



Memorandum

To: Zoning Board of Appeals
From: Planning Board
Re: Village Green Comprehensive Permit
Date: August 6, 2024

RECEIVED

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BOARD OF APPEALS

At their regularly scheduled meeting on August 6, the board voted to provide the following comments:

Approval Not Required (ANR)

The Planning Board requests that the Zoning Board of Appeals follow the procedures laid out in the Subdivision Rules and Regulations section 3A that governs the endorsement of an ANR.

Scenic Road Bylaws

The Planning Board requests that the Zoning Board of Appeals follow the procedures laid out by the Planning Board for any trees that may be removed within the road layout. The Planning Board requests that 1.5 trees be replaced for each tree removed and that the ZBA consult with the Tree Warden to determine the species and location of the replacement trees.

Solar Array

The Planning Board feels information is lacking on the solar field. The massing of the arrays will far exceed the energy consumption of the proposed housing project. It is not clear if the developer will be selling the energy or getting credits. The Planning Board is concerned the flexibility of the comprehensive permit process is being coopted to introduce and develop a commercial solar field. Furthermore, ownership needs to be clarified. The Planning Board would like the ZBA to investigate if the solar field truly belongs as part of this comprehensive permit.

Battery Energy Storage System (BESS)

The Planning Board would like to see the applicants present a plan on how the noise generated by the BESS system will be handled. The BESS component is not necessary to provide energy to the housing development.

Design

The Planning Board made comment to the Route 130 Visioning Project initiated by the Planning Department Fall 2019. The Planning Department in consult with the Cape Cod Commission and Union Studios held a community workshop on housing designs. Feedback from residents was incorporated into a document listing the preferred housing designs for more dense developments. The Planning Board would like to see this project align with the design elements list in the document. See attached.

Housing

The Planning Board would like to see better alignment of the project with the Housing Production Plan and Local Comprehensive Plan. The proposed plan only addresses affordable housing at an income level on 80% AMI.

The Planning Board would like to clarify that at no point have they have approved any element of this plan as it has been presented to the Zoning Board of Appeals. The Planning Board has had several informal conversations with the developers but no approvals were given. As more information is disclosed, the Planning Board may submit additional comments to the Zoning Board of Appeals.



CAPE COD
COMMISSION

South Sandwich Community Design and Regulatory Framework Project

REPORT AND RECOMMENDATIONS

Funded by the Commonwealth of Massachusetts Department of Housing and Community Development's District Local Technical Assistance program through the Cape Cod Commission

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The information depicted on the maps and figures in this report are for planning purposes only. They are not adequate for legal boundary definition, regulatory interpretation, or parcel level analysis. They should not substitute for actual on-site survey, or supersede deed research. Data sources: Aerial photos: MassGIS and Google; parcel data: Cape Cod Commission regional parcel data set, which uses town assessor data; structures data: Cape Cod Commission planimetrics data; protected open space: MassGIS.

Project Overview

In 2018, the Cape Cod Commission received funding from the Massachusetts Executive Office of Energy and Environmental Affairs to develop model designs for compact development in four Cape communities and a form-based code framework, titled Community Resiliency by Design. The Community Resiliency by Design project aims to identify forms of multi-family and mixed-use development that respond to the surrounding community context and meet the design and housing goals of a community. Union Studio, an architectural and community design firm based in Providence, RI, was selected as the consultant to assist the Commission in this effort and used a similar approach to that used in other Cape communities to determine appropriate forms and density for the South Sandwich study area in 2019.

