



Town of Orleans Economic Development Plan

FINAL
MAY 2022

streetsense.

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Streetsense is an experience-focused strategy and design collective that creates brands people love and places people love to be. Powered by in-depth insights and an interdisciplinary approach, we enhance brands and places, drive consumer demand, and foster community.

Information conveyed, data gathered and analyzed, and recommendations made within this report are intended to provide information in regard to the subject matter covered. The content presented and conclusions reached are, on the date presented, believed to be an accurate representation of facts and conditions.

A Foreword by the Town of Orleans Planning Board

Economic development is a vital function of a healthy community, supporting community development and providing financial stability to the town.

Last year, at the urging of the Finance Committee and with approval of the Select Board and voters, the Planning Board hired an independent consultant to evaluate the Town's current business environment and to offer actionable recommendations for improving the Town's future economic vitality. The Economic Development Plan is the culmination of that effort, which we believe is now ready for public comment at our April 26 meeting.

While the Town has made great strides improving infrastructure, including the attractiveness and walkability of the downtown, we see a critical need to support the businesses that serve the community. In the past, the Town has played a limited role in supporting new and existing businesses, other than partially funding the Chamber

of Commerce and enforcing zoning bylaws. In recent years, we have seen a decline in business activity and an increase in store vacancies primarily resulting from prolific on-line shopping and the effects of the recent pandemic. By implementing the proposed Economic Development Plan, the Town will, for the first time, become pro-actively involved in developing and growing businesses, and creating an environment in which the community can thrive. The plan proposes a list of carefully chosen strategies that acknowledge Orleans' strengths (e.g., proximity to water, attractive neighborhoods, an active arts & cultural community) and weaknesses (e.g., seasonality of commerce and limited availability & variety of housing). The goal is to increase the Town's economic vitality so that Orleans can continue to be an enjoyable home for residents and a desirable destination for visitors and tourists.

Signed,
Chet Crabtree, Chairman
Orleans Planning Board



A Summary of Recommendations

**Town of Orleans
Today**

A naturally-occurring seasonal
tourism destination and blue
economy

Anchored by diverse range of
natural assets - beaches, estu-
aries, lakes, ponds

Commercial hub for year-round
Outer Cape retirees

Serviced by wide range of com-
munity-based volunteer groups

**Town of Orleans
Tomorrow**

Well-protected and preserved
natural assets

Sustainable year-round outdoor
recreation and a thriving blue
economy

Attainable year-round Outer
Cape downtown living desti-
nation for retirees, families and
young professionals

Commercial hub and arts/cul-
tural center for outer Cape

The recommendations in the plan are aligned with the following guiding principles:

1. Promote growth in Village Center & Town Cove/Rte 6A Waterfront to support year-round labor pool, grow resident base, and diversify commercial tenants.
2. Create memorable seaside town experiences to extend visitor dwell time and increase local and visitor customer spending
3. Reinforce Orleans as the commercial hub of the lower Cape
4. Identify economic development leadership roles and resources to align community efforts toward common economic development goals
5. Manage and protect natural assets to sustain tourism activity, retail spending, and blue economies.

What is the Blue Economy?

The Blue Economy & Its Impacts

The Blue Economy refers to activities that directly extract materials from our oceans, lakes, rivers, estuaries and various other bodies of water, or that are simply maritime-focused/water-dependent.

Dark blue industries include commercial fishing and aquaculture, seafood processing, port and harbor industries, boat dealers, navigation and nautical systems manufacturing, fish markets, marinas, water-based transportation, and national security such as the US Navy and Coast Guard.

Light blue industries include sand and gravel mining, manufacturing that relies on water access, artists and writers, museums and historical sites, and the hotels, restaurants, and other tourism-related accommodations that locate near coastlines.

Given the breadth of the blue economy, and the concentration of important blue assets in the Cape and Orleans, it is an incredibly important segment that will need to be protected and grown in the years to come.

Note: This plan and study does not delve deeply into the economic impact/value of the Orleans blue economy, and therefore supports the proposed Article for the May, 2022 Annual Town Meeting to Fund Blue Economy Study on Economic Impact.

Town	Total Landing Trips	Total Catch (in pounds)	Ex-Vessel Value (in dollars)
Orleans	3,174	1,218,701	2,661,203
Chatham	27,379	26,006,673	18,967,799
Barnstable-Hyannis	6,891	22,794,977	16,982,115
Provincetown	2,729	3,130,840	7,721,452
Harwich	1,287	1,527,386	3,218,701
Dennis	2,552	5,475,064	3,006,213
Falmouth	6,302	1,565,207	2,988,313
Eastham	1,558	517,215	1,250,591

Source: "Massachusetts Commercial Fishing Port Profiles". Massachusetts Division of Marine Fisheries, University of Massachusetts Boston's Urban Harbors Institute, Cape Cod Commercial Fishermen's Alliance, 2021 (based on 2018 Permitting and Statistics Data; ACCSP Data Warehouse).

	Barnstable County	Orleans
Total employees	15,938	740
Total businesses	13,838	72
Total revenue	\$1,141,310,553	\$53,901,808
	(or 14% of total business revenue)	(or 13% of total business revenue)




Source: Cape Cod Blue Economy Project: A Call to Action. 2017





▶ The Dark Blue industries in Orleans are active across seven main harbors: Little Pleasant Bay, Mill Pond, Nauset Harbor, Pleasant Bay, Rock Harbor, The River, and Town Cove. Permitted commercial fisheries in Town include Lobster Pot, Shellfish (by hand), Clam Dredge, Scallop Dredge, Rod & Reel, Aquaculture, and For Hire/ Charter. However, in the last 10 years, the number of non-trailered commercial fishing vessels has increased, and the number of trailered vessels has decreased because of shoaling (previously mentioned), resulting in a decline in the lobster and quahog fisheries.

In order to mitigate the decline of Dark Blue economies, and the impacts that may have on light blue industries such as tourism and accommodation/food services, the Cape Cod Commission recommends adding and enhancing existing landings and commercial fishing infrastructure such as, Bulkhead repairs, addition of hoisting boom, fuel service upgrade, dredging, ice, parking, aquaculture support, and more dock space.

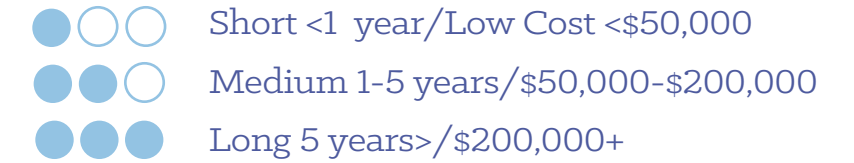
Town of Orleans Economic Development Plan Summary

-  Short <1 year/Low Cost <\$50,000
-  Medium 1-5 years/\$50,000-\$200,000
-  Long 5 years>/\$200,000+

Guiding Principle: Promote growth in Village Center & Town Cove/Rte 6A Waterfront to support year-round labor pool, grow resident base, and diversify commercial tenants.

	Strategy	Key Actions	Category	Time	Cost
1	Focus on preserving commercial density and building residential density in the Village Center for 'missing middle' income households and 'down sizers'	<ul style="list-style-type: none"> • Adopt specific recommendations outlined in the Cape Cod Commission's 2015 Route 6A Orleans Reset study that incentivize and encourage Village Center property owners and developers to leverage mixed use residential-driven redevelopment opportunities and new types of commercial uses • Create a publicly-facing web page on the Town's website dedicated to Village Center Development • Partner with a Community Development Financial Institution (CDFI) to establish a flexible bridge and low interest loan program for property owners with acquired sites in the Village Center 	Redevelopment & Tenant Mix		
2	(Long Term Strategy) Enhance broadband access for Village Center & Town Cove residents and visitors	<ul style="list-style-type: none"> • Partner with Open Cape to create shared Giga-bit and wide area networks 	Public Realm & Infrastructure		




Town of Orleans Economic Development Plan Summary



Guiding Principle: Create memorable seaside town experiences to extend visitor dwell time and increase local and visitor customer spending

	Strategy	Key Actions	Category	Time	Cost
1	Create an anchor destination in the Village Center that serves as a cultural hub	<ul style="list-style-type: none"> Conduct needs assessment and feasibility study to determine demand for a cultural hub Develop a business plan and pro-forma for potential build-out scenarios Develop a concept design and further refine building program and leasing plan Fund raise and grant applications to prepare site and for construction 	Redevelopment & Tenant Mix	●●●	●●●
2	Develop a brand and marketing plan to promote businesses, arts/culture, and tourism destinations/assets	<ul style="list-style-type: none"> Develop a Town brand collateral package and Town marketing strategy Deploy Town brand in economic clusters, in partnership with businesses, the Chamber of Commerce, and Cultural District Develop Town business website 	Sales & Promotion	●○○	●●○
3	Enhance public spaces in the Village Center to build critical mass of outdoor experiences/events	<ul style="list-style-type: none"> Establish a public space technical assistance and grant program Develop a public art and placemaking strategy to guide design and implementation of the program Appropriate additional funds for Economic and Tourism Development Fund Release seasonal/ annual open call for community-driven/grassroots public space activations 	Public Realm & Infrastructure Sales & Promotion	●○○	●●○
4	(Long-term strategy) Support enhancement/ development of hotel/hospitality assets	<ul style="list-style-type: none"> Establish a financial incentive grants/low interest loans program for hotel/motel/inn owners to renovate existing properties Provide technical assistance as part of grant/low interest loan program 	Redevelopment & Tenant Mix	●●●	●●●




