of distribution of spaces. While parking supply may not be a major concern for businesses in the study area today, demand for parking in the future could change; redevelopment, expansions, and changes in use could affect a business's ability to provide on-site parking. The following list provides options the Town may wish to consider for addressing parking needs in the study area.

- » **Conduct a new parking and circulation study:** In the 11 years since the transportation study, several factors that influence parking demand in the study area have changed, including Cape Cod Rail Trail improvements, advent of the Flex bus, and the local and national economic outlook. The 2004 study area focused on transportation network in the downtown and did not analyze parking for uses on Route 6A.
- » **Develop a parking plan:** A parking plan that identifies assets, opportunities, and strategies for parking management is useful for addressing short and long term objectives associated with parking demand and supply. The plan could be part of an updated parking study.
- » **Reduce parking requirements:** Best practices for parking management discourage using minimum parking standards, in part because they often result in an over-supply of parking, encourage inefficient use of land, particularly in downtowns/village center areas, where density and high building coverage is desired, and add to sprawl. Many of the minimum parking standards in communities today represent the maximum amount that a use could need. Rather than strict minimum standards, flexible standards that allow a property/business owner to determine the number of spaces needed provides a more efficient use of land. Adopting a maximum parking standard requirement is advisable. Having on-site parking is advantageous for a business, but it is also costly to provide.
- » **Increase trip reduction factors:** Reducing demand for parking is cheaper than increasing parking supply. Providing more bicycle and pedestrian infrastructure makes it easier for people to bike and walk to shops and services and helps reduce parking demand. Both of the gateway ends of Route 6A have poor bicycle and pedestrian accessibility and would benefit from improved bicycle/pedestrian accommodations and connectivity. Other measures to ease parking demand include

wayfinding signage that directs visitors to available parking areas they might not be aware of, as well as providing passes or other incentives to take transit (i.e. the Flex).

- » **Shared parking:** A shared parking provision allows adjacent property owners/uses with non-competing peak parking demands (e.g. a bank and a dinner restaurant) to share their parking lots and reduce the number of parking spaces that each would need provide individually. Many communities allow for this by special permit and require a contractual agreement between property owners. Formulas/calculations for how much parking reduction is appropriate as well as model contracts are available from numerous planning and transportation internet resources.
- » **Review “fee in lieu” provision (§ 164-34(A)(4):** The Town may wish to review/revise its fee in lieu option to make it a more attractive option for developers. Allowing a property owner to pay a fee in lieu of providing all or some of the on-site parking is one mechanism for a Town to generate revenue to acquire land for public parking, enhance transit, bike/pedestrian accessibility, or other factors that reduce parking demand. It is best suited for village centers/downtown areas where denser development and pedestrian activity is desired. Giving developers flexibility on how to meet their parking needs helps reduce the need to grant waivers/variances. Fee in lieu of programs are not always successful. Setting the “right” fee so that it is both an attractive option for developers and that it generates enough revenue cover the cost of building parking spaces can be challenging. Fee collection also needs to be systematic. (The program in Oak Bluffs, for example, has been underfunded as a result of the Town’s failure to collect fees). Having a parking plan is important too, to establish policy on how the funds collected will be used.
- » **Municipal parking:** The Town can increase parking supply by providing municipal spaces through land acquisition or leasing existing spaces from a private owner. Providing centralized parking encourages “one stop” parking so that people park once and walk to several destinations rather than driving to each in a separate trip. The best location for a municipal parking lot is a centralized area within a village center/downtown.



EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

## 5. Streetscape

There are many improvements that can be made to the Route 6A corridor to refine and build on the charm that already exists in many places along the roadway. The Town should focus its efforts on building upon the existing fabric and ensuring that future development and redevelopment are consistent with the Town's overall vision for the corridor.

Interestingly, much of this can be achieved by focusing on the street itself by making improvements that are focused on people outside their cars instead of just drivers moving through the area. Great streets become places that foster interaction and inspire people while offering safety to all users of the road (See call-out box). Complete Streets and Living Streets are two potential models that can be referenced to improve the character of the Route 6A corridor. Complete Street design promotes enhancements that make road networks safer, more livable, and welcoming to everyone (including bicyclists, transit and pedestrians of all ages and abilities). Living Streets expand upon the Complete Street concept by incorporating green infrastructure to improve stormwater treatment with pedestrian enhancements, creating roadways that benefit and enhance the environment as well as community character.

The National Association of City Transportation Officials (NACTO) presented a framework in their book *Urban Street Design Guide* (<http://nacto.org/publication/urban-street-design-guide/>) which provides guidelines and principles of street design. The book focuses on streets as public spaces rather than mere transportation corridors and outlines different approaches to designing streets that meet the needs of people walking, taking transit, cycling, and driving.

Information about Complete Streets can also be found at the Cape Cod Commission's website (<http://www.capecodcommission.org/resources/design/CompleteStreetsLivingStreetsDesignManual2012.pdf>)

### **Gateway Treatments**

The character of a street is a unique and distinguishing quality that differentiates one place from another. At key locations where travelers on the roadway are entering the community, the Town could create additional interest that marks these transitional areas. Figure Q illustrates ways the Town could address gateway improvements, including:

- » Enhance existing signs at the entrance to the Town at the Brewster and Eastham town lines through the addition of structural or landscape elements to define the gateways. These elements could include artwork, sculpture, street tree planting or other features designed to capture the unique qualities of Orleans as a coastal community
- » Sponsor a design charrette or competition for gateway structural and landscape enhancements
- » Consider establishing a public art program to engage the local artists in beautification efforts around Town

- » Narrow the roadway at gateway locations to slow traffic and heighten the sense of arrival. Reducing the amount of paved area provides an opportunity for better landscaping and street trees to enclose the street

### **The Making of a Great Street**

In looking at the physical characteristics of what makes a street attractive and comfortable, Allan Jacobs, in his book "Great Streets", developed the following criteria for what makes a great street:

- » **Foster Community:** Streets should facilitate reaction and interaction between people using the street or buildings and spaces adjacent to the street. It should be a setting for activities that bring people together.
- » **Provide Comfort and Safety:** A great street is physically comfortable and includes attributes that provide physical safety without compromising function (the inclusion of large trees and appropriate accessibility for the handicapped and elderly, etc).
- » **Encourage Participation:** The best streets encourage participation by involving the people that occupy adjacent property to add something to the street, be it either individually or collectively.
- » **Impress:** The truly great streets are memorable and representative by leaving strong and indelible positive impressions with its users because of its design, accessibility, and content.
- » **Reflect Context and Assets:** A great street incorporates design elements that reflect the surrounding context and unique character (both natural and built) of the area being respectful of adjacent land uses, environmental features, the existing transportation system, and the social and demographic factors that influence the use of the street.