At the beginning of the project, the South Sandwich study area roughly included the area along Route 130 between Jan Sebastian Drive and Snake Pond Road, along Quaker Meetinghouse Road between Route 130 and Cotuit Road, and along Cotuit Road between Route 130 and Quaker Meetinghouse Road. However, Town and Commission staff refined the focal point of the study and zoning revision recommendations to three areas, shown on the map:

1. The area around the intersection of Cotuit Road and Quaker Meetinghouse Road, including portions of the large Town-owned parcel shown in Orange
2. The corridor along Cotuit Road from Route 130 to Quaker Meetinghouse Road
3. The Village Green Area on Route 130 north of Snake Pond Road



SOUTH SANDWICH COMMUNITY DESIGN AND REGULATORY FRAMEWORK

This area will be served by a new wastewater treatment facility and corresponding infrastructure, which the Town is currently developing, that will be able to handle 500,000 gallons per day. Given the new wastewater infrastructure, this area is likely to be a focal point for growth and future development in the Town. Understanding the densities and building forms the community wants to see in the area will help the Town grow in a way residents desire and that complements the area's existing character.

The Community Resiliency by Design process included two public workshops and an online visual preference survey to determine what forms the community is comfortable with in their study area.

For the first public workshop, Union Studio presented historic, denser residential development forms across the Cape and within Sandwich and used them to guide potential designs that could fit into various neighborhood contexts in South Sandwich.

The types of buildings Union Studio highlighted included cottages, duplexes, townhouses, double deckers, manor houses, and walk-ups.



Union Studio went over each of these building types, providing examples of different architectural styles they may take, their typical density, sample floor plans, and examples of these types of housing that already exist within the Town.

Cottages: Clustered small-scale single family detached units



Cottages: Small scale single family detached units



These building forms can be arranged in different ways to relate to the surrounding neighborhood context or to create the neighborhood character that the Town desires. This may involve redevelopment of some properties with new structures, infill development of vacant parcels within an

SOUTH SANDWICH COMMUNITY DESIGN AND REGULATORY FRAMEWORK

established pattern, or a combination of both. As each building was presented, the audience was asked whether they felt each type of building was appropriate and desirable within the study area.

Between the first and second workshops, the Commission published an online visual preference survey so that interested stakeholders could provide more comprehensive and detailed feedback on the scale and style of buildings they felt were appropriate within the study area.

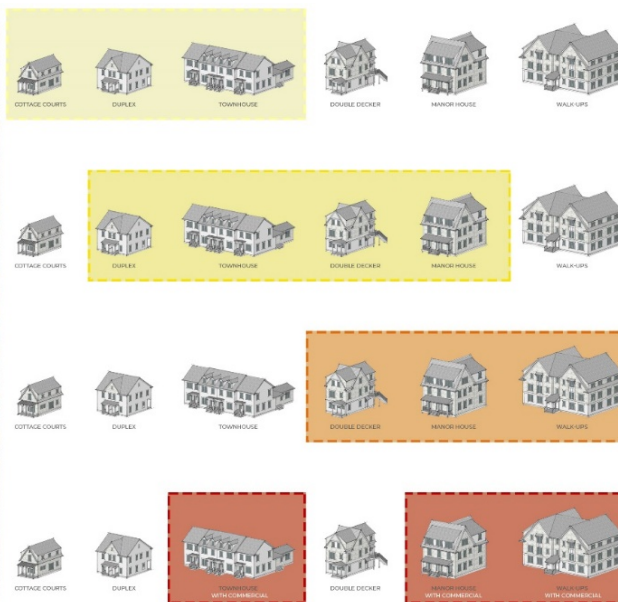
Results of the Visual Preference Survey conducted in Sandwich (with 91 respondents) indicated a preference for smaller structures of one-and-a-half or two-and-a-half stories, and for designs with traditionally-inspired pitched roofs, varied massing, porches, and simple architectural detailing. As such, the forms that appear most likely to receive community support are the cottage, duplex, townhouse, double decker, manor house, and walk-ups illustrated above. Accessory dwelling units may also be an appropriate form throughout the study area, or even town-wide, as these hold the potential to provide additional residential units in forms that fit into existing single-family or denser neighborhoods.