Town of Orleans Economic Development Plan Summary

-  Short <1 year/Low Cost <\$50,000
-  Medium 1-5 years/\$50,000-\$200,000
-  Long 5 years>/\$200,000+

Guiding Principle: Reinforce Orleans as the commercial hub of the lower Cape

	Strategy	Key Actions	Category	Time	Cost
1	Develop small business technical assistance program to support entry of new, experiential-focused tenants	<ul style="list-style-type: none"> • Develop a technical assistance workshop/ seminar series • Award micro grants to successful participants of the program • Conduct digital marketing audit of Town businesses to assess online visibility 	Sales & Promotion		
2	Partner with higher education institutions to develop blue economy, hospitality, and skilled trades workforce training programs to build home-grown, skilled year-round labor	<ul style="list-style-type: none"> • Partner with adjacent Towns, higher education institutions, and key trade groups in the region to create a new workforce training program focused on hospitality and blue industry sectors • Partner with school districts to introduce hospitality and blue sector careers in K-12 education/curriculum 	Organizational Capacity Sales & Promotion		




Town of Orleans Economic Development Plan Summary

-  Short <1 year/Low Cost <\$50,000
-  Medium 1-5 years/\$50,000-\$200,000
-  Long 5 years>/>\$200,000+







Guiding Principle: Identify economic development leadership roles and resources to align community efforts toward common economic development goals

	Strategy	Key Actions	Category	Time	Cost
1	Create a role for a full-time Town economic development and tourism director & marketing staff	<ul style="list-style-type: none"> • Form economic development board/ commission • Hire town economic development manager 	Organizational Capacity		
2	Create an economic and tourism development fund to support implementation of priority strategies	<ul style="list-style-type: none"> • Establish a special account in the Town Treasury committed to economic and tourism development activities • Leverage a new short-term rental community impact fee or marijuana sales tax receipts as additional sources of funding for the special economic and tourism development account 	Organizational Capacity		

Town of Orleans Economic Development Plan Summary

-  Short <1 year/Low Cost <\$50,000
-  Medium 1-5 years/\$50,000-\$200,000
-  Long 5 years>/\$200,000+

Guiding Principle: Manage and protect natural assets to sustain tourism activity, retail spending, and blue economies.

	Strategy	Key Actions	Category	Time	Cost
1	Create safer pedestrian and bike connections that connect seaside assets to Village Center and Rail Trail	<ul style="list-style-type: none"> • Develop active transportation master plan • Test short term pedestrian/bike infrastructure solutions through pilot corridors/intersections • Make long-term capital improvements to roadways/corridors identified in the active transportation master plan 	Public Realm & Infrastructure		
2	Increase public access to Town Cove waterfront	<ul style="list-style-type: none"> • Develop streetscape plan for Town Cove waterfront corridor (Rte 6A) • Negotiate license agreement/trail easement with property owners to create new points of access to the water for pedestrians and cyclists (excl. boaters) 	Public Realm & Infrastructure		
3	Enhance existing landings and commercial fishing infrastructure	<ul style="list-style-type: none"> • Conduct professional maritime/coastal engineering study to determine appropriate expansion/ maintenance/reconstruction efforts for Town Cove • Introduce priority model for mooring permits 	Public Realm & Infrastructure		

B Community Support for the Plan

Community Support for the Plan

A public survey distributed between January-February 2022 found that majority of Orleans' year-round residents and property owners (72%) were in agreement with the following vision statement for the Town of Orleans, which guides the strategies in this plan,

“The Town of Orleans Tomorrow – a destination filled with well-protected and preserved natural assets that promotes sustainable year-round outdoor recreation and a thriving blue economy. Orleans will remain a commercial hub and arts/cultural center for lower Cape and grow into an attainable, year-round downtown living community for retirees, families, and young professionals”

As such, respondents were also highly supportive of strategies that would enhance the public realm and access to natural assets, as well as create a memorable brand for the Town and unique experiences for residents and visitors in the Village Center. The community prioritized the fol-

lowing strategies (in order from most important to least important):

1. Enhance public spaces in the Village Center to build critical mass of outdoor experiences/ events
2. Create safer bike connections that connect seaside assets to Village Center + Rail Trail
3. Develop a brand and marketing plan to promote businesses, arts/culture, and tourism destinations/assets
4. Enhance existing landings and commercial fishing infrastructure
5. Increase Town Cove waterfront public access points
6. Create an anchor destination in the Village Center that serves as a community hub/cultural arts center
7. Focus on building residential density in the Village Center/ Town Cove for 'missing middle' income households and 'down sizers'
8. Partner with regional blue economy and hospitality workforce

9. Develop small business technical assistance program to support entry of new, experiential-focused tenants

Although strategies to grow the Town's organizational capacity were not prioritized by the general public, the Town Planning Board acknowledged the importance of appointing an individual/group, as well as allocating the appropriate funding and resources, in order to successfully implement the strategies in this plan.

In a similar survey distributed to Planning Board members, nearly all members ranked "Create a role for a full-time Town economic development and tourism director & marketing staff" in their top 5 priorities.

Note: Total no. of survey responses: 112

65%

AGREED THAT THE TOWN OF ORLEANS ADDRESS THE MIDDLE HOUSING CHALLENGE IN ORDER TO HELP TACKLE LABOR CHALLENGES IN THE MARKET.

78%

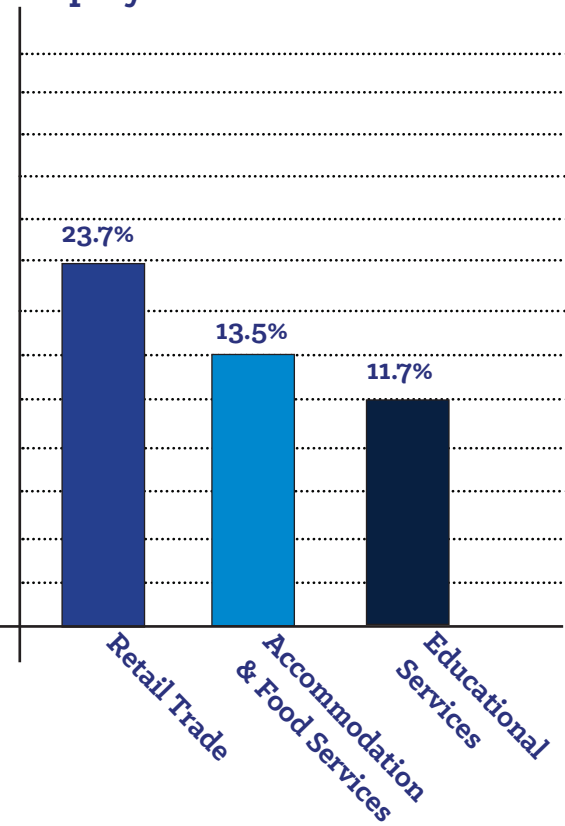
AGREED THAT THE MANAGEMENT AND PROTECTION OF ORLEANS' LOCAL NATURAL ASSETS WILL FOSTER ECONOMIC DEVELOPMENT ACROSS VARIOUS INDUSTRY SECTORS.

