

Queset Commercial District Land Use and Development Study



June, 2012
Old Colony Planning Council
70 School Street
Brockton, Massachusetts 02301-4097
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Notices

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Cover: An example of the low-rise, nearly contiguous “Store Front” style of traditional, very accessible mixed use development appropriate along along Washington or Belmont Streets or on new side streets along with potentially larger uses and shared parking. Drawing by Anthi Frangiadis

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Appendix I Proposed Queset Commercial Area Overlay District and Design Guidelines

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Introduction - Description of Purposes and Process

Using South Coast Rail funds, the Town of Easton and the Old Colony Planning Council have worked with local officials, property owners and businesses to explore ways to improve the appearance and functioning of the combined Routes 123/138 corridor from the Brockton line to Depot Street. Beyond the project is exploring the corridor's potential to become a distinct, higher density mixed-use node or destination within the overall Route 138 commercial sprawl, as discussed below.

As is explored later, the study reflects the facts/findings that:

- This segment where Routes 138 and 123 run together, is the busiest part of Route 138 with estimated 2012 volumes of 24,383 vehicles/day and 46 active businesses, along with 14 commercial vacancies. .
- The section of Route 123 running along Belmont has less traffic (19,233 vehicles/day) but accommodates 53 retail and service businesses on the south side of the road with only one advertised vacancy.
- The strip is a key area in the overall South Coast Rail Corridor Plan, It is shown in various forms on the Community and Regional maps as a Priority Development Area and as site D8 on the ultimate South Coast Rail Economic Development and Land Use Corridor Plan.
- Though not a station site, the study area has good access to the proposed North Easton and North Easton/Stoughton stations.
- Some of the local sidewalks are narrow, lack planting, and may have excess curb cuts.
- There are no bike paths or bike lanes along the streets.
- Many businesses are set back from the road to allow parking in front, as is common with contemporary retail development, instead of being sited at the edge of sidewalk in an accessible traditional pedestrian friendly design – with parking elsewhere.
- There are scattered un-intensely used sites with in-fill development potential
- Little of the present development reflects traditional town centers and, except for, its accessibility, the site has little now to make it a significant retail or civic destination, or mixed use community.

Purposes The immediate goals along with improving the appearance and function of the public infrastructure - roads and sidewalks – and of businesses along the corridor, are to ease any traffic problems, and to improve its accessibility by all modes. This would be guided by the concerns of stakeholders and other residents at public sessions. The longer-term goal is to guide new and retrofitted development to a more pedestrian friendly, intensified form through in-fill development, compatible mixed-use projects, and selective private redevelopment. The project is concerned with both improving appearances and with guiding new development. Thus it is open to big ideas like those of the noted architect Peter Calthorpe who guides the total redevelopment

of failed shopping centers to mixed use village centers - while the town seeks practical ideas for short-term implementation.

A challenge will be avoiding situations where the cost and effort involved in short term private improvements obstructs longer-term redevelopment. A partial response will be to focus on early public improvements which are compatible with potential redevelopment, e.g., by allowing future removal of excess curb cuts.

This approach is discussed in a February 2011 American Planning Association report “Practice Corridor Planning” by David Dixon of Goody Clancy Associates. He advocates converting key portions of long, low-density arterial roads occupied by commercial sprawl “into ‘strings of pearls’-pedestrian-oriented, mixed use, higher density, walkable redevelopment connected by remaining stretches of auto-oriented strip development.” The nodes could be pre-existing suburban town centers or particularly accessible, adaptable sections within an arterial corridor like Washington Street. In the present study, the strip where Routes 123 and 138 run together would be the future pearl distinguished from the less accessible, lower density areas to the north and south.



Traditional mixed use development in North Easton; apartments over businesses with minimal setbacks, few curb cuts and parking at the curb or to the rear.

While the present study seeks short-term incremental change as well as major redevelopment, the Dixon article notes that “These strings of pearls represent transformational, not incremental change” requiring considerable community based planning... “to implement higher-density redevelopment that may be largely unfamiliar - and initially threatening - to the surrounding

community.” If a major redevelopment is not feasible, such changes would have to occur parcel-by-parcel, but in accord with the proposed development guidelines.



Recent Mixed-Use building - apartments over stores - in the town of Hull

The report suggests densities of 40 to 60 housing units/acre allowing many people to live within a ten-minute (1/2 mile) walk of a new mixed-use center, along with commercial Floor Area Ratios (FARs) of 1.5 to 2.5, and some three to five- story buildings. In contrast, the zoning proposed below would allow slightly over 8 units/acre (at 5,000 s.f./unit), and an FAR of 1.35 (based a maximum of a three story building with 35% lot coverage.)

Approach/Process The present study involved collaboration between the Town of Easton Planning Staff, OCPC Planners, and the project’s urban design/graphics consultant, Anthi Frangiadis, of the firm Archit 8 Studio, LLC, guided by the insights and concerns of residents, businesses and property owners participating in local taskforce meetings (described in Appendix II.) Initially, Council staff assisted in defining the study area and its purposes, and then mapped and photographed land use and circulation features and conditions along Routes 123 and 138 early in 2011.

The first exploratory meeting with business and property owners was on 1/29/11. It was followed by a 2/28/11 community meeting with 25 interested property owners. They responded to traffic issues presented by Council staff and to a discussion of environmental issues and opportunities by Town staff. Owners noted many issues with pedestrian and bicycle access, poor traffic

signalization, limited business from the college, the site's untapped open space potential and maintenance needs along Queset Brook, potential sewer service, and the access to the IBC firm only from Belmont Street.



A potential amenity given some clearing and a stream-side trail; Queset Brook at the Washington Street bridge flowing towards Central Street.

At a March 10 project meeting, town staff proposed more outreach to stakeholders, and suggested items to be shown on the graphics of potential circulation and streetscape improvements along with supporting work on potential zoning changes in the form of a Queset Overlay District for presentation to the 2011 Fall Town Meeting.

In late March 2011 the project received permission to hire a visualization consultant and hired Ms. Frangiadis of Studio 8 Architects, LLC in June to illustrate potential improvements.

On April,14, 2011 project staff met with Pamala Hazner, MassDOT District Five Project Development Engineer, to explore the feasibility of proposed sidewalk/bicycleway improvements on present or prospective state right-of-way along Route 138. It was more feasible to use existing right-of- way in areas where lane adjustment would allow such improvements, than to seek added state right of way.

In May 2011, project staff:

- Reviewed potentially necessary changes in the zoning bylaw's Business District
- Drafted a map of Potential Actions (infrastructure improvements and new development or redevelopment) for town review

- Met with town and Regina Villa staff (state consultant overseeing South Coast rail work) to discuss potential zoning changes and an overlay district, further community contact, and a possible visual preferences survey, and to review present retail shopping patterns.
- Reviewed conditions and possible actions shown on the following map of “Potential Actions.”



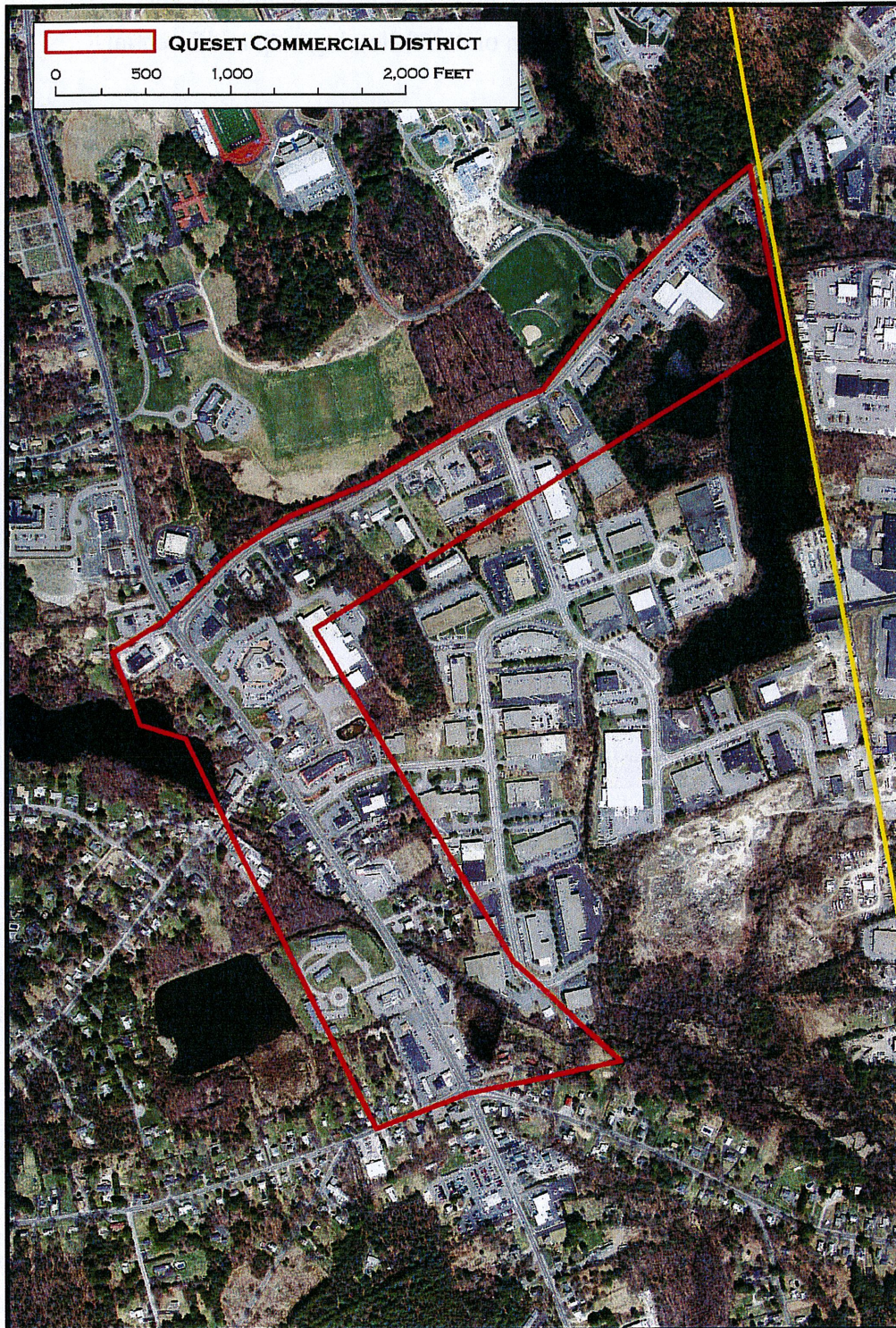
An example of a new mixed-use building in the town of Millis

In June, the map of Potential Actions was revised for clarity. Subsequently town staff felt that so some of proposed actions and improvements (e.g., connecting the IBC firm to the industrial park road system, and connecting Depot Street east of Washington Street to the park) were infeasible due to grades, wetlands, and inadequate width for vehicular passage.

The final community meeting was held on 11/30/2011 and attracted some major property owners/developers. The consultant’s maps and renderings were shown and discussed. These covered added development on the fringes of the Easton Marketplace, new frontage development along Washington Street reflecting the proposed Overlay District, possible sidewalk, bicycle lane and landscaping improvements along Washington Street, and sidewalk and bicycle lane improvements along the north side of Belmont Street. Handouts describing the proposed dimensional zoning were available, but were not distributed as town staff wanted more time to review them.