Using the feedback from the first public workshop and the online visual preference survey, Union Studio explored possible ways and development scenarios to show how these forms could be incorporated into the 59-acre Town-owned parcel off Quaker Meetinghouse Road near the intersection with Cotuit Road. They presented an illustrative example that included mixed-use development adjacent to the roadway, and moderate density housing on the remainder of the large



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parcel. The suggested mixed-use development would include a combination of manor houses, townhouses, and walk-ups with commercial uses on the first floor and residential units above and to the rear, totaling approximately

SOUTH SANDWICH COMMUNITY DESIGN AND REGULATORY FRAMEWORK

40 units at a density of 10-15 dwelling units per acre. An adjacent area of multi-unit buildings could accommodate an additional 85 units at a density of 15-20 units per acre. Farther west on the site could be an additional 165 units at 10-15 units per acre, and adjacent to the protected open space another 150 units at 5-10 units per acre. The total number of units laid out in this planning exercise was greater than 450 units with an overall density of about 10 units per acre, which would be a significant and expansive development. However, this development scenario was intended simply as an illustrative planning example of how these forms could be arranged on this site and not reflective of an actual future development proposal. A smaller proposal that focuses on mixed use development in the area adjacent to existing development, and which goes forward in phases, would be a more realistic goal for this location.

Other examples developed by Union Studio for a range of parcel sizes in Falmouth, Hyannis, Orleans and Eastham through the CRBD process in those towns illustrate possibilities for both this parcel and for the other nodes of South Sandwich. In the northern-most node (along Cotuit Road), the examples from the CRBD process in Falmouth and Eastham may be most appropriate as they portray a moderately dense development that builds off an existing commercial area and follows the surrounding residentially scaled buildings. These examples incorporate a mix of commercial and residential uses at the road frontage, providing a transition between the commercial zoned area and adjacent residential neighborhoods. They are developed in a way that creates a pedestrian-friendly streetscape and provides an active cluster of uses to serve nearby residences. For the southern-most node in South Sandwich (within the Route 130 BL-1 District), the Orleans and Hyannis examples from the CRBD process may be desirable because they illustrate smaller scale infill development that completes the desired streetscape pattern, but also provides additional housing opportunities, whether through accessory dwelling units (Hyannis) or through small residential clusters behind the road frontage (Orleans).

Following the public workshops, Commission staff met with Town staff to discuss next steps for developing zoning recommendations based on Town goals and priorities and public input from the workshops. The group agreed that the amount of development that Union Studios presented in its example for the town-owned parcel was not desirable at this time and that smaller scale options that focused on existing developed areas would be preferred and more likely to gain community support.

Focus Areas

1. COTUIT ROAD AND QUAKER MEETINGHOUSE ROAD

EXISTING CONDITIONS: This node encompasses the area surrounding the intersection of Cotuit Road and Quaker Meetinghouse Road. Recent municipal public service developments in the area including the new Sandwich Police station and recreational fields, are located near larger commercial developments such as the Stop & Shop, CVS, and Ace Hardware. The eastern side of Cotuit Road is dominated by single-family residential development with rather uniform, deep front-yard setbacks. Both Quaker Meetinghouse Road and Cotuit Road have sidewalks along at least one side of the roadway.



TOWN GOALS/PRIORITIES: The combination of municipal facilities, commercial development, and residences in this area provides a starting point for creating a denser and thriving mixed-use neighborhood or neighborhood center, particularly where development to occur on part of the Town-owned land near the intersection and roadway. The focus of future development in this node is to create and support a mixed-use center with denser residential forms that provide walkable connections among the many amenities in the area.

FUTURE PLANNING CONSIDERATIONS: As land becomes developed in this area, it should include enhanced pedestrian and bicycle interconnectivity to foster greater walkability and safer access. Development on the Town-owned parcel of land should begin in the area closest to the intersection of Cotuit Road and Quaker Meetinghouse Road, so that it contributes to the streetscape.

and avoids the permanently protected land to the west. Any further commercial and mixed-use development should be focused along the roadway.

PRIORITY HOUSING TYPES: Given that this area has the greatest amount of land available, this area presents a larger opportunity for mixed-use housing developments in walk-up forms. Manor houses, duplexes, and townhouses could also be incorporated into developments here.