84%

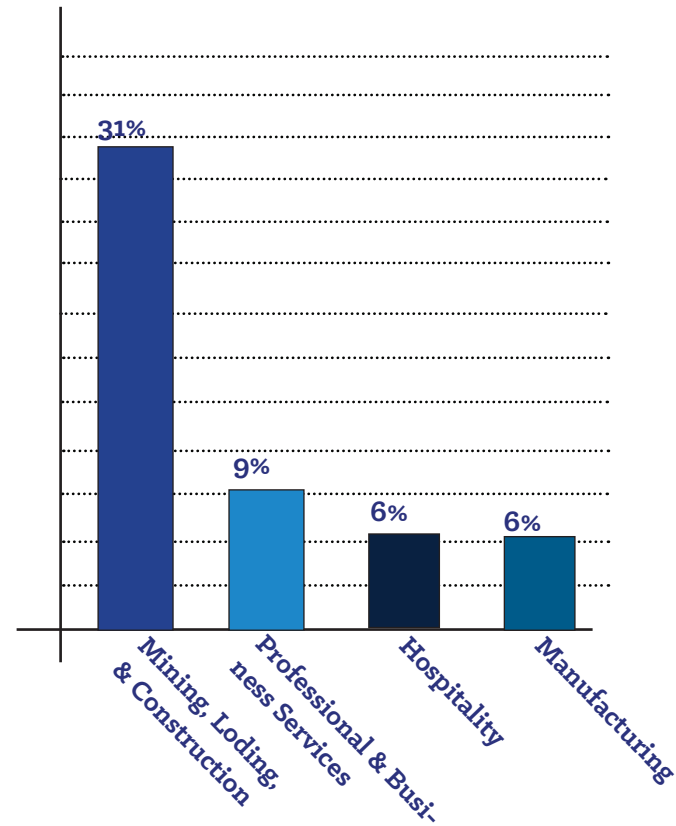
AGREED THAT CREATING MEMORABLE EXPERIENTIAL OFFERINGS FOR RESIDENTS AND VISITORS WILL REINFORCE RETAIL AND DINING ACTIVITY IN TOWN

Summary of Key Economic Indicators

Industries with the largest share of employment



Industry growth (2014-2019)



Share of Year Round Occupied Units

Town	2021 Estimated Total Housing Units	Share of Year-Round Occupied Housing Units
Orleans	5,307	54%
Eastham	6,059	41%
Brewster	8,322	57%
Wellfleet	4,559	32%

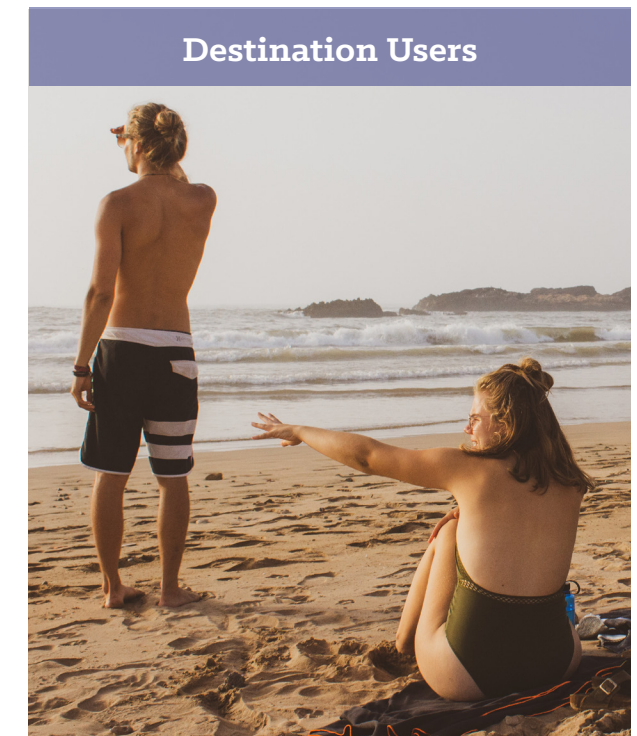
Source: Claritas 2021



Total Annual Number
12k

Total Annual Expenditure
\$272.4 million

Source: Streetsense



Total Annual Number
424k

Total Annual Expenditure
\$314.6 million

Year-Round Residents and Workers

White
95%

Median Income
\$77K

Households Without Children <18
80%

Median Age
61



C

Priority Recommendations

Focus on building residential density and preserving commercial density in the Village Center

Category	Redevelopment & Tenant Mix
Guiding Principles	Promote growth in Village Center & Town Cove/Rte 6A Waterfront to support year-round labor pool, grow resident base, and diversify commercial tenants
Priority Locations	Main St/Village Center
Magnitude of Time & Cost	Long 5 years+ ●●● High \$200,000+ ●●●
Diagnostic/ Why is this Important?	<p>The economic and demographic diversity of any given community is inextricably linked to the composition and affordability of its housing inventory. Without a mix of product types and price points, a community may be unable to serve certain market segments, including those who already exist in it today as well as those that could potentially be attracted to the Town in the future.</p> <p>A well-rounded housing inventory is important for many reasons. Beyond a social equity perspective, there are also serious business ramifications that impede economic growth. To support talent recruitment and retention, businesses are increasingly choosing to gravitate toward locations in which their employees may also want to live. Furthermore, the presence of different market segments can also influence varied retail mix. Housing options that appeal to a mix households, including working professionals and other younger households in particular, can therefore bolster commercial appeal.</p> <p>The Town’s past resistance/rejection of planning recommendations to “Consider the designation of the Village Center as a Growth/Activity Center to foster a development style that is consistent with a small, focused community area” may no longer be a viable position to advance overall economic growth.</p>

Diagnostic/
Why is this Important?
(Cont'd)

While the Town of Orleans Village Center has a new sewer system being installed across most of Village Center, some regulatory frameworks in place to support increased residential density (for example, a height exception in the Village Center allows for third floor residential development, increasing the ridge height to 42 feet), and building design guidelines to support the Orleans Architectural Review/Site Plan Review process, there are still improvements to be made that will lower barriers for developers and cost of construction that may potentially lower sales/lease rates of residential units. This is particularly important in encouraging 'missing middle housing,' that should be priced around \$400,000-\$600,000 per residential unit (for-sale) and \$1,000-\$1,700 per residential unit (for-rent) across 1- and 2-bedroom apartments.

In addition, for ground floor commercial spaces, as the lines continue to blur between industrial, retail and office uses, the Town's zoning bylaw will need to build in flexibilities in use groups that account for the rapidly changing business models and store concepts that emerge as a result of changing consumer lifestyle preferences.

First, the Town should adopt the following recommendations outlined in the Cape Cod Commission's 2015 Route 6A Orleans Reset study, that will incentivize and encourage Village Center property owners and developers to leverage redevelopment opportunities in a concentrated area in Town that will further reinforce a walkable downtown/Main street:

Key Actions & Processes

a) Add density based on a pro-rated lot size amount in addition to the minimum number of units in a mixed- use building. The current definition for the use "Commercial structures with dwelling units" allows 2 (or 4 in the Village Center) dwelling units per structure but does not give any associated density. This means that the number of units in mixed use projects have little relationship to the lot area, so a quarter acre lot could have two units but a 5 acre lot with a single building may also have only two units.

b) Adopt generic use approach and incorporate a permitted use matrix in the Town's zoning bylaw. A generic approach to the listing of uses in the Town bylaw is achieved by combining all or most uses into broader terms that are more easily understood by the business community and general public. For example, beauty salons, shoe repair shops, and clothing repair/tailors, can be replaced by the term "personal services establishment," which would also permit additional similar uses such as pet grooming establishments or dry cleaners. In another example, gift shops and retail sale of gardening and agricultural products, can be replaced by the term "retail goods establishment" and restaurants with alcohol service, restaurants without alcohol service, cafe, ice cream shops, bars*, can be replaced by the term "food and drink service establishments".

**Note: At this time, the Town prohibits alcohol-only establishments. In order to support growth of experience-based beverage-only establishments such as bars, the Town should amend its use list to permit alcohol-only establishments in the Village Center.*

Key Actions & Processes
(Cont'd)

In addition to the above amendments and revisions to the regulatory framework, the Town should also adopt a Village Center development-friendly approach that includes the creation of publicly-facing web page on the Town's website dedicated to Village Center Development. The web page should host all information relating to development processes and regulations that property owners and developers may need to be aware of prior to getting in contact with the Town on site plan reviews. This may include the building design guidelines and a new step-by-step Village Center development guide that walks prospective owners and developers through the development process especially it relates to a property in the Village Center growth zone. An interactive form should also be available on the page for prospective owners and developers to get directly in touch with the Town's Planning Department.

The Town should also boost transparency around development application and approvals timelines by publishing and updating a monthly/bi-monthly calendar of deadlines, Town meetings, etc. that developers will need to be aware of to move projects along with speed and efficiency.

In the long term, Orleans may also consider partnering with a Community Development Financial Institution (CDFI) such as Coastal Community Capital to establish a flexible bridge and low interest loan program (below regional rates) for property owners with acquired sites in the Village Center - whether vacant or occupied, to conduct eligible pre-development activities. The Town's role should be limited to prioritizing applications for approval by the CDFI partner, in accordance with Town economic development principles and goals.

Partners & Resources

The Planning Department should lead the implementation of this strategy with buy-in from the various committees and Boards that are typically involved with building permit and reviews, including the Planning Board, Site Plan Review Committee, Zoning Board of Appeals, and the Architectural Review Board.

To support building partnerships with a local CDFI and developing a flexible bridge and low interest loan program, the Town's newly appointed Economic Development Manager should be brought on to support this effort.

Best Practice: New York Emerging Developer Loan Fund

In the City of New York, development projects of value below \$30 million face significant hurdles obtaining funding. As such, the Economic Development Corporation has partnered with a commercial real estate investment group to fill the gap in funding through a \$10 million loan fund that provides low-interest loans (of up to \$2.5 million) for mixed-income housing, mixed-use, industrial and commercial projects.