### **Landscaping Improvements**

Proposed zoning revisions discussed in the prior section will, over time, provide opportunities to improve the character of the streetscape by bringing buildings closer to the street. In the meantime, opportunities to plant additional landscaping in areas along the corridor will also help improve the streetscape character, particularly in the gateways, and improve the enclosure of the street. Landscaping can also be designed to reduce the need for stormwater infrastructure and prevent flood damage. Figure Q also shows potential landscape improvements, such as:

- » Identify areas where new street trees can be planted to enclose the street and provide a comfortable pedestrian environment
- » Consider a tree planting and landscaping campaign for private property owners
- » Incorporate low impact stormwater strategies into public improvements and into site plan review
- » Identify opportunities for green infrastructure that will provide water quality improvements and storage for possible future sea level rise.

### **Enhance Water Views**

Town Cove presents a unique opportunity that could define the Eastham gateway to Orleans. Enhancing views to the water can be a major improvement to the Route 6A corridor and emphasize the natural resources of the area.

Figure R identifies areas where improvements could make areas adjacent to Town Cove more welcoming, including reducing vehicular speeds, on-street parking, and additional pedestrian amenities such as street furnishings in proximity to sites with views

or access to the water. More distant views of the water may also be improved by moving the utility lines behind the buildings or underground where feasible. Implementation of the road narrowing recommendations in the following section will also provide additional space for low landscaping, street trees and pedestrian/bicycle and transit amenities associated with making this location more of a destination.

Part of a strategy that the Town could employ to improve views to the water in the long term would be to identify a long-term acquisition policy for the area that would enable the Town to acquire properties essential for improving visual and physical access as they become available.

