

WLY'S

Upper Main Street Masterplan
A Site Planning and Design Review Process for
Edgartown's B-2 Commercial District

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**REPORT OF SPECIAL TOWN MEETING
SEPTEMBER 12, 1989
(re-scheduled from August 22, 1989)**

Pursuant to the above Warrant, the inhabitants of the Town of Edgartown qualified to vote in elections and Town affairs met in the auditorium of the Edgartown School on West Tisbury Road in said Edgartown on Tuesday, the twelfth day of September, 1989 at eight o'clock in the evening.

At 7:30 p.m, the Moderator declared a quorum present (281) and then read the preamble to the Warrant and the Constable's return.

It was moved, seconded and voted unanimously to adjourn the September 12, 1989 meeting, and complete unfinished business of June 20, 1989, meeting.

ARTICLE 15. Moved that the Town adopt the following resolution; Resolved, that the Town endorse the Upper Main Street Master Plan as prepared by the Planning Board in cooperation with Dodson Associates, 1989 and encourage public agencies and private owners to use this Plan as a guide in further improvements to the Upper Main Street area.

This motion seconded; thereafter voted in favor by a unanimous vote.

Acknowledgements

We would like to thank the many people who were involved in the development of the Upper Main Street Masterplan and who volunteered their time to help make this report possible. Unfortunately it is impossible to list all the people who were involved in the process of developing the plan, which evolved through constructive dialogue between the regulators and the regulated. Many neighborhood residents, business owners and other concerned citizens participated in numerous meetings and public hearings, contributing their advice and concerns to the process. Many Edgartown officials, including the Selectmen, Building Inspector and Transportation Director as well as members of the Martha's Vineyard Commission were involved as well, contributing information and expertise.

The Edgartown Planning Board was the guiding force behind the Masterplan, led by Chairman Edward W. Vincent, Jr. and including Curry Jones, Richard O'Neill, Walter DelloRusso, and Richard Brown. Christina Brown, the Planning Board's administrative assistant, provided a vital link with the Board as well as much insight, inspiration and hard work throughout the project. Anne Skiver of the Martha's Vineyard Commission was instrumental in administering the project and in contributing much information and advice.

Many members of the Upper Main Street business community participated in developing the Masterplan. Leo Convey, Michael Donaroma, Tom Wallace, Tom Counter, Paul Sheehan, Norman Rankow, Francis Paciello and many others participated in meetings and contributed their time and concerns to the process. Motivated at first in part by self-defense, they soon became participants in developing a plan for regulating future growth in the district that would ultimately be in their interest as well as the town's.

We have enjoyed working on this project and look forward to continuing to help make it a reality.

Harry L. Dodson, Principal
Peter A. Flinker, Associate

Dodson Associates, Landscape Architects

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I. Summary

Over the past year, the Edgartown Planning Board has been working with Dodson Associates and attorney Mark Bobrowski to develop a masterplan for the Upper Main Street area (B-2 District). The goal of the masterplan is to develop a vision for the future of the District and to translate this vision into a workable zoning by-law and procedure for reviewing development proposals. The masterplan was developed in consultation with residents, landowners and users of the District.

The plan and the proposed by-laws are founded on the assumption that careful site planning and good design based on traditional Edgartown principles will allow the District to grow in a manner that better reflects the town's unique character. Instead of rigid dimensional requirements, basic performance standards have been proposed to judge future proposals. A wide range of design and planning tools are available to the landowner to meet the goals outlined in the masterplan.

The following is a summary of the major recommendations contained in the masterplan and proposed by-laws:

Overall Strategy:

- Use carefully planned and designed future growth in the District as a means of transforming the area from a burgeoning commercial highway strip into a more pedestrian oriented, clustered, new commercial center for the town.
- Emphasize a creative site planning and *design process* as a way to solve development/conservation conflicts and manage growth along Upper Main Street. Base planning and design solutions firmly on the masterplan drawings and the proposed by-law modifications but allow these documents to form the foundations of a problem-solving process involving all concerned parties. The design vision for Upper Main Street appears to have the support of a wide range of Edgartown residents. If enacted by the voters, it should serve as a guiding force to shape the District into a successful and attractive commercial center that business people and preservationists alike can be proud of.

Landscape Architecture:

- Locate new buildings or additions close to Upper Main Street with parking and service areas screened to the rear. This will create an attractive edge of buildings along the street instead of the large areas of parking that are typical of commercial strips.
- Encourage variety, irregularity and uniqueness in building location and design, reflecting traditional Edgartown patterns.
- Use fences, hedges and other traditional devices to define a property's "formal but friendly" relationship to the street.

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- Create large, meaningful, pedestrian-oriented open spaces by grouping buildings together in clusters along Upper Main Street and consolidating the resulting preserved open space in a corridor along the street and behind the rows of buildings.
- Preserve some of the last remaining undeveloped open spaces in the District by implementing a transfer of commercial development rights program to compensate landowners.
- Encourage the planting of large street trees in informal groups to help shade and enclose the street.
- Arrange buildings on the land in varied, clustered masses focussing on the street.
- Encourage attractive pedestrian-oriented environments along Upper Main Street and around the shopping areas. Allow the District to become a destination rather than a collection of parking lots.

Architecture:

- Architecture of the District should not try to copy traditional Edgartown buildings but should develop a style that is sympathetic to the older areas of town and reflects the traditional settlement pattern of buildings arranged closely along the street.
- New buildings and additions should have a strong relationship to Upper Main Street, forming an architectural edge to the street.
- Creative adaptation of traditional Edgartown building forms and styles is encouraged with special attention to be paid to adjacent older buildings.
- Reuse and add on to rather than tear down existing older buildings in the District.
- New buildings should avoid large, bulky masses and be broken down into groupings of smaller, attached structures.
- Traditional building materials such as clapboards and shingles should be used.
- Roof pitches, fenestration, building proportions and masses and other details should relate to but not copy traditional Edgartown architecture.

Traffic:

- Create a new shuttle parking lot with capacity for 450 cars in a wooded area north of Upper Main Street. Expand and encourage maximum use of the shuttle system to reduce traffic load on Edgartown's streets.

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- Reduce the number of individual driveways (curb cuts) on Upper Main Street to improve traffic flow. Encourage the use of shared or common driveways.
- Continue to implement the Fay, Spofford & Thorndike traffic recommendations, especially the proposal to create a one-way traffic pattern around the Triangle with a new street linking Upper Main Street to Beach Street at the very western end of the District.
- Modify the intersection of Upper Main and Beach Streets to improve traffic flow and provide access to the proposed Shuttle parking lot.
- Create new roads and parking lots behind existing commercial buildings to reduce traffic congestion on Upper Main Street.
- Separate the bikeway from pedestrian and vehicular traffic by re-routing it either to the north or the south of the District on a new pathway or along quieter adjoining streets.
- Consolidate the many scattered, disorganized existing curb cuts into a smaller number of clearly defined, four-way intersections which can be controlled at peak hours by traffic police.

Parking:

- Encourage parking at the rear of instead of in front of commercial buildings. This will screen the parking from view, create a strong edge of buildings along Upper Main Street and reduce traffic congestion.
- Encourage efficient and attractive design of parking lots. Require ample landscaping to screen cars. Reduce the large, unbroken expanses of asphalt without losing parking spaces.
- Encourage the consolidation and sharing of parking lots, reducing the current haphazard collection of individual parking areas in the District.

Utilities:

- The extension of the sewer line offers a unique opportunity to also bury overhead utility wires which currently detract from the character of much of Upper Main Street.
- All future utility line installations should be buried.

Zoning:

- The attached zoning by-law modifications developed by Mark Bobrowski translate the recommendations of the masterplan into specific legal terms. The by-law modifications stress the use of design and performance standards as a way to achieve the goals of the masterplan. The by-law modifications include:
- Improving the enforcement capabilities of the existing by-law by making most commercial uses in the District subject to a special permit. Most other current provisions of the by-law remain in place.
- Requiring, as conditions of the special permit, that the proposed project follow the recommendations of the masterplan concerning building setbacks, building location and massing, location driveways and parking lots, landscaping and buffers, and building size and percent coverage of the lot.
- Requiring, through the special permit process, that the project be consistent in character and scale with traditional structures in Edgartown, that it respect other structures in the vicinity, that it promote pedestrian and traffic safety, that it consolidate the number of curb cuts in the District, that it prevent the intrusion of commercial uses into residential areas and that it promote scenic views from publicly accessible locations.
- The proposed by-law modifications are designed to be used in tandem with the Upper Main Street Masterplan and are designed to encourage creative adaptation of proposals to the requirements of the plan.

II. Introduction

In the spring of 1988, the Edgartown Planning Board, with the support of the Martha's Vineyard Commission, received a grant from the Massachusetts Council on the Arts and Humanities to develop a plan for Edgartown's B-2 Commercial District on Upper Main Street. The Planning Board hired the landscape architectural firm of Dodson Associates to help Edgartown develop a vision for the future of the district and to formulate a process by which this vision could be practically implemented in the future. The law firm of Mark Bobrowski & Associates assisted in translating the site planning and design recommendations into specific legal terms to be incorporated into the town's zoning by-laws for the District. These recommendations will be presented to the voters at Town Meeting in the spring of 1989.

Edgartown is concerned about preventing the District from becoming a typical commercial strip. Development in the District over the past five years has been intensive. Generally, the quality of recent development has been superior to the type found in typical American commercial strips, but has nevertheless caused serious visual, traffic, environmental and historic impacts on the area. While individual new buildings were often successfully designed, the overall pattern of development in the District was following the usual pattern of dispersed, auto-related development that has plagued so many other historic towns in Massachusetts. A town with a rich design tradition, Edgartown felt that the site

planning and design of future development should strive to meet the standards for beauty and functionalism that had successfully shaped the town in the past.

Background. Over the past forty years, land use regulations and development planning have been dominated by engineers. This has resulted in developments that function well from a purely technical standpoint while generally disregarding important social, aesthetic and historic concerns. These concerns need to be brought back into the forefront of land use regulation and development practices, especially in highly scenic and historic communities such as Edgartown. The sense of proportion, attention to materials and detail and the concern for creating a sense of community that clearly motivated Edgartown's developers and builders in the 18th and 19th Centuries must be revived to guide growth in the future. Design can play an important role in this revival if it is based on historic traditions and popular concerns rather than on the individual architect's will to impose alien styles on a community. Modern architecture's failure to respect historic and community traditions must share the blame with excessive reliance on technical engineering solutions for the inappropriate development that has overwhelmed so much of the American landscape.

The final - and the largest culprit is our automobile-oriented technological culture. In a certain sense, engineers, developers and business owners who create commercial strips are merely responding to the needs of consumers who typically arrive to shop by automobile. While reliance on shuttle buses, public transportation and pedestrian amenities can help reduce the impact of vehicles on the District, there is no way to avoid the fact that cars will continue to be a major factor in the layout and physical appearance of commercial shopping areas. But improved site planning and design can reduce this impact by reducing the visibility of parking lots, saving space by creating more efficient street and parking layouts and by organizing buildings into cohesive masses that create pedestrian oriented community spaces and reinforce traditional street edges.

Design based on the historic traditions of the region can translate the best design elements of the past into new approaches for shaping future growth. The outstanding sense of design evidenced in Edgartown's first three centuries must be continued into its fourth, even if this means dealing with parking lots and utility lines instead of carriage ways and wharfs. We can't blame the ugliness and visual chaos of America's commercial strips on technology alone.

III. Existing Conditions

Edgartown's B-II District is located on either side of Upper Main Street on the western outskirts of the historic town. The eastern section of the District includes many residences dating from the turn of the Century, many of which have recently been converted to commercial or office use. The western section of the District, formerly an area of farm and forestland, has experienced rapid commercial development in the last fifteen years.

Brief History. Upper Main Street has rapidly evolved from a rural fringe of the historic town center to the new commercial center it is becoming today. In the Nineteenth Century, Upper Main Street was a country lane winding through open

farmland. A few of the farmhouses from this era remain and, along with the last of the District's open spaces, should be preserved as an historic link with the area's agricultural past. The house on the north side of the street adjacent to the wooded golf course property is an especially attractive reminder of this era. It is interesting to stand on Upper Main Street and picture the area as it appeared one hundred years ago: occasional farmsteads along a tree-lined road with open fields beyond extending over the nearby hills. This era came to an end as farming declined and the center of town began to extend westward around the turn of the century. Due to early improvements in transportation after World War I, Upper Main Street gained importance and began to attract new homes and small, roadside businesses. The houses at the eastern end of the District date from the era of residential expansion that occurred at this time and constitute one of Edgartown's first early suburbs. Several early roadside businesses, mainly gas stations and small roadside stores developed during this time as well, but the District consisted primarily of residential, open or forested land until well after World War II. Several early businesses such as the A&P store and the Texaco Station date well back in the history of the District, but most of the businesses along Upper Main Street have been built within the past twenty years or so. The recent history of the District provides an striking example of how quickly an area can make the transition from rural fringe to highway commercial center.

What does the District's past have to teach us about it's future? First, change has been an essential part of the evolution of the District and should not necessarily be seen as an essentially negative process. Secondly, this change has been oriented, over the past fifty years, toward the automobile and will continue to do so unless strong action is taken to reverse this trend. Thirdly, change happens very quickly and, if left to evolve on its own, will follow the path of least resistance: namely, the modern American commercial strip. Fourth, recent trends show the District becoming a new commercial center for the entire town, providing many of the essential services formerly located in the historic town center as this area becomes more tourist oriented. This trend may be disappointing to many, but it is a fact of life today. The positive aspects of this trend should be exploited by ensuring that the district becomes a vibrant, pedestrian oriented town center, rather than just another line of stores along a congested highway. Finally, Edgartown greatly values its history and its historic resources. These features are not as prominent along Upper Main Street as they are in the center of town, but salvageable aspects of the District's past, including the remaining open fields, woods and old homes should be preserved, both to form a link with its past and to create a smoother transition between Upper Main Street and the historic center of Edgartown.

IV. Site Analysis: Problems

Upper Main Street's basic problems result from growth patterns generated by the use of the automobile. These patterns and their associated ills: traffic, noise, pollution and hazards contrast with the pre-industrial form of the historic town center. The automobile is here to stay for the time being so some of the District's problems cannot be eliminated, only moderated. Others can be solved by better planning and design.

The key problems along Upper Main Street consist of the following:

Traffic Congestion. Traffic congestion on Upper Main Street has become a serious problem, especially during the summer months with the addition seasonal tourist and summer resident traffic. Part of the traffic problem is a result of increased traffic volume over which the town has little control in the short run. And part of the problem is the result of poor intersection design, numerous curb cuts and poor traffic flow patterns which the town can improve in the near future by taking specific steps.

The Larger Traffic Problem. The first part of the traffic problem resulting from yearly increases in the use of the automobile is by far the more difficult problem to solve. More growth in Edgartown and surrounding areas means more traffic, regardless of how well the streets and intersections of the town are designed. Ultimately, this problem can only be solved by reducing or limiting the use of the car in certain portions of Edgartown. In the long run, this can be accomplished by expanding the shuttle bus service and encouraging or mandating new, pedestrian-oriented development patterns centered around public transportation stops. The Upper Main Street Masterplan provides a first start toward this long-term solution by calling for the expansion of the shuttle system and the enhancement of the environment for pedestrians. The town should consider developing a plan for the entire community that encourages the clustering of new development in traditionally-designed villages linked by public transportation. This approach would not only reduce traffic congestion and air pollution, but would save open space and town character as well. The model for this type of development pattern is no further away than the center of town itself. Future growth in Edgartown should follow the unique historic patterns derived from its past, not contemporary patterns derived from suburban Anywhere, USA. The automobile will play a part in this new pattern, but not the totally unconstrained role it plays today. The sooner the unconditional reign of the car comes to an end in Edgartown, the sooner the town will be able to grow in a manner consistent with its historic character.

Restraining, but not eliminating the automobile means restraining traffic engineers and other professionals whose main mission has been to create automobile-oriented environments. Standard traffic engineering principles will cause disaster if applied to Edgartown and should be avoided. Historic features, town character and pedestrians should take preference over cars, even along Upper Main Street. This will benefit the character and environmental quality of the district and will ultimately also benefit business. Today's shopping pattern in the District is to drive to each individual parking lot of each individual store, get out, shop and drive to the next store. A better pattern would be to drive to a centrally-located parking lot, get out, shop and walk to a cluster of nearby stores and leave the car quietly parked in the lot. This is the pattern so successfully adopted by the suburban shopping malls: one-stop shopping. It will be harder to achieve in an area already forming a commercial strip orientation, but it will not be impossible. At best, several central lots linked by rear access lanes may be the most realistic result.

The Short-Term Traffic Problem The short term and more easily solved part of the problem is a result of specific physical limitations and traffic patterns that can be improved by taking specific planning and construction steps. Detailed aspects of the traffic problem are outlined in a recent traffic study completed by Fay, Spofford

& Thorndike. For the immediate future, increased use of the automobile will be a fact of life in Edgartown. Improvements in traffic flow can help reduce congestion to a degree but should not be a substitute for beginning to take long-term steps to reduce automobile usage in the District and especially in the town center.

Parking Lots: Large, uninterrupted areas of parking extending along the roadway are the hallmark of the modern American commercial strip. Small examples of these parking lots are scattered throughout the District today and will doubtlessly increase unless strong measures are taken soon. There is no functional reason why parking has to be laid out in large masses in front of buildings along the roadway other than the fact that it has always been done this way since the 1950's and is seen as the right way to layout a commercial business. The notion that shoppers need to see available parking in front of a store may be true for first-time visitors, but certainly isn't required for repeat shoppers who constitute the great majority of clientele for most businesses.

Large areas of uninterrupted parking create a visual and environmental desert, broken only by overhead utility lines and large signs. They produce a car-oriented rather than a pedestrian oriented environment along the street. Buildings located in the middle of large areas of parking invariably stand out as isolated structures, no matter how good the architecture is.

Traffic Hazards. Traffic hazards often occur along Upper Main Street due to speeding, unsafe intersections, excessive turning and conflicts between bicycles, pedestrians and cars. Standard traffic analysis usually blames these hazards on everything except the true culprit: the car. Trees, narrow roads, bicycles, and pedestrians are often seen as hazards and impediments to better traffic flow. Standard traffic planning calls for removing or relocating these "hazards" to allow cars more room for "safety". In actual fact, removing roadside hazards and widening highways encourages more speeding and more accidents, in addition to destroying the roadside environment.

The main source of traffic hazards along Upper Main Street is, in jargon free language: too many cars going too fast and trying to turn in too many directions at once. Lack of clear pedestrian crossings, conflicts with the bikeway and acute angle intersections also play a role in creating unsafe conditions. The high number of individual driveways along Upper Main Street encourages frequent turning and entering movements and increases the risk of collisions.

Traffic safety along Upper Main Street will be enhanced by discouraging speeding and creating a more pedestrian-oriented environment. The best way to do this is to ensure that the street is not widened, to create a strong edge of buildings and trees (enclosing the road heightens a drivers' sense of speed, thus encouraging them to slow down), to reduce pedestrian/bike conflicts by creating crosswalks and relocating the bike trail, and to reduce the number of curb cuts along the road.