The loan fund gives emerging developers the financing required for both pre-development and property acquisition costs, including legal and title costs, security deposits and rent payments, environmental assessments and appraisals fees, and design and tax credit application fees.

Best Practice: Providence RI and Park Ridge IL Generic Use Approach

In both municipalities, following a zoning re-write, a generic use approach was adopted to combine uses into broader terms such as 'Retail Goods Establishment', 'Personal Services Establishment', or 'Food Service Establishments'. Generic use groups have the advantage of being broad enough to include a wider range of more specific uses while eliminating the need for amendments as new uses emerge. Building flexibility into zoning and land use bylaws is key to supporting small businesses, particularly emerging and innovative store concepts that often straddle between two or more 'traditional' use groups.



*The new Providence Zoning Ordinance uses what's called the "**Generic Use Approach**" to group specific uses like "clothing store," "record store," and "shoe store," into generic categories, such as "retail goods establishment." This eliminates the need for a long, extensive list of uses, and makes the ordinance much more flexible and user friendly.*

Photo: Providence RI Zoning Bylaw User's Manual

Create an anchor destination in the Village Center that serves as a cultural hub

Category	Redevelopment & Tenant Mix
Guiding Principles	<p>Promote growth in Village Center & Town Cove/Rte 6A Waterfront to support year-round labor pool, grow resident base, and diversify commercial tenants</p> <p>Create memorable seaside town experiences to extend visitor dwell time and increase local and visitor customer spending</p>
Priority Locations	Main St/Village Center
Magnitude of Time & Cost	Long 5 years+ ●●● High \$200,000+ ●●●
Diagnostic/ Why is this Important?	<p>A key challenge for businesses located in Village Center is the seasonality of customer traffic and spending in Orleans. Despite the growing year-round resident base, there isn't currently a year-round cultural anchor in the commercial core that drives regular and consistent traffic to Village Center amongst local and regional residents, and that extends their dwell times beyond a visit to convenience goods stores like the pharmacy or grocery store.</p> <p>As Orleans works to maintain its status as a commercial hub and arts/cultural center for lower Cape and grows into an attainable, year-round downtown living community for retirees, families, and young professionals, it will need to create better facilities and spaces for the Snow Library, local cultural groups, and artists. Under one roof, this cultural hub would both serve as an attraction for local residents and regional visitors. While residents indicated an interest in a cinema as an alternative anchor destination for Village Center, the reality is that the business model is one that is fast losing relevance in the market - since before COVID - and will require an interested and experienced local operator to be successful. At this time, the Town has not identified an interested local operator to lead such a development of a cinema. The Town has developed detailed plans and specifications for the renovation of the Community Building-Historic Old Firehouse at 44 Main Street, pending funding approval and completion of work, will enhance the programming and is consistent with the needs in the Village Center.</p>

Creating a new cultural hub or anchor facility is a capital- and time-intensive endeavor. However, Orleans has a number of organizations and groups that have demonstrated support and need for such a facility, including the Snow Library, the Farmers Market (particularly in the Winter months), and potentially the Academy Playhouse.

To start, the Town and community partners should engage in a needs assessment and feasibility study to determine demand for a cultural hub in Orleans (including types of spaces – performance, exhibition, flexible maker/arts classrooms, library, lounge, etc.) and to develop a business plan and pro-forma for potential build-out scenarios based on market demand and potential sites. The Town has begun this process already though the work being conducted by the Town’s Community Center Feasibility Task Force and should continue to coordinate efforts.

With demonstrated market demand, and support from a private property owner, or a publicly-owned site, the cultural hub will first need to develop a concept design. A concept design would establish a vision for the building as well as further refine capital cost estimates that should be updated in the preceding business plan and pro-forma. The concept design should then be used to develop a building concept and to further refine the building program previously outlined in the feasibility study in response to any unique site specifications.

Absent private investment, the updated business plan, pro-forma and concept designs should then be used for applications to State grants for construction funds. However, it is critical that the Town first conducts a thorough needs assessment and feasibility study to determine financial viability (based on existing/ projected demand from prospective users/user groups) of constructing, managing, and maintaining a new anchor in Village Center.

Key Actions & Processes

Partners & Resources

Mass Cultural Council – Cultural Facilities Fund

The Cultural Facilities Fund may be applied to both the feasibility study phase and construction phase. Managed in collaboration with MassDevelopment, the Cultural Facilities Fund provides major improvement grants to nonprofit cultural organizations, municipalities, and colleges or universities to support the acquisition, design, repair, rehabilitation, renovation, expansion, or construction of nonprofit cultural facilities statewide. All grants from the Fund have a 1:1 cash match requirement.

In fact, in 2014, the Academy Playhouse in Orleans received a \$22,000 grant to conduct a feasibility study to determine whether to entirely/ partially/minimally renovate its facility, or to build a new structure in downtown Orleans. Orleans Historical Society also received \$200,000 in 2019 for the renovation and expansion of the 1834 Meetinghouse and the 1929 Hurd Chapel to provide much-needed exhibit space, ADA compliance, archival storage & revenue generation.

Other potential funding sources may include the MassDevelopment’s Site Readiness Program which funds up to 70% of project construction and/or MassDevelopment’s Collaborative Workspace Program which could provide up to \$100,000 for equipment purchase (in the case that an artist incubator/flexible artist classroom space is part of the building program).

Case Study:

Town of Medfield MA

(In progress)

In 2016, the Town of Medfield engaged consultants, ArtsMarket, to conduct a feasibility study which was a combined market/business analysis and architectural analysis of a prospective site. The study helped determine a) if there was need demonstrated by local residents for such a facility, and b) if there was demand/potential revenue sources from prospective users and user groups that would lease the facility. The study also included an analysis of competitive spaces in the Metro West region, and extensive surveys of prospective users to be able to create preliminary operating and business models.

The architectural analysis evaluated the suitability of an existing site to host the new facility, and to model potential building programs on the site.

Following the study, the Town invited the same consultants to develop a pro forma and revenue projections, and to advise on potential financing/capital sources. The Town and the Cultural Alliance of Medfield has since used the studies to aggressively pursue funding through historic tax credits and other State grant opportunities.

The final building program will include a state-of-the-art performance hall with flexible seating for musical and literary performances/film screenings/community meetings/special events, a catering kitchen, various studio spaces, dance studios, fabrication studios, affordable artist live/work space, and a culinary incubator for emerging food and agriculture businesses.



Develop a brand and marketing plan to promote businesses, arts/culture, and tourism destinations/assets

Category	Sales & Promotion
Guiding Principles	<p>Promote growth in Village Center & Town Cove/Rte 6A Waterfront to support year-round labor pool, grow resident base, and diversify commercial tenants</p> <p>Create memorable seaside town experiences to extend visitor dwell time and increase local and visitor customer spending</p>
Priority Locations	Town-wide
Magnitude of Time & Cost	Short <1 year ● ○ ○ Medium \$50,000-\$200,000 ● ● ○
Diagnostic/ Why is this Important?	<p>According to stakeholder feedback, there is currently a lack of a distinct brand identity for the Town and coordinated promotion and marketing efforts across Town businesses and cultural organizations. If local customers and visitors are looking for free events and experiences, or store offerings and promotions, there is often a lack of awareness due to disparate information being disseminated, or lack of promotional efforts in general.</p> <p>In addition, stakeholders shared that a real missed opportunity for Orleans is the marketing of the Town and destination during off-peak seasons to drive visitation during shoulder seasons. Greater efforts should be undertaken to show off the destination in the off-peak seasons through unique marketing strategies that play on national/local celebrations such as Valentine’s Day, Christmas, Thanksgiving, etc.</p> <p>Ultimately, the Town needs to a) develop a brand that is deployed and utilized collectively by local businesses and stakeholders, and b) develop a marketing strategy that unifies the efforts across organizations and limits competition across organizations (e.g. combined itineraries, a Town-wide events calendar).</p>

Key Actions & Processes

The Town's Office of Economic Development should lead the development of the Town's brand and marketing strategy, in close partnership with the Chamber of Commerce and Cultural District.

A good brand, which includes a distinct name, tagline, logo, and visual assets, will formalize subtle expressions of place and local businesses that already exist in Town while providing clarity, cohesion and recognition for the Town's economic clusters and assets.

To begin developing district brands, an exercise in audience identification and persona development must be completed for the Town to ensure its brand resonates with the right audiences and to better understand their needs and priorities to guide brand messaging. Toward this, a brand consultant may choose to:

- Conduct an audit of existing brand landscape, including any updated Town brand package.
- Conduct in-depth research on the region's brand potential, including conducting consumer outreach, brand testing and focus groups.
- Review landscape of competing brands in the Cape and existing creative elements within Orleans.
- Create a strategic plan that includes implementation, management and ongoing promotion of the new brand.
- Design a logo and guidelines for reproducing the brand identity that should be used by stakeholders internal/external to the Town
- Develop a conceptual brand collateral package based upon the established brand identity and design direction. This package should include art direction/ selection of photography and images, and a full expression of the project identity including custom graphic treatments.