Subsequently, Council staff prepared an analysis of present zoning and the proposed new dimensional provisions (the mapping was unchanged) and drafted design guidelines based on the present Queset Commons Guidelines. Extensive comments from town staff were incorporated in the version distributed to participants in June 2012.

QUESET COMMERCIAL DISTRICT STUDY AREA



OLD COLONY PLANNING COUNCIL 70 SCHOOL STREET BROCKTON, MA 02301

GIS DATA SOURCES: MASSGIS, USGS USGS ORTHO PHOTO FLOWN IN 2009

JUNE, 2012

Study Area Location and Boundaries – The Place of the Study Area in the Town and Region

Location - The study area is in South Easton on the eastern edge of the town along the Brockton city line and one mile west of the limited access highway Route 24. It is in the most affluent community in the Old Colony Region. (As of 2009 the median household income was \$86,460 compared to \$64,081 for the state and an average of \$72,217 for the OCPC communities.) It is influenced by industrial /commercial development in the adjacent Easton Industrial Park and in Brockton to the east, and by institutional uses at Stonehill College to the north.

While the site is at the edge of the town, its location at the junction of Routes 123 and 138 makes it readily accessible to the rest of the community and to populations to the north and south. The location en-route to Route 24 gives its stores and restaurants good exposure to many daily commuters.

The study abuts, and partially includes, a corner of the Planned Queset Commons mixed use Chapter 40R project. This is proposed for 280 housing units (including 83 assisted living units), 100,000 square feet of retail, commercial and office space, and a 16,000-square foot conference center. This development will increase traffic through the Routes 123/138 intersection of Belmont and Washington Streets and some remedial traffic signalization improvements and intersection improvements are planned. The added dwelling units .will increase the potential market of people within a walking distance of the corridor businesses, while the businesses and conference center may increase the concentration of activities attracting people to the edge of the study area.

In terms of the concept of developing a major mixed-use walkable destination serving surrounding relatively high density housing, the Route 138 section of the study area site is limited by being, in effect, a single-loaded corridor. That is, the land to the east beyond the commercial frontage is all industrial in Easton, Brockton, and West Bridgewater, just as most of of the land to the north is institutional with Stonehill College. While the industrial areas may patronize the businesses, particularly for lunch, this is less than the potential business from a high-density walkable neighborhood. For that reason, most study area businesses will still depend largely on auto-borne business via Route 138. Similarly the present and potential business from students is probably less than would come from a neighborhood of the same size.

Study Area Dimensions Note: As can be seen on the Zoning map, the mapped project boundaries are close to the Business District boundaries along the southern end of Washington Street, but are shallower at the northern end of that street. In contrast, along Belmont Street the study area boundaries are much deeper than the relatively shallow Business District and include a strip in the Industrial District. For the present purposes we are measuring the study area by the deeper of the two; that is by the Business District boundaries along Washington Street and by the

mapped study area boundaries along Belmont street. These lead to the following study area dimensions.

- **Along the west side of Washington Street** at Depot Street the project depth is about 537 feet and the zoning depth is about 56 feet greater for a maximum depth of about 593 feet in from Washington Street. Further north the mapped Business zoning at the same depth is deeper than the project boundary. Across from Belmont Street, the mapped study area depth is about 370' while the Business zoning depth is about 629.' In all, going the be depth of the Business District zoning, the area west of Washington Street contains approximately 41 Acres including water surface and open space, and some woodlands,
- **In the area east of Washington Street** the mapped study area boundaries are close to the zoning boundary, being slightly deeper at Plymouth Drive and with the project boundary being deeper just east of Depot Street. Overall, the strip south of Depot Street and east of Washington Street contains 40.7 acres, including little-used parking areas southeast of the Easton Marketplace and open backland behind the Easton Plaza, along with open wetlands just north of Depot Street. This strip also includes a portion of the IBC building off of Belmont Street and all or portions of two industrial park buildings along Norfolk Avenue, east of Queset Brook. These are not expected to be affected by any project proposals as the final boundary was intended to exclude the industrial park.
- **Along Belmont Street** the mapped study are ranges from 499' to 740' in depth with a mid - point of 555' and the affected strip is approximately 3,238 feet long for total area of 41.2 acres. Of this, approximately 17.5 acres are Business zoned and 23.7 acres are in the Industrial District. There is little open land in the Business District though some of the uses are in small buildings and could have greater lot coverage or have add upper floors. In the Industrial District the open land contains open water or wetlands or has limited frontage on Belmont Street.

Special Features - A potential major amenity is Queset Brook itself. This runs west of Washington Street through Morse Pond bordering on the planned Queset Commons project, crosses under an access point on Central Street, and then crosses under Washington Street, running through a sizable wetland behind the D'Angelos strip mall south of County Lane, and on through Dean Pond towards West Bridgewater.

Boundaries - The study area is a portion of PDA D8 on the South Coast Rail Land Use and Economic Development Plan Corridor Map, modified by removal of the industrial park and the areas south of Depot Street and along Depot Street west of Route 138. Thus, it focuses on the residential/retail corridor on the Business and industrial-zoned land along Routes 123 and 138 from the Brockton line to the junction of Route 138 and Depot Street. This strip has highest traffic volumes on the combined Routes 123 /138 and fewer blighting vacancies than the segments of Route 138 to the south which were originally considered for study.

There is also a small amount of industrially-zoned land along Route 123 near the Brockton line which is included to the depth of the adjacent Business-zoned land. The study area excludes all of the Route 138 frontage south of Route 123 in the adjacent Queset Smart Growth Overlay District (Ch. 40R) District mapped over the Queset Commons project, since that project's planning and permitting are far along.

Initial Findings

Land Use Patterns and Zoning

Land Uses Development along Routes 123 and 138 combines individual free-standing businesses with two small strip malls, several multi-tenant commercial buildings, a new day care center, a funeral home, and scattered older well-kept houses. In addition, the recent "Village by the Pond" townhouse development west of Washington Street has access of off Welch Road, and an adjacent major town open space, Settlers' Pond, has informal access through that development.

Overall, the study area is typified by under-used highway-oriented sites with few pedestrian amenities and many curb cuts for separate access and parking. Exceptions are the two strip malls and several multi-tenant buildings described in the traffic section below.

At its southern end the study area has two strip malls abutting gas stations on the east and west sides of the street with seven or eight tenants each. These have parking lots in front of the stores and just two curb cuts, though the east side mall has part of its access through an adjacent gas station.

To the north, multi-tenant buildings include the L-shaped Easton Plaza north of Country Lane, the extensive Sylvan Learning Systems Building north of Plymouth Drive, the major six-sided landmark Easton Marketplace just south of Belmont street, and a moderate-sized multi-tenant building at the corner of Washington Street and Belmont Streets. The front of the Easton Plaza building comes closer to the Washington frontage than the other multi-tenant buildings or strip malls, suggesting a slight expansion to the sidewalk line. Between these buildings on the east side of Washington Street are several professional office buildings and individual retailers (a dentist, a florist, a Dunkin Donuts and a Wendy's) a repair garage and a few houses, possibly allowing more intensive future development.



D'Angelos Strip Mall east side of the southern end of Route 138 with two curb cuts for many businesses

Around the corner on the south Side of Belmont Street there are several professional office buildings - some converted from houses, a major apartment complex set back from the frontage, a 99 Restaurant, a small breakfast restaurant and bakery, a small strip mall, "Park Plaza," a large automotive sales and service center, and a few remaining houses. In addition, this frontage includes the access drive for the IBC firm located to the rear, apparently abutting the industrial Park, but not part of it. The auto service center close to the Brockton line is on the largest portion area of industrially-zoned frontage along Belmont Street as shown on the zoning map.



Multi-tenant building at corner of Plymouth Drive; just two curb cuts for nine businesses

Except for the stores at the corner of Washington Street, the land on the north side of Belmont Street is all in institutional use - Stonehill College-with an entrance drive just south of Ames Pond between Bristol Street and the Brockton line.

The west side of Washington Street has far less commercial development. There is a gas station and a strip mall at the southern end, a new day center at Welch Road replacing a fast foods

restaurant, a funeral home south of Central Street, another gas station, a CVS pharmacy and a bank at the intersection with Belmont Street, along with scattered houses, some on large lots. may have potential for infill development though most appear to be in very good condition. The rear of the well-maintained Kane funeral home was a traditional access the open space along Queset Brook according to its owner.



Well maintained housing on west side of Route 138



Multi-tenant Easton Plaza on Route 138; fewer curb cuts and some presence on the street frontage



Single-use dental office with its own curb cuts



Another single-use building; with its own curb-cuts, Wendy's.



Multi-tenant Building at northern corner of busy Belmont and Washington Streets



Remaining houses on Washington Street with a repair garage to the rear.

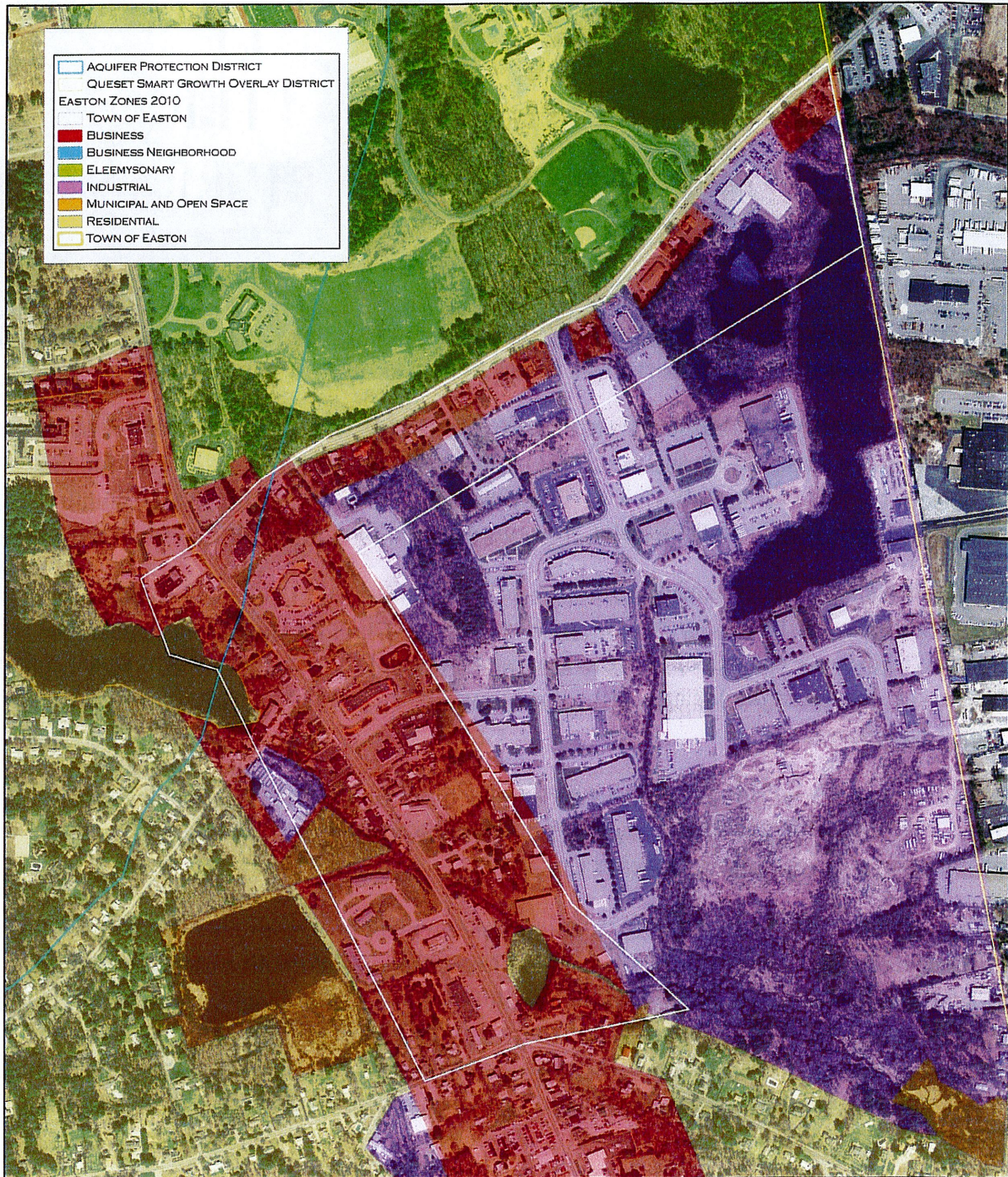
Zoning - The study area is almost entirely in the Business District except for the above noted Industrial frontage along three segments of the eastern end of Belmont Street. In addition the northwestern corner of the study area is in the Queset Smart Growth District regulating the Queset Commons project, and a slightly larger area there is in the Aquifer Protection District.