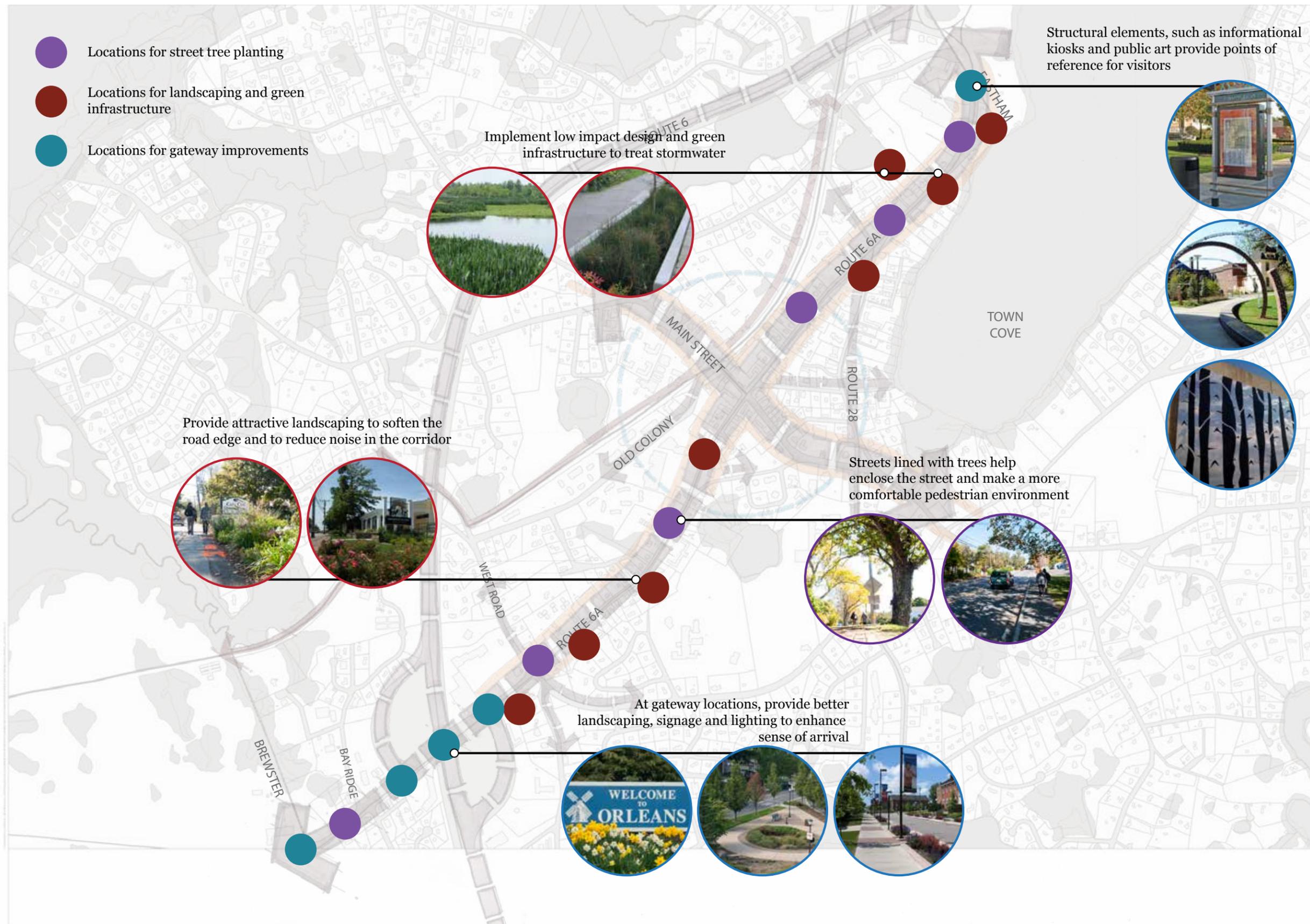


FIGURE Q: GATEWAY, WAYFINDING AND LANDSCAPE IMPROVEMENTS

EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

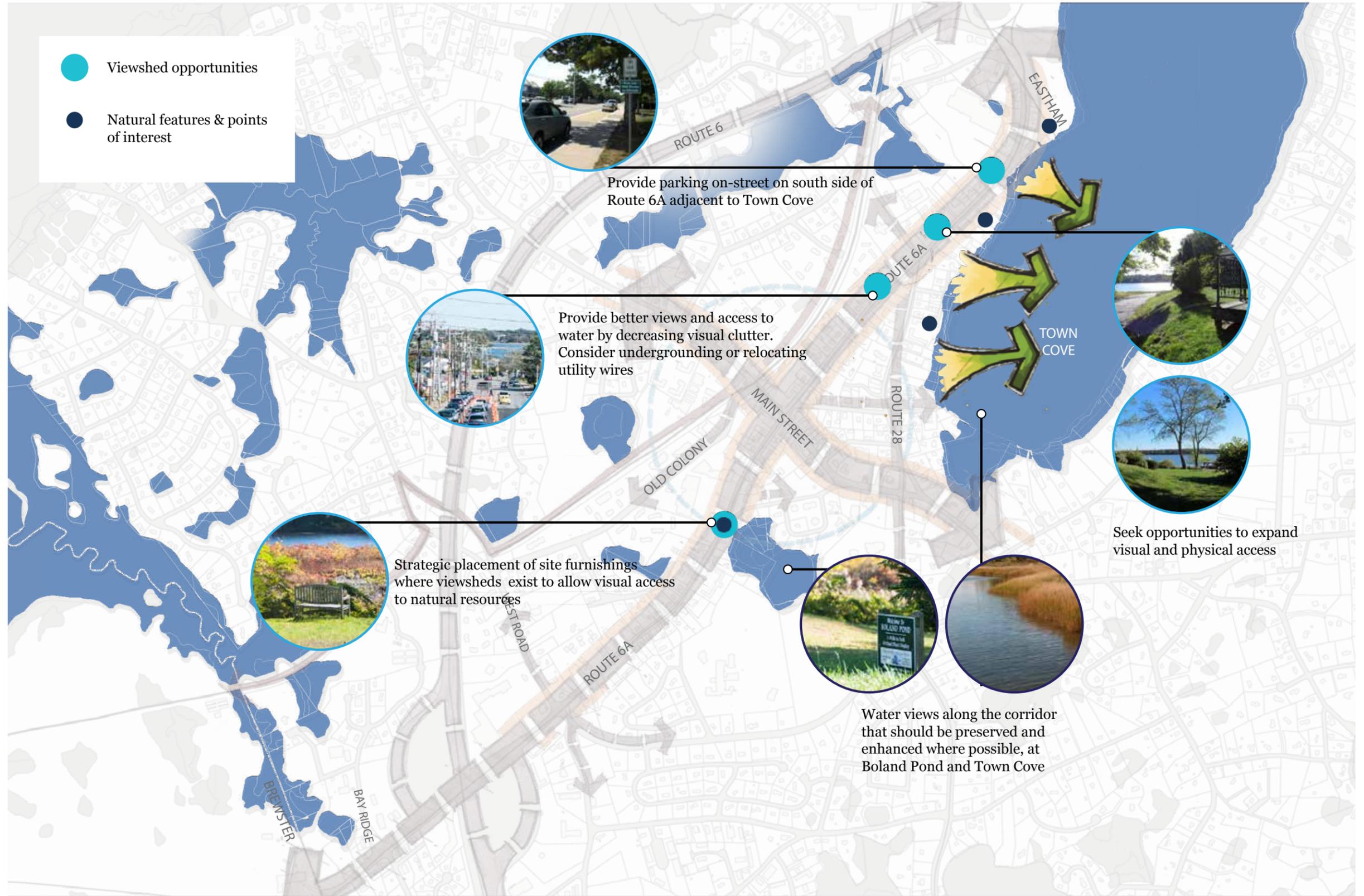


FIGURE R: VIEWSHED IMPROVEMENTS

## Bike and Pedestrian Improvements

The Town has already made great strides to accommodate pedestrians and bicyclists around the village center and to/from the Cape Cod Rail Trail. However, there are several important links in the pedestrian and bicycle networks that the Town should consider improving. Providing clear and safe access not only between the Rail Trail and destinations along the corridor, as well as allocating space within the Route 6A right-of-way will create a more comfortable pedestrian/bicycle experience. Improving bicycle access can also narrow the visual width of the roadway and can help reduce vehicle speeds. These connections are likely to encourage more pedestrian and bicycle usage, thus reducing vehicle trips and traffic on the roads.

Figure S shows potential improvements the Town should consider, including:

- » Add new sidewalks where none exist today, particularly on the south side of Route 6A near Town Cove and in the vicinity of Skaket Corners
- » Explore a new link to the Rail Trail at the Brewster gateway, possibly in the vicinity of Bay Ridge Road
- » Improve signage to the Rail Trail, specifically at West Road and Canal Road
- » Incorporate bike lanes or share-the-road markings along primary bicycle routes
- » Wider sidewalks in most heavily traveled locations, particularly in areas in close proximity to the village center
- » Provide better definition at crosswalks by using striping or changes in pavement materials. Add new crosswalks at key points of high pedestrian activity
- » Incorporate appropriate dark-sky compliant lighting for pedestrian comfort and safety
- » Add street furniture in areas of high pedestrian activity, and consider public art installations and artist designed furniture to build on Orleans unique character
- » Incorporate wayfinding strategy for the entire corridor, including both pedestrian and bicycle designs

Many of these improvements should be coordinated between the Town and private stakeholders to foster a coherent identity for the area. Funding for infrastructure will be unlikely to be available to implement all of these steps in the short term. The Town should consider developing a guide or conceptual plan similar to that included in the Village Center Streetscape plan as reference. Such a plan could include prioritization of certain improvements, funding mechanisms and broad landscape and sign palettes and designs.