Concurrently, the Town should also develop a marketing strategy that provides a road map for the brand roll-out in digital, social and editorial spaces. Creating a strong brand and visual identity is only the first step to raising awareness of the Town's retail, dining, entertainment and cultural offerings to the right audiences. The brand needs to be leveraged in marketing through paid, earned, shared, and owned media. As such, it is critical that this strategy is implemented in tandem with the brand development efforts by the Town.

A marketing strategy for the Town should include:

- Setting marketing goals, objectives, and key performance indicators
- Defining key messaging for each target audience
- Developing an owned media strategy (Website, Email, Direct), paid media strategy (Social, Display), shared media strategy (social platforms), earned media strategy (bloggers, influencers)
- Best Practices in social media - including posting cadence, community management strategies, and post boosting.

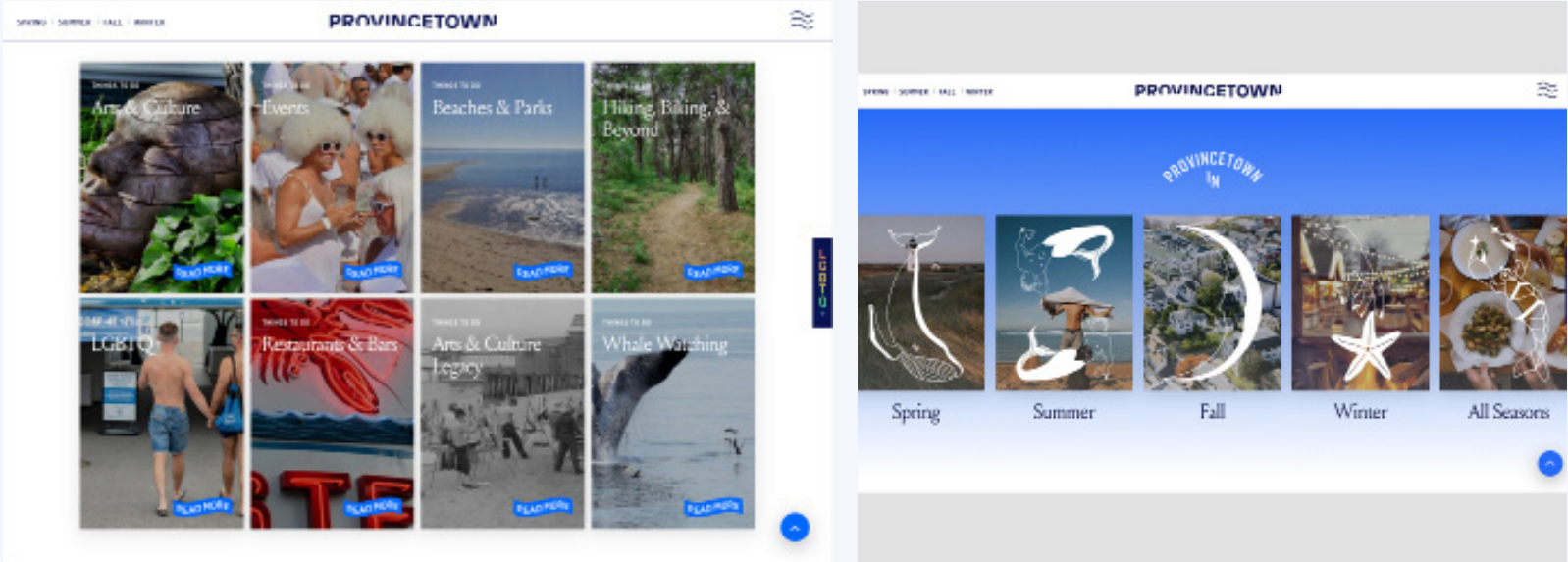
Developing a brand for the Town and a marketing strategy, however, is only the first step in the process. With these tools in hand, the Town should then lead the deployment of the brand in-person and online.

<p>Key Actions & Processes (Cont'd)</p>	<p>Depending on available budget and resources, the new Town brand can be deployed in a number of ways including on street furniture (e.g. light pole banners, wraparound decals for trash cans, benches, planters), storefront window decals, murals and other public art installations, and in print materials such as flyers, brochures, annual district reports, etc.</p> <p>Deployment of the brand online should start with a Town business website. Stakeholders shared that a Town business website should serve both customers and businesses. For customers, it should help elevate visibility of businesses that are available in Town, their merchandise and services/offerings/promotions, and it should also highlight year-round calendar highlights for events/programs. For businesses, there should be a resource center that includes real estate and market data important to making business decisions, as well as resources relating to grants/funds to enhance business operations.)</p> <ul style="list-style-type: none"> • Design and development of a custom web page for business marketing/ promotion (including information architecture/sitemap, copy writing, wire frame design, content management and search engine optimization)
<p>Partners & Resources</p>	<p>While the Town's Economic Development Manager may oversee the development of the brand and marketing strategy, it is likely the Town will need to contract services of a professional brand and marketing consultant. The selection of the consultant should be made with support/partnership of the Chamber of Commerce and Cultural District so that they can remain partners in the deployment of the new brand.</p> <p>It is also important to ensure there is dedicated Town staff to deploy the strategy and manage ongoing marketing content. Execution of the marketing strategy is resource-intensive and, alternatively, may even require an on-call support consultant (without an in-house marketing coordinator) to continuously create and manage content, maintain active forms and links on digital platforms, deploy the new brand through marketing materials such as wayfinding signage/Town e-mails, etc.</p> <p>In the long-term, once a robust audience has been built, funding for marketing efforts may be built through paid ads that businesses or local organizations may choose to pay to feature any special content on the Town's marketing platforms.</p>

Best Practice: Provincetown Brand and Website Re-Design

Developed by Bellweather Agency, the Provincetown Office of Tourism redesigned its website with a new cross-platform brand identity. The new brand reflects the culture, community, and nature found in Provincetown with custom illustrations that reference vintage nautical tattoos. It was developed with the community through interviews with business owners and local leaders, residents, visitors and non-visitors, and an organic search term analysis.

Since the relaunch, the website has grown organic visits by 337%.



Enhance public spaces in the Village Center to build a critical mass of outdoor experiences/events

Category	Public Infrastructure Sales & Promotion
Guiding Principles	Create memorable seaside town experiences to extend visitor dwell time and increase local and visitor customer spending
Priority Locations	Main St/Village Center
Magnitude of Time & Cost	Short <1 year ● ○ ○ Medium \$50,000-200,000 ● ● ○
Diagnostic/ Why is this Important?	<p>Although the Town has made recent investments to improve the public realm – primarily enhancements to sidewalks and roadway conditions, there is still limited placemaking projects that signal to customers their arrival on Main Street and that help extend dwell time and spending potential in Village Center.</p> <p>Active programming and event management can be a powerful tool to help attract diverse downtown visitors and a new customer base. In fact, to mitigate against the threats of e-commerce, many shopping centers and commercial corridors/ business districts across the country are offering customers unique entertainment and experiential offerings that help build an ambiance that otherwise cannot be created online. Ambient entertainment makes a customer’s visit to a district exciting and turns districts into places to visit - not just for shopping. It also has shown the potential to increase dwell time of visitors, encouraging them to browse more stores and products, and potentially spend more dollars in the district.</p> <p>While small farmers’ markets may serve local residents and residents of neighboring towns in search of fresh groceries and craft goods, complementary open gallery nights and outdoor music/arts/educational events featuring popular acts and presenters may help attract a more regional audience interested in music, art, and culture.</p>

Diagnostic/
Why is this Important?
(Cont'd)

To build upon the success of the farmers market (and the Orleans Pond Coalition's Celebrate Our Waters events*) and offer an even more comprehensive set of ambient and anchor entertainment in Village Center, the Town should empower local artists/individuals, cultural organizations, and businesses to contribute to activation and animation of its public spaces – whether seasonal public art projects, outdoor programs and events – through a grant and technical support program.

See the map on the following page for priority vertical plane and horizontal plane 'canvases' for placemaking and public space activations.

While the Cultural District and various other local community organizations such as the Orleans Pond Coalition have tested ad-hoc public space activation projects at different times of the year, these organizations have limited resources and often need additional support and funding to be consistent with placemaking activations and events/programs.

By establishing a public space technical support and grant program, the Town can be more intentional about where, how, and when public space activations/animations occur so as to ensure a critical mass of ambient entertainment is created for visitors and local residents.