There is also a small area of Industrial zoning on Central Street next to Queset Brook. This classic, small, sky-lit 19th Century factory holds the former Clapfoot Gear Works and some automotive businesses. South of that, there are small areas of Municipal and Open Space zoning between the Brook and the Village by the Pond townhouses, and between Depot Street and the mapped Dean Pond.

Outside of the study area, the land to the east is in the Industrial District accommodating the Easton Industrial Park, and the land north of Belmont Street is in the Eleemysonary (Institutional) District housing Stonehill College.

The Business District is quite inclusive. It allows general retail uses, consumer services, some manufacturing for retail sale, offices and laboratories, and some automotive uses as of right; along with various educational, religious and institutional uses. Surprisingly, it also allows single family-detached houses, two family conversions, and low-density multi-family housing and related accessory uses, all as of right. Other higher-impact retail, residential, service, automotive and recreational uses are allowed by Special Permit as discussed under Zoning in the appendices.

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OLD COLONY PLANNING COUNCIL, 70 SCHOOL STREET, BROCKTON, MA 02301
 GIS DATA SOURCES: MASSGIS, USGS USGS ORTHO PHOTO FLOWN IN 2009

0 250 500 1,000 FEET

JUNE, 2012

Mixed uses are dis-allowed by omission; and though it is unnecessary to list prohibited uses, the bylaw explicitly excludes many perceived high-impact, noxious or hazardous commercial and light industrial uses, as listed in the appendix. All of the allowed uses are at very low-densities reflecting restrictive dimensional requirements. In the Business District the basic lot size is 40,000 s.f., almost an acre, with a minimum of 60,000 s. f. for multi-unit buildings, along with required 75' setbacks and 25' side yards and a maximum building height of three stories/ 35'(40' for apartments). All districts limit lot coverage to 25% regardless of parking needs or on-site sewerage needs. The Industrial District's requirements are similar except that front yard is reduced to 50.'

As noted in the zoning discussion in Appendix 1, "The 25' side yard requirement and 75' front yard requirements spread out businesses (mandating 50' between buildings) and set them far back from the sidewalk. This further isolates merchants from bypassing pedestrians in conflict with the intended pedestrian-oriented 'store front' style' of retail development." Even if mixed uses were allowed, little could be done in the face of these large lot area and yard requirements.

The Industrial District allows diverse industrial, wholesale, and transportation uses along with many retail, automotive and charitable/public uses as of right. It also allows uses like drive-in facilities and commercial recreation by special permit. However it excludes all residential uses.



Small office building on Belmont Street, next to access drive to a major firm in the Industrial Park

Implications - The proposed overlay district will need to allow more diverse, mixed use development, and to allow it at higher densities. It will also need provisions for adequate, convenient nearby parking so that businesses will not feel a need for parking in front as with strip malls and some multi-tenant buildings. Though few of the present buildings exceed two-

stories, a four-floor/50' height limit (if consistent with fire protection needs) might allow some eye-catching, creative designs and more intensive development.

The possible complexity of potential designs and the community's desire for inventive creativity suggest adopting Design Guidelines like a simpler version of those at Queset Commons, and applying them through the special permit and site plan review processes. These could help to effect the Overlay District's less quantitative, more qualitative goals. Such proposed guidelines are in the "Proposed Queset Commercial District Overlay District and Design Guidelines" in Appendix 1.



An example of the low-rise, nearly contiguous "Store Front" style of traditional, very accessible mixed use development appropriate along Washington or Belmont Streets or on new side streets with potentially larger uses and shared parking to the rear. Drawing by Anthi Frangiadis of Archit 8 Studio, LLC.



Little used land between buildings; a potential in-fill site?



Landmark House at northwest corner of study area- a potential office conversion?



Traditional north facing skylights in Crowfoot Gear Works building-suggesting re-use for studios?



Potential adaptive re-use The former Crowfoot Gear Works, on Center Street, Queset Brook access to the left.

Transportation - Traffic and Transit

Traffic Conditions and Issues -The Route 138 and Route 123 corridors in the Queset Commercial District Study Area were part of The Old Colony Planning Council's 2007 Easton State Numbered Routes Corridor Study. That study was a traffic corridor study of all state numbered routes in Easton including the present study area. The study's findings included the following:

- The Washington Street (Route 138) and Belmont Street (Route 123) corridors are a major alternative "cut through" route for traffic, including heavy vehicles, between I-495 and Route 24.
- There are not enough sufficient gaps in the mainline traffic flow on Route 138 and Route 123 during the peak hour periods to allow vehicles to enter that flow from un-signalized side roads and curb cuts safely and without long delay and/or forced entry.
- There are no pedestrian amenities (crosswalks, pedestrian push button signals) at the Washington Street (Route 138)/Belmont Street (Route 123) intersection.
- At the northeast quadrant of the Washington Street (Route 138)/Belmont Street (Route 123) intersection, there are too many turning vehicles entering and exiting the Donut shop from Belmont Street, which interrupts flow and leads to more crashes.
- There are no pedestrian amenities at the Route 123 (Belmont Street)/Stonehill College entrance for pedestrian accommodation and safety.
- Along both the Washington Street (Route 138) corridor and the Belmont Street (Route 123) corridor, there are too many driveways and curb cuts, with vehicles making turning movements to and from the mainline traffic indicating a need for access management.
- There are also insufficient marked pedestrian crossings between the major intersections where people may wish to cross between businesses without going to the nearest major intersection.

The corridor study included intersection level-of-service analysis, average daily traffic (vehicles per day in a 24 hour period), and crash rates (crashes per million entering vehicles, MEV). The following summarizes the average daily traffic for the Queset area study roads. As can be seen the key segment of Routes 123/138 south of Belmont street is busier at 24,383 trips/day than the nearby portions of Route 138 to the north and South. Though volumes drop off somewhat south of Central Street, to 18,650, the study area clearly contains the busiest local stretch of Route 138.

The corridor study concluded that a number of intersections experienced long delays and/or "forced flow" during the morning and afternoon peak hours. The signalized Route 138 (Washington Street)/Route 123 (Belmont Street) intersection operates at level-of-service "D" during the afternoon peak hour, which is considered approaching capacity with vehicles

*



Young couple experiencing possible improved sidewalk and bike lane along Belmont Street

Average Daily Traffic 2007 Data Increased by at 1% per Year.

Location	Vehicles Per Day
Route 138 north of Belmont Street/Route 123	17,657
Route 123 Belmont Street east of Route 138	19,233
Bristol Drive (entrance off Route 123 to/from Industrial Park)	4,940
Washington Street (Route 138) south of Belmont Street	23,383
Central Street west of Washington Street	13,295
Plymouth Drive (entrance off of Route 138 to/from Industrial Park)	4,467
Route 138 south of Central St.	18,650
Depot Street west of Washington Street	7,988
Depot Street east of Washington Street	6,306
Route 138 south of Depot Street (Route 123)	12,801

experiencing long delays. Other intersections within the study area that experience poor levels-of-service include the Washington Street (Route 138)/Plymouth Drive intersection and the Belmont Street (Route 123)/Bristol Drive intersection. Both of these intersections are un-signalized and provide access to Easton’s industrial park. The Belmont Street (Route

123)/Bristol Street intersection experiences level-of-service “D”, with long delays during the morning peak hour, and level-of-service “F” during the afternoon peak hour, with forced flow operating conditions.

In addition, one major firm in the industrial park (IBC) has access only via a driveway onto Belmont Street since there is no connection to the park’s internal road system. Such a connection was originally proposed on the map of Potential Actions, but not pursued because of apparent differences in grade between the site and Plymouth Drive.

Another industrial park access improvement that might reduce truck traffic on Belmont Street would be the extension of the uncompleted eastern-most road in the park, Renker Drive, a short distance through to the Turnpike Street industrial area in Brockton. This was explored in the 2001 Easton/West Bridgewater/Brockton Coweaset Brook Feasibility Study. (Coweaset Brook Business Area Feasibility Study, Triad Associates, Dresher PA, Jun 2001) The study found that the Drive connects Hampden Drive in the park to the Pearl Street/Turnpike Street area via unpaved private drives. It found that upgrading the road would improve access to the park from Turnpike Street, and from the Study Area and the park to Routes 123 and 24. The study recommended these improvements, but nothing has happened yet.

A final connection that might be locally useful would be a bicycle/pedestrian link from the Depot Street/Washington Street area to Norfolk Avenue in the park. This would give pedestrians and riders from the south a more direct route into the park, thereby possibly eliminating some auto trips.

The Washington Street (Route 138)/Plymouth Drive intersection experiences level-of-service “E” during the morning peak hour, with forced flow, and level-of-service “F” during the afternoon peak hour, with forced flow operating conditions.

According to the corridor study, most of the intersections, signalized and un-signalized, within the Queset Study area had almost double the statewide average for intersection crash rates. The 2011 statewide average crash rates (in crashes per million entering vehicles, MEV) were 0.81 crashes per MEV for signalized intersections and 0.61 crashes per MEV for un-signalized intersections. According to the corridor study, the crash rate for the Washington Street (Route 138)/Belmont Street (Route 123) intersection was 1.87 crashes per MEV. Other intersection crash rates above the average included: Washington Street (Route 138)/Central Street intersection at 1.125, Washington Street (Route 138) at Plymouth Drive at 1.10, and Washington Street (Route 138) at Depot Street at 1.655.

The corridor study gave the following recommendations for the Queset study area intersections:

Route 138 (Washington Street)/Belmont Street (Route 123) intersection - Revise and update signal timing and phasing, and add pedestrian phasing (push button actuation) and crosswalks. Add exclusive phasing for eastbound and westbound approaches for safety, add an exclusive left

turn lane on the southbound approach, add a left turn lane on the eastbound approach, and extend the median on the westbound approach to prohibit left turns in and out of curb cuts close to the intersection.

Washington Street (Route 138) at Plymouth Drive – Install traffic signals at this location and coordinate the signals with the existing signal at the Central Street/Washington Street (Route 138) intersection.

Belmont Street (Route 123) at Stonehill College Entrance – Add pedestrian signals and crosswalks. The signals at this intersection do not currently include pedestrian signals or actuation for crossing Belmont Street. In addition, this intersection does not have any crosswalks for pedestrians to safely cross Route 123.