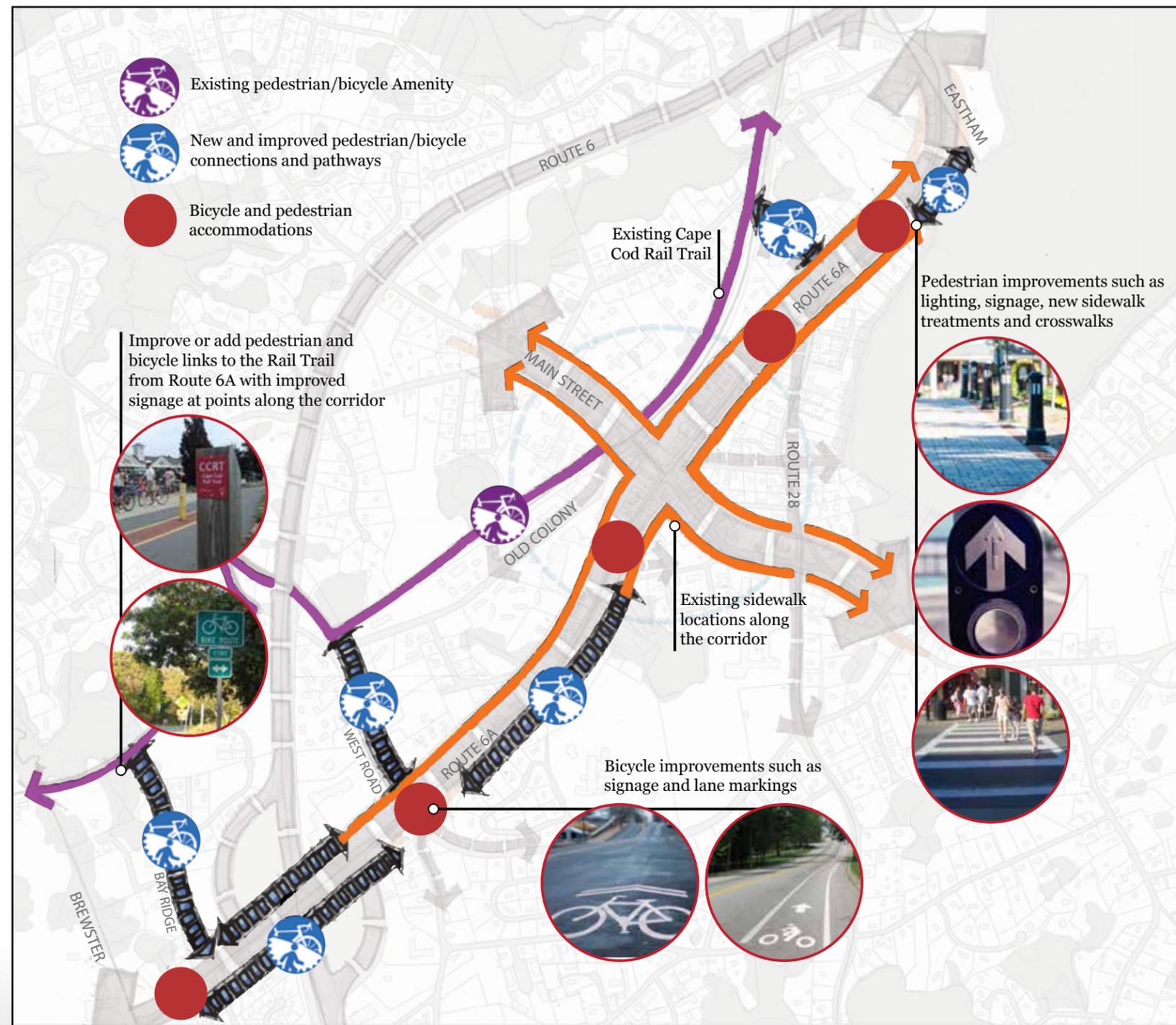


FIGURE S: PEDESTRIAN AND BICYCLE RECOMMENDATIONS

EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

## 6. Transportation

The geographic focus of the transportation recommendations are the two gateway areas at the Brewster and Eastham town lines. The goal of these recommendation is to transform the gateways into areas that are welcoming and reflect the maritime village character envisioned by the community in the Local Comprehensive Plan.

The character of the roadway and success of abutting businesses and amenities can, in part, be attributed to the roadway cross section. Currently the two gateway sections of the 6A corridor primarily acts to move vehicles through these areas quickly. While this may be desirable for many motorists, this design can negatively affect access to local businesses or public amenities. The existing road layout in both of these areas is two lanes in each direction undivided as shown in Figure N in the Assessment section of this report. The layout results in unobstructed traffic through traffic movements but also makes it difficult for vehicles to make left turns into and out of adjacent properties not located at signalized intersections. Sidewalks, where they exist, allow for pedestrian access but users may not feel safe given the close proximity of the sidewalks to the road and the high vehicle speeds in these areas.

### **Road narrowing**

An important concept in addressing the gateway areas is narrowing the roadway cross-section. These portions of Route 6A could change in character, average speed, safety, and level of service if the number of lanes were reduced, also known as a road diet. Studies have shown that road narrowing can increase and enhance business activity along the route due to better access to and from businesses and enhanced accommodation for pedestrians and bicyclists (<http://www.aarp.org/content/dam/aarp/livable-communities/documents-2014/Livability%20Fact%20Sheets/Road-Diets-Fact-Sheet.pdf>).

Federal Highway Administration literature states that reducing a road from four to three lanes is most feasible when directional volumes are at or below 875 vehicles in the peak hour. Average Daily Traffic (ADT) of 20,000 vehicles per day and a case study in Seattle suggests that road narrowing can work on a road with average daily traffic of as much as 25,000 vehicles per day. A three lane design includes turning lanes or a two-way center turning lane. The same study states that a 19% to 49% reduction in overall crashes could be expected from narrowing the roadway ([http://safety.fhwa.dot.gov/road\\_diets/info\\_guide/](http://safety.fhwa.dot.gov/road_diets/info_guide/)).