2. COTUIT ROAD BETWEEN ROUTE 130 AND QUAKER MEETINGHOUSE ROAD

EXISTING CONDITIONS: This corridor includes Cotuit Road from Route 130 to just north of the intersection of Quaker Meetinghouse Road and Cotuit Road. The eastern side of the corridor is already developed as primarily residential with mostly single-family homes with deep front-yard setbacks. A private pre-school and some home businesses are located along the eastern side as well. The western side of the corridor currently consists of a mix of commercial strip development and vacant land. Much of the development in this area is under single ownership and is ripe for redevelopment. Within the commercial developments, there are restaurants, shops, banks, some offices, and supermarkets. The commercial developments are typically characterized by large amounts of parking surrounding the buildings, which range in size from smaller retail outfits such as a bank to larger buildings such as grocers and a movie theater. Most buildings are oriented to the interior of the lots, and are separated from the roadway by a landscaped strip.

TOWN GOALS/PRIORITIES: Much of the land on the western side of the roadway is either vacant or underutilized. There is a desire to see some commercial remain throughout the area but the primary focus is on increasing residential development through infill on commercial and vacant properties.

FUTURE PLANNING CONSIDERATIONS: The eastern side of the roadway, which is primarily built-out with homes, will likely remain unchanged for the foreseeable future and so should be considered in changes to the other side of the corridor. The focus of future development in this area should be primarily denser housing forms that complement the housing located across the street. It's recommended that commercial development should be located in denser commercial and mixed-use nodes at the northern and southern end of this corridor. Doing this, rather than spreading commercial throughout the corridor, will help create the critical density for vibrant centers of activity and will minimize strip development. As with the first node, special attention should be paid to developments in this area to ensure they create and maintain multi-modal connections to foster greater walkability and safer access.

PRIORITY HOUSING TYPES: Smaller housing types, such as duplexes, townhouses, double deckers, or manor houses are likely most appropriate right along Cotuit Road, but there is opportunity for larger developments, such as walk ups further back on lots in this area. Clusters of small cottages could also be appropriate here.



3. ROUTE 130 AROUND THE VILLAGE GREEN AREA

EXISTING CONDITIONS: This area is located at the southern portion of the study area, between two developed residential areas. The area begins approximately at Jeanne’s Way, off of Route 130, and continues down Route 130 to about Snake Pond Road. Currently there is some small-scale commercial along Route 130, including some medical offices, a gas station, and restaurant. Off of Route 130, there is some residential development, but much of the land in this area is vacant. This area also includes portions of lands belonging to a youth summer camp.

TOWN GOALS/PRIORITIES: This area already has a predominantly single-family residential feel and more residential development, in appropriate compact forms, is the priority. Some small, neighborhood-serving commercial development along Route 130 will help support the development of this area as a walkable neighborhood, though at a much smaller scale than the node at the intersection of Cotuit Road and Quaker Meetinghouse Road.

FUTURE PLANNING CONSIDERATIONS: Development in this area should maintain a smaller-scale residential feel, that blends in and complements the existing single-family homes in the area. Some small-scale neighborhood commercial, such as a corner store, may enhance the existing and potential neighborhoods in this area, but should be developed in forms that do not overwhelm the small-scale residential developments. There is a sidewalk along Route 130 and future neighborhood developments should strive to make pedestrian connections to Route 130 and the commercial development in the area.

PRIORITY HOUSING TYPES: Due to the primarily single-family nature of this area, smaller-scale housing forms are likely most appropriate: cottages, duplexes, double deckers, and ADUs.

Recommended Zoning Revisions Within the Study Area

Following discussion with Town staff, Commission staff reviewed the Town of Sandwich Zoning Bylaw and developed zoning change recommendations for the three defined nodes/neighborhoods within the study area.