Transit – The edge of the study area is served by the Number 9 bus which runs past Stonehill College and goes a short distance into the industrial park via Bristol Drive. Service begins at the end of the line at 6:20 am and first leaves the BAT Centre at 6:40. It runs on 40 minute headways during the morning peak leaving the Centre at 6:40, 7:20, 8:00, 8:40, and 10:00AM and then runs on 45 to 50 minute headways for the rest of day with the last inbound trip at 5:35PM

The widely spaced trips, compared to 20 minute peak hour headways on many other routes, may make it difficult to get to early starting industrial park jobs on time without leaving much earlier than otherwise necessary. At the same time the route provides no service to Belmont Street beyond Bristol Drive or on Washington Street.

This suggests extending the service to run through the industrial park and the length of Washington and Belmont Streets in the study Area One configuration to study would be extending the industrial park service via Bristol Drive, Norfolk Avenue, and Plymouth Drive, then south to the end of the study area at the junction of Washington and Depot Streets and then back to the BAT Centre by Washington Street and Belmont Street. If feasible in terms of scheduling, such a loop would serve the entire study area along Routes 123 and 138, and improve service to the park.

Rail Access The study area is about 2.2 miles from the Brockton Commuter rail station and about 1.1 miles from the proposed North Easton Station. The site has BAT bus service to the Brockton Commuter rail station from the industrial park via the Number 9 bus discussed above. to the industrial park. There is no present service from the North Easton Station, leaving the choice of along 20 minute walk or a short bicycle or taxi ride.

Overall Study Findings

The study area is a key site in the overall South Coast Rail Corridor Plan being shown on the Community and Regional maps of Priority Development Areas (PDAs) and Priority Protection Areas (PPAs) and being PDA Site D8 on the final South Coast Rail Economic Development and Land Use Corridor Plan.

The heart of the study areas is the strip along Washington Street.

The present land uses vary considerably from the goals and objectives of the study. As noted above these are to:

Improve the appearance and functioning of public infrastructure, roads and sidewalks, and of private development along the combined Routes 123/138 Corridor from the Brockton line to Depot Street, to ease any traffic problems, and to improve accessibility by all modes.

More basically and ambitiously, to make this a qualitatively distinct, higher-density, mixed-use node or destination within the remaining overall Route 138 commercial sprawl

Such a node would feature:

- High regional and local accessibility
- Accessibility by foot, bicycle and transit as well as by automobiles
- A mixture of complementary, compatible mixed uses symbolized by living spaces over businesses allowing owners to "live over the store"
- A range building types and styles with varied textures and heights in settings close to the road except for selective purposeful small open spaces or courtyards
- Sufficient density of development to reduce auto trips since shoppers will live nearby
- High quality, compact landscaping
- Selective integration with nearby open spaces
- Provision for necessary parking beside or behind the commercial residential frontage
- Potential unified redevelopment of moderate-density, low-rise uses (This is difficult since the site is not a rectangular block as with some shopping center redevelopment projects, but one or two sides of a street with little backland.)
- Housing for a range of incomes including some targeted affordable housing as required under the Inclusionary housing bylaw

In Comparison with much of the above, this study finds that:

- The strip's location has potential. It has good accessibility but needs improvements.
- This segment is the busiest portion of Route 138 in Easton where Routes 138 and 123 run together.

There are few provisions for accessibility by foot or bicycle.

- There is transit service only at the edge of the adjacent industrial park.
- The surrounding sidewalks are narrow, lack plantings, and have many curb cuts.
- There are no integral bike paths or lanes along the streets.
- There is little diversity in uses; most are commercial, including several branches of chain operations.
- The strip has no clear identity, in function or architecture.
- The buildings vary with their functions, but do not add up to an interesting whole as compared to the agglomeration of abutting buildings in an apparent destination strip in the town of Norwell (See below).
- The overall nearby development pattern is of too low a density to provide many customers within walking distance, though there is a sizable moderate-density condominium development on the west side of Washington Street and there are others south of the study area.
- Some buildings have attractive landscaping, but there is no overall pattern combining the public and private realms.
- There is no integration with nearby open spaces like Settlers Pond or the Queset Brook. Many businesses are set back from the road to allow parking out front as is common with contemporary retail development, rather than along the curb and to the rear in an accessible traditional pedestrian-friendly “storefront” mode.



Grouped Varied Buildings in Norwell's Merchants Row Shopping Area

- There is no integration with nearby open spaces like Settlers Pond or the Queset Brook.
- Many businesses are set back from the road to allow parking out front as is common with contemporary retail development, rather than along the curb and to the rear in an accessible traditional pedestrian-friendly “storefront” mode.
- The potential for unified redevelopment of moderate-density, low-rise uses could require sites bigger than the present parcels or joint development of adjacent holdings.
- The present limited housing may be mixed income by age and type, but more might be done in conjunction with other development.

Other important characteristic of the study area are that:

- Though it is not at a station site, it has good access to the proposed North Easton Village and North Stoughton/Easton station.
- The site is not a major destination; there is no compelling overall character and there are few destination businesses to draw people , except perhaps the book store or the Mexican and Thai restaurants.
- The one major pharmacy is at the edge of the site and probably has few spillover benefits for other businesses.
- There are few special interest businesses that might appeal to students and then draw other young people, such as a coffeehouse or bar with good live music like the former Blackthorne Tavern to the south.

Future shorter-term and long-term design efforts should reflect the above observations and the facts that:

- There is little open undeveloped privately-owned land
- Given the limited present or potential customer base within a walking distance convenient, easily accessible parking will be need beyond limited curb parking. It should be close to but not in front of the stores, suggesting nearby shared parking.
- There is a scattering of un-intensely used sites with in-fill development potential.
- Significant new development may require property acquisition or joint development projects by abutting owners.
- The Brook is an untapped potential amenity.

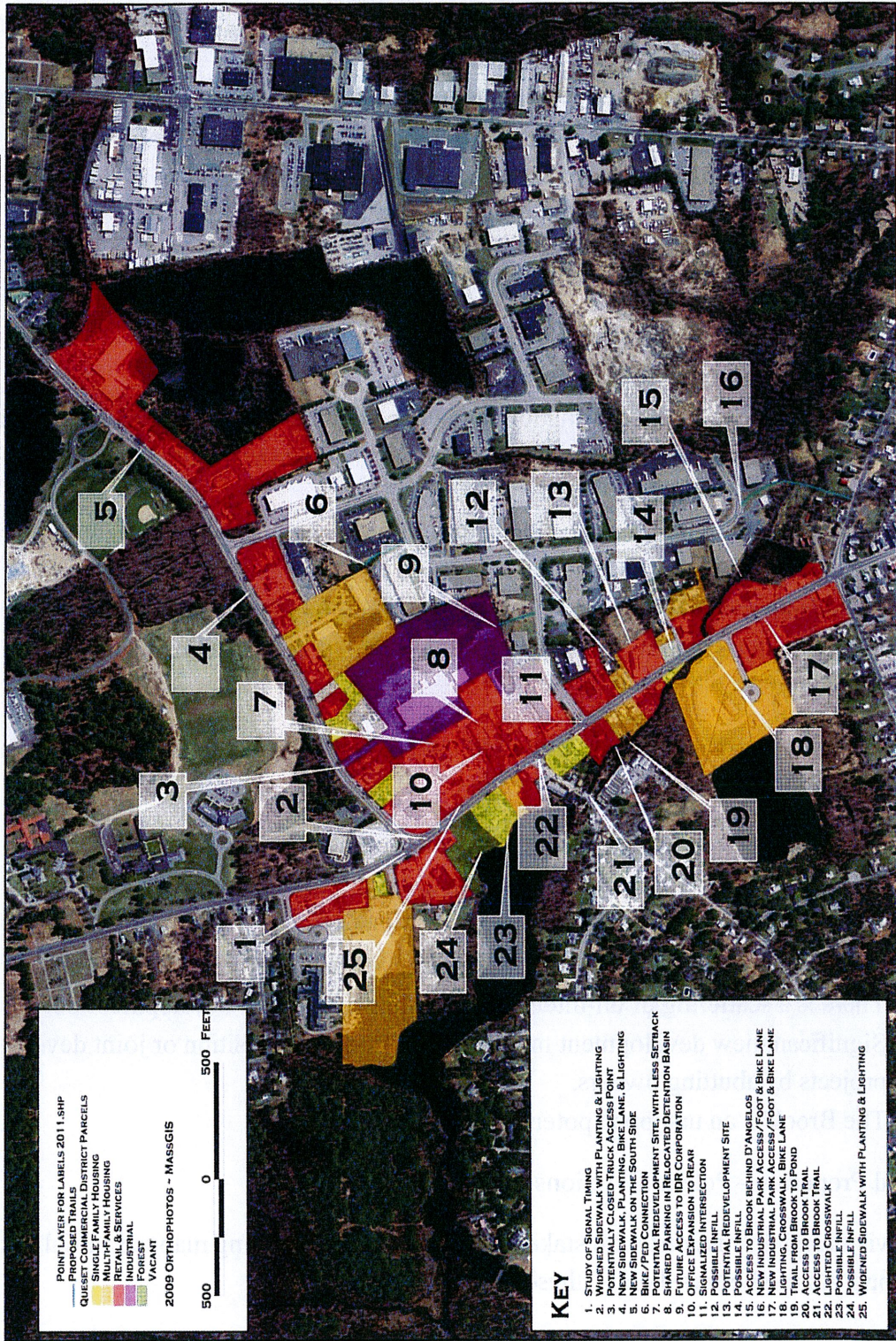
Initial Proposals – Potential Actions

Site visits and discussions with stakeholders led to the following mapped Initial Potential Actions. As can be seen below, these included:

- Traffic and access improvements; intersection improvements, better signal timing, controlled truck access, relocated truck access, and connecting the IBC Corporation to the industrial park roads

POTENTIAL ACTIONS,
EASTON, MASSACHUSETTS

QUESET COMMERCIAL DISTRICT



POINT LAYER FOR LABELS 2011.SHP
 PROPOSED TRAILS
 QUESET COMMERCIAL DISTRICT PARCELS
 MULTIFAMILY HOUSING
 RETAIL & SERVICES
 INDUSTRIAL
 FOREST
 VACANT
 2008 ORTHOPHOTOS - MASSGIS
 500 0 500 FEET

- KEY**
1. STUDY OF SIGNAL TIMING
 2. WIDENED SIDEWALK WITH PLANTING & LIGHTING
 3. POTENTIALLY CLOSED TRUCK ACCESS POINT
 4. NEW SIDEWALK, BIKE LANE, BIKE LANE, & LIGHTING
 5. NEW SIDEWALK, BIKE LANE, & LIGHTING SOUTH SIDE
 6. BIKE / PED CONNECTION
 7. POTENTIAL REDEVELOPMENT SITE, WITH LESS SETBACK
 8. SHARED PARKING IN RELOCATED DETENTION BASIN
 9. FUTURE ACCESS TO IDR CORPORATION
 10. BIKE LANE
 11. SIGNALIZED INTERSECTION
 12. POSSIBLE INFILL
 13. POTENTIAL REDEVELOPMENT SITE
 14. POSSIBLE INFILL
 15. ACCESS TO BROOK BRIDGE BY ANGELOS
 16. NEW INDUSTRIAL PARK ACCESS/FOOT & BIKE LANE
 17. NEW INDUSTRIAL PARK ACCESS/FOOT & BIKE LANE
 18. LIGHTING, CROSSWALK, BIKE LANE
 19. TRAIL FROM BROOK TO POND
 20. ACCESS TO BROOK
 21. ACCESS TO BROOK TRAIL
 22. LIGHTED CROSSWALK
 23. POSSIBLE INFILL
 24. POSSIBLE INFILL
 25. WIDENED SIDEWALK WITH PLANTING & LIGHTING