Overhead Utilities. Existing overhead utilities lining Upper Main Street are not only an eyesore, but prevent the growth of tall street trees along the road. Utility poles, overhead wires and the profusion of service lines to buildings create a chaotic

pattern of lines that mar the character of the District. Some argue that the visual clutter of overhead utility poles is easily ignored because it is so common. It is true that the visual pollution of overhead utility lines is often not recognized until it is eliminated or until photographs are examined showing the area before the poles and lines were put up. But this is not a valid argument for allowing the pollution to continue. The difference between a street with and without overhead utilities is remarkable, not so much because of the presence of the poles and wires, but because of the lack of tall, unpruned shade trees arching over both sides of the roadway. These trees formerly created a canopy over Upper Main Street and have either been largely cut down or disfigured by radical utility company pruning. The areas along the road near utility lines are either bare or contain varieties of small, ornamental trees that are unable to properly frame or shade the street. While it is expensive, burying overhead utility lines along Upper Main Street would not only remove an eyesore, but allow tall street trees to once again arch over the road.

Lighting. Sign controls have fortunately greatly reduced the problem of neon signs that plague most commercial highway areas. But unshielded spot lights, excessively bright commercial illumination and existing street lights produce nighttime glare that reduces the nighttime character of Upper Main Street. Lighting standards typically used by engineers creates an excessively bright, glaring light in hues of orange and blue that characterize the typical commercial strip. It sometimes appears that their goal is to turn night into day, creating a pall of orange light that obscures the stars and the beauty of the night. This form of lighting has become so common and accepted that alternative types of illumination are rarely considered. Night-time settings that are illuminated with a softer, less intense and more carefully designed location of light sources offer a dramatic contrast to the typical night-time pattern. As opposed to very bright, unshielded sodium vapor lights placed at wide intervals on tall poles, improved lighting consists of a greater number of smaller, shielded lights on lower traditional standards carefully located to provide only the right amount of illumination needed in a given location. The lights themselves can be energy efficient sodium vapor color-corrected to match the color of incandescent lights. This approach to lighting can save energy by focussing light only where it is needed and can help prevent light pollution that is quickly rendering a star-filled evening a thing of the past in many urbanizing areas.

Drainage Problems. In spite of its sandy soils, the District suffers from drainage problems after heavy rains, especially in the vicinity of the bike trail. Portions of the trail have been built too low and routinely flood.

Architecture. Recent architecture in the District is far superior to many highway commercial areas but still needs to improve in order to live up to its distinguished neighbor: the historic town center. Recent problems with architecture result from building locations, shapes and materials that conflict with traditional Edgartown patterns. Some buildings suffer because their architects have attempted to make individualistic statements that are out of step with the overall character of the town. The increased awareness of context and historic tradition in architectural design is creating new buildings that are much more compatible with their surroundings than structures built during the modern or international style era of architecture.

Another source of architectural problems results from the use of modular, prefab or off-the-shelf plans created for a national market and thus lacking in special features

unique to their Edgartown setting. Modular or prefab structures can be successfully customized to better respect their surroundings, but custom architectural design by qualified architects *sensitive to historic context* offers the best opportunity for creating successful buildings in the District.

Use of materials not commonly seen in Edgartown can occasionally produce good results but more often than not creates a clashing contrast to the town's older buildings. Lack of trim, architectural details and features such as porches can also result in bland structures lacking in human interest. Proportioning based on but not exactly copying traditional lines will produce structures of the height, mass and balance typical of Edgartown. Architectural features such as dormers, eaves, windows and doorways need to be in proportion with the larger structure. Because of the requirements of contemporary retail commercial buildings, many structures along Upper Main Street are only one to one-and-a-half stories high; too low to create a strong definition of the street.

Bridging the gap between contemporary commercial building requirements and historic character will be a major challenge along Upper Main Street. Standard highway commercial building design unfortunately calls for large, one-story, block like buildings with flat roofs topped by ventilating machinery. Large picture windows displaying goods for sale alternate with blank walls. Paved parking extends from the street right up to the edge of the building. In contrast, traditional Edgartown commercial buildings are two or two-and-a-half story wood or brick structures with pitched roofs and small windows located close to the street. Obviously these buildings are impractical for many modern commercial applications, but important aspects of their massing, design and location can be applied in the District.

Site Planning and Building Location. The location and the design of the site has as much impact on the character of the District as the design of the actual buildings. The taller buildings and narrower streets of the historic center of town create spaces that are better proportioned from both an aesthetic and a functional point of view. The streets of the old town are more protected, shaded and enclosed. The buildings are tall enough and close enough together to define the street as a linear space, not as an open expanse dotted with isolated structures.

The size and location of buildings in the District often results in an excessively large and open space dotted with individual structures that are too low. Buildings are often set far back from the street with large, undefined parking lots lining the roadway. Strangely enough, this situation can best be improved by more building of the right type and location to lend definition to the chaotic spaces of the District.

The open areas around buildings have, of necessity, been turned over to the needs of the automobile. At their worst they consist of asphalt paving extending from the street to the front door. Other areas have been planted, but with small amounts of small trees and shrubs. These areas often look sad and isolated, overwhelmed by the surrounding asphalt. Plants don't grow well isolated in these desert-like conditions and often remain dwarfed or die when planted there.

While all of these negative features can be found at various intervals in the District, the area also contains many examples of sensitive architecture and site planning. But in order to be successful, these positive examples need to be linked together to form a consistent pattern throughout the district.

V. Site Analysis: Assets

The Upper Main Street area has many assets, some of them obvious and some unrecognized. These assets should become one of the foundations for future growth, allowing the District to capitalize on its strengths and to evolve gradually rather than attempt to become something that it isn't overnight.

Obviously, the District's major asset is its location at the entrance to one of America's most beautiful and historic villages. Serving as the major gateway to such a famous - and sensitive - landmark is not only a great asset, but a major privilege, a responsibility and a burden, as well. It is a burden because it is difficult to live up to the design character of a world-famous neighbor. Unfavorable comparisons will always be drawn between the historic town and the District, no matter how well new development is planned and built.

Serving as the gateway to Historic Edgartown is a privilege and a responsibility because the historic town is such a vital - and sensitive - resource. The Upper Main Street area has the potential to either harm the historic town or to greatly help shield the town from unplanned growth. Because of its unique location at the entrance to town, the Upper Main Street area is in a position to absorb many of the auto-dependant uses that cannot be integrated into the historic town. But this must be done in a way that is sympathetic to the character of the town and that creates a new commercial business center that is respectful and worthy of, if not equal to, its historic neighbor.

Much of the recent development in the District is of a higher quality than typically seen in contemporary roadside commercial shopping areas. This does not mean that future growth cannot continue to improve on current conditions, but that some aspects of recent growth have been relatively well done and should be encouraged to continue in the future. The architecture of new developments, with some exceptions, fits in with the character of the town. Many new buildings use traditional building materials, varied massing, pitched roofs and are located close to the street with parking to the side or in the back. Many landowners and businesses have invested considerable time and money in planting trees, shrubs and lawn around their buildings. Edgartown's strong sign controls and owner's investment in quality signs has avoided the usual clutter of enormous neon signs that blight most commercial strips.

Upper Main Street's remaining open spaces are an important asset and should be preserved, if possible, in a manner that respects the property rights of their owners. The large front lawns of some of the remaining residential properties contribute to the greenery and variety of Upper Main Street. The residential character of the eastern portion of the District is a pleasant neighborhood and serves as an important transition zone between the more intensively commercial area to the west

end and the historic town center to the east. The character and *scale* of this area should be preserved as the District grows.

The existence of the town shuttle is a tremendous asset and should be emphasized and strengthened in the future with the addition of an improved parking area and a shuttle station building. The shuttle is a tribute to Edgartown's foresightedness and ability to plan ahead. Increased use of the shuttle will be a key in avoiding automobile-related destruction of both the historic town and the district. The shuttle should be encouraged to grow into what may become a model for solving the transportation problem in sensitive historic areas.

The Upper Main Street area has lost considerable mature vegetation recently but still retains many of its large shade trees, lawns, hedges and fences. The area's vegetation is a major asset and should be protected by continuing maintenance, protection from construction damage and careful siting of new development. A major new planting program focussing on large, deciduous canopy trees, will help increase and perpetuate the area's character, environment and microclimate.

While the historic value of Upper Main Street pales in comparison to its famous neighbor, several attractive Nineteenth Century buildings remain in the District and should be preserved, if possible by encouraging their renovation rather than their demolition if they are proposed for conversion to commercial uses.

In the sense that Upper Main Street is a part of the center of Edgartown, it has a certain historic value as the gateway to the historic town center. It forms the entranceway to and the surroundings of a unique historic resource and as such has historic value in its own right.

The trend for quality construction and planning in the B-II District needs to be continued and strengthened in order to meet the standards set by the neighboring historic town.

VI. Masterplan

A. General Masterplan Recommendations

Some of the problems facing Edgartown's Upper Main Street cannot be solved by improved planning and design. Increases in the tourist and year-round populations, traffic, air pollution and other side effects of growth will not disappear because development is more carefully planned and designed. But a more careful approach to development will reduce some of these effects and it will definitely produce dramatic improvements in other areas. Traffic flow, pedestrian comfort, aesthetic quality, historic features and Edgartown's unique town character can be protected and enhanced by taking steps now to plan for the future.

Edgartown is relatively unique in Massachusetts for taking the initiative to manage growth in its commercial zone. Most communities take a strictly reactive rather than a forward-looking approach to growth; most planning boards are reduced by time constraints and staff shortages to reviewing and approving development proposals. This is not planning. Planning involves preparing for the future, not

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reacting to the paperwork and permits that land on our desk today. Planning involves developing a vision for the future of the town that can be supported by a broad range of citizens. This vision then needs to be translated both into physical plans, guidelines for development and clear, legally enforceable regulations. Planning involves implementing these plans and regulations in a consistent and fair way that encourages landowners and developers to creatively respond to the goals and requirements of the masterplan. This is planning and hopefully it will allow Upper Main Street to grow without damaging the unique character of the town.

The masterplan itself consists of several maps showing the Upper Main Street area today and at several dates in the future. These maps show steps the town and landowners can take to change the area for the positive as it continues to grow. Aerial perspectives accompany the maps, showing what the district looks like from the air today and two versions of what it will look like in the future. The first version shows the future Upper Main Street as it will appear if nothing is done to change existing zoning and development practices. The second version shows what Upper Main Street will look like if the recommendations of the masterplan are followed.

The masterplan is what is known as a "physical plan"; it is fairly specific about what things should go where, how big they should be and what they should look like. This is necessary to avoid a plan that is hopelessly vague. It is also necessary because we feel that **design** is a very important part of the masterplan. And to show what we mean by design we need to show how it will work on the plans. This is not to say that the masterplan is "cast in stone". On the contrary, it is flexible and is expected to change and evolve within certain limits. Future conditions and requirements cannot be predicted today and we must have faith in landowners, developers and their consultants to develop their own creative solutions and contributions to each unique site and circumstance. But too much flexibility and creative manipulation of the rules and spirit of the plan must be prevented as well. The plan should not be used as an excuse for promoting poor development and it should be strictly enforced by the Town to avoid being diluted. Distinguishing between proposals that respect the plan and proposals that manipulate or ignore it should be relatively straightforward in many cases and difficult in others. Negotiation between town boards and landowners is certainly encouraged in order to allow acceptable solutions to grow out of a basic understanding of the intent of the plan. In the event of complicated, large-scale or contested situations, the town may wish to hire its own consultants to help it interpret the plan in specific cases.

The masterplan has been divided into four separate phases so that it can be implemented gradually over the years. The first phase recommends steps that can be taken relatively soon, while the later phases recommend more extensive steps that will take more time and/or money to achieve. The following is a detailed description of the recommendations in each masterplan phase.

The Masterplan is based on the assumption that growth along Upper Main Street cannot and should not be stopped but should be carefully planned and designed to fit in with the character of Edgartown. Obviously certain uses spelled out in the bylaw or governed by regional, state or federal regulations should be prevented in the district. And certain proposals should be turned down by the town, Vineyard Commission or State because they violate zoning, pose environmental threats or

create unreasonable growth impacts. But many future development proposals can be compatible with the character and environment of the Upper Main Street area if they are carefully planned and designed.

The masterplan spells out what the town means by "carefully planned and designed". These design recommendations are based on a study of the physical elements that make Edgartown special: its spaces, streets, buildings, vegetation and other unique factors. These elements have been interpreted and adapted to today's requirements, including certain aspects of our love/hate relationship with the automobile. They have also been interpreted to avoid exact duplication of historic Edgartown, which would neither be appropriate or possible along Upper Main Street.

Instead we have taken the elements of historic Edgartown that can be adapted to Upper Main Street and added some additional ideas of our own. Relatively narrow streets lined by prominent building facades and trees make downtown Edgartown special. Why not encourage buildings along Upper Main Street to also create a strong architectural edge along the street. Adapt this concept to accommodate increased traffic flow requirements and reduce the number of individual curb cuts at the same time.

Since Upper Main Street should be lined by attractive buildings and trees, not by parking lots, where do the parking lots go? Behind the buildings, where they will be out of sight, where they won't interfere with traffic flow on Upper Main Street and where pedestrians can park their cars in a more comfortable environment. The assumption in retailing that parking must be clearly visible in front of stores is simply not true; shoppers will park in the rear if access points are clearly marked and it is the only option available.

Historic Edgartown is special because it is essentially a pedestrian environment that cars have penetrated with great difficulty. Cars need to be accommodated along Upper Main Street, but a new pedestrian environment can also be created. This will help transform the District into a place where shoppers and tourists walk from store to store once they have parked their cars in a convenient place. If walking is more pleasant along well-defined, shaded paths, then more people will walk and the District will become more of a town center. People won't walk if they have to cross congested streets or traverse acres of steaming asphalt. The parking lots proposed in the masterplan have therefore been designed to be broken up by planting, to be connected by paths and to be strategically located to avoid interrupting the line of buildings along Upper Main Street.

Create a New Town Center. Many of the businesses selling essential goods and services (hardware, pharmacy, groceries, etc.) have recently moved from the old center of town to the District. Residents feel the need to have a new town center along Upper Main Street that is more than a string of commercial outlets set in parking lots on a congested highway. Site planning and design can help create a better sense of a new town center in the following ways:

Group new buildings together: By creating groups or clusters of new commercial buildings, the physical enclosure and proximity typical of town centers can be created. The building groups can use shared parking lots.

Create neo-traditional streets: The new shared access drives to the rear parking areas do not have to be bland and barren roadways. They can be lined with new buildings and contain sidewalks and parallel parking in the manner of traditional streets. This will help create a more pedestrian atmosphere even to the side and rear of the new commercial buildings. New buildings should be located close to these new streets, especially where the streets join Upper Main Street. This enclosure, proximity of stores and pedestrian environment will encourage the walking, talking, browsing and sociability that create the feeling of a real town center.

Encourage Essential Goods and Service Businesses: Explore the option of a "business shuttle": The existing pattern of growth in the District is already fairly dispersed and auto-oriented. While this can be improved upon, it cannot be reversed. A shuttle or jitney could link various businesses spread out along Upper Main Street, allowing people to leave their cars and explore the district on foot.

Avoid the sterility of modern commercial strips. A diversity of spaces, architecture, and site features is essential to bring a sense of community to the District. Encourage the creation of narrow pedestrian alleyways lined with shops, small squares with fountains, vibrant streets, lush planting and outdoor cafes. Insulate these areas from the larger parking lots that will be required to service the district. Dynamic streets, plenty of attractive storefronts and restaurants, open spaces with character and activity make a small town unique and attractive. They also enhance the marketability of the District by giving it an attractive overall identity as an pleasing place to be, a destination in itself. Instead of stop and run shopping with multiple vehicle trips and frustrating parking experiences, encourage one-stop shopping in the district at a more leisurely pace. This is the secret of the malls and it can be adopted to the B-2 without the negative aspects of mall shopping.

Encourage a diversity of small ownerships. Many small owners create the care and attention to detail that is often lacking in large franchise operations. Alternatively, encourage larger operations to lease out space to smaller retailers with design and usage controls.

Better B-2 Image: In order to become a true destination and town center, the District needs a strong, positive identity. The town and local businesses, residents and landowners can help create this image in a number of ways.

Form a district association to sponsor improvements, fundraise, encourage quality design and construction and to advise the Planning Board on issues of local concern.

Develop a name for the area other than "the B-2 District" Upper Main Street District or some other geographical name would give a stronger identity to the area.

Implement the coordinate signage system recommended above.

In the future, look into creating a design review process implemented by the District Association and local property owners in coordination with the planning board. The process could either be advisory or regulatory. It would add an element of peer

assistance and - when necessary - pressure to ensure that careful and appropriate development occurs in the District.

Importance of Design. This masterplan is relatively unique in that it stresses the importance of design and the design process as a means of achieving its goals. Many masterplans and land use regulations have shied away from design and aesthetics as vague, unenforceable and subjective elements that cannot be legislated or mandated. But design based on the objective elements of historic town character can be explained and quantified as one of the central requirements of the planning and regulatory process. While much of design is qualitative rather than quantitative, many of these important design qualities can be clearly described in writing and through the use of plans and illustrations. If they are based on strongly-held, shared community values rooted in a community's appreciation of its historic settlement patterns, architecture and landscape, then these design principles should legitimately serve as one of the key standards for development proposals to meet.

The design process, if engaged in by both the regulators as well as the proponents and their consultants, can also be a much more productive and rewarding process for all involved than the current, constipated system of land use regulation so prevalent in Massachusetts. The current system frustrates both developers and conservationists, usually guaranteeing conflicts which produce stalemates and bad compromises. A more constructive, creative process is possible if clear goals are set before plans are submitted and proponents are allowed maximum creative leeway to meet the town's expectations.

B. Specific Masterplan Recommendations

The major recommendations of the masterplan are described below, organized by major topic. These recommendations should be implemented in the sequence described in the concept plans, Phases 1 through 3.

Curb Cuts: Encourage owners and developers to begin eliminating curb cuts by consolidating existing driveway entrances, encouraging adjacent landowners to share common entrances and by requiring shared driveway entrances for proposed projects. Encourage or require proponents of new construction projects to include driveway consolidation in their proposals. Existing curb cuts that should be eliminated as soon as possible are indicated by asterisks on the plan. Proposed shared entranceways are indicated by arrows illustrating the direction of traffic flow.

Traffic Flow: Begin implementing elements of the Fay Spofford Thorndike traffic study, especially the proposed one-way loop around the so-called Triangle formed by the intersection of Upper Main Street and Beach Road. This will require building a short road east of the Brown property at the eastern end of the B-II District. The one-way loop around the Triangle will accomplish the following traffic flow improvements. 1) It will reduce congestion at the western tip of the Triangle where Beach Road and Upper Main Street Converge. 2) It will improve turning movements into the Triangle itself from both Beach Road and Upper Main Street and thus reduce blocked traffic resulting from turning cars. 3) It will free up an extra travelling lane on each road without any increase in pavement width. 4) It will allow a new entrance to be built servicing the proposed shuttle parking lot.