The current zoning for the study area nodes does not align with the Town's goals and vision for creation of more housing in walkable, active mixed-use village nodes. The lot size requirements, dimensional standards, and use regulations limit the ability to develop compact mixed-use village style neighborhoods with varied housing types and walkable connections to nearby businesses and services. Changing the zoning to align with the community's vision for this area would help foster the desired type of development patterns.

The Town could adopt new zoning for the study area through either creation of an overlay district or through a comprehensive re-write of the current zoning. A shorter-term alternative is to undertake several minor zoning revisions as "first steps." Based on discussions with Town staff, Commission staff recommends beginning with the minor revisions first, as they are more easily achievable and would help advance the overall goals for the area without the more extensive effort necessary for drafting new zoning. Following implementation of these minor modifications, the Town may decide to pursue a more comprehensive zoning re-write or creation of an overlay district.

RECOMMENDED MINOR ZONING CHANGES

Commission staff recommends the following zoning revisions the Town could undertake as relatively small, initial steps that could foster creation of pedestrian scale, mixed-use, compact village nodes with increased housing opportunities:

- Allow accessory dwelling units by right and remove the affordability restriction
- Revise bulk and dimensional standards related to multiple buildings on a single lot
- Encourage mixed-use centers by allowing mixed-use by right in certain areas
- Allow types of multifamily development by right
- Developing maximum parking standards

Accessory Dwelling Unit Regulations

Accessory dwelling units (ADUs) provide year-round housing opportunities and create a wider range of housing options in the community. They also have the potential to increase housing affordability both for homeowners and tenants. Planners and housing advocates recommend encouraging accessory dwellings to help address housing needs, particularly in areas with high housing costs and short supply. The Cape Cod Commission has developed a model accessory dwelling unit bylaw to serve as a guide for towns across the region.

Several provisions of the Town of Sandwich Zoning Bylaw Section 4130 – 4139 Accessory Dwelling Units present impediments and may discourage the creation of accessory dwelling units. If the Town wishes to increase the stock of accessory dwelling units, Commission staff recommends the following changes to the bylaw, and would recommend its application town-wide i.e., both inside the study focus areas and in other residential zoning districts

Allow Accessory Dwelling Units by Right

The zoning allows accessory dwelling units in the R-2 and BL-1 district but only by special permit authorization from the Board of Appeals. The special permit process and cost may deter homeowners from creating ADUs. Commission staff recommends allowing ADUs “by right” to provide an incentive for their creation. A by right procedure would allow the homeowner or developer to receive a building permit for creation of an ADU, provided it complies with all relevant regulatory requirements including the ADU zoning, without having to go through the discretionary special permit review process.

Remove Affordability Restriction

The current zoning requires that ADUs be rented only to low- and moderate-income tenants through the Sandwich Housing Authority. Both the process of renting with an affordability restriction as well as the income limitations add another barrier for ADU creation. For homeowners interested in building an accessory unit to rent, the limited return on their investment of building an ADU plus the additional effort required for finding and securing qualified tenants is likely to discourage them from proceeding. Allowing ADUs to be developed and rented without an affordability restriction would incentivize greater ADU production and increase rental opportunities that may still be affordable for a range of incomes.

Allow Detached Accessory Dwelling Units

Current zoning requires ADUs to be attached to a principal residence or garage. Allowing detached and separate ADUs would allow for greater options in terms of ADU development and siting, potentially providing greater privacy, which could be desirable for rental units. Adding building

setbacks or design guidance for development of ADUs as separate outbuildings could address concerns about possible visual impacts to neighboring properties.

Restrict Short-term Rental Use

To ensure that the units are used to provide year-round housing opportunities, the bylaw should include language to restrict short-term rental use.

Lower the Minimum Lot Size

Current zoning requires a 40,000 s.f. minimum lot size for an accessory dwelling unit. Allowing a smaller minimum lot size would provide more opportunities for development of ADUs. Maintaining comfortable setbacks would ensure ADUs are not encroaching on neighboring properties, even on smaller lots. With future sewerage in the study area, private septic system accommodation would no longer be a development constraint for smaller sized lots, which could support increased housing development without negatively impacting water quality. Provisions can be added in the bylaw stating that the ADU must conform to all applicable health, building, and other codes.