OLD COLONY PLANNING COUNCIL, 70 SCHOOL STREET, BROCKTON, MA 02301
 GIS DATA SOURCES: MASSGIS, TOWN OF EASTON, OCP

MAY, 2011

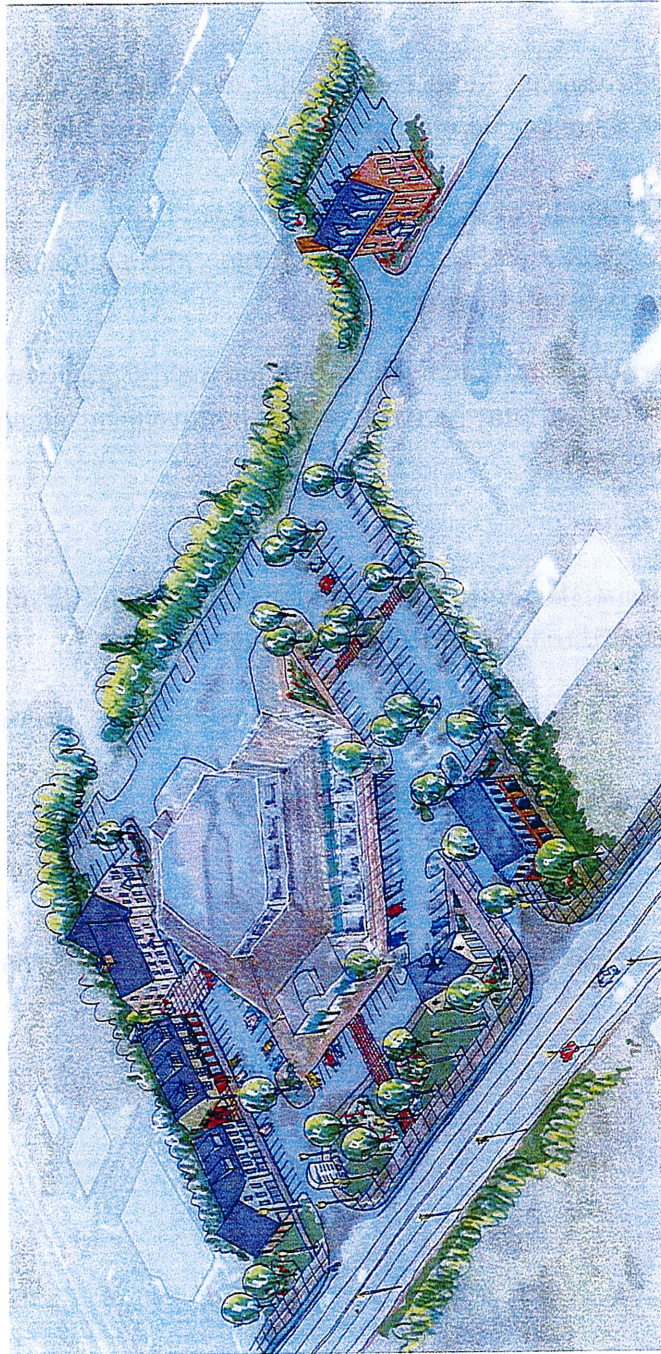
- Bike and Pedestrian Improvements; lighted crosswalks, widened sidewalks, new sidewalks, new crosswalks , and better bike and pedestrian access to the industrial park access
- Potential development sites; infill sites, redevelopment sites
- Natural resource-related; Access to Queset Brook at Route. 138 and Central Street, and possibly to Settlers' Pond west of Route 138

Review of these features and characteristics found that constraints such as grades, wetlands and potentially available right of way limited some potential access improvements. It indicated that most of the proposals need further study.

After considering some of these issue, the project's consultant, Anthi Frangiadis, of Archit 8 Studio, LLC examined and illustrated some of prospective key actions:

- Intensified development, particularly around the Easton Market Place and a vacant rear parcel
- Increased varied retail development along the street frontage
- Sidewalk widening and planting.
- Improved or new bike lanes

These led to the following graphics which were released to general interest and approval at the 11/30/2012 Stakeholder meeting.



Potential infill development around the Easton Marketplace with stores and housing along the side line (half a new street?), on a rear parcel and on Washington Street frontage. Drawing by Anthi Frangiadis of Archit 8 Studio, LLC

The preceding rendering suggests some infill development around the Easton Marketplace and a small amount along the frontage, while preserving views of the Marketplace. With more land and/or shallower buildings, could it be possible to allow a small double-loaded pedestrian-scale news?

The feasibility of major sidewalk improvements largely depend on possibilities within the public right way as explored with the Massachusetts Department of Transportation (MassDOT) District Office, or with potentially converted private frontage.

Similarly, reconfiguration of Washington and Belmont Streets to accommodate more generous bike lanes like that shown on Belmont Street, rather than the minimal one on the following picture will require close cooperation between local officials and the state.

The varied approaches to corridor improvement include:

- Private infill development
- Intensification of present and future uses
- Aesthetic regulation through design guidelines
- Access management, and
- Preservation/enhancement of Community character

These all require improved cooperation to effect clear priorities. For example, should intensified development be concentrated on the east side of Washington Street where there is more commercial activity now, or on the west side which may have more land potentially available?

Intensifying the west side would require more pedestrian-friendly cross walks to allow the her te two sides of Washington Street to function more as one unit.

Beyond these, how should such change be defined, directed, financed and implemented?

Resolving these will require further work with nearby residents and other stakeholders and local leadership at all levels.

Conclusions

A large transformative project at the site will be difficult as the critical mass and potential future surrounding community may not be there, but opportunities remain. In the meantime, steps should be taken to explore these opportunities further and to take needed near-future short actions to improve the study area.

Recommended Actions - Next Steps

Zoning

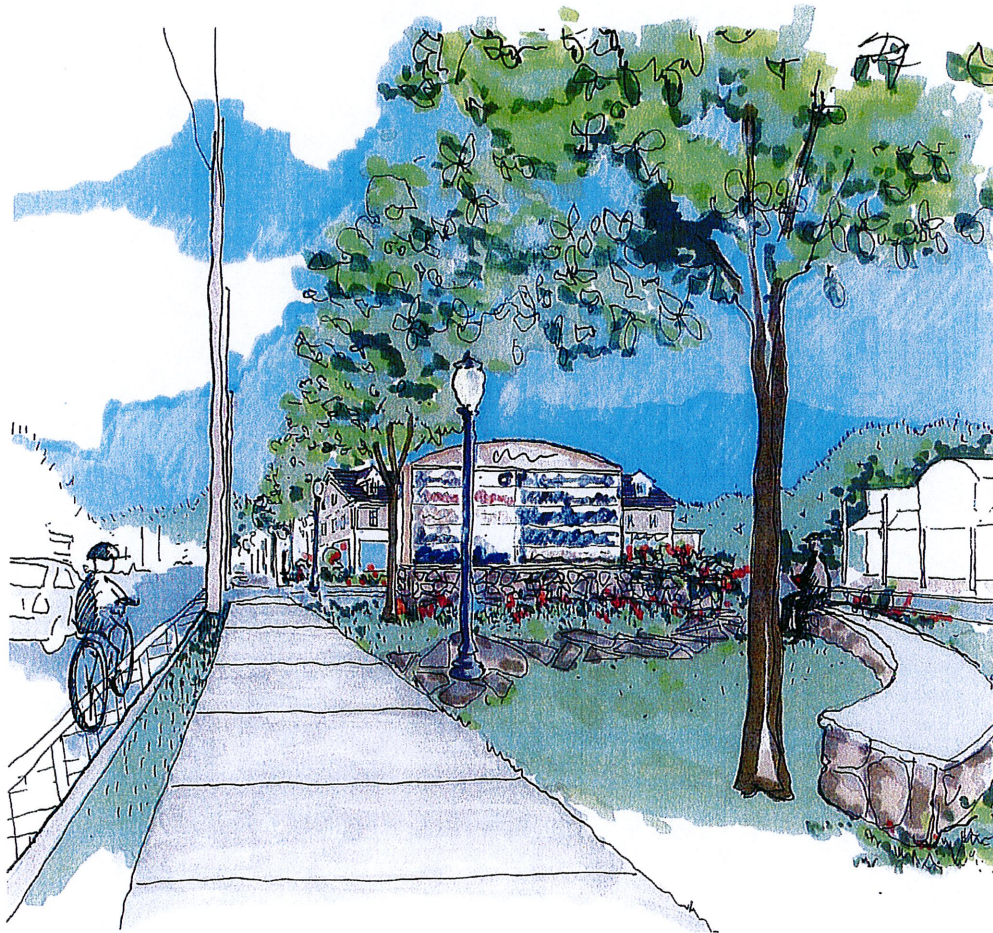
- Enact the proposed Queset Commercial District Overlay District (adapted from the Queset Commons 40R Guidelines) changing uses, dimensions and discretionary special permit and site plan review guidelines in order to intensify and diversify uses in the study area
- Rezone the Industrially- zoned frontage along Belmont Street to the adjacent Business District and to same depth as that district.
- Make multi-unit housing a specially-permitted (not as-of-right) use in the business District
- Expand the Inclusionary zoning provisions to apply to specially-permitted multi-family housing in the Business District

Planning and Design

- Offer design services to local businesses and property owners
- Help groups of contiguous property owners and businesses to explore, identify and act on possible joint development or redevelopment of their combined properties
- At a larger scale, consider doing another Ch. 40R project (like Queset Commons) for all or part of the study area
- Examine any potential recreational, landscape and/or trail use of the Queset Brook running through the study areas and possibly connecting with Settlers' Pond.

Implementation

- Organize a stakeholders group to work with MassDOT and the town to plan and implement needed cross walks and intersection improvements, selected other items from the Map of Potential Actions, or more recently identified needs
- Work with MassDOT and private property owners to identify means to acquire any expanded right-of-way needed for bikeways, pedestrian improvements, street crossings, and enhanced plantings and public areas
- Work with the Old Colony Planning Council and the Metropolitan Planning Organization (MPO) to put possible projects on Region's Transportation Improvement Program (TIP).



Potential sidewalk and bikeway improvements along east side of Washington Street. The bike lane is quite minimal and a wider facility would be sought. Drawing by Anthi Frangiadis, Archit 8 Studio ,LLC

Appendix I

Proposed Queset Commercial Area Overlay District (QCAOD) and Design Guidelines

Note: This draft is part of a larger Easton Routes 123/138 South Coast Rail Study focusing on the Queset Commercial Area and supported by Technical Assistance Funds from the Massachusetts Department of Transportation's South Coast rail Project.

Contents

- I Background and General Discussion**
- II Uses allowed in the Business District**
- III Uses explicitly prohibited in the Business District**
- IV Uses allowed in the Industrial District**
- V Uses Explicitly Prohibited in the Industrial District**
- VI Present Dimensional Regulations**
- VII Proposed Queset Commercial Area Overlay District**

I Background and General Discussion

Purposes

To increase economic opportunity by better using highly accessible land along the combined Routes 123 and 138; to do so by intensifying and diversifying compatible and complementary residential, commercial, and public uses along the corridor. This new district is needed in addition to the present underlying zoning because of the intent to allow higher densities and a greater mixing of uses in a more compact pedestrian-friendly development than any presently allowed. For these reasons, the provisions of the overlay district takes precedence when they conflict with the underlying zoning.