Federal Highway Administration literature does not present thresholds for road narrowing from four lanes to two lanes. Although measured volumes indicate that traffic conditions could be suitable for a road narrowing on Route 6A, additional analysis at intersections, impacts to safety, and impacts to pedestrian and bicycle accommodation should be investigated further. If the number of through lanes were reduced, there would be space available to improve pedestrian facilities, improve access management, provide bicycle facilities and expand green space.

Route 6A between the Eastham Rotary and Route 28 has an estimated summer Average Daily Traffic (ADT) of 23,000 vehicles per day, a critical direction volume of 900 cars during the summer typical peak hour (4pm to 5pm), and may qualify for a for a road narrowing. Route 6A between Bakers Pond Road and West Road has an estimated summer Average Daily Traffic of 24,170 vehicles per day, a critical direction volume of 1,000 cars during the summer typical peak hour, and also may qualify for a road narrowing. Estimates were calculated using traffic counts recorded at both ends of the segment performed in the last seven years. Detailed analysis using traffic modeling software could be conducted to identify congestion impacts to intersections and the roadways.



## Alternative Road Layouts

The following road layouts are based on the road layout/easement measurements at the Eastham gateway. One option for these areas, or parts of these areas, could be to reduce the number of through lanes to one in each direction and provide a median with turning lanes or a two-way turning center lane as shown in Figure T (top). This redesign could be done with restriping only between the intersection of Rt. 6A and Rt. 28 and the Eastham Rotary. The extra space created could be used to accommodate bicycles on a paved shoulder. Due to the current width of pavement in this section, the shoulders would require a design exception at two feet, below the MassDOT design standard of four feet. A four foot wide shoulder could still be used by bicycles and would allow pedestrians to feel safer in the sidewalk because there would be greater separation from vehicles. A turning lane would permit more access to turning vehicles but through traffic would still have priority because turning vehicles would be removed from their path of travel. Turning lanes could be in the form of a two-way turning lane (TWTL) or a median with turning pockets. A median with turning pockets could be designed to allow pedestrians crossing the street a refuge between lanes.

A second option would be to reduce the number of lanes to one in each direction and dedicate the rest of the layout to bike and pedestrian traffic as depicted in Figure T (middle). This layout provides the greatest vegetated separation between the shoulder and sidewalk, thus significantly greening the corridor while enhancing safety. The four foot shoulder, at current design standards, would create a safer space for bicycles and the vegetated separation would make pedestrians feel safer walking in the sidewalk. A crosswalk, between intersections, may be allowed under design standards. Turning vehicles leaving and entering the road would have better access because they would only need to cross one lane of opposing traffic. The free flow of through traveling vehicles would be reduced due to turning vehicles blocking their path of travel.

A third option would be to reduce the number of vehicle lanes to one in each direction and provide on-street parking on either side of the road or both as shown in Figure T (bottom). This would provide excellent access to shops and other amenities such as the waterfront on the Eastham end. On-street parking and a vegetated separation between the sidewalk and the roadway would allow pedestrians to feel safe walking between businesses, public spaces, and back and forth to their cars. Bicyclists could travel in the shoulders between the moving auto traffic and the parked cars. Parking should be eight feet wide to accommodate personal vehicles plus additional width to prevent open doors from hitting a bicyclist. Vehicle speeds would be reduced during peak periods of activity along the roadway.

## Implementation

Route 6A is federal-aid eligible, meaning projects can be funded using appropriate federal and state programs. The road is classified federally as a Principle Arterial and classified by the state as a Rural Minor Arterial or Urban Principle Arterial. The majority of the road, with the exception of approximately 600 feet before the Eastham Rotary, is owned by the State transportation department, MassDOT. Since the road is mostly State owned, MassDOT must support proposed changes before implementation, and designs must meet state standards or receive a design exception. All work done in the state right-of-way or at the intersections or driveways therein must obtain an access permit from the MassDOT District office.