Rear Parking: A second recommended step to improve traffic flow involves beginning to create small roadways behind Upper Main Street buildings connecting new rear parking lots. This will allow visitors and shoppers to drive behind the buildings instead of exiting onto Upper Main Street to drive from one shop to another. It will also allow the creation of attractive sidewalks to encourage shoppers to walk from one store to the next. These rear access roads should be relatively narrow (18') to minimize speeding. If room is available, they could include a one-way travel lane and a lane for parallel on-street parking.

Triangle Intersection: The intersection of Upper Main Street and Beach Road at the eastern tip of the Triangle should be rebuilt in conjunction with the creation of one-way traffic flow around the Triangle. A triangular traffic island should be built as indicated on the plan to separate incoming and outgoing traffic and to create a distinct left-hand turning lane connecting Upper Main Street to Beach Road and the proposed shuttle parking lot entrance. The island can also serve as a safe haven for pedestrians crossing the street here. The area should be planted with a dense bosque of large deciduous trees (4" caliper trees planted 16' on center) and grass to shade the area, break up the expanse of asphalt and provide a visual buffer between Upper Main Street and the Triangle. The trees should be limbed up to maintain traffic lines of sight. Parking currently located in this area can be relocated to the west side of the restaurant building located at the tip of the Triangle.

Shuttle Parking Lot: The existing shuttle bus service connecting the Upper Main Street Area and the town center needs a permanent location where it can be expanded to allow parking for 300 to 400 cars. Two optional locations exist for the new shuttle parking lot: a parcel adjacent to the golf course north of Upper Main Street and the shuttle lot's current location on a parcel owned by Tom Wallace south of Upper Main Street. Both locations are acceptable and the eventual site will depend in part on the success of negotiations with the current landowners. The site adjacent to the golf course is larger but is more difficult to access and somewhat more remote from existing businesses along Upper Main Street. It would offer easier departure for cars returning west toward Vineyard Haven. The Wallace site is smaller, offers easier access but more difficult departure and is located adjacent to several existing businesses.

Whichever lot is chosen, parking should be carefully designed to incorporate substantial areas of plantings. The shuttle lot should also include an attractive building including a waiting room, restrooms and garage space for the shuttle busses. A system of sidewalks and paths should connect the shuttle parking lot and building to the Upper Main Street pedestrian system linking all the businesses in the District. A clear pedestrian crosswalk across Upper Main Street at a point that could be controlled by a traffic policeman during high traffic periods should be provided. This will allow pedestrians and shuttle system users to cross from one side of Upper Main Street to the other, enhancing pedestrian use of the entire District. Tourists heading for or returning from Edgartown's historic center should be encouraged to stroll and shop in the Upper Main Street area and will do so if the area's pedestrian amenities are improved.

Landscape Improvements: An important part of the Upper Main Street Masterplan that can be implemented very soon is a major program of landscape improvements,

both along the public rights-of-way as well as on privately owned parcels of land. A public-private partnership between government (state DPW, town) and private landowners and businesses can accomplish a great deal with a relatively small investment of money compared to amounts spent on other types of improvements such as road and building construction. Cooperation between the public and private sectors is important not only from a financial standpoint, but from a site planning and design standpoint as well. It is important to develop landscape plans for Upper Main Street that treat the entire streetscape as a whole. While picket fences and hedges may define boundaries between properties in an attractive way, major street plantings will often best occur on both public and private land. In many cases, space for tree plantings is lacking on the public right-of-way and the most effective locations for new plantings occur on adjacent private lands. Cooperation between government and private landowners is essential in order to develop an effective landscape plan that is not overly encumbered by invisible property lines along the street.

Much can be learned from the landscape of Edgartown's historic town center. The town's landscape is characterized by simplicity, a predominance of mature canopy trees, lawns and picket fences. It benefits from a noticeable lack of fussy, excessive plantings and site furnishings. Part of the appeal of the historic town center is that its landscape has been maturing for several hundred years and that it has been protected from the damaging effects of street widenings, automobile pollution, trenching and soil removal. Its landscape has evolved along with its architecture and is totally compatible with the character of the town. Some of the elements that contribute to the town can also be adapted along Upper Main Street: an emphasis on large canopy street trees planted in informal masses; simple, unadorned lawns framed by picket fences; brick and gravel paths; careful attention to landscape detail without cluttering up a space; judicious plantings of annuals, perennials and flowering shrub borders; tidiness, simplicity and careful attention to details. Of course, none of these elements will work along Upper Main Street unless the other aspects of the masterplan are respected: a picket fence and a flower bed squeezed between a parking lot and a highway will not evoke historic Edgartown. Much of the town's landscape is dependent on its pedestrian character. If the automobile is allowed to reign supreme along Upper Main Street as it does elsewhere in suburban America, no amount of picket fencing and tree planting will help the area.

The future landscape of the Upper Main Street area will never be able to duplicate the town, but it can make use of several important elements and themes can be translated from the older part of town. Similar plants and landscape elements can be used along Upper Main Street, including the Japanese Pagoda Trees, Elms, Sycamore Maples and Tupelo ("Beetlebungs") that do so well in the town. It is interesting to note that one of the oldest and most venerable trees in the town is a Japanese Pagoda Tree brought over from the Orient by a sea captain in the mid-Nineteenth Century. While some people insist on always using "native" plants in historic settings, it is clear that in Edgartown, so-called "non-native, introduced species" have always played an important historic role and should continue to do so along Upper Main Street.

Bring Back the Elms: American Elms have also historically played an important role in the town and some venerable giants remain in the center of town. Recent developments in treating Dutch Elm Disease and in developing disease-resistant

strains of Elms will allow this fabulous, unparalleled street tree to flourish again, both in the town and along Upper Main Street. Surprisingly, young elms continue to grow in the wild and along unmowed sections of highway. These young trees can be easily transplanted to more desirable locations or simply left in place if they are properly located. They can be protected from Dutch Elm Disease by annual injections of fungicide and by fertilizing, pruning and watering. The investment of time and money is well worth the very rapid growth rates and beautiful results created by healthy elm trees.

Another approach is to plant the disease-resistant "American Liberty Elm" developed by the Elm Research Institute in Harrisville, New Hampshire. While the eventual shape of this strain of elm is still in question (it may be bushier than the old American Elms), it has proven to be resistant to disease and is well worth planting on a trial basis. More information on American Elms as well as elm injection kits, fungicide and disease resistant elms can be obtained from the Institute (1-800-FOR-ELMS). The Institute sponsors plantings of elms in conjunction with local Boy Scout troops. A prudent approach would be to plant a substantial number of elms along with other types of trees. Lining Upper Main Street with a new generation of disease-resistant American Elms would bring back one of New England's most beloved features: a shady street lined with a cathedral-like canopy of towering elms. Given these remarkable tree's rapid growth rates (3-4'/year when young and when given proper care), Upper Main Street could be lined with large elms again within a span of 25 years if 2-4" saplings are planted soon. I recommend a major planting program of these trees in collaboration with the Institute if the town and landowners can commit to the moderate maintenance program that these trees require. I also strongly recommend treating the villages existing large elms with annual injections of fungicide to ensure that they continue to grace the town for many years to come. Annual injections are 95% effective in preventing elm disease on healthy, mature trees. Long live the Elms!

Conversion of Residences: The eastern end of Upper Main Street still contains many single family homes. While most are not of historic value, many contribute to the attractive character of this area and serve as a visual transition between the more commercial western end and the historic town center to the east. This transition zone should be preserved even as more residences are converted to commercial use over the years. Owners or developers wishing to convert homes to commercial use should be encouraged to add on to existing structures rather than tear them down. Plans involving demolition of existing structures should be carefully reviewed to ensure that proposed new buildings are in keeping with the scale and character of the surrounding neighborhood. Because the B-II District is narrower in this area, larger new buildings will be difficult to locate here anyway and should be discouraged.

As the District grows and more residences are converted for commercial use, the areas behind the houses should be used for carefully designed parking and a small access road serving the rear of the buildings. In Phase One, this may happen on only a few locations where two or more commercial conversions are located next to each other. In these situations, owners wishing to convert from residential to commercial should be required to cooperate with each other in the design and maintenance of common driveways and shared parking areas. Buffers should be required to protect adjacent residential areas. As more residences convert to

commercial in the future, the rear parking and roadway system can be connected to increasing numbers of stores. The rights and concerns of remaining residential landowners should be respected as this process evolves. Buffers and fences should be required to screen residential dwellings remaining along Upper Main Street.

Expansion of the A&P: The imminent plans of the A&P store to expand offer a unique opportunity to put in place several of the recommendations of the Upper Main Street Masterplan. A store chain of the size and reputation of the A&P with a considerable stake in Edgartown should be required to abide by the recommendations of the masterplan.

The architecture of the addition or new building should break the large size of the structure up into smaller volumes. The facade of the store facing upper main street should be as tall as possible within existing height restrictions. The area between the building and the street should be pedestrian oriented with sidewalks, street trees, low fences, benches and planting beds.

Parking for the expanded A&P should be located at the side and rear of the new building or addition, or in front if it is depressed below grade with fences and vegetation buffers. Service access and loading docks will have to be carefully coordinated with the parking lot. Some inconvenience and deviation from national standards will be necessary to make this arrangement work in Edgartown. The A&P expansion can eventually tie into the proposed shuttle parking lot and the expanded parking area and access road planned for the rear of the Upper Main Street buildings. The multiple curb cuts currently located in front of the A&P should be combined into one or two access points. The westernmost access point could be combined with the adjacent bank's driveway if this is mutually acceptable. The resulting store would be one of the flagships of the A&P chain, break new ground in supermarket design standards and draw national attention for its sensitivity to a historic environment. Some extra expense, added inconvenience during construction and deviation from accepted standards will be necessary to make the store work in Edgartown.

Bike Trail. Conflicts currently exist between the Upper Main Street bike trail and traffic entering and exiting the highway. Cars exiting driveways onto Upper Main Street must cross the bike lane first and are often not aware of cyclists. This is especially unsafe and unpleasant for the cyclists. The bike trail also suffers from drainage problems that inundate sections after major rains.

The bike trail should be relocated to avoid these conflicts and to improve the safety and cycling enjoyment of the riders. Several options exist. The trail could either be rerouted to the north along the proposed shuttle parking lot entrance where it would skirt the perimeter of the shuttle parking lot, the rear of the A&P and connect to Curtis Lane where it would continue toward the town. The bike path would not go through the middle of the parking lot but would be located in the woods at the edge of the lot, providing a more pleasant cycling experience. Another relocation option would be to re-route it to the south along the proposed rear access road connecting eventually to Pinehurst Road where it would continue into the town. The relocated bike trail should be designed so that it can also be used by pedestrians.

The trail should also be relocated at the west end of the district to allow it to cross Upper Main Street at a safer point. The current crossing at the tip of the Triangle is unsafe because it occurs at the intersection of two major roads. The trail could parallel the proposed new road at the western end of the District and cross Upper Main Street at the proposed intersection.

Building Expansions: New building construction is usually viewed as a threat to town character, but along Upper Main Street new buildings can actually be designed to improve the aesthetic and functional quality of the District. Carefully sited and designed new buildings can reinforce the edge of Upper Main Street, creating an attractive series of building facades along the road. New buildings can also be located to screen existing eyesores and parking areas. In short, the construction of well designed new buildings within allowable densities can be a powerful tool in preventing the Upper Main Street area from evolving into a typical commercial strip.

New buildings should be located close to the street and preferably be two to two and a half stories tall. One story buildings are popular for retail use, but combining office, storage and even apartments upstairs would allow taller buildings to be built. A mix of taller and shorter buildings is more in character with Edgartown and will better define the large, expansive spaces along Upper Main Street. Existing height restriction might even be waived in the case of a limited number of strategically placed and attractively designed spires reflective of Edgartown's church and municipal building steeples. A variety of building heights and masses should be encouraged within the framework of a consistent street edge. Extremes of height, setback and massing should be avoided.

Historic Edgartown is attractive in part because its streets are lined by an attractive edge of buildings. The building facades are varied, though they are generally consistent to a specific range of historic building styles. The edge of facades along the street is occasionally punctuated by an open lawn or by an occasional tall church or municipal building spire. Along Upper Main Street, this strong street edge can also be created.

Open Space Preservation: Existing open spaces in and adjacent to the district make an important contribution to the quality of the area. Not all of these spaces can be preserved but some can be saved without causing financial hardship for their owners. A commercial transfer of development rights program should be implemented in the district. This will allow increased density in certain areas to compensate for lack of development in the areas designated for open space preservation. A commercial TDR program works in the following manner. 1) All landowners receive "development rights" based on their ability to develop their land under current zoning. 2) Sites identified for open space preservation become sending zones and sites capable of increased commercial density become receiving zones. 3) Owners of receiving zone property buy the right to increase their allowed development density from owners of sending zone property. Thus owners of land slated for conservation are financially compensated by owners of land slated for increased development. Overall density in the district stays the same and the important open space parcels are preserved at the same time.

Developing such a program was not feasible under the current project but should be implemented in the near future in order to save important parcels of open space in and adjacent to the District. Key parcels that should be considered for preservation include the golf course property abutting the District to the north along Beach Road and three relatively undeveloped lots in the eastern half of the district on either side of Upper Main Street. These parcels are identified on the Phase 2 and 3 Concept Plans.

VII. The Masterplan Drawings

A number of detailed plans, illustrations and diagrams have been prepared to outline the specific physical planning and design recommendations of the masterplan. No single drawing illustrates a fixed "masterplan" in the traditional sense of a document to be implemented exactly as it is drawn. Instead, a series of concept diagrams outline the general physical direction that growth should take as it evolves in the future. A series of aerial perspectives illustrate what the District looks like today and what it will look like in the future if the masterplan is implemented and if it is ignored. Finally a more detailed diagram of a hypothetical section of Upper Main Street describes in closer detail specific site planning and design steps that can be taken on future projects to implement the masterplan's recommendations.

Site Analysis: Problems. This plan illustrates the current problems in the District. It groups the problems into the following categories: Traffic, Parking, Town Character, Architecture, Environment and Site Planning. For a more detailed discussion of these problems, see the Site Analysis section above.

Site Analysis: Assets. This plan illustrates the current assets of the District. It groups the assets into the same categories as above. For a more detailed discussion of the District's assets, see the Site Analysis section above.

Concept Plan: Phase One. The Phase One Concept Plan describes initial steps to take in implementing the Masterplan. These include eliminating curb cuts by consolidating shared entranceways, planting large trees in masses along Upper Main Street, building an expanded shuttle parking lot, creating rear parking lots and the beginnings of a small street behind the buildings.

Several building expansion and new building construction projects have been proposed during the course of this study and more will undoubtedly be proposed in the near future. Phase One envisions locating these new buildings along the street to help define the roadway and to screen existing and proposed parking in the back. The best locations for building additions or new buildings are shown by a shaded pattern on the plan. This pattern only indicates general areas within which buildings could be built and is not meant to represent the building footprint itself.

Traffic flow improvements in Phase One consist of a modification to the intersection of Beach Road and Upper Main Street (Vineyard Haven Road) to create a ninety-degree intersection here. Implementation of Fay, Spofford & Thorndike's one-way loop around the Island is also recommended, requiring the construction of a new road at the western boundary of the District.

The bike trail can be relocated in Phase One, as well. It can follow the proposed roadway and cross at the new northernmost intersection instead of at the dangerous tip of the triangle. From there it can continue in an easterly direction to its existing location in the center of the District. More extensive bike trail relocations are proposed in later phases.

Concept Plan: Phase Two. The Phase Two Concept Plan describes recommended actions to take after the initial steps have been taken. In the eastern end of the District, additional curb cuts can be eliminated as the rear parking and roadway are extended to serve more buildings. As residences convert to commercial use, they should be encouraged or required to connect to the rear parking system and phase out their individual curb cuts. A signage system identifying all the businesses on a particular shared driveway should be developed.

More extensive planting and screening can take place in Phase Two as well, especially in connection with the rear parking lots mentioned above. Care should be taken to screen the remaining residential properties and the residences in the adjacent district.

Recommended traffic flow is shown with black arrows. A four-way intersection should be created connecting Pinehurst Road with a new entrance located between the A&P and the bank. This will concentrate traffic into one intersection where it can be controlled during peak periods by a traffic policeman. A single, four-way intersection is much more efficient than dozens of individual entrances. Additional traffic flow improvements can occur at the Four Corners, perhaps by using the existing gateways at either in the buildings. A road connecting the shuttle parking area and the entrance north of the A&P should also be considered to allow shuttle traffic more direct access to the town. The town should coordinate with the A&P and the bank on this issue.

Concept Plan: Phase Three (Options A & B). Phase 3, of the Concept Plan illustrates the District in the more distant future. Two optional approaches have been illustrated. Option A proposes a rear access road adjacent to the southern boundary of the district. Option B proposes extending the B-II District boundary and proposed rear access road further south to create an extension of Pinehurst Road. Parts of this extension currently exist in the form of dirt roads and easements. In either case, a new road linking the rear parking areas of the buildings along Upper Main Street should be created to alleviate traffic congestion. This road should be relatively narrow (18-20') and be well screened from adjacent residences.

Phase One Site Plan: A more detailed site plan has been created of Phase One to show one way the recommendations of the Concept could be actually applied to the site. This plan represents only one of several ways the concept plan could be applied. It illustrates specific buildings, plantings, parking areas and other features in order to give a sense of how these areas can be designed. This site plan is not a specific blueprint for the District but illustrates the benefits of careful site planning and design applied according to the principles of the masterplan.

Site Planning Diagram: The "Site Planning Diagram" illustrates how new building construction and site design can help improve the character of Upper Main Street. On the left side of the diagram, a typical but imaginary section illustrates the worst aspects of today's Upper Main Street in plan view. The plan shows how the area suffers from ill-defined parking lots located in front of the buildings with little or no separation between the parking lot and the street. Large numbers of curb cuts and driveways create traffic hazards. Scattered, dispersed buildings surrounded by parking and pavement create eyesores and increase summer heat and glare. Trees and shrubs are few and far between and are planted as single specimens instead of in larger masses. Buildings are located too far back from the street so that a strong architectural definition of the street edge is lost. Overhead utility lines and large, poorly placed signs mar the streetscape. Too many low, one story buildings set far back from the street also reduce the sense of edge along the street. Buildings are blocky and lack articulation, detailing and a sense of historic proportion and balance.