Specific Purposes:

- To intensify and diversify the present mixed use corridor in order to increase economic opportunities and the quality of life
- To promote access along and through the corridor on foot and bicycle
- To encourage a pedestrian-oriented "storefront style" shopping areas
- To encourage natural amenities in the overall site design when possible
- To ensure safe and convenient access along and through the corridor by foot, bicycle or motor vehicle.

- To encourage and incorporate affordable housing as defined and required under Section 7-16 of the Zoning By-law, but with a requirement for 25% affordability rather than the 20% of that section.

Boundaries

This overlay district is mapped over the present Business District along Route 123 from the Brockton line to Route 138, and then along the combined Routes 123 and 138 to Depot Street. It also includes small amounts of Industrially-mapped land along Route 123 near the Brockton line to the depth of the adjacent Business District.

The total uses allowed under the proposed overlay district are those permitted in the underlying respective Business and Industrial Districts, plus other uses and dimensional standards allowed only through the proposed overlay district. These are described below following review of the present provisions, and in the proposed new by-law text.

Inclusionary Zoning

In addition to the use regulations described below, the present bylaw has a mandatory Inclusionary Zoning provision. This requires that any specially permitted Adult Retirement Development (ARD), Residential Compound (RC), or Open Space Residential Development (OSRD) include 20% affordable units on site or off-site, or make a comparable cash donation to the Easton Affordable Housing Trust to use in providing affordable housing to low and moderate income households.

ARDs (requiring 25 acres) are allowable by Special Permit in the Residential, Business and Industrial Districts; OSRDs (requiring five acres) are allowable by Special Permit only in the Residential District; and RCs are allowable by special permit in districts “in which single-family residences are permitted”, i. e., the Residential, Residential-1, and Business Districts (and by special permit in the Business Neighborhood, Industrial and Eleemosynary Districts.) The RCs do not have a minimum site area, but they require that each of the three-plus expected lots be half again the normal 40,000s.f. , or 60,000 s.f. - totally conflicting with higher density purposes of the QCAOD.

Thus, for our purposes, the Inclusionary provisions would apply to ARDs in the Business and Industrial Districts if there were sufficient land, and to RCs in the Business Districts (and by special permit in Industrial District), and would not apply to OSRD projects since they are not allowed under the study area’s zoning. However, the ARDs’ 25 acre-requirement makes them unlikely in the Study Area and the RC’s oversize lot would defeat the QCAOD’s purposes. More basically, the present Inclusionary provisions do not apply to the mixed use developments allowable in the Study Area by special permit.

II. Uses now Allowed As-of-Right or by Special Permit in the Business District

A. Residential Uses

As-of-Right

- Single-family detached houses on 40,000 s.f. lots
- Low-density apartments @ one unit/60,000 s.f., with a three bedroom limit per unit, with 10 units allowed per building, and with 20,000 s.f. more required for each added bedroom
- Motels

Specially Permitted

- New two-family houses or duplexes
- Renting of rooms to more than three persons

B. Institutional Uses

As-of-Right

- Churches, schools, libraries, museums, public recreation, and public utilities-
- Medical facilities, child care and related childrens' facilities
- For-profit schools, non-profit clubs
- Town and Municipal uses

Specially Permitted

- Community centers, commercial outdoor and indoor recreation

C. Agricultural Uses

As-of-Right

- Crop Growing.
- Roadside Stands

Specially Permitted

- Livestock 50 ≥ feet from property line

D. Office and Laboratory Uses

As-of-Right

- Labs and research facilities
- Business and professional offices
- Radio and television studios

E. Retail Business and Consumer Services

As-of-Right

- General indoor retail
- Eating places,
- Laundries and clothing related services with \leq six employees
- Use of \leq 25% of space for indoor manufacturing for \geq 50% retail sales on premises,
- Veterinarians
- Local consumer services
- Mortuaries

Specially Permitted

- Planned Business Developments

F. Automotive and Drive-in Facility Uses

As-of-Right

- Wholly or partially indoor sales or rental of vehicles and indoor repair garages
- Partially outdoor sales of garden supplies, flowers and produce, and gravestones

Specially Permitted

- Automotive drive-in facilities, car washes, gas stations, and heavy equipment repair
- For-profit outdoor sports facilities

G. Industrial, Wholesale and Transportation Uses

As-of-Right - None

Specially Permitted

- Plumbing and similar repair and service facilities

H. Other Principal Uses

Specially Permitted

- Dog Kennels
- Trailers for Business Use
- Communication towers of any height

I. Accessory Uses

As of Right

- Home occupations, or home offices of recognized professionals employing \leq three persons in a residential-appearing building, or use of a building by a trade business
- Domestically-used livestock or poultry production given 25' and 50' side and front setbacks respectively and domestically-used greenhouses, pools, and stables

Specially permitted

- Kennels, car washes, business use of a trailer, or a radio antennae $>25'$ above roof ridge
- Adult Entertainment uses within 750' of each other, of schools and of other and sensitive receptors
- Manufactured Housing (on chassis) on single lots or in subdivisions
- Cemeteries
- Retail sales with much outdoor storage such as lumber yards, even if screened from abutters
- Laundries and dry cleaning plants
- Printing, binding, publishing, and related trades
- Beverage bottling
- Manufacturing, assembling, and packaging of goods, even without impacts
- Enclosed wholesale and storage businesses, trucking and freight terminals
- Planned Industrial Developments
- Uses hazardous to health because of flooding, drainage or accessibility issues
- Junk and salvage yards
- Heliports .
- Open storage, even if in trailers
- Noxious or hazardous manufacturing or distribution
- Planned Industrial Development-Extractive industries,
- Manufacturing, or distribution of explosives
- Any activity that is noxious because of dust, vibration gas fumes, smoke, cinders, flashing or excessively bright lights, refuse, or electromagnetic radiation

III Uses Explicitly Prohibited in the Business District

- Manufactured Homes (on a chassis)
- cemeteries
- Stores with much open storage like lumber yards
- Laundries and dry cleaning plants
- Printing, binding, publishing, and related arts and trade
- Beverage bottling

- General manufacturing ,packaging and assembly
- Indoor wholesale and storage businesses
- Trucking and freight terminals
- Plananed Industrial Developments
- Extractive, explosive, noxious or hazardous industries
- Open lot storage
- Uses hazardous due to flooding, drainage or limited emergency access
- Junk or salvage yards
- Heliports
- Adult entertainment

IV. Uses Allowed or Allowable in the Industrial District

A. Residential Uses – None

B. Institutional Uses

As-of-Right

- Churches, schools, libraries, museums, public recreation, and public utilities
- Child care and related childrens facilities
- For profit schools and commercial recreation
- Town and Municipal uses

Specially Permitted

- Commercial outdoor and indoor recreation
- For profit schools

C. Agricultural Uses

As-of-Right

- Crop Growing.
- Roadside Stands

Special Permit

- Livestock 50 \geq feet from property line

D. Office and Laboratory Uses

As of-Right

- Outpatient health services, labs, and research facilities

- Business and professional offices, radio and television studios

Retail Business and Consumer Services

As-of-Right

- General indoor retail
- Clothing related services with up to six employees present at once
- Use of $\leq 25\%$ of space for indoor manufacturing for $\geq 50\%$ retail sales on premises
- Indoor Veterinarians
- Retail with outdoor storage, like lumber yards

Specially Permitted

- Planned Business Developments
- Indoor Eating Places
- Drive-in or open air restaurants
- Local consumer services

F. Automotive and Drive-in Facility Uses

As-of-Right

- Wholly or partially indoor sales or rental of vehicles and indoor repair garages, gas stations
- Partially outdoor sales of garden supplies, flowers and produce
- Indoor heavy equipment repairs

Specially Permitted

- Automotive drive -in facilities, car washes
- For-profit outdoor sports facilities
- Local retail services

G. Industrial, Wholesale and Transportation Uses

As of Right

- Laundries and dry cleaning
- Printing, binding, publishing, and related arts
- Beverage bottling
- Plumbing and similar repair and service facilities
- Manufacturing, assembling, and packaging of good with minimal impacts
- Trucking and freight terminals
- Enclosed wholesale and storage
- Planned Industrial Development

Specially Permitted - None

H. Other Principal Uses

As-of-Right - None

Specially Permitted

- HeliPort
- Dog Kennels
- Trailers for Business Use
- Communication towers of any height

I. Accessory Uses

As-of-right

- Domestically-used greenhouses, pools, and stables
- Domestically-used livestock or poultry production given 25' and 50' side and front setbacks respectively
- Home occupations or home offices of recognized professionals employing \leq three person in a residential-appearing building, or use of such a building by a trade business

Specially Permitted

- Heliport
- Kennels
- Car washes
- Business use of a trailer Residential or commercial radio antenna $\geq 25'$ above roof ridge
- Heliport
- Adult entrainment 750 feet from similar uses, schools and other sensitive receptors

V. Uses Explicitly Prohibited in Industrial Districts

- All residences and motels
- Manufactured homes (on a permanent chassis) alone or in subdivisions
- Cemeteries
- Non-profit community buildings
- Medical Facilities
- Non-profit membership clubs
- Mortuaries
- Gravestone sales
- Extractive industries with noxious emissions

- Open lot storage include in trailers or semi-trailers
- Uses hazardous because of drainage or flooding or limited accessibility for public safety equipment
- Junk or salvage yards
- Non-profit community centers

VI. Present Dimensional Regulations

Height Limits

The three stories above grade/35' height limit in all districts accommodates most likely development, but might constrain some innovative mixed-use projects.

Lot Area Requirements

The basic lot size for most uses in all districts is 40,000 square feet, with 150 feet of frontage and side yards of 15' in the residential districts and 25' in the Business and Industrial Districts. The required lot depth is 125 feet in the Business District and 120 feet in the Residential District.

The basic 40,000 s.f. lots are much larger than many lots accommodating existing uses along Routes 138 /123. Yet, for multi-unit buildings the by-law requires even more; 60,000 square feet with 20,000 square feet needed per bedroom and a limit of 10 bedrooms per building.

No special standard is stated for two family and duplex houses, so they must require only the basic 40,000 square feet, for an increased density of one dwelling per 20,000 s.f. per dwelling unit, with no stated limitation on the number of bedrooms. Nonetheless free-standing one and two family houses on 20,000 s.f. lots are still a less intensive use than intended for the Queset Commercial Overlay District.

Yard Requirements

The Business District requires 25-foot side yards- essentially mandating 50' between buildings along the street frontage - and 75-foot setbacks, along with 40-foot rear yards. The side yard and front yard requirements spread out the businesses and then set them far back from the sidewalk. This further isolates merchants from bypassing pedestrians in conflict with the intended pedestrian-oriented "storefront style" of retail development.

The 40-foot rear yard requirement (compared to 20 feet in the Neighborhood Business and Residential Districts), the 25% lot coverage limit and the great setbacks constrain total development and site design flexibility. These are greater constraints than the combined 25' set back and 20% coverage limits in the Residential Districts.

The multi-family provisions are more restrictive than they might sound since the 25-foot Business District side yards must accommodate a $\geq 20'$ wide buffer strip of trees and shrubs.

The Neighborhood Business District allows a slightly more compact design with a 50-foot setback and a 20-foot rear yard, but that is still a pedestrian-unfriendly setback requirement and that District is rarely mapped.