Allow ADUs on Commercial Properties

The bylaw limits ADUs to residential lots. Allowing commercial properties to provide accessory dwellings would expand opportunities for creating accessory units. These could be used to house an employee if needed and could also benefit a business by having someone present at the location after business hours.

Reduce Parking Requirements

The zoning currently requires two off-street parking spaces for an ADU. While the unit may result in demand for extra vehicle parking, the number of additional vehicles associated with the property may be minimal due to the limited size of the unit. One additional parking space is generally considered adequate. Lowering the required amount of off-street parking for an ADU may make ADU development more feasible, fostering greater ADU development.

Regulations Regarding Multiple Principle Buildings on a Single Lot

Current zoning for multiple buildings on the same lot includes the following: Section 2540 Multiple Principle Buildings on Same Lot allows multiple buildings on the same lot as follows: (a) in Residential Districts: up to two buildings on one lot are allowed by Special Permit in R-1, R-2, and Ridge Districts if the lot size is at least twice the minimum lot size for the district (and meets the other dimensional requirements); in Commercial Districts: multiple principle buildings may be allowed on one lot by

Special Permit and in accordance with dimensional standards; (c) Affordable Housing: In the BL-1 and B-2 Districts, one dwelling unit may be located within a structure which has a principal non-residential use by special permit. Additional dwelling units may be by special permit if they are provided and maintained as a 1:1 ratio of market rate units to affordable units; (d) Mixed-Use Cluster: multiple mixed market rate and affordable owner occupied or rental dwelling units may be located on an individual lot within a Mixed Use Cluster Development by special permit, in accordance with dimensional standards and affordability requirements.

REVISE DIMENSIONAL STANDARDS RELATED TO MULTIPLE BUILDINGS ON A SINGLE LOT

Revising the dimensional standards can help encourage the desired development pattern in the study area. Allowing multiple principal buildings on the same lot, whether commercial or residential, could foster greater development of denser housing forms. Commission staff recommends revisions to the dimensional standards in this section of the zoning bylaw for targeted locations to encourage development of smaller building massings and tighter village-style development clusters, which is desirable throughout the study area, but particularly in the Village Green area and along the western frontage of Cotuit Road opposite the existing neighborhood.

REDUCE LOT AREA REQUIRED FOR MULTIPLE BUILDINGS ON A LOT

Requiring twice the minimum lot size for two residential structures fosters suburban-style development and would discourage creation of village pattern neighborhoods inside the study area. Commission staff recommend removing this land area requirement provided comfortable setbacks and other dimensional requirements are met.

ALLOW CLUSTER DESIGN BY RIGHT AND WITHOUT AFFORDABILITY RESTRICTION

In addition, while mixed-use cluster design would be appropriate in the study area, the special permit process and affordability requirements may be a deterrent for their creation. Allowing cluster design by right (accompanied by site plan review), without affordability restrictions is recommended.

Mixed-Use Regulations

Allow Neighborhood Commercial in Residential Areas

Allowing small-scale neighborhood commercial establishments such as corner stores and small shops or services in targeted locations in residential areas helps create active neighborhoods where residents can conduct errands and visit nearby businesses on foot, reducing traffic and reliance on cars. Allowing these types of neighborhood establishments by right would help foster their creation.

To ensure that their scale and design is compatible with the residential character of the area, the zoning could limit building size and establish design regulations to guide building form and parking.