The program should be guided by a public art and placemaking strategy that identifies design principles, priority public art typologies (including media and programs), and recommends specific sites for placemaking and public art implementation. The plan should be created with robust engagement of local artists and creative communities, as well as key property owners, to ensure stakeholder buy-in and build excitement around future implementation of placemaking and public art projects in the village center.

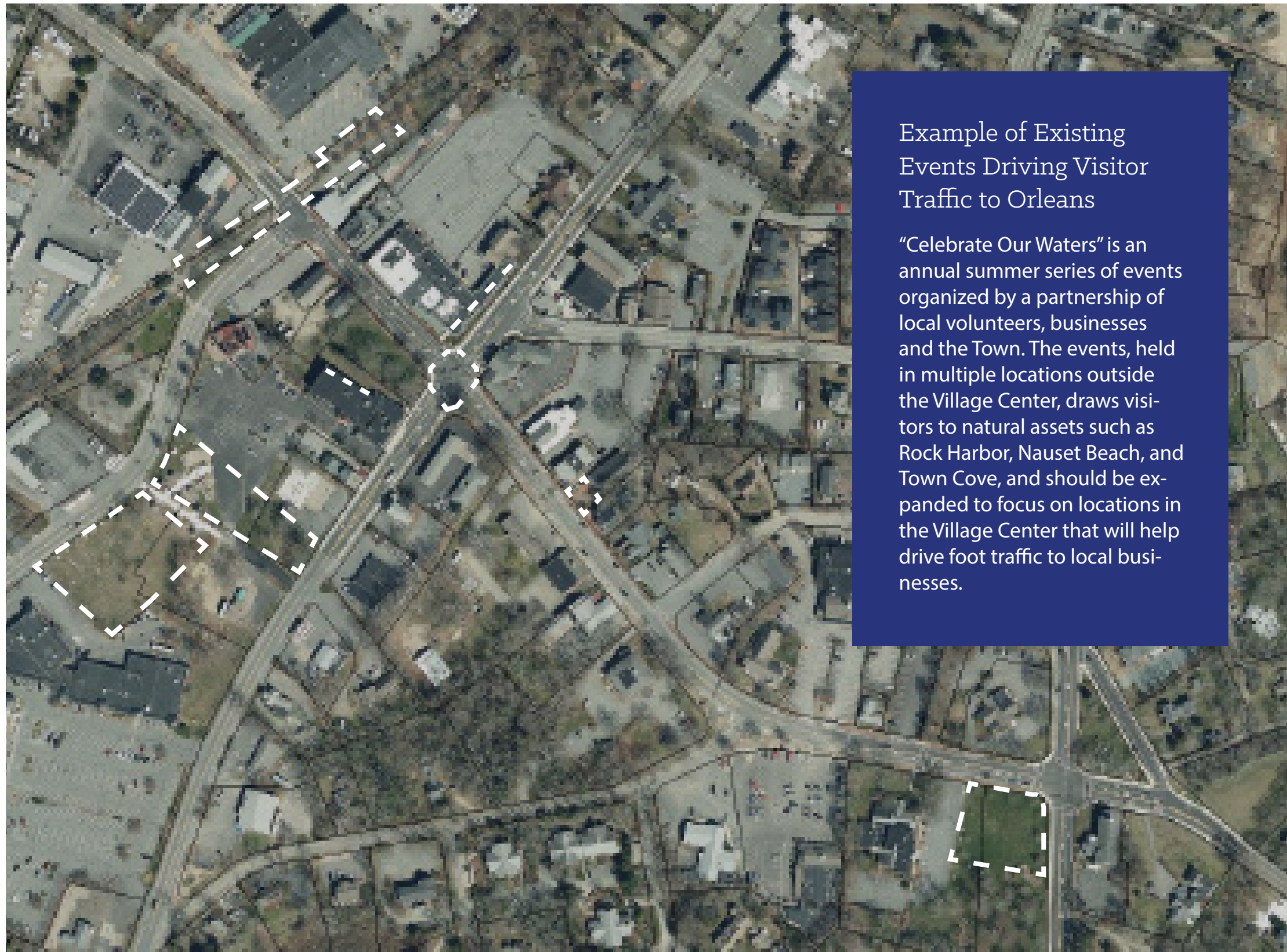
Key Actions & Processes

With the public art and placemaking strategy, the Town should then appropriate funds from its Economic and Tourism Development funds to release a seasonal open call that enables a breadth of local artists and cultural/community organizations to carry out and participate in the activations.

While each open call season may outline a variety of project requirements including i) Length of installation; ii) Scale of installation, iii) Medium of installation, and iv) Volunteer support, the Town should provide micro grants (ranging from \$1,000-\$5,000) to successful applicants to cover the cost of artists' time, installation, fabrication, and any materials. In addition, Town agencies should be engaged to support any permit/license applications.

Each program-funded event/entertainment/activation should be evaluated to measure success through surveys of attendees or pedestrian counters at locations of events/installations.

*Note: See page 42 for further description of 'Celebrate Our Waters efforts by the Orleans Pond Coalition.

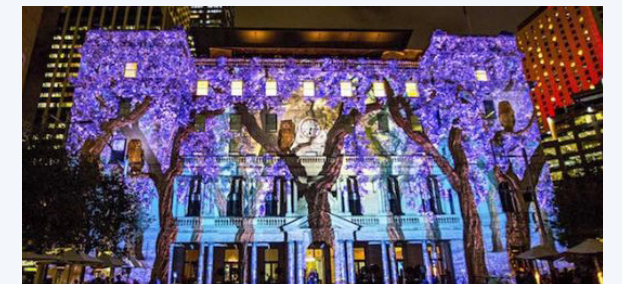


Example of Existing Events Driving Visitor Traffic to Orleans

“Celebrate Our Waters” is an annual summer series of events organized by a partnership of local volunteers, businesses and the Town. The events, held in multiple locations outside the Village Center, draws visitors to natural assets such as Rock Harbor, Nauset Beach, and Town Cove, and should be expanded to focus on locations in the Village Center that will help drive foot traffic to local businesses.

Priority place-making and public space activation sites

PLACEMAKING FOR VERTICAL PLANE :



PLACEMAKING ON HORIZONTAL PLANE:



Partners & Resources

Initial participants of the programs should include local organizations that have demonstrated commitment to the vibrancy of Town, including the Farmers Market, the Artist Cottages, Orleans Cultural District, Orleans Chamber of Commerce, Orleans Improvement Association, and most importantly the broader local artist and business community.

Given that the Economic and Tourism Development fund is set up to accept deposits through a mix of sources including donations, grants, and gifts, the Town's Economic Development Office should consider pitching for corporate sponsorships, applying to MassDevelopment's Commonwealth Places, Massachusetts Office of Travel and Tourism's Destination Development Capital grants, and/or working closely with the Arts Foundation of Cape Cod and the Cape Cod Chamber of Commerce in order to appropriate more funds for this particular public space activation project that will drive visitation to the region.

Best Practice: Orleans Rail Trail summer lighting project



Best Practice: Provincetown MA Tourism Marketing Grant Program

The program, established to help support the Town's marketing to bring new visitors as well as promote re-visitation, includes an 'Events Grant' which are funds given to efforts with the primary focus on events outside the peak season of July and August (i.e. shoulder and winter seasons when Provincetown needs greater activation, as outlined in their tourism marketing strategy).

Proposals are accepted on an annual basis from non-profit organizations, individuals, or businesses conducting an event, activity, or project located specifically within the limits of the Town of Provincetown – and reviewed by the Office of Tourism and Visitor Services Board.

Up to \$100,000 in grants are distributed annually through the program for a mix of event and marketing efforts – similar in scale to the Town of Yarmouth's Tourism Revenue Preservation grant program.

Best Practice: HyArts Discovery Walk, Hyannis MA

The HyArts Discovery Walk, a series of interactive outdoor sculptures near and on the Hyannis waterfront was led by the Town's Office of Economic Development and funded through MassDevelopment's Commonwealth Places program – a one-time civic crowdfunding campaign matched by MassDevelopment (total cost: \$22,000).

The Walk, which activates the Village's existing Walkway to the Sea with outdoor sculptures spans across Main Street, the Village green, Aselton Park, and the waterfront. It is intended to reflect the natural beauty of Hyannis Harbor and improves pedestrian connectivity between the harbor and downtown area, which comprise the Hyannis Arts District.