The right side of the illustration shows how the same buildings can be added onto in a way that actually improves the appearance and functioning of the area. Substantial site improvements are also shown. Parking lots have been moved behind the buildings as additions are placed on the fronts to bring the structures closer to the street. The parking lots are screened from adjacent residential areas with planting and/or fences and planted buffers have been created within the lots themselves. Pedestrian walkways link all the stores in the area. Former parking lots are restored to lawn and large trees are planted in informal masses. Pathways, picket fences and flower beds enhance pedestrian-oriented "front yards" along Upper Main Street and "back yards" facing the new parking lots. Utilities have been buried underground and signs have been reduced in size and relocated to avoid obstructing views and pedestrian access. Multiple driveway entrances have been consolidated into just two lanes. New buildings and building additions of varied heights create "additive massing" in the manner of the town's traditional architecture. Appropriate use of details and architectural elements such as dormers, porches, trimwork and other features creates texture and variety while adding a human element to the building facades.

VII. Design Guidelines

These guidelines are intended to supplement the masterplan drawings and general recommendations. The guidelines recommend design approaches for the architecture and landscape of the District. They are not legally binding but are intended to advise and guide landowners and developers with plans to renovate, expand or build new construction in the District. At some point in the future, the town and District landowners may want to formalize these recommendations in a design review process for the District.

Building Massing: Traditionally in Edgartown, buildings have been located close to the street, forming a strong architectural edge. This edge is not uniform but is generally consistent. Variety in building types and masses, small variations in setbacks, areas of lawn or open space and site features such as fences create diversity within the overall consistency of the groups of building lining the streets.

While the character of the center of town should not be copied in the District, some of the same principles of massing can apply there.

Buildings should be located along the edge of the street with setbacks ranging from 15 to 30 feet. This will help create a consistent street edge.

New buildings should be broken down into smaller masses of a more residential scale. Large, massive buildings should be avoided in favor of groupings of smaller buildings of varying sizes and orientations. The groupings of smaller buildings can be used to create variety along the street, to create smaller enclosed pedestrian spaces and to enclose entrances and driveways.

Additive massing, otherwise known as the old New England tradition of adding on, should be used to break down the volume of larger structures. The rambling additions so typical of Old Edgartown could be adapted for commercial structures in the District, allowing a larger building volume to appear as a group of smaller masses.

Building Height: Buildings of two to two and a half stories should be encouraged in the District, especially along Upper Main Street. The one story buildings typical of newer commercial developments are too low to create a strong sense of enclosure along a street the size of Upper Main. One story buildings exclusively devoted to retail sales also preclude the diversity of uses that create variety and interest in the district. In a taller structure, the ground floors are typically devoted to retail uses, while the upper floors house office, storage or even residential uses.

Building Siting: Locate new buildings and additions close to Upper Main Street in order to reinforce the strong architectural street edge so typical of Edgartown's character. This siting can also be used to allow new buildings or additions to screen existing parking lots and vacant spaces. New buildings can actually fill in gaps that now exist between structures, creating a unified edge of individual buildings along the street. In the Triangle Area, for example, attractive building additions can be used to block views of the existing parking area and to create a cohesive edge along the streets.

Rooflines: Pitches ranging from 8 over 12 to 12 over 12 are standard for Edgartown. Flat or low pitched roofs as well as very steep roofs should be avoided. A diversity of roof heights and volumes can help create the variety that is typical of Edgartown.

Architectural Design: The District is obviously different from the historic center of Edgartown, so copying the architecture of the town center is usually not appropriate. What is needed in the B-2 is the use of architectural styles that reflect but don't imitate the massing, proportions and relationship to the street of traditional Edgartown buildings. Within the range of traditional building sizes, locations and orientations, a fairly wide range of architectural styles can be appropriate in the B-2. The key is to achieve variety and individuality without creating buildings that are monuments to their designers, are out of scale with their surroundings or are improperly sited in relation to their neighbors and to Upper Main Street. A restrained post-modernism that uses traditional elements in a relevant, balanced way and avoids historical gimmickry could work very well in the District.

Building designers should be creative and imaginative in the contemporary adaptation of traditional materials, proportions and detailing to the unique circumstances of the District. Special attention should be focussed on designing buildings that are tall enough to relate well to Upper Main Street and that create the type of pedestrian amenities and varied massing that will help give a sense of scale to the District. Creating village-like clusters of buildings rather than individual structures surrounded by parking or lawns is also critical.

Architectural Details: Architectural elements such as dormers should be in proportion with the overall building and should be in keeping with traditional Edgartown architecture. Exaggerated or excessively large architectural elements or ones that are out of proportion should be avoided. Use properly, architectural detail can be used in a positive way to create variety, interest and texture on a building.

Materials: Traditional materials such as weathered shingles, white wood trim and clapboards help blend new buildings in with the old, but should not be relied on by themselves to create a sense of historic character. Historic building materials are not effective when used on buildings that in other ways violate Edgartown's sense of scale, proportion and siting. In the B-2, these materials will be most effective when used imaginatively on structures that reflect traditional siting and proportions, but develop their own unique architectural approach.

Fenestration: Careful proportioning and location of windows on the building facade is critical in blending new construction in with the character of Edgartown. Typical Edgartown windows are rectangular with a vertical orientation and are accented by mullions. New fenestration can draw its inspiration from traditional windows and the variety and proportion they create on a building. Excessive regularity or irregularity should be avoided. Large picture windows, glass curtain walls should be avoided for aesthetic as well as energy conservation reasons. Windows can be used to create a sense of rhythm on a building. An overall balance is important, though typical Edgartown facades often contain window eccentricities such as small, oddly placed windows and occasional blank, windowless areas of clapboards or shingles that punctuate the fenestration. Studying - and adapting traditional Edgartown

fenestration is recommended to achieve the unique blend of proportion, rhythm and variety that is unique to the town's architecture.

Signage: Signs will be a critical element in creating a successful transition between driving and walking in the District. The new shuttle parking lot, reorganized traffic flows and the use of common driveways will require a well-coordinated signage system to guide drivers successfully to their destination and to encourage their use of the District and shuttle parking lot. To do this successfully, signs along Upper Main Street may have to be larger than the 12 square foot maximum currently required. A 16 to 22 square foot range may be more appropriate in the B-2 where traffic speeds are higher and distances greater than in the center of town. Carefully designed and lighted signs of the proper materials will blend in well at this size range in the District. In addition to orienting visitors, a well-designed and located system of signs could unify the District and provide it with a positive image. This system should probably be developed by a single designer to ensure overall consistency and careful placement of signs.

Lighting: The character of the District at night is very important because it is used frequently in the evening, especially in the wintertime. Typical commercial strips at night are marred by glaring, high intensity sodium vapor street lights that cast an eerie glow over the parking lots. A preferred approach involves the following recommendations.

Screen all exterior lighting: Require that all exterior lighting have "cut-off" type fixtures that prevent glare onto adjacent areas. Require color-corrected sodium vapor or other color corrected high intensity discharge (HID) lighting to avoid the orange or purple glare given off by non-color-corrected lights. Reduce the intensity level of lighting to create a more attractive night-time environment. Use a larger number of smaller light standards in the 12 to 18' height range rather than a few very tall standards or lights on tall phone poles. Use incandescent exterior lights in smaller, pedestrian exterior spaces where quality of light is especially important. Avoid intense spot lights that glare into pedestrian areas or streets.

VIII. Zoning Recommendations

Zoning regulations provide the legal framework for implementing the Upper Main Street Masterplan. Many aspects of the masterplan can be used in conjunction with the town's existing zoning by-laws and subdivision regulations. But modifications are necessary in order to give added strength to the by-laws, specifically reference the goals and requirements of the masterplan, and, in certain cases, specify allowable densities, dimensions, standards and quantities.

The proposed by-law modifications support the masterplan in several ways. First, the site plan review authority in the existing by-laws has been translated into a special permit process for all commercial uses. This is to provide the Planning Board with greater control over site planning and design issues than is achievable under only a site plan review process. The special permit process also encourages proponents to use greater flexibility and creativity in meeting the goals and requirements of the masterplan.

Secondly, the modified by-law specifically references the goals and purposes of the Master Plan and allows the Planning Board to use these goals as a factor in granting the Special Permit. The proposed modified by-law states in its introduction,

"The B-2 District is intended to provide for existing and future businesses while at the same time preserving the small town characteristics of the entrance to the town center and continuing a mixture of residential and non-residential uses. It is the intent of this by-law to promote the purposes of the B-2 District Master Plan, prepared by Dodson Associates, 1989, as may be amended or revised, with regard to all design principles contained in said Master Plan. Applicants for permits in the B-2 District are strongly encouraged to review said Master Plan prior to submitting documents for review."

The proposed by-law modifications also specifically outline several principle goals of the Masterplan as criteria that regulators may use in reviewing applications, including:

"promoting development consistent with the character and scale of traditional structures in Edgartown, as viewed from public ways;

maintaining consistent appearance with other structures in the area and the town as to primary wall and roof materials and color;

reducing, to the extent feasible, the number of curb cuts in the District;

reducing intrusion from commercial structures, lighting, and parking areas on adjacent residentially zoned or occupied properties;

promoting traffic and pedestrian safety;

promoting scenic views from publicly accessible locations."

In addition to these general references to the Master Plan, the proposed by-law modifications also specify specific dimensional, density and use requirements compatible with the Master Plan. These include requirements for locating buildings along the street, reducing setbacks from the street to create architectural edges, clustering buildings in groups, creating pedestrian amenities and pathways, reducing curb cuts and sharing entrance roads, locating parking in the rear or to the side of buildings, reducing conservative parking requirements that create excessive amounts of pavement, providing adequate buffering for neighboring uses, and providing plantings in parking areas. Including these specific requirements provides the Master Plan with teeth without creating excessively rigid numeric requirements.

Some of the site planning and design recommendations of the Master Plan do not lend themselves to translation into legal terms or rigid quantities. These more qualitative, but equally important requirements are referred to but not mandated in the modified by-law. It is simply not feasible to quantify many aspects of good design and planning in legal or numeric terms, so the by-law defers to the text and drawings of the master plan in certain instances. Judgement and resolution of these important qualitative issues will be determined by the Planning Board in a process

of negotiation and creative problem solving with the proponents and their consultants. The by-law describes performance standards, goals and procedures to be used in conjunction with the Master Plan to guide this review process. The modified zoning by-law creates a framework and spells out a process for implementing the masterplan. It places less emphasis on dictating exactly how development plans should be prepared and more emphasis on what the results of the plan should be. It relies on the Master Plan to provide a yardstick for measuring the success of the results of any given submission.

The proposed by-law emphasizes the fact that design should be an integral part of the zoning process. Design principles based on objective elements of historic town character are translated into both the specific requirements and general goals of the by-law. Use of these principles will help proponents successfully achieve the performance standards outlined in the by-law and the masterplan.

Finally, the zoning by-law modifications, while legally clear, specific and enforceable if contested situations develop, also encourage negotiation and creative problem solving as a preferred means of achieving a desired end.

IX. Implementation Process.

A plan is worthless unless it can be implemented in the real world of conflicting interests, divergent interpretations and fuzzy recall. The physical masterplan document needs to be accompanied by a workable procedure to use it in real-life situations.

The key to successful implementation of the masterplan is that it is specific enough to describe a real, tangible future for the District while being flexible enough to deal with unique circumstances as they develop. By describing a clear and specific vision for the District, it gives landowners the assurance that their rights will be respected and that they will be able to grow, while protecting the concerns of the town and of abutters about uncontrolled sprawl.

Implementation of the plan in specific cases will typically involve several steps.

Education. If landowners and developers know what is expected of them, they will begin preparing plans that better meet the town's expectations. This is why the masterplan includes a physical plan that indicates the desired future shape, form and design of the District without dictating too many specific elements. Landowners and developers have already started presenting development proposals that are very compatible with the masterplan because they know what the town wants! Clear and well-defined expectations generally produce submissions that meet these expectations because proponents want to please regulators and because the interests of the two can often be the same.

Negotiation. Once initial plans are submitted, a process of dialogue and negotiation should take place to allow all parties involved to most creatively solve the problem at hand within the framework of the masterplan and other town and state regulations. Regulators, proponents, abutters and other concerned parties should see themselves less as antagonists and more as problem solvers. Sometimes solving

the problem will involve rejecting the application outright, sometimes it will involve approving it unconditionally, but usually the review will involve making changes to the proposal that allow it to meet the requirements of the plan, the concerns of third parties and other applicable regulations.

All parties to a potential conflict should be encouraged to sit down together in the same room and try to work a problem out using the site planning and design recommendations of the masterplan.

Very early review of initial concepts is important, in order to allow discussion of the proposals before plans have proceeded too far.

X. Conclusion

Like it or not, Upper Main Street is becoming Edgartown's new commercial center, providing many of the essential services formerly located in the historic town center as stores in this area becomes increasingly tourist oriented. This trend may be disappointing to many, but it is a fact of life in Edgartown today. The positive aspects of this trend should be exploited by ensuring that Upper Main Street becomes a vibrant, more pedestrian oriented new town center, rather than just another line of stores along a congested highway. Even though the District has already developed a linear, highway oriented pattern and some of the aspects of a commercial strip, steps can be taken to reverse this trend as the area grows in the future. Far from being something inherently negative, future growth, if carefully planned and designed, can actually become an important means of reshaping the District from a commercial strip into a more traditional town center.

The Upper Main Street Masterplan has outlined a vision for this process that blends the need to manage growth with the rights of landowners. The plan has described this vision with enough specific physical and procedural detail to provide a clear plan for the district without creating a rigid document that cannot respond to future requirements and circumstances.

In this sense the Upper Main Street Masterplan is a hybrid between the old-fashioned physical masterplans popular in the first half of the Century and the policy and procedure-oriented plans and land-use regulations widely used in the past forty years. Pure physical masterplans suffered from the fact that they started going obsolete the minute they were printed. They were unable to respond to unforeseen future developments and were criticized for being "cast in stone". Because they were so far-reaching and detailed, they were often impossible to implement by town governments constrained by legal, financial and regulatory limitations. On the other extreme, plans based on written policies, data and regulations often ignored important physical planning and design issues that should be one of the foundations of good planning.

The masterplan will be successful if it is interpreted in a way that respects its goals and recommendations while adapting to, and indeed taking advantage of specific future circumstances. In other words, it should fall somewhere between "cast in stone" and "rubber stamp".

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The hidden advantage of the masterplan is that it allows for positive give and take between regulators and the regulated based on a clear and specific physical plan that has been enthusiastically accepted by both sides. There are some restrictive aspects to the plan that will concern landowners, but there are also aspects of the plan that will benefit them as well. Landowners have the assurance that when they give something up under the masterplan they receive something as well because the plan accepts the fact that growth will continue to occur in the District. It just needs to occur in a careful manner that respects the towns character and environment. So in exchange for committing to develop carefully in accordance with the masterplan, landowners and developers are given a more reasonable chance of seeing their projects approved with less hassle and red tape. And conservationists and historic preservation advocates can be assured that this future growth will occur in a manner that has less impact on, and in some cases even improves the character and environment of Edgartown's Upper Main Street.

XI. Appendices

Appendix A. Proposed Zoning By-Law Revisions

Attorney Mark Bobrowski has prepared proposed zoning by-law revisions to facilitate the implementation of the Masterplan.

The proposed revisions will be included in the Appendices after they have been reviewed and finalized by the Town.



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ARTICLE X. B-II UPPER MAIN STREET DISTRICT

The B-II Upper Main Street District is intended to provide for existing and future businesses while at the same time preserving the small town characteristics of the entrance to the town center and continuing a mix of residential and non-residential uses. It is the intent of this By-law to promote the purposes of the B-II Upper Main Street District Master Plan prepared by the Planning Board in association with Dodson Associates, 1989, as may be amended or revised, with regard to all design principles contained in the Master Plan. Applicants for permits in the B-II District are strongly encouraged to review this Master Plan prior to submitting documents for review. In the B-II Upper Main Street District no development shall be allowed except as follows:

10.1 Permitted Uses

- a. Any uses permitted in the R-5 District;
- b. Public parks, public playgrounds, and noncommercial recreational or fraternal buildings;
- c. Religious and educational.

10.2 Uses Permitted by Special Permit from the Planning Board.

- a. New Construction of structures containing the following uses shall require a Special Permit:
 - 1) Retail and service stores;
 - 2) Offices;
 - 3) Eating establishments;
 - 4) Banks;
 - 5) Transient residential facilities;
 - 6) Light manufacturing, wholesale or storage facilities of less than 3,000 square feet gross floor space;
 - 7) Gas stations, automotive repair shops, or salesroom;
 - 8) Movie theater, playhouse, and other centers for the performing arts;
 - 9) Nursery, horticultural uses on parcels of less than five (5) acres;
 - 10) Commercial recreation facilities, except as provided in Section 10.3;
 - 11) Apartments;
 - 12) Farmers markets or similar outdoor markets, provided that use does not exceed thirty (30) days per calendar year;
 - 13) Uses which have attributes (particularly, parking requirements, traffic generation, and scale of structures) substantially similar to a use permitted as of right or by Special Permit in Section 10.1 or Section 10.2 herein;
 - 14) Municipal or governmental uses.
 - 15) Registered Marijuana Dispensary
- b. Conversion of a residential structure to a commercial structure containing any of the uses in section 10.2.1 shall require a Special Permit.
- c. Expansion or alteration of a nonconforming use if such expansion or alteration would create a need for any of the features set forth in section 10.2.4 a-c, below, shall require a Special Permit.
- d.. Changes of Use Not Requiring a Special Permit
Any change of use from one category of Special Permit use set forth in Section 10.2.1 to a different category in said section, regardless of whether the use was previously authorized by Special Permit or the use is now nonconforming, shall not require a Special Permit unless such change would create a need for any of the following:
 - 1) any additional parking or loading; or
 - 2) any addition of more than 10% of the gross floor area of the structure housing the use; or



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ARTICLE X. B-II UPPER MAIN STREET DISTRICT (continued)

- 3) any substantial change to the buffer and screening of the structure or use. The burden of proof shall be upon the property owner to demonstrate that no such modifications shall occur. This section 10.2.4 is not applicable to the expansion, alteration, or change of nonconforming structures which is governed by section 10.6 below.
- e. Notwithstanding anything to the contrary in Article X, special permits are required in all circumstances, including new construction, conversion of a residential structure to a commercial structure, expansion or alteration of a nonconforming use, or change of use from one category of use to another, where the primary or principal use is as follows:
 - 1) retail sale of ice cream or frozen yogurt
 - 2) gas stations
 - 3) rental of video tapes or disks
 - 4) retail sale of groceries or prepackaged food or drink for consumption either on the site or off-site
 - 5) sale of food or drink prepared or portioned on site for consumption either on the site or off-site

Any internal floor plan changes or external or site modification of such businesses shall require a special permit, unless such change is found insubstantial by a majority vote of the Planning Board.

This section 10.2.5 is not applicable to the expansion, alteration, or change of nonconforming structures which is governed by section 10.6 below.