Allow Mixed-Use in Existing Commercial Buildings

Redevelopment of existing commercial buildings and lots into mixed-use developments containing both residential and compatible commercial uses should be allowed by right to foster increased housing and mixed-use development. Allowing residential uses in vacant or underutilized commercial spaces may help revitalize those properties. Separate entries for residential uses could be used to provide comfortable separation between the uses. **“Mixed Use” development could be specifically listed as a permitted use. This would require adding mixed use to the use table and a definition to the bylaw. This might be particularly effective in the Cotuit Road corridor focus area.**

Encourage Mixed-Use Centers

It is appropriate to encourage commercial activity in the study area neighborhood centers to serve those living in and around that center, particularly if promoting pedestrian activity. Encouraging residential uses in these centers provides opportunities to have more walkable areas where some residents may not need to drive for daily or special errands and trips, thus reducing traffic congestion. This pedestrian activity is also essential for supporting the neighborhood-serving businesses. In the three identified focal areas for regulation revisions, mixed-use could be allowed by right through overlay districts with tailored regulations for each node to ensure the development responds to the surrounding and desired context.

“Mixed Use” development could be specifically listed as a permitted use in these areas. This would require adding mixed use to the use table and a definition to the bylaw. To guide the configuration, commercial uses could be required to occupy some portion of the lower levels of all structures adjacent to the street. The aim is to have the majority of the space within the area of pedestrian activity be commercially oriented, with display windows and uses that are open in the evenings and weekends, such as eating and drinking, retail, and personal service uses. Residential uses could be allowed above, behind, or in separate rear buildings but generally not on the ground floor in areas where pedestrian activity is desired. The configuration of these residential uses will be dictated by the types of commercial uses proposed and as developments are designed.

Multifamily Regulations

Section 4600 Multi-Family sets the requirements for multi-family development, which may be permitted by Special Permit authorization. This section could be revised to allow greater opportunities for multi-family housing such as allowing multifamily developments by right. In addition to allowing them by right, the Town could provide design and performance standards for the types of housing that would be appropriate for each neighborhood in the study area to ensure the developments better respond to and complement the surrounding character.

Allow Defined Types of Multifamily Development by Right

Multifamily developments should be allowed by right in the three nodes within the study area though the acceptable scale of such developments may vary by node. Allowing this type of development by right should incentivize greater housing production by streamlining the permitting process. Key to this will be defining the possible types of multifamily development allowed in each area using the graphics created by Union Studio. This will help form a palette of known allowed multifamily development types allowed or preferred in certain areas.

Eliminate More Restrictive Dimensional Requirements

Current zoning requires multifamily developments to have a land area per dwelling unit equal to at least 1.20 times the lot area required at the location for a single-family dwelling and front, rear, and side yard setbacks that are equal to the total number of units allowable on the lot multiplied by 10, with a minimum of 100' and a maximum of 250' for developments with more than 10 dwelling units. Multifamily developments should not be subject to more restrictive minimum lot sizes and increased setbacks. Doing so could disincentivize multifamily development and the more limited amount of developable land could force development of larger building massings that do not contribute to and respect the community's more traditional and small-scale character. Concerns about the scale of multi-family developments and their impacts on the surrounding neighborhood may be better addressed by defining the scale of appropriate building types in dimensional regulations, and by guiding them to follow more traditional development patterns.

Parking Regulations

In addition to reducing ADU parking requirements as discussed above, Commission staff recommends the Town review its parking standards and consider reducing the requirements to encourage more efficient, economic, and sustainable use of land. Parking management best practices discourage using minimum parking standards, in part because they often result in an oversupply of parking, encourage inefficient use of land, particularly in areas where density and high building coverage are desired, and add to sprawl. Having on-site parking is advantageous for a business, but it is also costly to provide.

Throughout the zoning code, parking regulations should be reduced. Two spaces per dwelling unit regardless of location can severely limit possible housing development and require larger paved areas that detract from community character. The Town should consider 1.5 spaces per dwelling unit or even 1 space per dwelling unit in areas such as the first node and the corridor along Cotuit Road, which will hopefully become highly walkable. Alternatives for the Town to consider to advance its vision and goals for the study area include the following:

MAXIMUM PARKING STANDARDS

The minimum requirements in most zoning bylaws today are designed for the maximum amount of parking that a use could ever need and create a vast oversupply of parking spaces. Best practices in parking management promote adopting maximum parking standards rather than minimum requirements. A simple method for Sandwich to establish maximum standards would be to change the existing minimum requirements into maximum limits.