Photo: Streetsense

Develop small business technical assistance program to support entry of new, experiential-focused tenants

Category	Redevelopment & Tenant Mix Sales & Promotion
Guiding Principles	Reinforce Orleans as the commercial hub of lower Cape Create memorable seaside town experiences to extend visitor dwell time and increase local and visitor customer spending
Priority Locations	Main St/Village Center Town Cove/Rte 6A Waterfront Rte 6A/Eldredge Park Way East Orleans
Magnitude of Time & Cost	Medium 1-5 years ●●○ Medium \$50,000-\$200,000 ●●○
Diagnostic/ Why is this Important?	<p>To continue building on its competitive advantages in the sectors of 'Retail Trade', 'Arts/Entertainment/Recreation', and to capture its fair share of growth in the region in 'Food Services' and various other sectors, Orleans will need to build its resource pool and technical assistance capabilities to help small, local businesses adapt to rapidly changing consumer preferences.</p> <p>In particular, consumers are missing the pre-pandemic dining experience and socializing, and are becoming more aware of their impact on small businesses and the homegrown local economies. Although restaurants and entertainment venues have been hardest hit during the pandemic, consumer sentiments indicate that Americans are indeed missing the pre-pandemic dining experience and socializing. 60% of Americans polled have consistently said the activity they are most comfortable with is dining out, night life, and entertainment. <u>Experiential destinations with dining and entertainment components are able to draw a diverse spectrum of users and generate foot traffic, especially on weekday evenings and weekends.</u> As such, the Town should create a small business technical assistance program, in partnership with the Chamber of Commerce and its partners, to help prospective and current experiential-focused tenants thrive in the new economy.</p>

The types of technical assistance and resources that should be provided through the program should focus on starting, maintaining, promoting, and planning for succession of their businesses, and should be made available for free (or at nominal cost) to participants.

Types of technical assistance sessions/workshops/seminars:

- Branding
- Digital Marketing and Advertising
- E-commerce
- Storefront Design & Merchandising
- Food and Beverage Concepting & Visioning
- Cash Flow/Money Management
- Regulatory/insurance compliance
- Business succession planning

In addition to technical assistance, the Program should also award micro grants to successful applicants that successfully attended training webinars/sessions. The micro grants of up to \$5,000 should be used to address challenges uncovered through attendance in training programs – e.g. to address digital marketing shortcomings, branding refresh, to get started on e-commerce, to enhance storefront design, or to develop a business plan with a professional for a new concept to open in a Town location.

The Town should prioritize awarding micro-grants to the following types of businesses that add to the vibrancy of downtown and that respond to consumer lifestyles and preferences:

- Restaurants serving alcohol/ with entertainment component and bars*
- Light industrial/creative maker business (with direct-to-consumer component)
- Indoor/outdoor recreation/entertainment business (e.g. bowling alley, artist studio/classroom, board game café)
- Hybrid businesses (e.g. daytime coffee shop/night time bar, coffee shop/co-working space, wine bar/artist classroom, book store/performance venue, pharmacy/doctor’s office, florist/cafe)

However, businesses in other sectors should also be considered in the program - as funding and capacity allows.

Finally, as part of the small business technical assistance program, the Town should conduct an audit of local businesses and their digital presence/visibility. The audit should assess availability of businesses on platforms like Google and Yelp, on delivery apps like Uber, Grub-Hub/Seamless, and to assess e-commerce capabilities (e.g. selling on own website, selling via Etsy/Shopify, etc). This exercise should help determine gaps that should be addressed to increase visibility of Orleans’ businesses to visitors and if it is determined that an overall Orleans digital marketplace would benefit the Town, a partnership with platforms such as [Beyond Main](#) should be explored.

**Note: At this time, the Town prohibits alcohol-only establishments. In order to support growth of experience-based beverage-only establishments such as bars, the Town should amend its use list to permit alcohol-only establishments in the Village Center.*

Partners & Resources

CDBG Funds distributed by the Commonwealth of Massachusetts Department of Housing and Community Development

The Town’s Economic Development Manager should work closely with the Orleans Chamber of Commerce, SCORE Cape Cod and the Islands, Cape Cod Community College, and other adjacent Chamber partners, to design the program and to market and promote to the small business audience in Orleans and across lower Cape. The audience of the program should go beyond Town businesses so that Orleans can begin to build a business-friendly image to prospective entrepreneurs seeking new locations/ventures.

Best Practice: Hartford, CT Small Business Technical Assistance Program

Total cost of project/program: \$75,000

The small business technical assistance program is funded in part with the community development block grants funds allocated to the University of Hartford’s Entrepreneurial Center & Women’s Business Center by the City of Hartford.

As part of the program, businesses receive a customized blueprint to establish and move their company ahead. Professional assistance covers a broad range of topics, including marketing strategy, website improvement, business plan development, financial management, legal issues, operations, hiring, and more.

Testimony from program graduate:
Donyelle McBride of McBride Hair Restoration

“The program helped me to develop an effective business plan. I now have the confidence needed to submit my business plan to financial institutions and look forward to taking my business to the next level.”

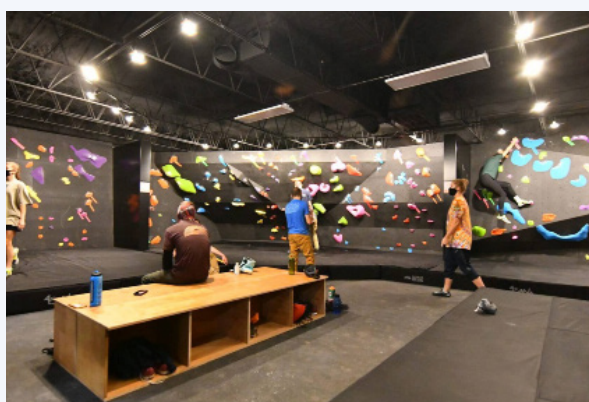
Case Study: Livingston County NY Dream-O- Vate Program

Total cost of program (to-date, over 3 years): \$300,000

The Dream-O-Vate Business Competition is a county-wide program led by the Livingston County Economic Development Corporation and helps recruit new businesses to the area and enhance their chances of success with support, assistance, and funding. The highly competitive program has hosted 37 businesses and has provided funding to more than 15 businesses that have opened/expanded in Livingston County.

The program is focused on recruiting makers, creators, movers, and shakers to open retail establishments that will enhance the visitor experience in and around the County's nine historic Main Street districts. Applicants can be a new business start-up or diversification of an existing business.

Photos: Livingston County Economic Development Corporation New York



Partner with higher education institutions to develop blue economy, hospitality, and other skilled trades workforce training programs to build home-grown, skilled year-round labor

Category	Sales & Promotion Organizational Capacity
Guiding Principles	Reinforce Orleans as the commercial hub of lower Cape
Priority Locations	Town-Wide
Magnitude of Time & Cost	Medium 1-5 years ●●○ Medium \$50,000-\$200,000 ●●○
Diagnostic/ Why is this Important?	<p>Unlike the rest of the Commonwealth, the economic landscape in the Cape is unique. Of the 11% growth in employment between 2010-2019, in the Cape, about half of those jobs (51%) were in 'Construction' and 'Leisure & Hospitality' sectors. Preserving Construction Trade, Leisure and Hospitality, as well as its adjacent sectors that drive hospitality – which, in the Cape, primarily are its blue water assets and the blue economy – will be critical to the future of Orleans' economy.</p> <p>Among key business issues facing Leisure & Hospitality in the Cape (and Orleans) in recent years is the limited supply of a skilled and trained hospitality workforce and a year-round skilled blue economy workforce that can help sustain these sectors.</p> <p>A workforce training program in skilled construction trades, hospitality, and the blue industries can help build a year-round skilled workforce that may be able to secure higher-earning wages and steady jobs in these sectors across the Cape.</p>

Key Actions & Processes

The Town of Orleans’s Economic Development Manager should partner closely with adjacent Towns, higher education institutions, and key trade groups in the region to create a new workforce training program focused on skilled construction trades, hospitality, and blue industry sectors. A similar recommendation focused primarily on dark blue industries was previously made by the Cape Cod Blue Economy Project in its report ‘A Call to Action’ and remains a key strategy for Orleans and the region in order to preserve and grow the dark blue industries and the leisure & hospitality sectors (light blue industries) that rely on them.

With strategic partnerships, the Town’s Economic Development Manager should first conduct a study to identify skill gaps in marine industries, construction and utilities, and hospitality for workforce development and conversion from jobs to careers.

- Work with higher education institutions such as UMass (which already has several colleges engaged in the preservation/protection of the blue economy) and Cape Cod Community College, and other local workforce development organizations to help develop targeted curriculum.
- Roll out curriculum locally in Orleans in a pilot semester to assess uptake of program and to adjust/modify curriculum
- The program should be targeted at employees already in the workforce looking to enter/advance careers in construction & utilities, hospitality, and blue economy.

In partnership with local school districts, the Town should also support younger learning and understanding of the dark and light blue economies, and more generally, entrepreneurship.

- Create K-12 education classes that offer an introduction to construction trade, hospitality, and dark blue sectors, as well as classes that foster entrepreneurship across these sectors.
- Improve the ocean literacy and blue economy workforce interest and preparedness of K-12 students by building engagement and awareness of opportunities and careers in the industry.
- Conduct an emerging professional tours in K-12 settings where local businesses and organizations across construction & utilities, hospitality, and dark blue sectors can share their area of work in the Cape Cod Region and provide a foundation for necessary steps to have a high-paying career locally.
- For local high school students, develop internship programs within school systems, with local businesses across construction & utilities, hospitality, and dark blue sectors, to encourage participation in potential careers during the summer.