10.3 Prohibited Uses

- a. Amusement parks, drive in movie theaters, or other similar recreational facilities;
- b. Any use which is noxious, offensive or causes a nuisance;
- c. All others not included in Section 10.1 or 10.2

10.4 Special Permit Procedures

- a. **Application.** Applications for Special Permits for new construction (including expansion, alteration or change) of a use set forth in Section 10.2.1, and applications for changes from one category of use permitted by Special Permit in Section 10.2.1 to another category (unless exempted by Section 10.2.2), shall be accompanied by seven (7) copies of a Development Plan. Unless waived by the Planning Board in writing for unusually simple circumstances, plans subject to this section shall show the following existing and proposed features:
 - 1) all boundary line information pertaining to the land sufficient to permit location of same on ground, including assessors map and lot number information;
 - 2) existing and proposed topography at 2 foot contour intervals;
 - 3) water provision, including fire protection measures;
 - 4) sanitary sewerage
 - 5) storm drainage, including means of ultimate disposal and calculations to support maintenance of the requirements in the Planning Board's Subdivision Rules and Regulations;
 - 6) parking and loading spaces, access and egress provisions (including location of curb cut), walkways, and existing parking areas on adjacent lots;



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ARTICLE X. B-II UPPER MAIN STREET DISTRICT (continued)

- 7) planting, landscaping, and screening;
- 8) location of existing and proposed buildings, with information on gross lot coverage;
- 9) first floor plans and architectural elevations of buildings, location of proposed signs with dimensions, proposed lighting, and representation of building facade from the street providing frontage;
- 10) sufficient information to ensure compliance with all applicable provisions of this Zoning By-law.

- b. Preparation of Development Plan.** Development Plans shall be submitted on 24-inch by 36-inch sheets. Plans shall be prepared by a Registered Architect, Registered Landscape Architect, Registered Professional Engineer, Registered Land Surveyor, or other design professional deemed acceptable by the Planning Board. Dimensions and scales shall be adequate to determine that all requirements are met and to make a complete analysis and evaluation of the proposal. The Planning Board may waive the requirements of Section 10.4.1 and Section 10.4.2 where no exterior change will be made to an existing building and the lot on which the use is located.

10.5 Conditions

No application for a Special Permit for new construction or change from one category of Special Permit use to another (unless exempted by Section 10.2.2) shall be considered by the Planning Board unless all proposed construction or change, as evidenced by the Development Plan, conforms with all of the following conditions:

a. Dimensional and Other Lot Requirements

- 1) Total lot area shall not be less than 6,500 square feet;
- 2) More than one principal structure may be placed on a lot provided the applicant demonstrates that:
 - (a) required parking for the lot shall be located not forward of the front line of any structure(s) on that lot, or on an adjacent lot or contiguous lots;
 - (b) no principal structure shall be located in relation to another principal structure on the same lot, or on an adjacent lot, so as to cause danger from fire;
 - (c) all of the multiple principal structures on the same lot shall be accessible via pedestrian walkways connected to the required parking for the premises and to each principal structure.
- 3) In order to reflect traditional setbacks along Upper Main Street, to create an architectural edge to the B-II District, and to screen (to the extent feasible) parking and access ways from public view, structures shall be set back not more than forty (40) feet, nor less than twenty (20) feet from the street pavement line, except that a structure need not be set back no further than any structure existing on the premises on April 11, 1989, if less, and no further than the average of the setbacks on adjacent lots, if less. No structure shall be located within ten (10) feet of the side or rear property lines. Where an applicant demonstrates that greater front setbacks, or lesser side or rear setbacks, is necessary for the reasonable development of the parcel, the Planning Board may modify such requirements provided that access is assured for fire and other such emergencies.



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ARTICLE X. B-II UPPER MAIN STREET DISTRICT (continued)

- 4) At least 20% of the lot shall consist of open space dedicated to natural or pedestrian use. Buildings, parking lots, access ways, and other uses shall be located as to leave the remaining open space in as usable and contiguous a form as is feasible.
 - 5) No sign shall be located within fifteen (15) feet of the street pavement line. Signs shall meet all of the requirements in Article XV, herein.
- b. Parking, Loading, and Access Requirements**
- 1) Required parking areas shall not be located forward of any building front line on the lot, on an adjacent lot or contiguous lots;
 - 2) All required parking areas, except those serving residential premises, shall be dustless, durable, composed of an all weather surface, designed to adequately handle drainage, and designed to prevent dust, erosion, water accumulation, or unsightly conditions. In parking areas with eight or more spaces, individual spaces shall be delineated by painted lines, wheel stops, or other means;
 - 3) Off-street parking shall be provided in accordance with or shall exceed, the following schedule:
 - (a) Retail sales and service establishments: one parking space per 350 square feet of gross floor area or any fraction thereof;
 - (b) Places of public assembly: one space per four seats of occupancy;
 - (c) Restaurants, bars, eating places: one space per three seats therein;
 - (d) Office or professional use, banks: one space per 250 square feet of gross floor area or any fraction thereof;
 - (e) Inn and hotels: one space per guest unit, plus one space per each twelve guest units or any fraction thereof;
 - (f) Dwellings: one space per two bedrooms, or fraction thereof;
 - (g) Other uses: spaces in accordance with anticipated needs as determined by the Building Inspector after consultation with the Planning Board.
 - 4) Parking areas shall contain 250 square feet of planted areas for every 1000 square feet of parking proposed.
 - 5) For parking areas of fifteen (15) or more spaces, bicycle racks facilitating locking shall be provided to accommodate one bicycle per three (3) parking spaces or fraction thereof. Such bicycle rack (s) may be located within the parking area or in another suitable location as deemed appropriate by the Planning Board;
 - 6) Adequate off-street loading facilities and space shall be provided to service all needs created by new construction whether through additions, change of use, or new structures. Facilities shall be so sized and arranged that no vehicle need regularly to back onto or off of a public way, or be parked on a public way while loading, unloading, or waiting to do so.
 - 7) To the extent feasible, lots and parking areas shall be served by common private access ways, in order to minimize the number of curb cuts in the B-II District. Such common access ways shall be in conformance with the functional standards of the Subdivision Rules and Regulations of the Planning Board for road construction, sidewalks, and drainage. Proposed documentation (in the form of easements, covenants, or contracts) shall be submitted with the application demonstrating that proper maintenance, repair, and apportionment of liability for the common access way and any shared parking areas has been agreed upon by all lot owners proposing to use the common access way. Common access ways may serve any number of adjacent parcels deemed appropriate by the Planning Board.
 - 8) There shall be a maximum of one 16' wide curb cut per lot on a public street. All new curb cuts, or modifications after January 7, 2014 shall require a site plan review from the Planning Board.



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ARTICLE X. B-II UPPER MAIN STREET DISTRICT (continued)

c. Screening, Buffers, and Landscaping

- 1) Parking lots, loading areas, storage areas, refuse storage and disposal areas, and service areas shall be screened from view, to the extent feasible, from all public ways, and from adjacent residentially zoned or occupied properties, but the use of planted buffers of at least 10 feet in width, fences or walls, location, or combination thereof. Fences shall be no higher than six (6) feet and of design and materials consistent with the architecture and landscape of Edgartown. Planted areas intended to provide screening shall contain trees or shrubs of a species common to the area and appropriate for screening, spaced to minimize visual intrusion.
- 2) Required front yards, and required plantings in parking areas, shall be landscaped by planting of grass and shade trees, of species common to the area, and maintained in a slightly condition at all times.

d. Building Design and Use

- 1) Floor area below ground level may be used in accordance with 10.1 (Permitted Uses) and 10.2 (Conditionally Permitted Uses) as long the business in the below ground level area is an extension of the existing first floor business and is owned and operated by the owner of the first floor business.
- 2) The total floor area (measured from exterior faces of the structure) on all floors of all structures (other than a basement) shall not exceed 50% of the total lot area. Any basement used for commercial space, shall not be calculated as part of the total floor area for the purposes of this section of the zoning bylaw.

Notwithstanding the above, the total floor area of all structures may exceed 50% of the total lot area, but not more than 80% of the total lot area, provided that the applicant demonstrates that the lot shall be served by a common access way, as set forth in Section 10.5.g, or shared parking areas with adjacent premises.
- 3) Buildings shall be oriented towards both the required parking area serving the premises and the front yard of the structure in order to facilitate access for pedestrians. Signage, walkways, and entrances/egresses shall be provided at both locations, unless this requirement is waived by the Planning Board;
- 4) Frontal dimensions of principal structures shall be approximately parallel to Upper Main Street, or other nearby street providing frontage for the lot.
- 5) The scale of small businesses shall be maintained in the case of structures exceeding 2,000 gross square feet of floor area, through architectural devices such as breaks in wall and roof lines, varied floor plans, and other techniques.
- 6) Structures shall maintain consistent appearance with other structures in the area and the Town as to primary wall and roof materials and color.
- 7) Conversion of existing residential structures to commercial structures or use shall retain the existing structures to the extent feasible without removal or destruction thereof.



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ARTICLE X. B-11 UPPER MAIN STREET DISTRICT (continued)

10.6 Expansion, Alteration, or Change of Nonconforming Structures and Uses

No alteration, expansion, or change of a nonconforming structure or use, except as exempted in section 10.2.3 or 10.2.4 shall be permitted unless a special permit is granted by the Planning Board after finding that such expansion, alteration or change shall not be substantially more detrimental than the existing nonconforming structure or use to the neighborhood. Expansion, alteration or change of preexisting structures shall retain the character and scale of other structures located within or near the B-II District, as described in the Master Plan.

10.7 Decision

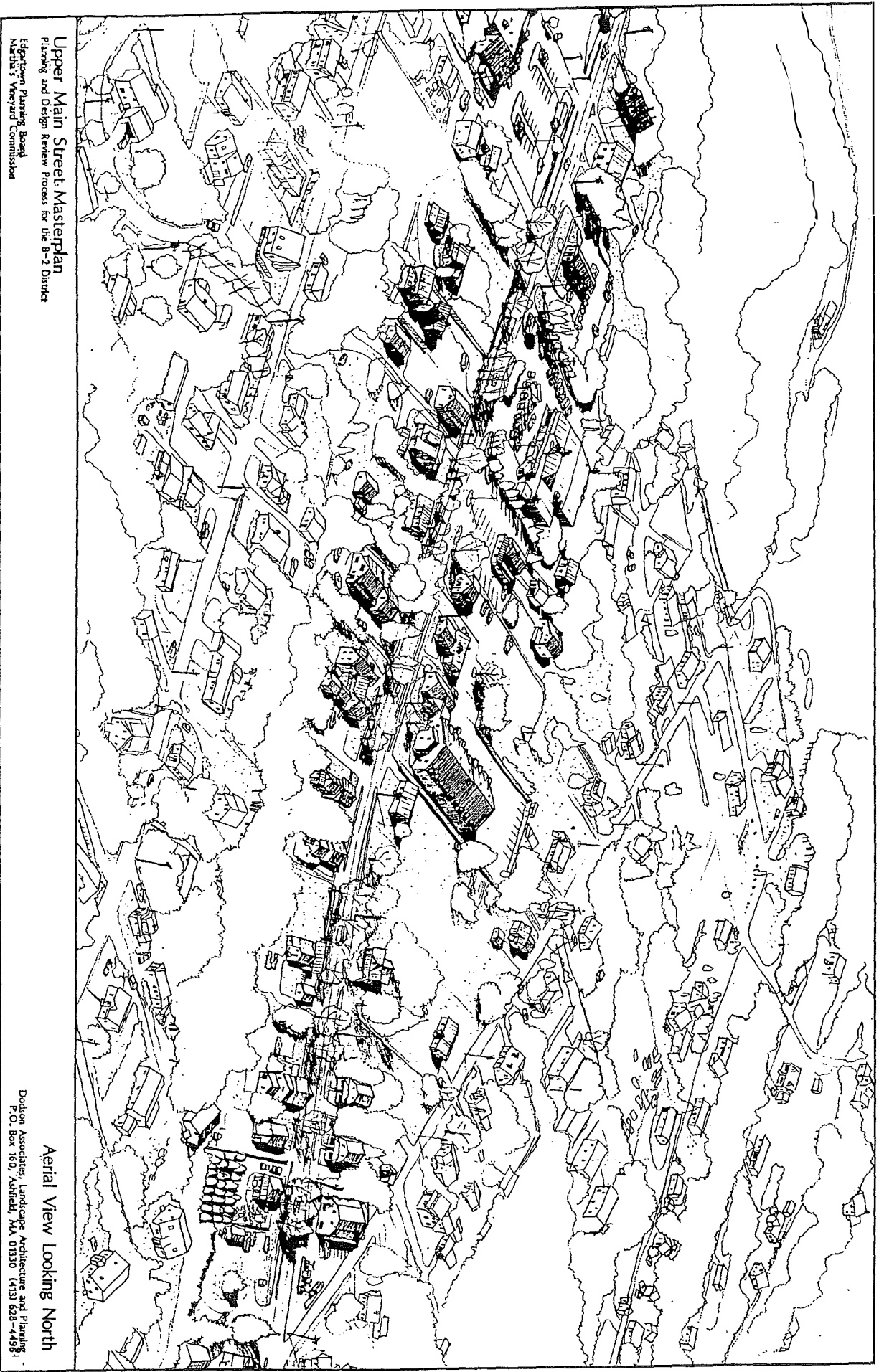
In order to reach a conclusion under the general criteria for issuance of a Special permit set forth in Section 17.6, below, the Planning Board shall consider whether the proposed use or change would have any of the following beneficial or adverse impacts on the B-II Upper Main Street District and the town:

- a. promote development consistent with the traditional structures in Edgartown, as viewed from public ways;
- b. maintain consistent appearance with other structures in the area and the town as to primary wall and roof materials and color;
- c. reduce, to the extent feasible, the number of curb cuts in the District;
- d. reduce intrusion from commercial structures, lighting, and parking areas on adjacent residentially zoned or occupied properties;
- e. promote traffic and pedestrian safety;
- f. promote scenic views from publicly accessible locations.

Appendix B. Masterplan Documents

The following drawings form the graphic portion of the Masterplan. Each document is explained in Chapter VII.

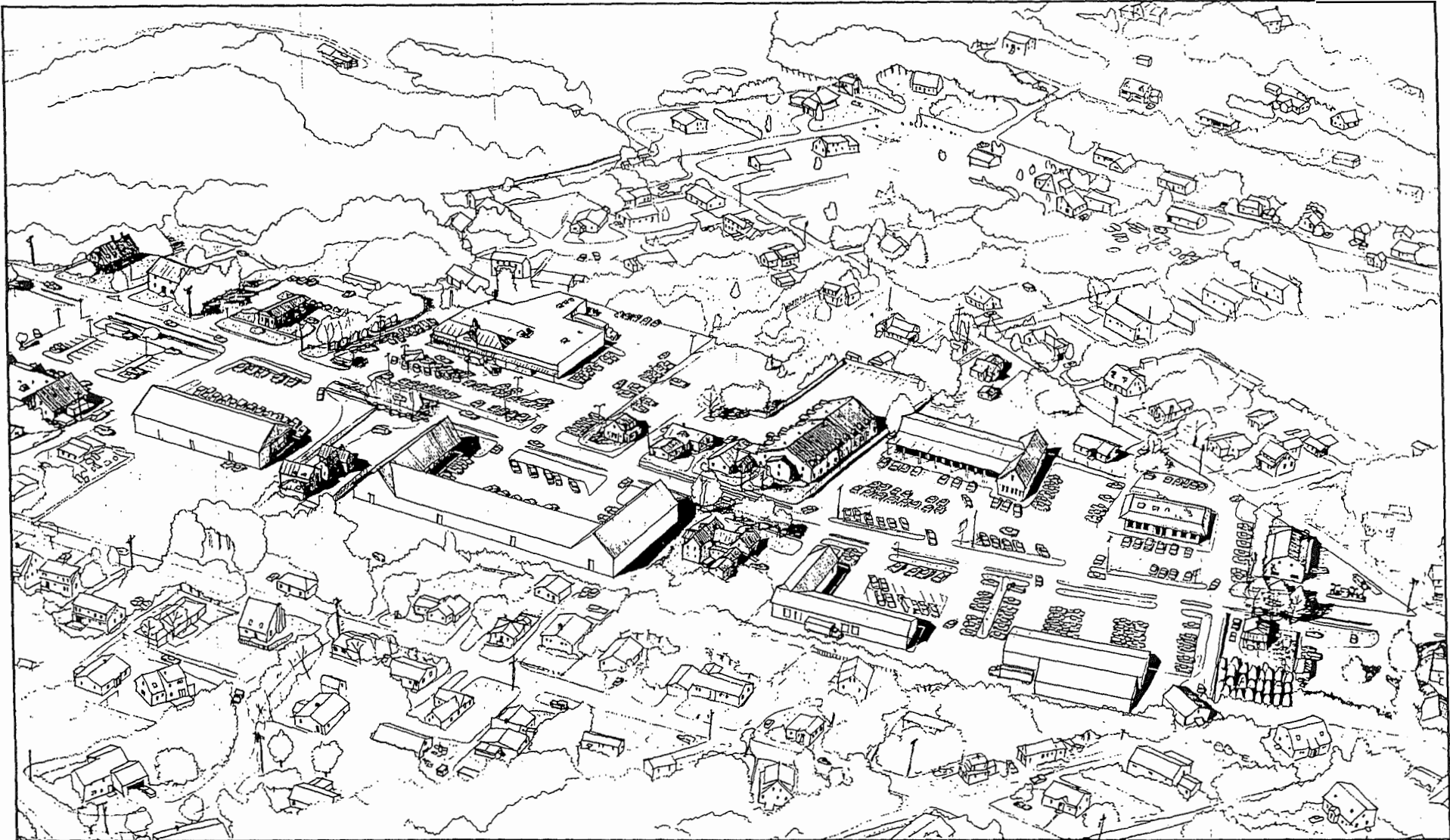




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Aerial View Looking North
Dotson Associates, Landscape Architecture and Planning
P.O. Box 160, Adfield, MA 01330 (413) 628-4498