If the Town is uncomfortable with eliminating minimum standards entirely, it could provide both a maximum and minimum amount per use. This allows a range of acceptable parking requirements and flexibility for a developer. Depending on the use, the minimum requirement could be 25%-80% of the maximum. For example, the State's smart parking model bylaw suggests the following requirements for office and retail (calculations are based on 1,000 s.f. GFA)¹:

Land Use	Maximum	Minimum
Retail	3	2
General Office	4	2

Other options the Town may consider for altering the parking standards include:

- Flexible Standards: The property/business owner determines the number of spaces needed with the input of staff through the Site Plan Review or Special Permit process, if applicable.
- No Parking Standards: Many towns and cities across the country have eliminated parking standards without adverse consequences.

ENCOURAGE SHARED PARKING

The Town could offer additional incentives for developers to share parking, such as allowing greater building coverage or flexibility in other dimensional standards in exchange for sharing parking. Mixed-use developments offer opportunities for shared parking and the Town could promote shared parking by allowing a certain automatic reduction for uses on the same or adjacent sites that have different peak hours of use, e.g., a bank and a restaurant, or an office and apartments. This could also

¹ See Smart Growth/Smart Energy Toolkit produced by the Executive Office of Environmental Affairs. Smart Parking Model by available at: http://www.mass.gov/envir/smart_growth_toolkit/bylaws/SP-Bylaw.pdf

benefit those who share customers, e.g., a package store and a food market. Shared parking opportunities for mixed-use developments should also be encouraged.

ALLOWING PARKING WITHIN THE FIRST FLOOR OF A MULTIFAMILY BUILDING

Allowing parking to be located within a portion of the first floor of a building for multifamily housing could help reduce the amount of the lot area that needs to be dedicated to surface parking, potentially increasing the feasibility of some multifamily developments.

Long-Term Zoning Considerations for the Study Area

COTTAGE-STYLE BYLAW

Cottage community zoning represents one approach for creating a cluster of small-scale single-family homes on one lot. The homes are usually centered around a common courtyard, community open space, or community building and the site design is based on a master plan. This type of zoning is uncommon in Massachusetts but communities in other states have adopted it in recent years to provide more housing options and advance more sustainable land use practices. The Town could consider developing a cottage-style bylaw that uses the Union Studio graphics from the CRBD process.

FORM-BASED CODE

Another option the Town may consider in the long-term is overhauling the zoning in this area, or even the whole Town, with form-based regulations. Form-based codes focus more on regulating the design and physical form of development and less so on the densities and uses in an area. Developing a form-based code requires a significant visioning effort for the area to develop consensus among all stakeholders on a vision for the area. The process requires and creates community buy-in for the future of the area and developing regulations to support that vision. This is not a small undertaking and requires time and resources, but can help the Town in both articulating their vision for an area or areas, and then developing regulations that will promote that vision.

Potential Wastewater Flow Calculations

This project also included developing approximate wastewater flow calculations for two potential development scenarios within the study area. The Sandwich Comprehensive Water Resources Management Plan plans for additional wastewater flows of approximately 140,000 gallons per day for the area encompassing the study area, and the Town is currently developing a new wastewater treatment facility that will be able to handle 500,000 gallons per day town-wide.

The first potential development scenario is using the town-owned land off of Quaker Meetinghouse Road, but only at about half of the residential density of the Union Studio example. This would still include a mix of residential and commercial uses. For the purposes of calculating the wastewater flows, the development might be comprised of roughly 200 dwelling units containing about 300 bedrooms, 6,000 square feet of office space, and 10,000 square feet of other commercial space such as retail, which could result in an estimated 33,950 gallons per day of wastewater flows. The second potential development scenario is in the third focus area, the area around the Village Green. The large parcel of undeveloped land east of Route 130 and south of Jeannes Way could potentially accommodate 200 dwelling units. This could result in approximately 350 bedrooms and 38,500 gallons per day of wastewater flows.