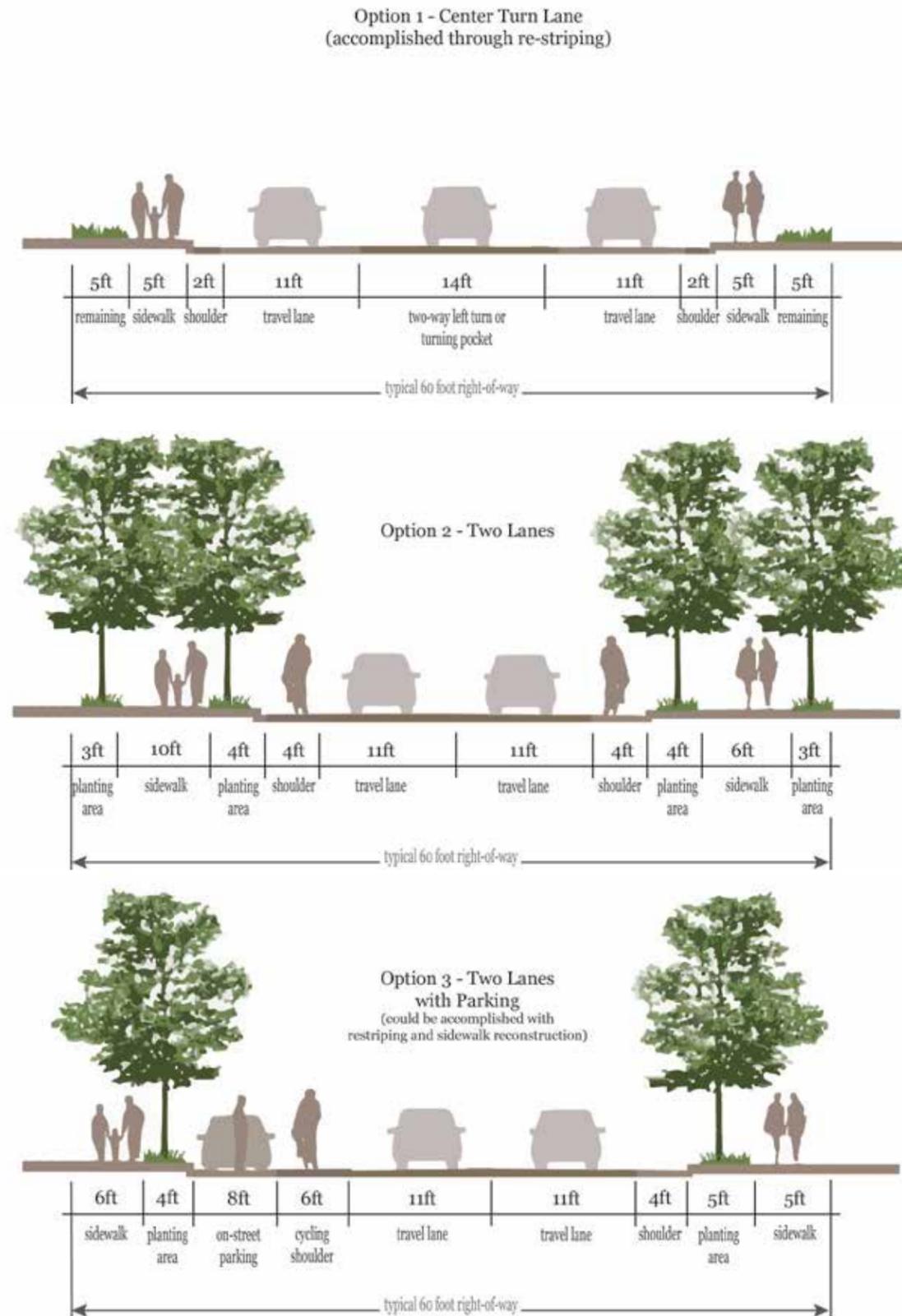


FIGURE T: ALTERNATIVE ROAD LAYOUTS  
(note measurements are based on road layout on the Eastham end of Route 6A)

EXECUTIVE SUMMARY

BACKGROUND

VISION FOR ROUTE 6A

ECONOMIC DEVELOPMENT ASSESSMENT

ZONING & SITE ASSESSMENT

RECOMMENDATIONS

CONCEPTS

NEXT STEPS

# CONCEPTS

The Commission staff has prepared two concept plans that illustrate how parts of the corridor may change if recommendations contained in this report are implemented.

Figure U shows potential improvements along Route 6A from the Brewster town line to the northbound exit ramp from Route 6. Figure V shows improvements that could be made to Route 6A from the Eastham town line to the newly constructed roundabout at the intersection of Route 6A and Route 28. For each concept, call-outs and illustrative photos are provided throughout with each linked to a description in an accompanying table.

Both of the areas illustrated in these concepts function as gateways to the Town of Orleans, and their character and appearance partly define how visitors view the community. As part of the state road network, changes in the roadway configuration will require community support and cooperation with the Massachusetts DOT. However, interim improvements could make the gateways safer for pedestrians and bicyclists and more attractive for all road users entering Orleans and more reflective of community character and increase business performance.



**Table 7: Route 6A (Brewster/Route 6 Interchange)**

1	Lane reductions provide better definition of travel lanes, reduces excess pavement, allows slower travel speeds and opportunities for gateway planting
2	Gateway improvements consist of street trees or other landscape treatments to make this section of roadway more human-scale with improved stormwater treatment. Land reductions and turn pockets free up spaces for landscaping to soften entry to the Town
3	Lane reductions at the intersection of Bakers Pond Road and Route 6A can enhance pedestrian experience and provide safe crossing for bicyclists. Curb extensions reduce turning speeds and protect pedestrians
4	Frontage buildings or additional screening at Route 6 westbound ramp help to define street edge and buffer views into the parking lots in adjacent commercial plaza
5	Route 6 underpass can be enhanced through painting, artwork, and/or lighting to create gateway
6	Improve ramp access by providing wider pavement and provide additional landscaping at exits to improve gateway feel.