Height Limits

The three stories above grade / 35' height limit in all districts accommodates most likely development, but may constrain some innovative mixed-use projects.

Special Provisions for Multi-Family Units

In addition to requiring 60,000 s. f. per unit and 20,000 s.f. per bedroom, allowing only three bedrooms per unit, and allowing only 10 units per building; the present bylaw requires:

- Two separate exits per unit
- A 200' maximum length paved driveway allowing emergency apparatus to get within 40' of the building
- At least two reasonably accessible paved parking spaces per unit at least 15 feet from any lot line and for sole use of residents
- A twenty-foot wide vegetated buffer area or six-foot high wall or fence complemented by suitable planting along each side lot line
- No minimum unit size.

Present Key Parking Requirements

Required Number of Spaces

Use	Number of Spaces
Single family or two family dwelling	Two per du
Multi-unit building	1.25/du
Lodging units, hotels, motels	One/bedroom
Theaters etc.	One per five seats
Misc retail and offices	One per 500 s.f.
Manufacturing	The larger of one per 600 s.f. or .75 employee of combined 2 largest shifts
For-profit school	One per 200 s.f. in classrooms
Community Facility	One per 400 s.f. floor Space
Multiple Uses	“As per 7-16 K-6” according to the bylaw though there is no K-6 in the section 7-16 regulating multi-family housing/)

In any case the Planning and Zoning Board is able to reduce requirements by up to 50% .

VII The Proposed Queset Commercial Overlay District

Introduction The following is the Overlay District proposed for the present Business District and portions of the Industrial District along Routes 123 and 138 from the Brockton line to Depot Street as described in the by-law. Items are numbered according to their place in the bylaw.

Queset Commercial Area Overlay District

Section III- Establishment of Districts

Sub-Section 3-1

Add a new item:

“Queset Commercial Area Overlay District - QCMAOD”

Section V. Use Regulations

The Use Regulations of this district are as shown in the following Section, “5-3 Table of Use Regulations.” The text below clarifies the intention of those designations on the table.

Residential

As-of-Right - None

Specially Permitted

- Free-standing higher-density apartments and groups of townhouses at a density of one unit per 5,000 s.f. with a maximum of three bedrooms as per dimensional regulations
- Mixed Commercial/Residential development with housing upstairs and separate entrances as per Design Guidelines with one unit per 5000 square feet
- Acceptance of manufactured (modular) housing (without permanent chassis) as part of a multi-unit, townhouse or mixed use project
- Affordable Housing as defined and required under Section 7-16 of the Zoning By-law but with a requirement for 25% affordable units rather than the 20% of that section.

Commercial

As of Right - None

Specially Permitted

- Printing, binding and publishing as users of commercial space

- Mixed Commercial/Residential development with housing upstairs and separate entrances with one unit per 5000 square feet as per Design Guidelines
- Inclusion of manufactured (modular) housing as part of a multi-unit, town house or mixed use project

Prohibited Uses

Gasoline stations, car washes, freestanding greenhouses, heavy equipment repair, commercial outdoor sports facilities, free-standing single-family and two-family houses, livestock, and kennels.

Note: These all take too much space for the intended compact, mixed-use district.

Note: While these are explicitly prohibited, any use which is not listed as allowed or allowable through a special permit is prohibited whether or not mentioned.

Sub-Section 5-3 Table of Use Regulations

Y= Permitted as of-right; SP=allowable by Special Permit; N= prohibited

Principal Uses	Business District	Industrial	QC District
A. Residential			
Detached single family dwelling on a separate lot	Y	N	N
Two-family or duplex on a lot	SP	N	N
Apartments	Y	N	SP
Motels	Y	N	N
Renting Rooms	SP	N	Y
Two family Conversions	Y	N	Y
Manufactured Housing (with chassis)/	N	N	SP
Adult Retirement Community (ARD)	SP	SP	SP
Affordable Housing as per S.7-16 of the basic zoning bylaw	SP	N	SP
Residential Compound	SP	N	N
Open Space Residential Development	N	N	SP
B. Institutional, Recreational and Educational Uses			
Churches, schools, libraries museums	Y	Y	Y
Cemeteries	N	N	N
Non-profit community centers	SP	N	SP
Indoor commercial recreation	SP	SP	SP
Outdoor commercial recreation	SP	SP	N
Publicly Operated Recreation	Y	Y	SP

Non-profit community centers	SP	N	SP
Cemeteries	N	N	N
Medical facilities	Y	N	SP
Day care, childrens facilities	Y	Y	SP
Elderly Housing	Y	N	Y
For- profit Schools	Y	SP	SP
Non-profit Clubs	Y	N	SP
C. Agricultural Uses ¹			
Crops and roadside stands	Y	Y	SP
Livestock	SP	SP	N
D. Office and Laboratory			
Business, financial and professional uses	Y	Y	Y
Outpatient medical offices	Y	Y	SP
Laboratories and research facilities	Y	Y	N
E. Retail and Consumer Service			
General Indoor retail	Y	Y	Y
Clothing services with < six employees	Y	Y	SP
Indoor eating places	Y	SP	Y
Drive-in Restaurants	SP	SP	N
25% of space for manufacturing with >50% on-site sales	Y	Y	SP
Open Storage retail ,e.g., Lumber yards	N	Y	N

Consumer Services	Y	SP	Y
Veterinarians	Y	Y	SP
Mortuaries	Y	N	N
Planned Business Developments	Y	SP	N

F. Automotive Services and drive-in uses			
Wholly or partially indoor sales or rental of vehicles	Y	Y	N
Indoor vehicle repair	Y	Y	N
Gasoline stations	SP	Y	N
Commercial outdoor sports facilities	SP	SP	N
Car washes	SP	SP	N
Heavy equipment repair	Y	Y	N
partially outdoor sales of garden supplies, greenhouses and gravestone sales	Y	Y	SP
Gravestone sales	Y	N	N
G. Industrial, Wholesale and Transportation Use			
Laundries, dry cleaning	N	N	SP
Printing, Publishing and related trades	N	SP	SP
Bottling	N	Y	N
Plumbing, electrical and related service, trade shops	SP	Y	SP
Indoor wholesale and storage, trucking and freight terminals	N	Y	N

General manufacturing, assembly and packaging of goods	N	Y	N
Planned Industrial Development	N	Y	N
H; Other Principal Uses			
Heliport, Helistop	N	SP	N
Kennel	SP	SP	N
Trailer for Business Use	SP	SP	N
Communications tower And facilities	SP	SP	N
I. Accessory Uses			
Domestic greenhouses, pools, stables	Y	Y	N
Domestic livestock with 25' and 50' side and front setbacks	Y	Y	N
Customary home occupations with <3 present employees	Y	Y	Y
Residential-looking Base for a carpenter, builder or other trade occupation	Y	Y	N
Home office for a professional occupation with < 3 present employees	Y	Y	Y
Radio antenna >25' above roof ridge	SP	SP	
Kennels	SP	SP	N
Car washes	SP	SP	N
Business use of a trailer	SP	SP	N
Heliport	N	SP	N
Adult Entertainment within 750' of such uses, schools, and other sensitive uses	N	SP	N

Section VI Dimensional and Density Regulations

(To increase design flexibility and allow greater productive density and compact site design, the proposed overlay district would use the following new dimensions to be added to Sub-section 6-3 Table of Dimensional and Use Regulations.)

Density - One dwelling unit per 5,000 square feet of lot area whether free-standing or over non-residential uses in a mixed use structure.

Basic lot size- Decreasing it from 40,000 square feet to 20,000 square feet

Frontage – Reducing it from 150' to 75'

Setback – Reducing it from 75' to 20,' or the average of adjacent properties

Side yards - Reduced from 25 feet to 15 feet with zero side yards possible by special permit

Lot Depth -This remains 125'

Possible heights are increased from three stories/35' in the Business District, and 40' in the Industrial District to 50' - plus spires, chimneys etc.

Sub-Section 6-3 Additions to the Dimensional and Density Regulations Table

	Minimum Lot size in S.F..	SF required per housing unit	Continuous minimum Frontage in Feet.	Min. Yard depth in Feet	Min. Yard depth in feet	Min. Yard depth in feet	Min. Lot Depth in feet	Max. Building Height/.in feet	Stories above grade	Max. Lot Cover-age
				Front	Rear	Side				
Business	40,000, 60,000 for Apartments.	40,000 for a single-family house 20,000 for a one bedroom unit in an apt.development Also 20,000 s.f. per other bedroom	150', (250' for apts)	75' (or average of abutters if they are $\leq 25'$)	40'	25'	125'(160' for Apts.)	35'(40' for Apts.)	3	25%
Industrial	40,000	n.a.	150'	50' or average of abutters if they are $\leq 25'$)	40'	25'	160'	40'	3	25%
Queset Commercial Area Overlay	20,000	5,000	175'	20' or average of abutters	20'	15' or zero/with /SP	125'	50'	4	35%
								Apartment s		

Recommendation: Revise the Inclusionary provisions in 7-16 to apply to residential and mixed-use development in the Queset Commercial Area Overlay District.

Section VII Off-Street Parking and Loading Requirements

Parking Requirements- there is no change in Multi-family requirements which have already been reduced from 2 per du to 1.25 per du, and retail parking requirements have been reduced from one space per 150 s.f. to a very moderate one space per 500.

To build on these, the by-law would allow require parking requirements to be met elsewhere on the site within 500 feet of the served uses rather than the present 200 feet. and would allow joint commercial/residential parking facilities to provide spaces equal to 2/3rds of the calculated total.

To do this the present provisions for “Multiple use” will have to be clarified since they now read “Shared parking requirement per Section 17-16 K6” though section 17-16 is only about affordable housing and there is no apparent n Section 17-16 K.6”.

For reference the present requirements follow.

Present Key Parking Requirements

Required Number of Spaces

Use	Number of Spaces
Single family or two family dwelling	Two per du
Multi-unit building	1.25/du
Lodging units, hotels, motels	One/bedroom
Theaters etc.	One per five seats
Misc retail and offices	One per 500 s.f.
Manufacturing	The larger of one per 600 s.f. or .75 employee of combined 2 largest shifts
For-profit school	One per 200 s.f. in classrooms
Community Facility	One per 400 s.f. floor Space
Multiple Uses	As per 7-16 K-6. with the Planning and Zoning Board able to reduce requirements by up to 50% .

E. Section IX Design Guidelines to Accompany Proposed Zoning Revisions

These draft guidelines draw heavily on the Queset Commons Chapter 40R Smart Growth Overlay District (SGOD) Design Standards. They are simplified for this reduced, frontage-focused district which quite shallow compared to the depth of the Queset Commons site.

These guidelines are to be applied through the Special Permitting and Site Plan Review processes under Sections 12-7 and 7-10 respectively as required under the Queset Commercial District Overlay District.

Definitions

The words “shall”, “should,” and “may” respectively mean mandatory, advisory, and permissive

Purpose:

These general design standards and guidelines are intended to:

- Intensify and diversify the present mixed use corridor leading to increased economic opportunities
- Promote safe and convenient access along and through the corridor by motor vehicle, foot or bicycle
- Strengthen the visual identity of a varied commercial/residential corridor with a pedestrian-oriented “Storefront style” shopping street
- Create a vibrant mixed-use strip with increased depth beyond frontage lots where possible

Approach:

These provisions and the underlying zoning are intended to achieve their purposes by accommodating varied compatible uses with the intent of creating a vibrant mixed use corridor along this high volume stretch of the combined Routes 123 and 138. This area, is about three miles from the proposed North Easton Station on the restored South Coast Rail service between New Bedford and Fall River. and is quite close to extensive retail markets in Brockton and Easton.