Aerial View of the B-2 District: Existing Conditions



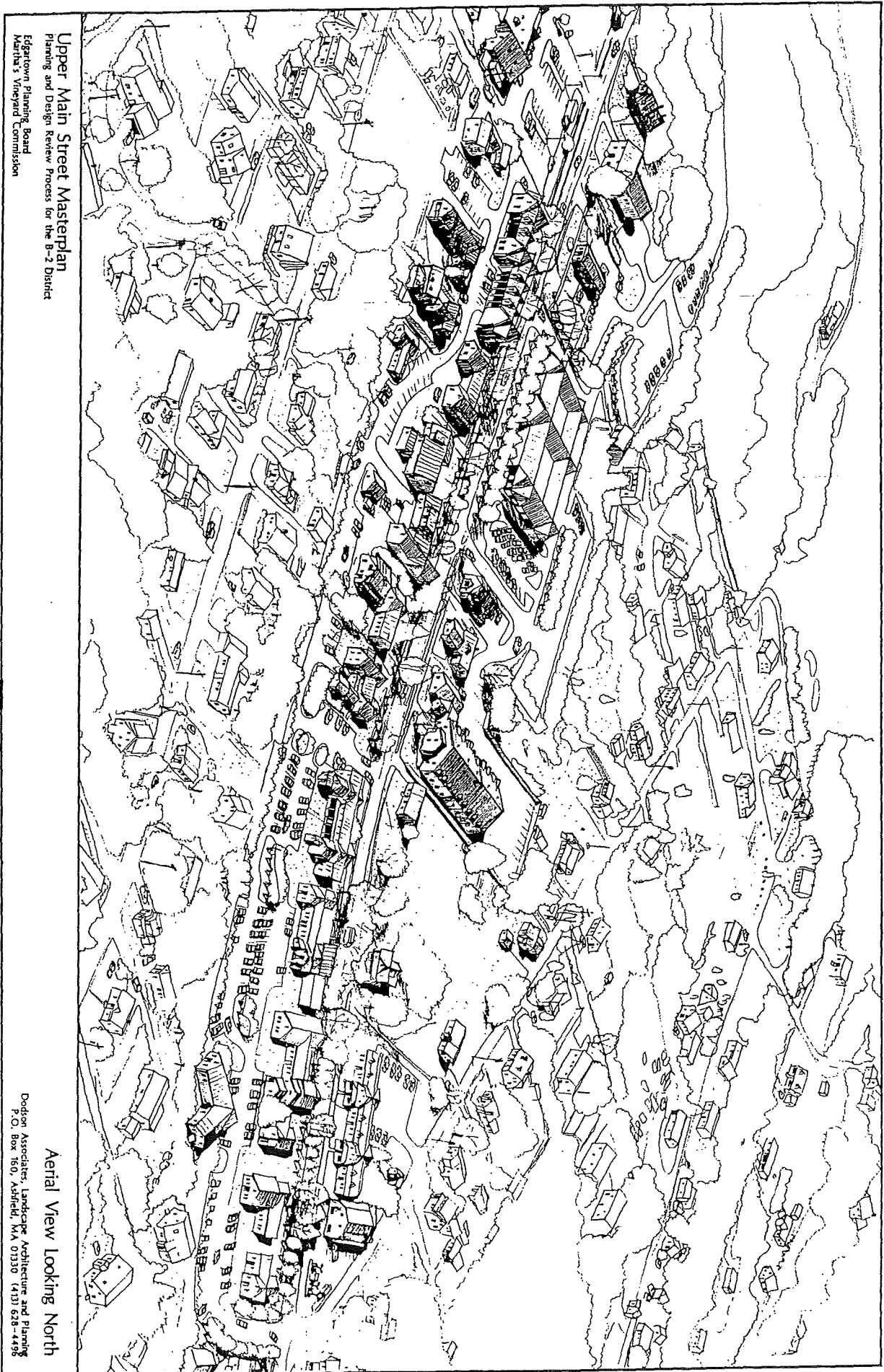
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Aerial View Looking North

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Aerial View of the B-2 District: After Projected Conventional Development

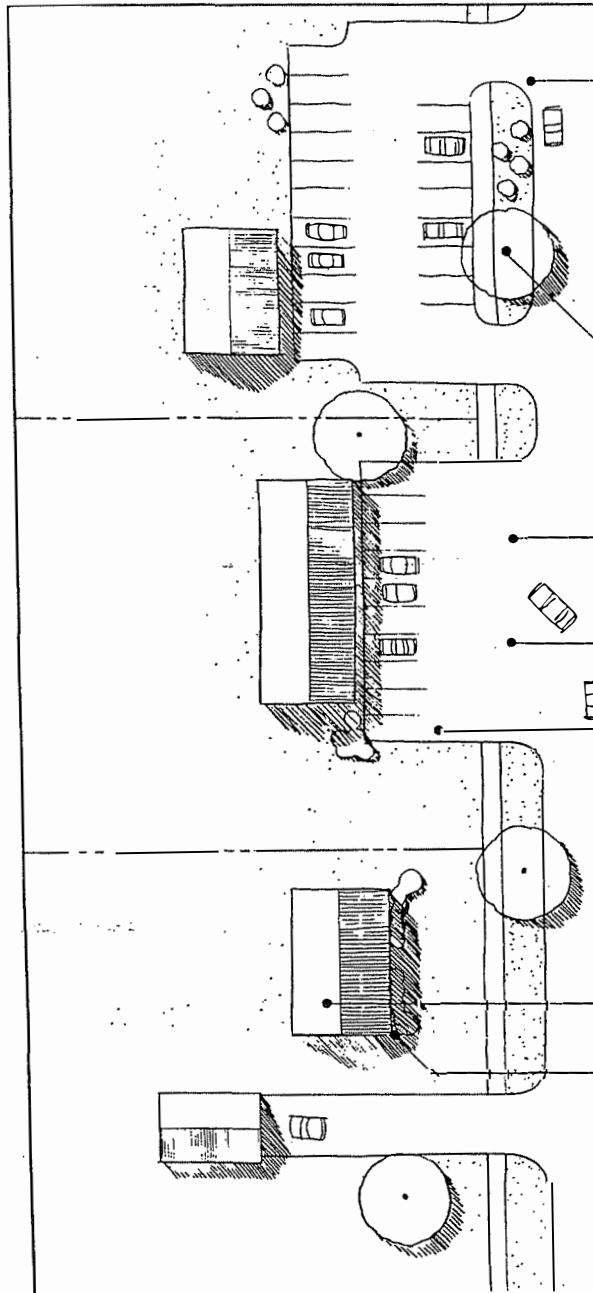


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Aerial View Looking North

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Aerial View of the B-2 District: Development According to Proposed Guidelines



Large Number of Curb-Cuts is Dangerous and Disrupts the Street Edge

Scattered, dispersed buildings surrounded by parking and blank open space.

Trees and Shrubs are Scattered Not Reinforcing or Creating Spaces

Lack of Varied Massing or Rhythm in Siting

Vehicular Patterns Dominate Making Pedestrian Circulation Dangerous

Street Blends Into Parking Lot Making One Large Sea of Asphalt

Parking Lots Located in Front of Buildings

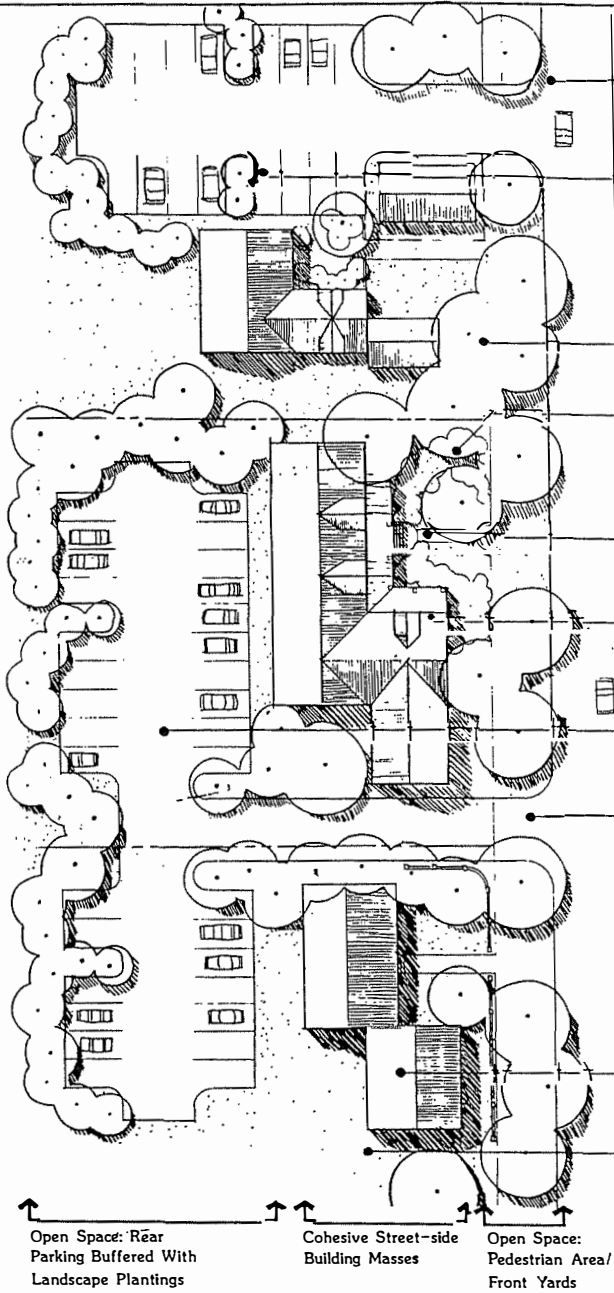
Low, 1 story buildings layed out along frontage in a repetitive pattern along street

Building Form is Blocky with Little Articulation

Buildings Set Back from Road Have a Weak Relationship with the Street Edge

Avoid low buildings lost in a sea of suburban open space and parking.

Existing Conditions



Consolidate and Reduce the Number of Curb-Cuts

Move Parking Lots to the Sides if They Will Not Fit in the Rear

Buildings arranged on the land in varied, clustered masses focussing on the street.

Create Loose Massings of Large Street Trees

Create Shrub Masses

Open space is focussed along Upper Main Street and behind buildings, not scattered throughout site.

Establish Pedestrian Relationship with Street and Create Pedestrian Access

Encourage variety, irregularity and uniqueness in building location and design reflecting traditional Edgartown patterns.

Move Parking Lots to Rear and Screen with Vegetation

Establish Common Driveways Where Possible, tightly enclosed to form an alley or gateway effect.

Use Fences, Hedges, and Other Traditional Devices to Define the Sites "Formal but Friendly" Relationship to the Street

Building Additions Should be Toward the Street to Tighten Building-Street Relationship

Reduced side lot setbacks allow varied massing of new buildings in clusters along street.

Encourage 2 or 2 1/2 story buildings to reinforce street edge, reflect traditional Edgartown building forms.

Open Space: Rear Parking Buffered With Landscape Plantings

Cohesive Street-side Building Masses

Open Space: Pedestrian Area/ Front Yards

Proposed Improvements

Appendix C: Upper Main Street Land-use Data

This information on land-use in the B-2 District has been compiled and provided by Ann K. Skiver of the Martha's Vineyard Commission.

Land Use in Edgartown B-2 District

<u>Land use</u>	<u>Acreage</u>	<u>Number of Lots</u>	<u>Average Lot Size</u>	<u>% of B-2 District</u>
Commercial	16.47 ac.	40	.41 ac.	60.5%
Vacant	5.63 ac.	15	.38 ac.	20.7%
Residential	5.11 ac.	17	.30 ac.	18.8%
Town Owned	0 ac.	0	0 ac.	0%
<u>Total B-2 District</u>	<u>27.21 ac.</u>	<u>72</u>	<u>.38 ac.</u>	<u>100.0%</u>

Building Use in Edgartown B-2 District

<u>Building Use</u>	<u>Total Sq.Ft.</u>	<u>% of B-2 District</u>	<u>Land Area in Sq. Ft.</u>	<u>% of B-2 District</u>
Restaurant	17,549	6.9%	75,373	6.4%
Inn/Hotel	29,718	11.7%	41,382	3.5%
Residential	38,072	15.0%	240,312	20.3%
Mixed Use: Residential/ Commercial	17,821	7.0%	54,886	4.6%
Misc. Retail	102,475	40.3%	327,609	27.6%
Misc. Office	21,555	8.5%	89,049	7.5%
Banking and/or Professional Services	25,642	10.1%	132,537	11.2%
Vacant Parcels and/or Buildings	1,280	0.5%	224,092	18.9%
<u>Total B-2 District</u>	<u>254,112</u>	<u>100.0%</u>	<u>1,185,239</u>	<u>100.0%</u>

Notes:

1. Number of Buildings in District: 57

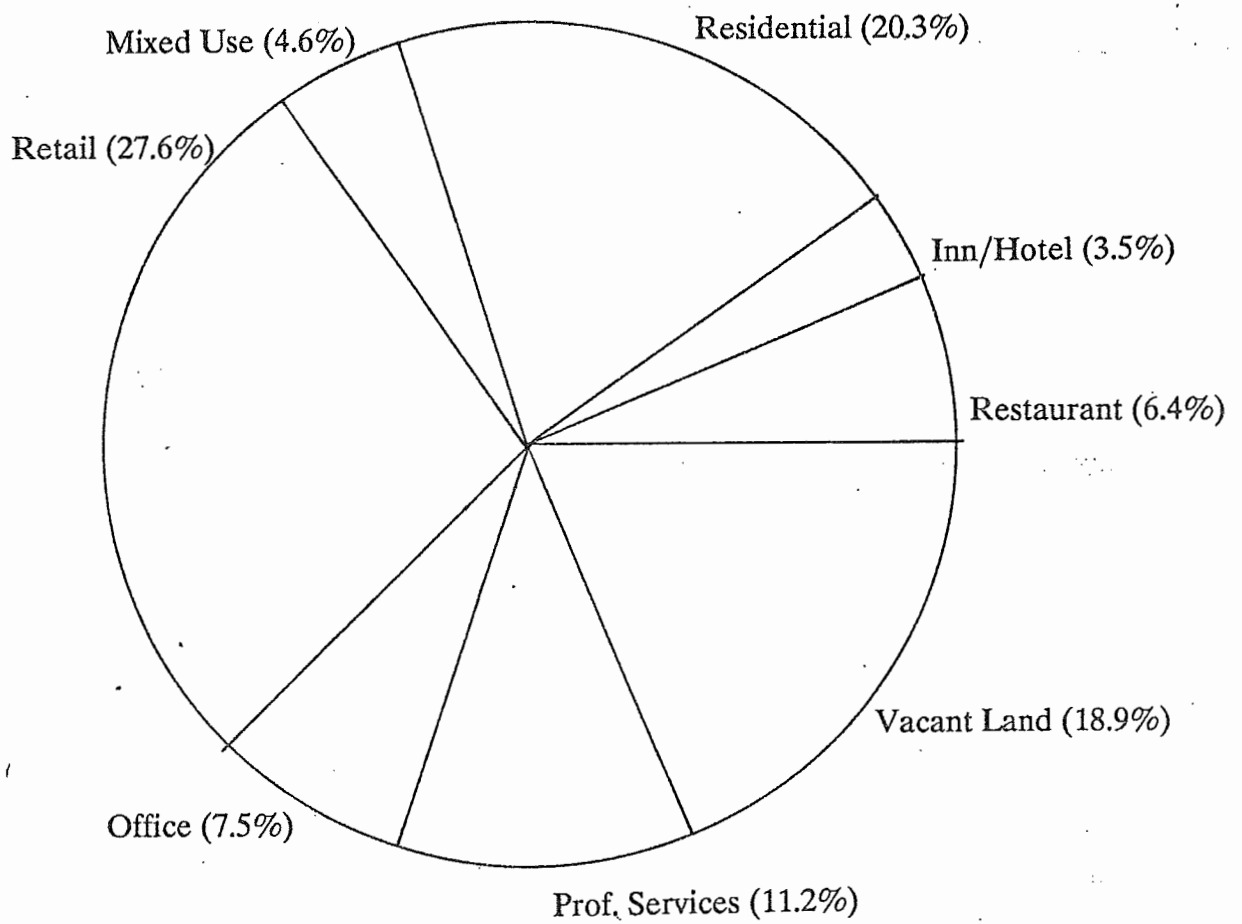
2. Average Building Size: 4.458 s.f.
3. Average Building Size vs. Lot Area Ratio: .28
4. Figures based on 1988 Tax Assessor records.

Key to Land-Use Map

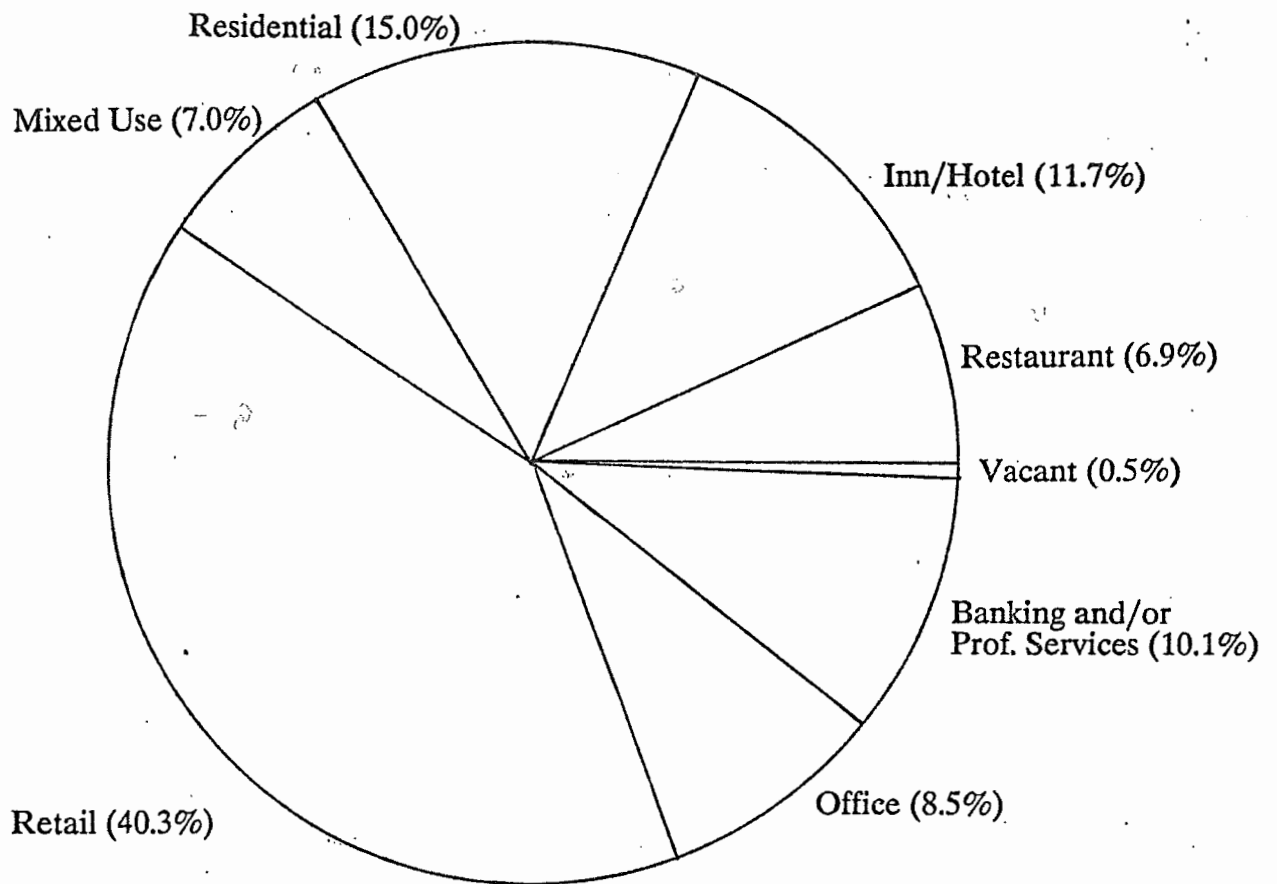
1. MSPCA/ Vineyard Veterinary Clinic
2. Martha's Vineyard National Bank
3. Duke County Travel
Taylor Woodworking and Kitchen Showroom
4. Vacant Lot
5. Harborside Realty
Landscape, Landscaping
Vineyard Theaters Office
6. Martha's Vineyard Health & Racquet Club
Jayne Cooper Hair Salon
7. 4 Flags: Granite 5 & 10
Site & Sounds Video Store
True Value Hardware
8. 4 Flags: Post Office
Benetton
9. Jane Brown Triangle Complex:
Your Market
U.S. Post Office
Jane Brown Real Estate
Restaurant/Deli
10. Sheehan Triangle Speculative Office-retail
11. Triangle Pharmacy
12. Sheehan Triangle Speculative Office-retail
13. Square Rigger Restaurant
14. Edgartown General Stores:
Video, antique store, pasta shop
15. Dark Woods/ MVTransit Authority Summer Parking Lot
16. Residential/ Silva
17. Residential/ Silva
18. Oneil Real Estate
19. The Island Group Real Estate
20. Donaroma's Nursery
21. Lawry's Seafood Restaurant and Market
22. Al's Package Store
Tom's Deli
Trader Fred's
23. Residential/ Angus
24. Turf and Tackle: Retail
25. Edgartown National Bank
26. Commercial Storage Facility
27. Residential/ Butman
28. A & P Grocery Store
29. Dairy Queen Restaurant
30. Residence/ Walpole
31. Residence/ Walpole
32. Vacant Lot
33. Residential/ Santos

34. Ayn's Shuttle Shop: Retail
35. Residential/ Oneill
36. Residential/ Willoughby
37. Proposed Edgartown Paint Store Renovation
38. Daybreak Clinic
39. Kelly's Kitchen Restaurant
40. Vacant Lot
41. Sheer Elegance Hair Salon
42. Beeftender Restaurant/ Heritage Hotel
43. Arbor Inn
44. Residential/ Ewing
45. Residential/ Waight-Stacy
46. Residential/ Look
47. Whale Real Estate
48. Hook and Needle Shop
49. Edgartown Paint Store
50. Residential/ Dunn
51. Boat Storage and Repair
52. Parking Lot/ Used Car Sales
53. Residential/ Mercier
54. Residential/ Madeiros
55. Vacant Lot
56. Barbara Nevin Real Estate
57. Vacant Lot
58. Linda Bassett Real Estate
59. Residential/ Maciel
60. Texaco Service Station
Midway Market
Soigne
Shiretown Meat Market

**Edgartown B-2 District
Breakdown of Land Use
January 1, 1989**



**Edgartown B-2 District
Breakdown of Building Use
January 1, 1989**



Site Analysis: Assets

Traffic.