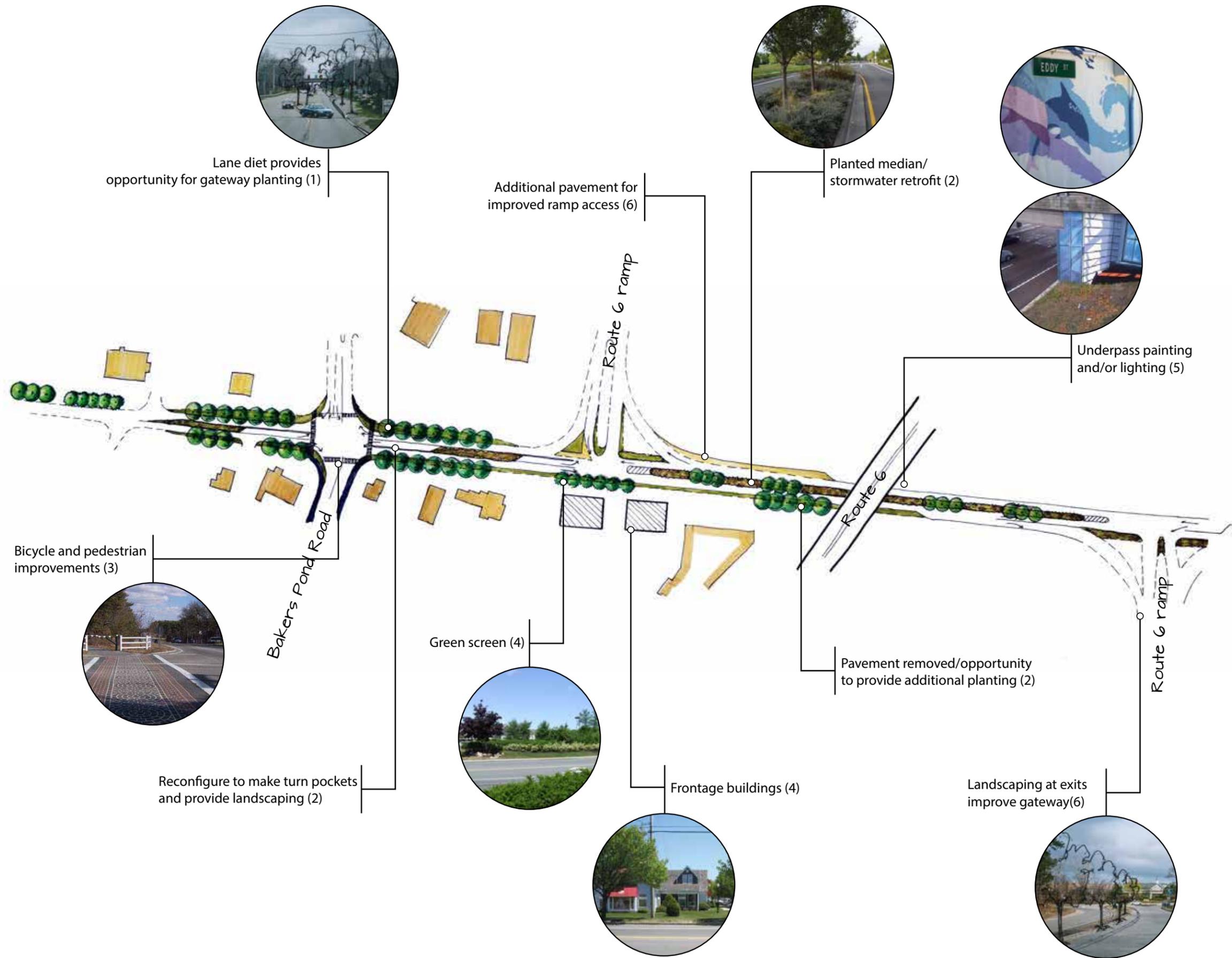


FIGURE U: BREWSTER/ROUTE 6A CONCEPT

- EXECUTIVE SUMMARY
- BACKGROUND
- VISION FOR ROUTE 6A
- ECONOMIC DEVELOPMENT ASSESSMENT
- ZONING & SITE ASSESSMENT
- RECOMMENDATIONS
- CONCEPTS**
- NEXT STEPS

Page 47



Table 8: Route 6A (between Route 28 and Eastham Rotary)

1	Infill/additions to existing commercial buildings help to define the street edge with shared parking to the rear
2	Consolidate curb cuts to improve traffic circulation and safety and provide opportunities for outdoor seating, plazas and other pedestrian amenities
3	Utility lines are located to the rear of development to improve the streetscape and allow opportunities for additional landscaping, street trees and pedestrian pathways
4	Green infrastructure can provide additional stormwater treatment and storage during storm events, also adaptation for climate change impacts in this high hazard area
5	Wetland buffers should be restored and/or combined with green infrastructure to improve water quality and provide additional flood storage
6	On-street parking opportunities are created by lane reductions
7	Changes/consolidation of intersections with ample pedestrian crossings designed to slow traffic flow and improve pedestrian safety to encourage drivers to get out of cars to shop or to do sightseeing. Accommodate bicycles and transit with bicycle shelters and bus stops
8	Waterfront promenade focused on encouraging views to Town Cove, with on-street parking to enhance visitor experience along this section of roadway
9	Consider creation of alternative access off Route 6A to balance through-traffic needs with slower speeds on mainline