These standards apply in the Queset Commercial District Overlay District mapped over present Business and Industrial zoning. These standards are intended to clarify the site plan review and special permit review processes, and to define expectations for the size, bulk, massing, exterior siding, open space and placement of structures and related access, internal circulation and landscaping. They supersede other standards in the by-law.

The purposes and objectives of these guidelines and the underlying zoning are to be accomplished by :

- Accommodating varied compatible residential ,commercial and civic uses
- Making the groups of uses more walkable
- Making the corridor in the District more bicycle and pedestrian friendly than at present
- Supporting minimum, but varied, setbacks compatible with adjacent uses

- Allowing varied building heights
- Encouraging use of natural materials in cladding
- Encouraging use of minimal side yards or zero lot lines where appropriate, while maintaining a clear articulation between buildings
- Avoiding light pollution by requiring dispersed down lighting
- Integrating plantings with specific buildings consistent with the natural environment and the project's overall design
- Reduce visible parking by having it to the side or rear of buildings and preferably shared between complementary uses

Distinctive Features and Principles

The massing of new buildings should reflect their function while being compatible with their context, respecting the scale, massing and materials of nearby significant traditional buildings and by having with major façade elements to help to break new large buildings into smaller, distinctive pieces.

Building massing should consider existing views and incorporate features to help to preserve views from public rights of way.

Color schemes should help to reduce apparent building size and provide visual interest.

As appropriate to their function, style and design, buildings should include:

- Operable windows
- Large store front windows
- Transoms and clerestory windows above entrances
- Multi-paned windows, giving a human scale to large areas of glass when consistent with retail display
- Fine-grained detailing and trim
- High quality natural materials
- Where appropriate to the setting, canopies, parapets, cornices and pitched roofs.
- Entrances should be arched or framed to invite people in and to give weather protection
- Other human scale architectural elements should improve pedestrian orientation and encourage window shopping with non-reflective windows and protective awnings and canopies.

Architectural Elements/Building Design

Walls Blank walls should be avoided with windows, added trim, or even super graphics. Exterior finishes should have texture and pattern, consistent with existing or intended neighborhood character, using natural materials and brick, and avoiding vinyl and metal siding. Similarly, applied foam ornamentation and EIFS (Exterior Insulation and Finish System) shall not be used.

Windows Where there is street and sidewalk activity buildings should have large windows for indoor-outdoor interaction. Windows are also encouraged on exposed walls perpendicular to the street

Ground floors Ground floors next to pedestrians should have a higher level of detail and superior materials with windows exposing commercial uses at street level

Middle Floors Architectural features may include belt courses or horizontal bands distinguishing individual floors; changes in materials and texture to enhance specific elements, and windows to give scale.

Top Floors On multi-story buildings, top floors should be distinguished within the facade by elements such as steep gables, parapets or cornices, when found nearby or desired as a landmark accent..

Roof tops Roof mounted systems such as HVAC elements other than chimneys should be screened from view by integrating them into the building design or siting them away from the roof.

Materials Materials should reflect neighborhood character and use natural wood or stone, or brick but no vinyl or metal siding

Massing The massing of any large multi-tenant, multi-function building shall reflect its functions and the scale of nearby buildings by being broken into distinctive pieces and using varied facade treatments and color schemes.

Site Development

- **Drieways, Parking Areas and Sidewalks** These should use concrete, asphalt, grass pavers, brick or stone or other non-erosive but preferably pervious materials as appropriate to the function.
- **Curbing** Where needed, curbing should be sloping or vertical granite integrated with any adjacent recharge facility like a rain garden, so as to allow low impact development with maximum recharge and easy migration of amphibians and reptiles.

- **Curb Cuts** Curb cuts should be minimized by exploiting opportunities for shared entrances/exits
- **Streets and sidewalks** should have universal access especially at crossing points compliant with ADA standards.

Vehicle Circulation

- Any new Driveways shall be >150 feet away from the corners of Washington Street and Belmont Street, and Washington Street and Depot Street
- Driveway entrances shall be as narrow as possible to reduce pedestrian exposure to cars entering or leaving, or should have center islands between the two lanes
- Clearly delineated walkways shall be provided through parking lots with frequent curbed safety islands
- Covered bike racks should be provided near all building entrances

Landscaping should seek to:

- Preserve significant trees
- Break up large paved areas and integrating planting with stormwater management recharge areas
- Use indigenous drought and disease-resistant species
- Include quasi-public landscaped areas with any mixed use development
- Include visually accessible street-side gardens and rain gardens between buildings and streets where feasible
- Screen dumpsters and utility facilities.

Lighting

Entrances, sidewalks, parking areas, and areas of architectural interest shall be lit to two foot-candles with dark-sky-friendly fixtures shaded to reduce glare or light spillage on to adjoining areas.

Signs

Within the requirements of the Sign Bylaw, signs should be simple, legible and respectful of the individual building and its context. Their colors and materials should fit the building served and respect nearby buildings in order to be harmonious, but not monotonous while meeting the following standards:

- Be indirect with the source not visible to viewers
- Use natural materials, not plastic or vinyl
- Be lit directly, not internally

- Projecting signs should be limited to 12 square feet, with a maximum width of 3 feet, and at least 8 feet clearance above the sidewalk
- If indicating a bike trail or bikeway, signs should be placed and sized to be read by cyclists, pedestrians and motorists

Connectivity

New development should provide or tie into pedestrian/bicycle connections to internal and external civic, recreational, residential, or commercial areas or employment centers and should connect with any easements on adjacent property leading to destinations.

Streetscapes

- New development shall provide for street trees between the roadway and sidewalk or between the sidewalk and private land, and within the site along planted dividers in any parking lots.
- Street trees shall be deciduous, indigenous species providing summer shade, winter sunlight and year-round visual interest.

Drainage

Storm water management including runoff from roofs, sidewalks, parking areas and driveways shall follow Low Impact Design Principle as far as practical. This includes designs to:

- Reduce runoff through minimum paving and use of pervious surfaces
- Save water for reuse
- Avoid erosion and sedimentation
- Filter out any pollutants
- Recharge as much as possible near the storm water's origin
- Reserve curbing for where needed for vehicular control or pedestrian safety
- Ensure that LID features conform to Section 8-12 of the present by-law and to the State DEP's Stormwater Management Policy

Similarly, any project shall comply with the recommendation of the Mass. DEP's most recent Massachusetts Erosion and Sediment control Guidelines.

Another labor force expert and founder of American Demographics magazine, Peter Francese, forecasts much higher participation rates in the future, especially for the near and active elderly. The Francese forecasts are taken as a high-growth rate scenario, with his projected 2020 uptrend extended through 2035. MassDOT feels that an average of these high and low scenarios is the best basis for a statewide labor force participation rate forecast. The Census Bureau age-group population forecasts are multiplied by the average, age-specific labor force participation rates to create a potential in the labor force population. Certain ineligible population subgroups are removed from this potential labor force, including people in the armed forces, those residing in institutions, absentees and seasonal workers, and natural unemployment.

Regional Forecasts

Future population changes are based upon population counts from the decennial censuses of 1970, 1980, 1990, and 2000, with the counts turned into regional shares of the state. The past direction in regional population shares is extended through the forecast period, but with steep trends (up or down) moderated. The regional shares are then multiplied by the statewide population forecast to derive the initial MPO region control total forecast.

Future household changes are also based upon the decennial censuses of 1970, 1980, 1990, and 2000. The household forecasts are based upon changes in the group quarters population, population in households, and average household size. The share of group quarters population to total population is forecast to be unchanged, with each region's future share held constant to that in 2000. The population in group quarters is subtracted from the population to obtain the population in households. A final step divides the population in households by the average household size to obtain the number of households in each region. Average household size for each region is forecast to decline each decade, based on the four-decade decline in average size, but tempered by a 2008 Massachusetts average household size of 2.53 reported by the American Community Survey, up from 2.51 in the 2000 Census. The current instability in the housing market and economy has put upward pressure on average household size. A very small decade-to-decade reduction in average size (1 percent) is assumed over the forecast period.

To forecast employment, the annual ES-202 series from the Massachusetts Department of Labor and Workforce Development provides 28 years of past data. With the counts turned into regional shares, linear regression is applied and the regression-based shares are then multiplied by the statewide employment forecast. Year-to-year employment can be quite volatile, so the past regional shares are examined for the duration and consistency of their long-term trend. MPO regions with extremely high or low change in regional shares, and especially those with small employment bases, had their trend in regional shares tempered. To identify inconsistencies in the initial employment forecasts and their relationship to population forecasts, employment to population ratios (E/P ratios) were calculated for estimated 2010 employment and 2008 population, and for 2035 employment and 2035 population in each MPO region. The large influence of a retiring baby-boom generation produces a significant drop in the E/P ratios in almost every MPO region. Regional employment or population forecasts were modified in a handful of regions based on divergent trends in their E/P ratios.

Community level estimates and forecasts have been developed by Old Colony Planning Council (except for Pembroke and Stoughton-, which were developed by the Metropolitan Area Planning Council and Central Transportation Planning Staff). These community level forecasts are pre also prepared using a

Appendix II

Meeting Summaries

Taskforce/Stakeholders Meetings

1/29/11 Business and Property owners Meetings

2/28/2011 Business and Property owners Meetings

11/30/2011 Presentation of conceptual reuse studies, public improvements, guided new compact private development and proposed zoning revisions.

Presentation of conceptual drawings of new development and improved sidewalks and lighting along with proposed zoning. Zoning handouts were not distributed as Brad Washburn wanted more time to review them.

Staff Meetings

1/19/11 Route 138 Easton South Coast Study Meeting

C. Kilmer; JR Watson; Eric Hove, Regina Villa; Stephanie Danielson, Cons Com.; Brad Washburn Town Planner; Tim Harrigan Housing Planner

Proposed Zoning Bylaw and Guidelines.

Timing: Brad suggests aiming for Fall Town Meeting.

Conditions

Book store is walkable to College, but gets little student business

Queset Common is zoned and guidelines are fixed. Issue is connection to stores in any new Study area development from Queset Commons residences.

One limitation from shallow lots, not as in major old malls.

Site is expected to be sewerred.

Note mixed stores; there is not enough balance at some malls

Retail parking needs have been reduced from one space per 150 s.f. to one space per 500 s.f.,

Residential spaces are two spaces per du in 1 and 2 family houses and 1.25 per MU DU.

Planning Board may reduce requirements by 50%

Needs: Regulate/encourage higher residential buildings

Better Cluster dev. along Rte 138

Signage regulations

Seek mixed housing

Expand inclusionary zoning

Concepts

Seek big ideas , then shift to practical ideas
Do a visual preference survey
Respect Buildouts
Seek in-fill development even if there are few possibilities
Seek two- story businesses

Plans

Town is expecting a Housing Production Plan (“Affordable Housing Plan”) from the Community Opportunities Group. (Completed, April 2011)

Meetings

Meet with Planning Board Zoning Sub-committee, though all will stay and participate
Do 2 public meetings at Queset on Pond 5:30-6:30
Draft letter for Brad, Eric
Eric to Help with Planning Board

Proposed Zoning Overlay District and Guidelines

Seek mixed residential and commercial development
Set appropriate dimensional standards to not require excessively large lots
Expand inclusionary zoning