Bike Path - Separate bike way minimizes conflict between bikes and cars moving along upper main street
Circulation - As main access to Edgartown, upper main can be an introduction, or "Gate Way" to the town
Possible Future Access - Unused right-of-way between beach road and vineyard haven road

Parking

Screened Parking - Some lots are behind structures, hidden from the street.
Easy Access - Parking right next to store allows quick drop-in shopping.

Town Character

Setbacks - Older residential buildings are close to street, giving a sense of "downtown".
New Construction has in some areas followed this pattern

Street Edges - Old houses and some new construction providing a strong edge along street
Enclosure - In some areas, buildings close to street and mature trees create a sheltering environment for pedestrians
Townscape - Small variations in setbacks and between clusters of building and open lots with views, provide a pleasing experience for both drivers and the pedestrians.

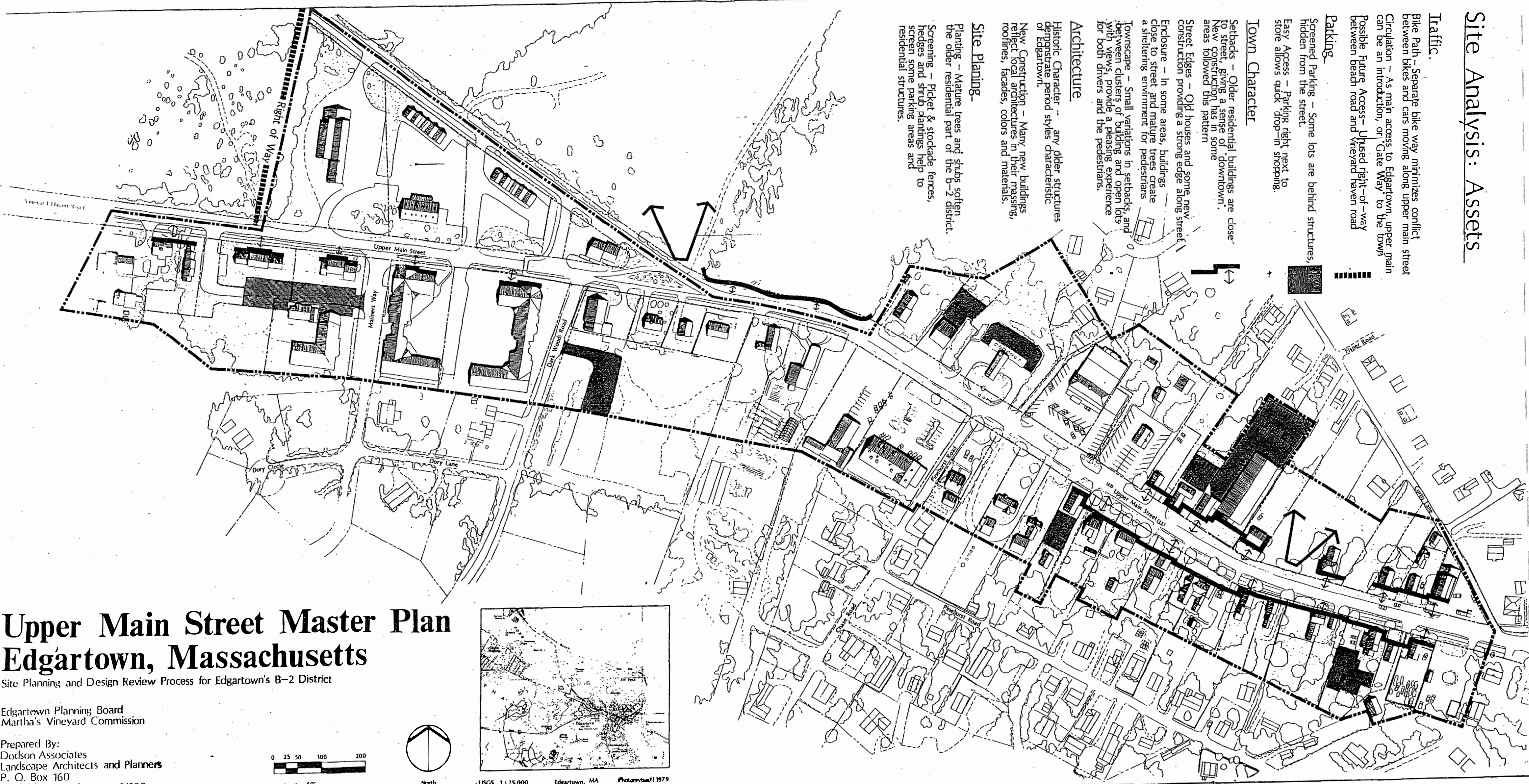
Architecture

Historic Character - any older structures demonstrate period styles characteristic of Edgartown.

New Construction - Many new buildings reflect local architectures in their massing, rooflines, facades, colors and materials.

Site Planning

Planting - Mature trees and shrubs soften the older residential part of the B-2 district.
Screening - Picket & stockade fences, hedges and shrub plantings help to screen some parking areas and residential structures.

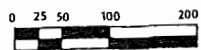


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Martha's Vineyard Commission

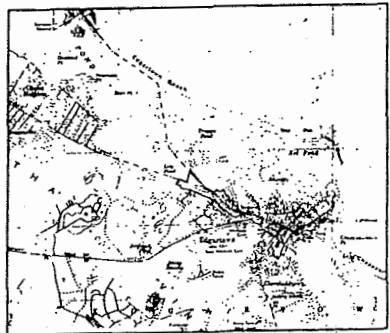
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Scale: 1" = 50'



North



USGS 1:25,000 Edgartown, MA Photomosaic 1979

Site Analysis: Problems

Traffic

Multiple Curb Cuts - Traffic slows as drivers look for and negotiate over 50 separate curb cuts.
 Left Hand Turns - Cars turning left stop through-traffic headed downtown.
 Bicycle/Vehicle Conflicts - 150-200 Bikes per hour at peak, cross at the main bike path crossing. Cars pulling out of every driveway on the south side of the street must cross bike path.
 Circulation - poor design of street corners impedes smooth traffic flow.

Parking

Unscreened Parking Lots - Large expanses of unbroken pavement reflect heat and glare, increase runoff.
 Limited Parking Area - Existing parking lots inadequate for expansion of commercial buildings or expansion of shuttle program.
 Safety - Poor Design and inadequate lighting make use of some lots difficult, if not dangerous.

Town Character

Setbacks - Excessive setbacks inconsistent with sense of downtown.
 Street Edge - lack of consistent building edge along street.
 Enclosure - lack of trees, buildings too low or too far back leave pedestrians exposed, reinforce strip character.
 Overhead Utilities - Poles, transformers and wires are visually disruptive and out of character with the town.
 Signage - inappropriate design and placement, lighting - inappropriate character, intensity, and color.

Architecture

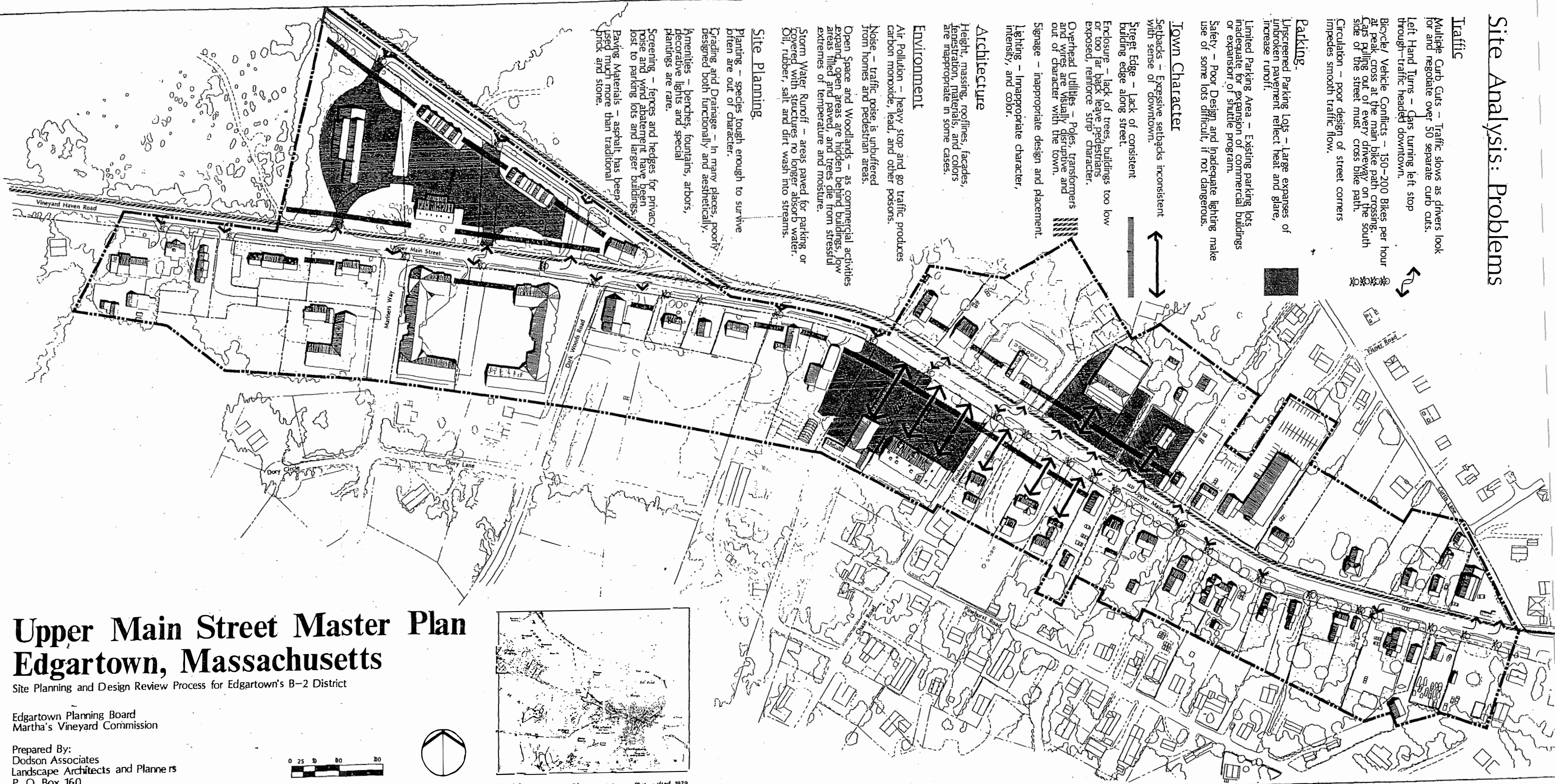
Height, massing, rooflines, facades, penetration, materials, and colors are inappropriate in some cases.

Environment

Air Pollution - heavy stop and go traffic produces carbon monoxide, lead, and other poisons.
 Noise - traffic noise is unbuffered from homes and pedestrian areas.
 Open Space and Woodlands - as commercial activities expand, open areas are hidden behind buildings, low areas filled and paved, and trees die from stressful extremes of temperature and moisture.
 Storm Water Runoff - areas paved for parking or covered with structures no longer absorb water. Oil, rubber, salt and dirt wash into streams.

Site Planning

Planting - species tough enough to survive often are out of character.
 Grading and Drainage - In many places, poorly designed both functionally and aesthetically.
 Amenities - benches, fountains, arbors, decorative lights and special plantings are rare.
 Screening - fences and hedges for privacy, noise and wind abatement have been lost to parking lots and larger buildings.
 Paving Materials - asphalt has been used much more than traditional brick and stone.

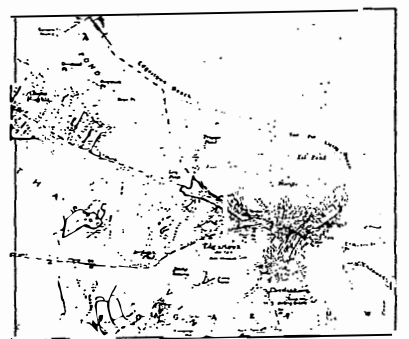
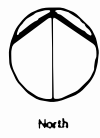
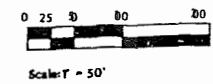


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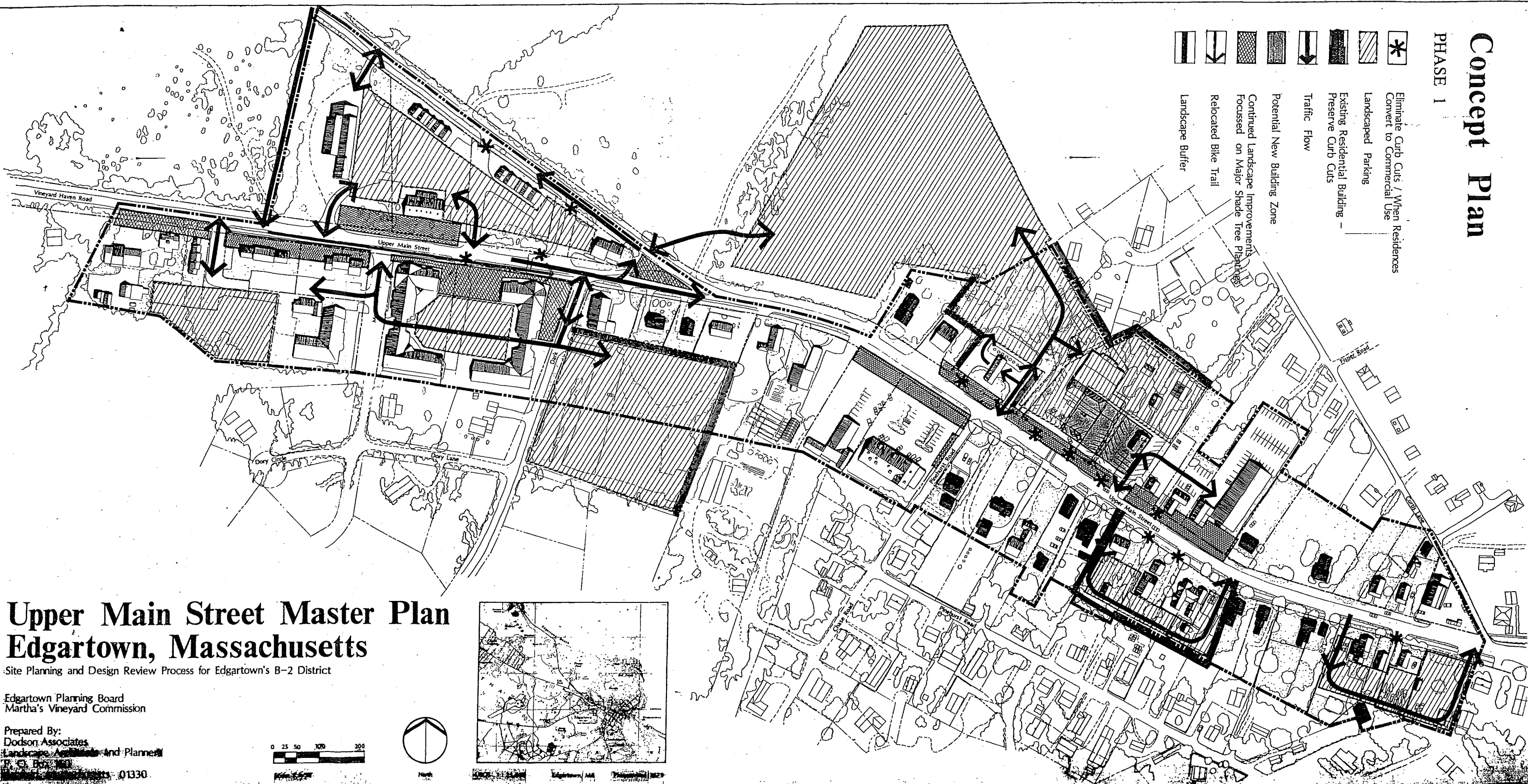


USGS 1:125,000 Edgartown, MA Photore Viewed 1979

Concept Plan

PHASE 1

-  Eliminate Curb Cuts / When Residences Convert to Commercial Use
-  Landscaped Parking
-  Existing Residential Building - Preserve Curb Cuts
-  Traffic Flow
-  Potential New Building Zone
-  Continued Landscape Improvements Focussed on Major Shade Tree Plantings
-  Relocated Bike Trail
-  Landscape Buffer