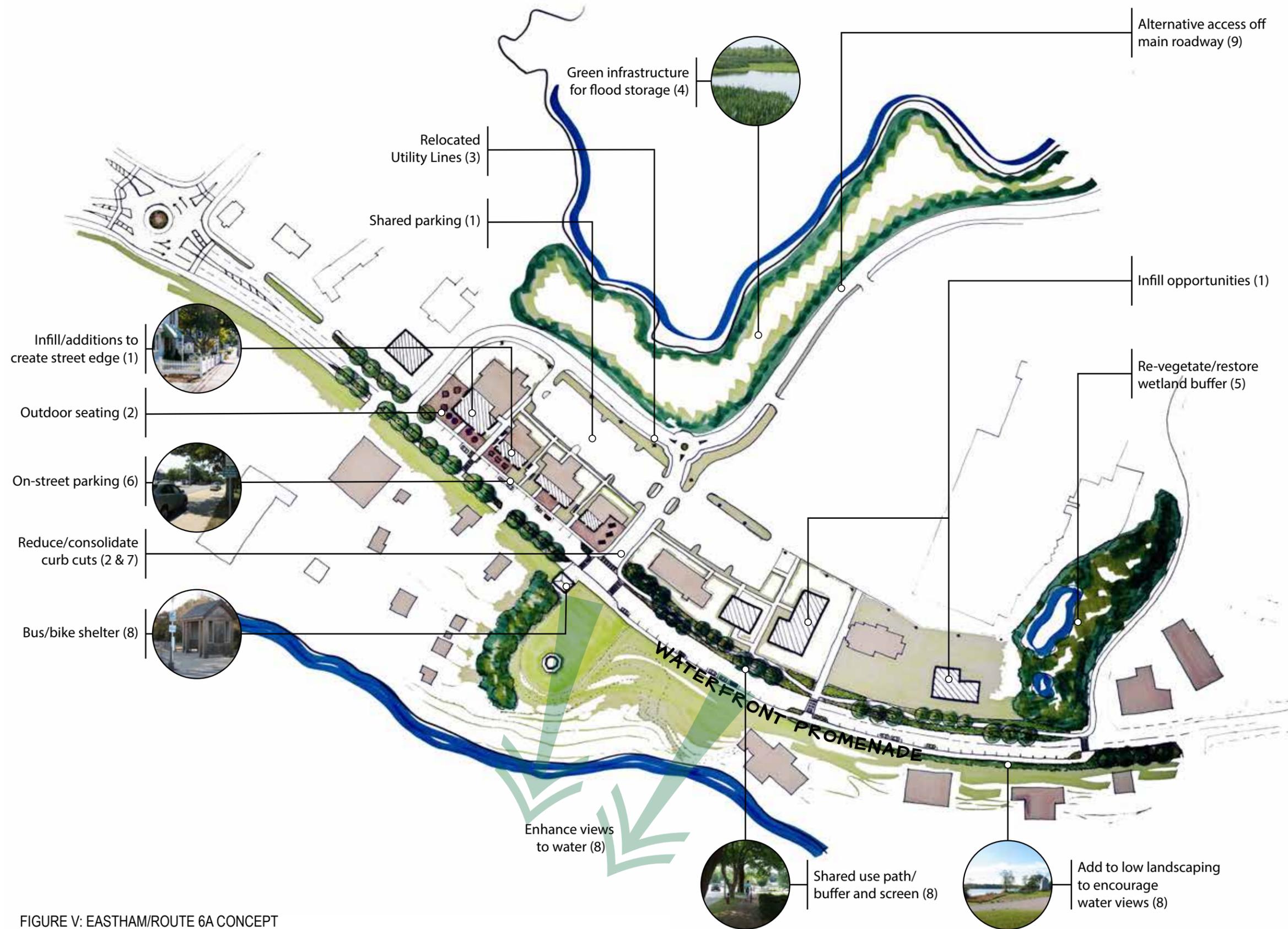


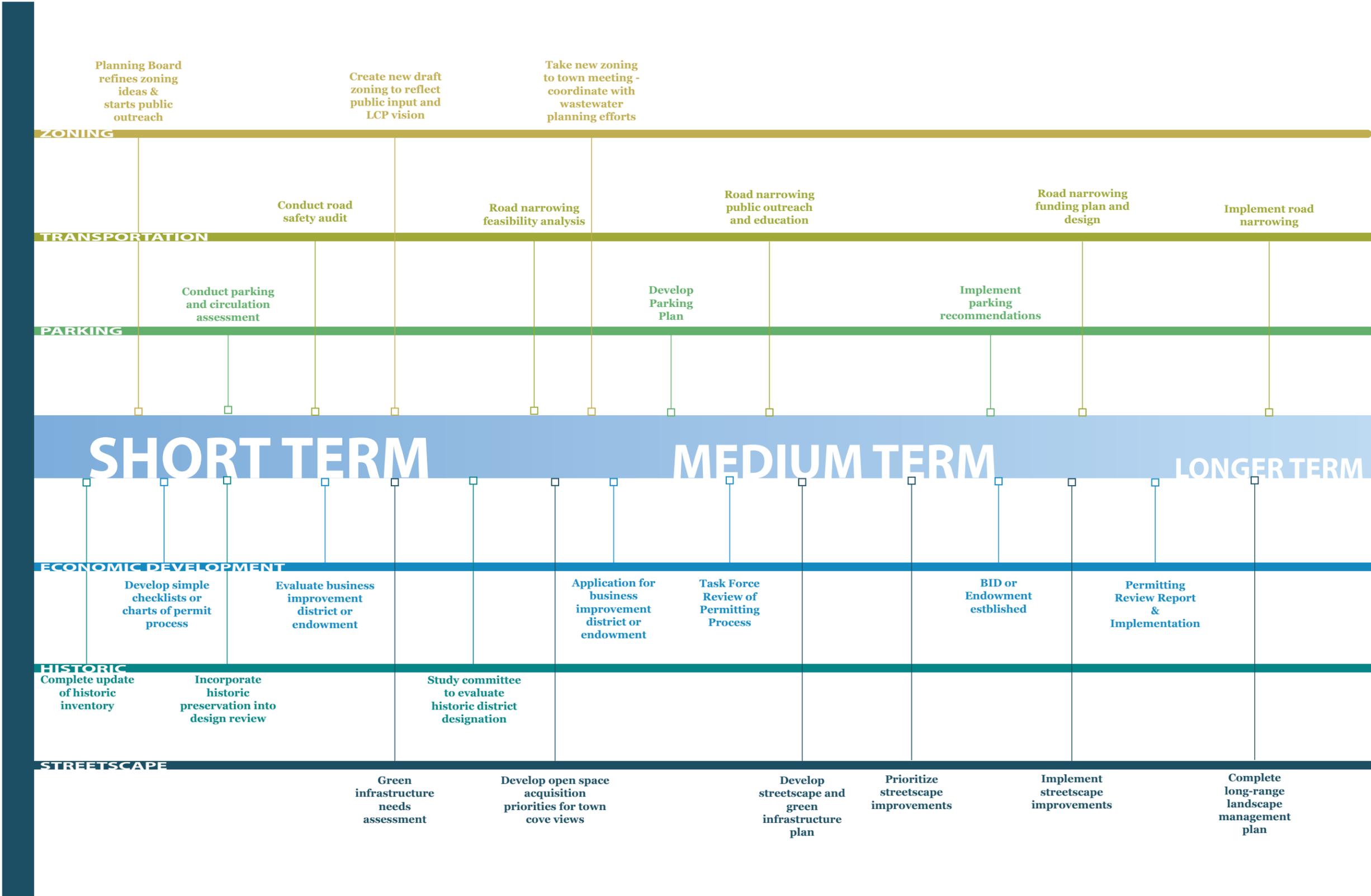
FIGURE V: EASTHAM/ROUTE 6A CONCEPT

- EXECUTIVE SUMMARY
- BACKGROUND
- VISION FOR ROUTE 6A
- ECONOMIC DEVELOPMENT ASSESSMENT
- ZONING & SITE ASSESSMENT
- RECOMMENDATIONS
- CONCEPTS
- NEXT STEPS



# NEXT STEPS

Figure W below shows a potential sequence the Town could follow to implement the recommendations in this study. The major steps in this implementation process are shown for the short, medium and long term.



- EXECUTIVE SUMMARY
- BACKGROUND
- VISION FOR ROUTE 6A
- ECONOMIC DEVELOPMENT ASSESSMENT
- ZONING & SITE ASSESSMENT
- RECOMMENDATIONS
- CONCEPTS
- NEXT STEPS**

FIGURE W: SUGGESTED IMPLEMENTATION SEQUENCE



CAPE COD  
COMMISSION

3225 MAIN STREET  
PO BOX 226  
BARNSTABLE, MA 02630

[WWW.CAPECODCOMMISSION.ORG](http://WWW.CAPECODCOMMISSION.ORG)

A DEPARTMENT OF BARNSTABLE COUNTY