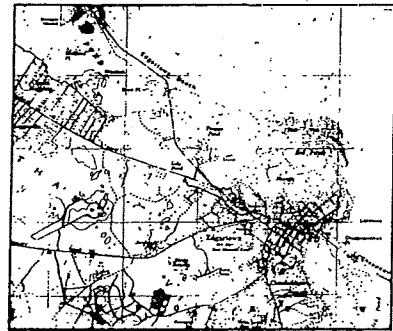
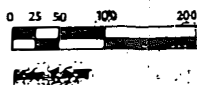


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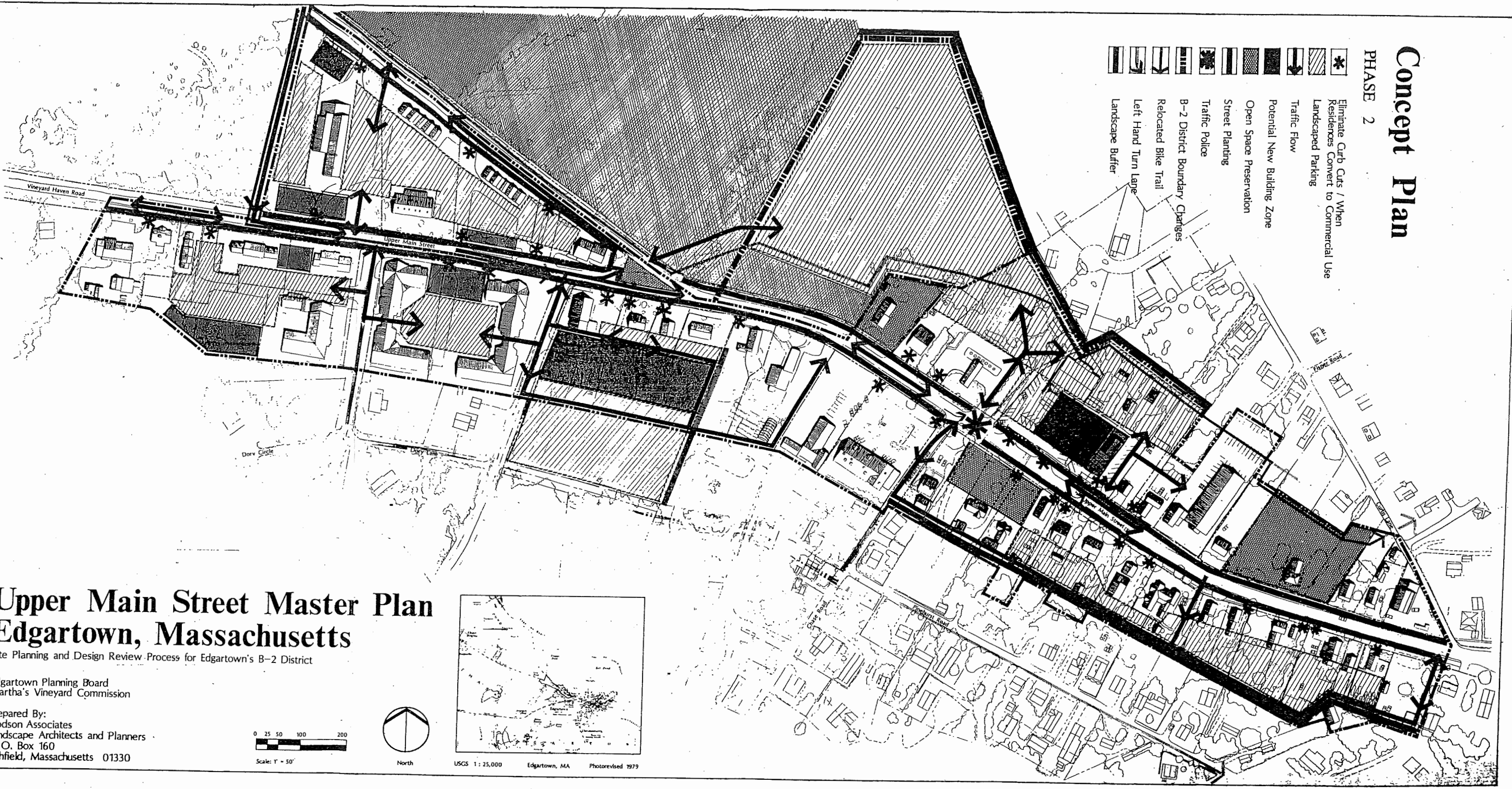
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Concept Plan

PHASE 2

- Eliminate Curb Cuts / When Residences Convert to Commercial Use
- Landscaped Parking
- Traffic Flow
- Potential New Building Zone
- Open Space Preservation
- Street Planting
- Traffic Police
- B-2 District Boundary Changes
- Relocated Bike Trail
- Left Hand Turn Lane
- Landscape Buffer

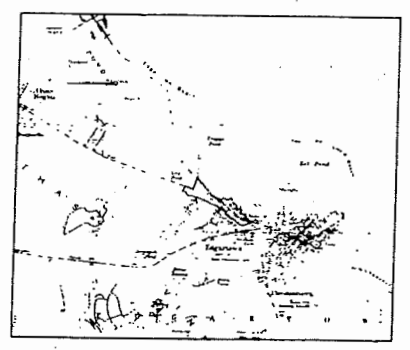
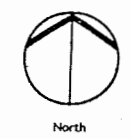
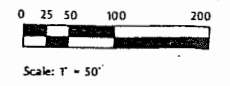


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










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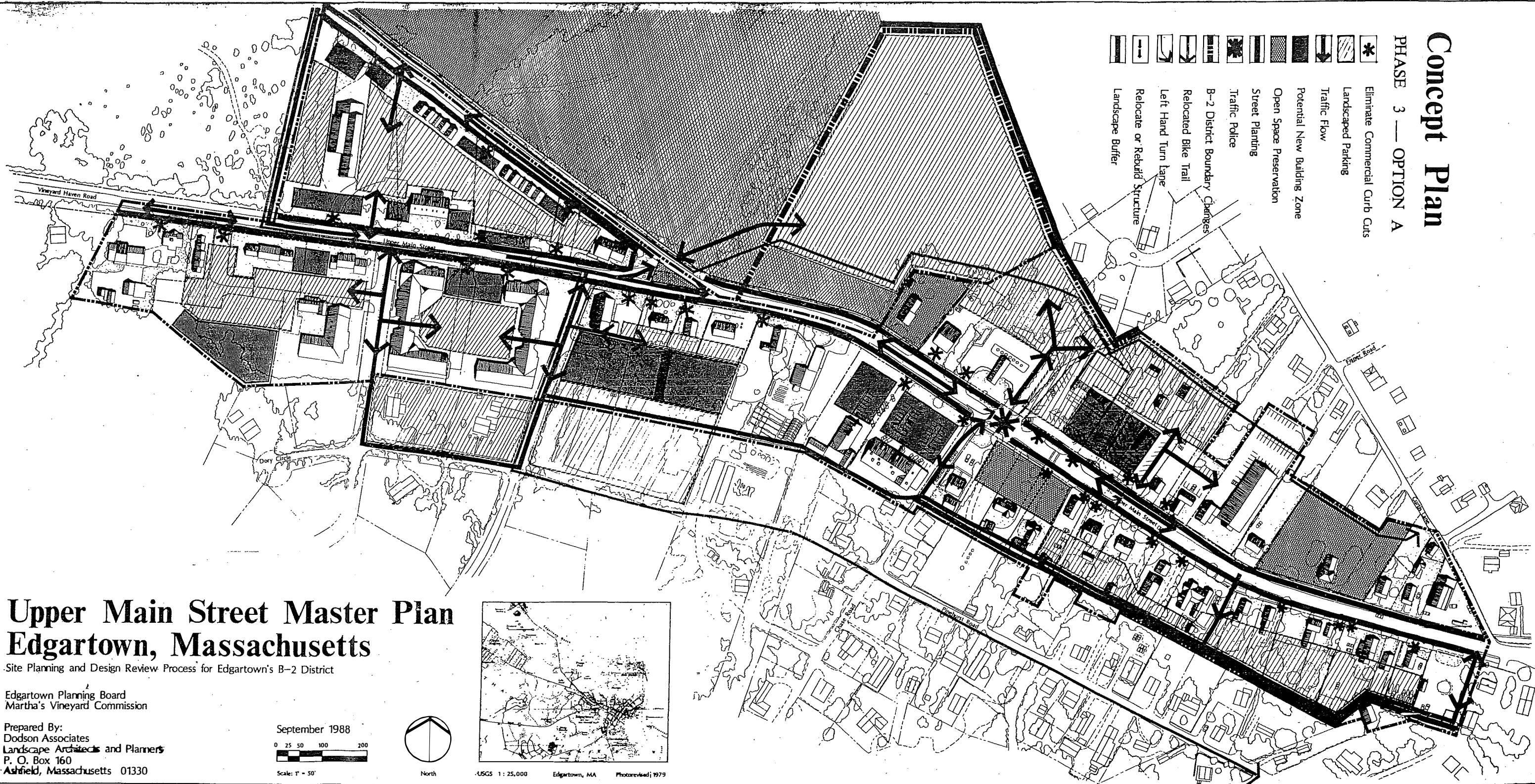
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Concept Plan

PHASE 3 — OPTION A

-  Eliminate Commercial Curb Cuts
-  Landscaped Parking
-  Traffic Flow
-  Potential New Building Zone
-  Open Space Preservation
-  Street Planting
-  Traffic Police
-  B-2 District Boundary Changes
-  Relocated Bike Trail
-  Left Hand Turn Lane
-  Relocate or Rebuild Structure
-  Landscape Buffer

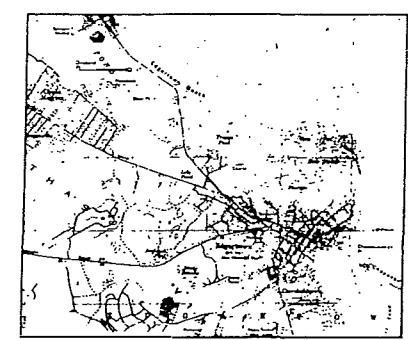
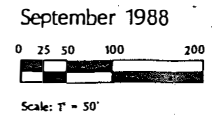


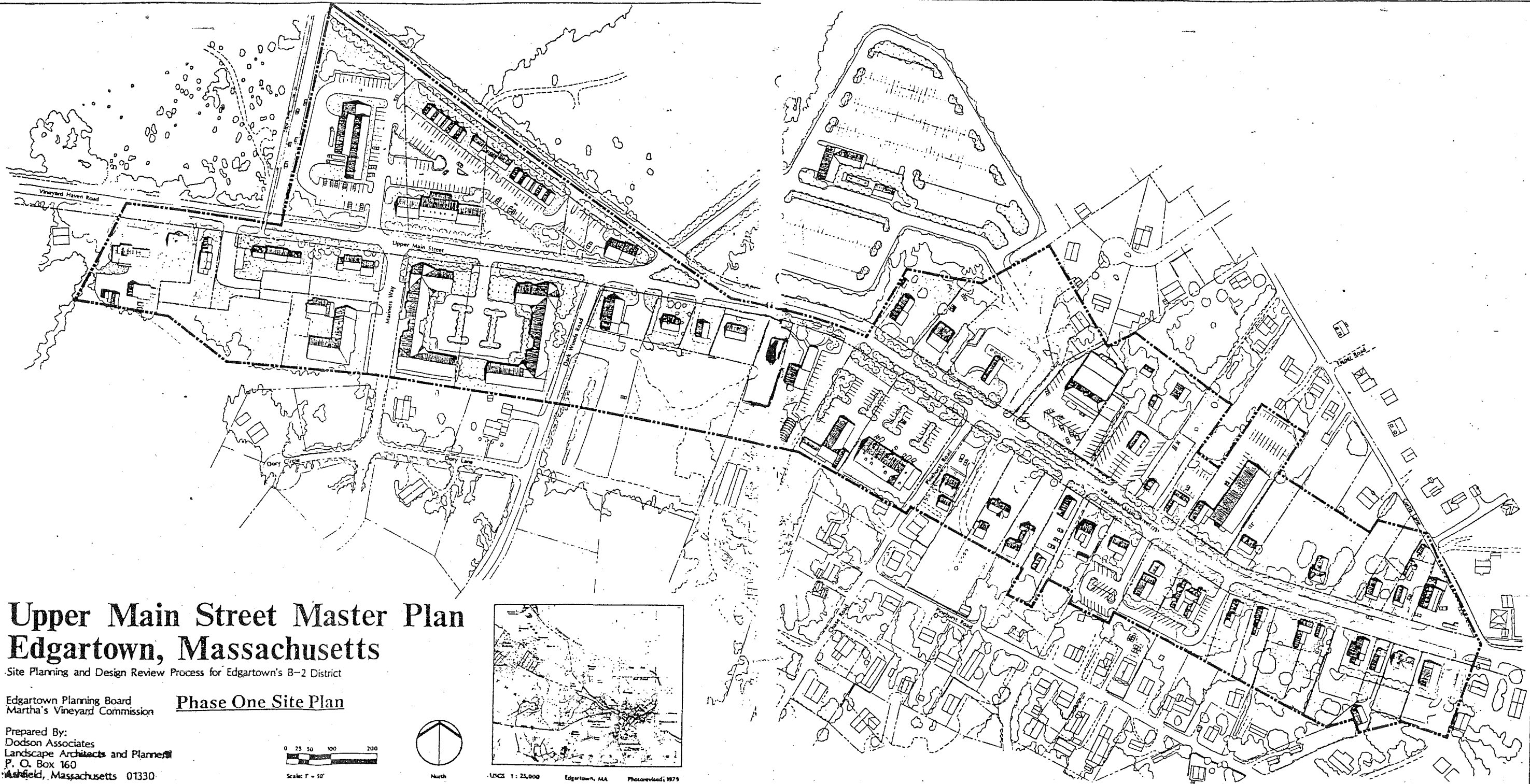
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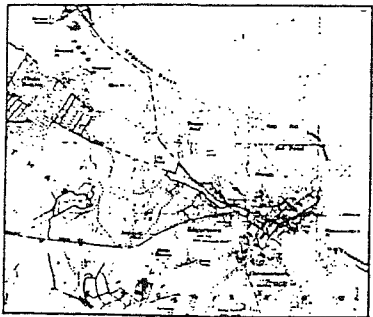
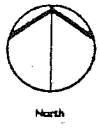
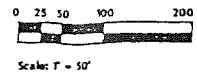
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Phase One Site Plan













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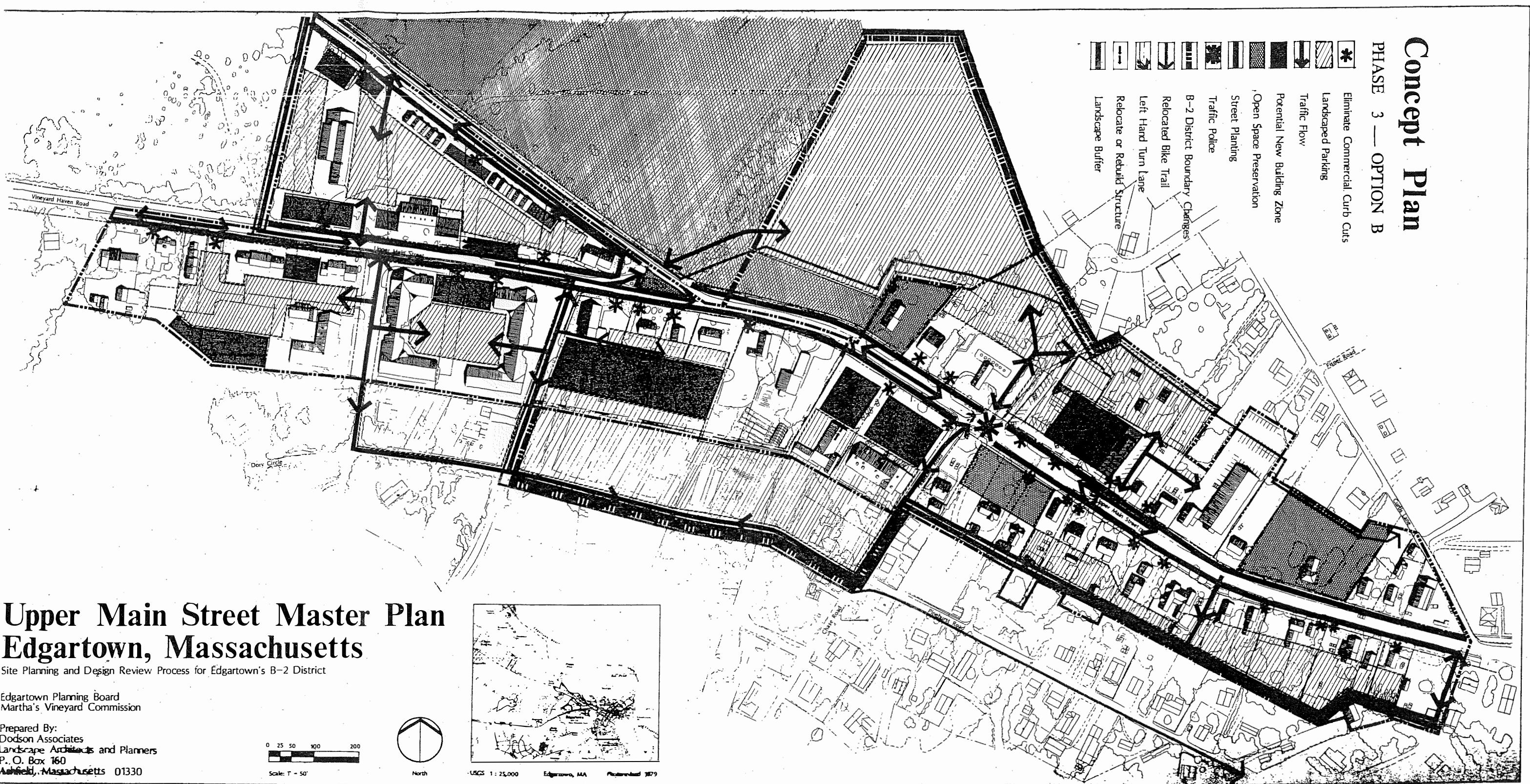


USGS 1:25,000 Edgartown, MA Photorevised 1979

Concept Plan

PHASE 3 — OPTION B

-  Eliminate Commercial Curb Cuts
-  Landscaped Parking
-  Traffic Flow
-  Potential New Building Zone
-  Open Space Preservation
-  Street Planting
-  Traffic Police
-  B-2 District Boundary Changes
-  Relocated Bike Trail
-  Left Hand Turn Lane
-  Relocate or Rebuild Structure
-  Landscape Buffer

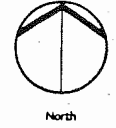
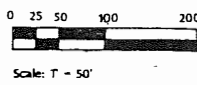


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USGS 1:25,000 Edgartown, MA Photograph 1979

TOWN OF EDGARTOWN

B-2 ZONING DISTRICT

SCALE: 1" - 200'

-  COMMERCIAL USES OF VARYING INTENSITY
-  RESIDENTIAL USE
-  VACANT PARCEL