Partners & Resources

The Town’s Office of Economic Development should work closely with elected leaders in neighboring Towns, higher education institutions, and local trade and interest groups, including Cape Cod Hospitality Marketing Association, Massachusetts Lodging Association, Cape Cod Blue Economy Project Blue Advisory Panel, Aquaculture Research Corporation, Cape Cod Marine Trades Association, Pleasant Bay Community Boating, Cape Cod Commercial Fisherman’s Alliance, Cape Cod Museum of Natural History, Lower Cape Community Development Partnership, the Cape Cod Town Counselors Association, the Cape Cod Town Managers Association, Massachusetts Shellfish Alliance, the Cape Cod Homebuilders and Remodelers Association, the Workforce Development Board, the Harbormasters Association.

Partners & Resources
(Cont'd)

Higher education institution partners include Cape Cod Community College (Business Administration, Hospitality Management, and Culinary Arts Schools) and UMass (North Shore Blue Economic Initiative).

Potential funding sources include:

- Seaport Economic Council: Awarded on a competitive basis, the grants offer flexible funding to communities to stimulate maritime economic and jobs. In particular, the Council's grants to public education institutions may be used toward efforts with local school districts and development of curriculum with higher education institutions. Grants awarded up to \$1 million.

Best Practice: University of Maine MARINE and Blue Economy Program

UMaine MARINE is a university-wide initiative, where enrolled students are able to select college units that combine the University's world-class marine research, education, and outreach programs and resources. The units are developed and administered in collaboration with external partners such as the Aquaculture Research Institute and the Lobster Institute, bringing aspects of marine-oriented social and economic development in Maine and beyond.

More recently, the University's commitment to the blue economy has expanded to include a pilot graduate program sited at the Darline Marine Center. The UMaine Blue Economy pilot program, funded with help of a \$50,000 grant award from the William Procter Scientific Innovation Fund, is a collaboration with the Maine Business School (MBA Curriculum) and will bring students, faculty, and industry and community partners together to conduct research, product development, and commercialization related to Maine's marine economy.



Photo: University of Maine

Case Study: City of Ithaca NY Hospitality Employment Training Program

The Hospitality Employment Training Program (HETP) is funded by a \$110,000 HUD CDBG Entitlement Grant and administered by local non-profit, Greater Ithaca Activities Center (with funding support from partners, United Way of Tompkins County).

Participants of Ithaca's HETP receive free professional training and work experience to start a career in the hospitality industry. The program is conducted over a period of about six months and includes eight weeks of instruction in skills and six weeks of on-the-job training at local businesses to gain experience and learn the details of operating in the industry. This includes rotations in areas such as front office, food and beverage, clerical, housekeeping, maintenance, and administration/management.

By the end of the program, participants gain a comprehensive portfolio of certifications and on-the-job training that places them in higher wage levels and competitive job positions in the leisure and hospitality sector. In addition, HETP offers job placements whereby employers support expenses related to participants' hourly wages for on-the-job training, facility tours, and workshop instructors. In addition, the program provides wraparound service (e.g. housing search) and job placements following participation.



Create a role for a full-time Town economic development and tourism director & marketing staff

Category	Organizational Capacity
Guiding Principles	Identify economic development leadership roles and resources to align community efforts toward common economic development goals
Priority Locations	Town-wide
Magnitude of Time & Cost	Short <1 year ● ○ ○ High \$200,000+ ● ● ●
Diagnostic/ Why is this Important?	<p>The Town of Orleans is currently missing an individual or entity acting as the Town’s leader in economic development, and whose primary role is to advance a common vision for economic development and to coordinate efforts across relevant community-based groups. In fact, the Town’s Village Center Market Study report from 2018 similarly notes this lack of leadership and managing entity for economic development efforts - whether focused on downtown or across Town.</p> <p>While there are many community organizations in Town that work to advance tourism efforts and offer business support, a majority are limited in resources, capacity, and most importantly expertise. In fact, most organizations in Town are run by part-time and/or volunteer staff, and operate in silos or are only mobilized for ad-hoc events/projects when funding is available.</p> <p>As Orleans works toward building a stronger year-round community and leans into its existing strengths in light blue industries, including ‘Retail Trade’, ‘Arts/Entertainment/Recreation’, as well as leverage new opportunities in ‘Natural Resources’ and ‘Accommodation and Food Services’ sectors, the Town will need to appoint an economic development manager whose focus is to retain businesses in sectors that are the Town’s competitive advantages, and help expand and attract new businesses in sectors that the Town may have opportunity to leverage based on regional growth.</p>

Key Actions & Processes

Orleans' economic activities span across seven different economic clusters – each with its own mix of businesses and anchors/assets. As such, the appointed economic development manager should serve as a Town employee reporting to the Town Administrator (or Director of Planning and Community Development) and a newly-formed advisory Economic Development Board/Commission, and should coordinate projects/initiatives across each of the Town's economic clusters to ensure collective progress for the Town – working closely with other Town Department Directors including Planning Department and Department of Public Works and Natural Resources.

The newly appointed Town Economic Development Board/Commission should include volunteer members who represent a breadth of industries/sectors in the Town of Orleans, primarily 'Retail Trade,' 'Accommodation/Food Services,' 'Financial Services,' 'Real Estate and Rental and Leasing,' 'Agriculture, Forestry, Fishing & Hunting' and 'Arts/Entertainment/Recreation.' In addition, the Board should include key leaders of local business organizations such as the Chamber of Commerce.

Following the appointment of the Economic Development Board, the Town should develop a job description and engage in a hiring process for its first Economic Development Manager. The individual's key goals should include:

- Coordinating the Town and local community groups' efforts towards advancing the vision of the Town of Orleans Tomorrow – “a destination filled with well-protected and preserved natural assets that promotes sustainable year-round outdoor recreation and a thriving blue economy. Orleans will remain a commercial hub and arts/cultural center for lower Cape and grow into an attainable, year-round downtown living community for retirees, families, and young professionals”
- Develop a baseline analysis of the Town's demographic and economic data specific to the blue economy to build on and support the contributions our fishing and other water based activities provide for the community. [Note: this would build on efforts ongoing by the Cape Cod Blue Economy Foundation see: <https://www.bluecapecod.org/>]
- Retain and grow businesses in the Blue Economy ('Fishing' sector), including light blue and visitor experience industries such as 'Retail Trade,' and 'Accommodation and Food Services,' and 'Arts, Entertainment, and Recreation'
- Preserve and promote Orleans' creative sector which complements Blue tourism activities
- Strengthen Orleans as choice year-round location for living and working in financial activities sectors such as 'Finance and Insurance' and 'Real Estate and Rental and Leasing,' and other professional services

In addition to familiarity with the economic landscape of the Cape and the Commonwealth of Massachusetts (through lived or professional experience), the individual should have 5-10 years of experience in community economic development, business or public administration, and/or sustainable tourism development/management (Master's education preferred), as well as proven track record of working closely with business organizations and stakeholders, as well as real estate developers/property owners.

Key skills that may be required of this individual include:

- Knowledge of relevant state (and local) laws, regulations, and procedures concerning redevelopment, economic development, real estate and real property, principles, practice and methods of economic development and real property management, and of municipal
-

- Ability to effectively communicate in both verbal and written form, to gather and analyze economic data to pitch to business site selectors and business owners
- Ability to research and source grants, write and develop grant applications for submission

Ultimately, this economic development plan should serve as the guiding document, or work plan, for the Town’s newly appointed economic development manager. In the first three months of appointment, the Town’s economic development manager should:

Key Actions & Processes
(cont’d)

- Further map priority actions with input from the Economic Development Board/Commission, and based on available Town resources/capacity.
- Conduct outreach to business organizations (e.g. Chamber of Commerce) and individual businesses to a) establish contact with business community and build familiarity amongst local stakeholders as the new economic development leader in Town, and b) create a robust Town business inventory and contact list that may be used to organize quarterly/annual business meetings moving forward
- Apply for funding/grants and build partnerships toward implementation of priority actions

As the Town’s economic development manager builds out a specific work plan for 1-3 years out, and more funding is acquired, the case for part-time support (whether as an in-house role or consultant) may be built to focus on the implementation of any individual economic development strategy.

Partners & Resources

While a newly appointed Economic Development Board/Commission will provide oversight to the role, the Town’s Economic Development Manager should work closely in partnership with the existing Chamber of Commerce to ensure continued collaboration between the two entities and to prevent overlap in roles and responsibilities.

Best Practice: Town of Yarmouth MA

The Office of Economic Development for the Town of Yarmouth sits within the Department of Community Development and has a dedicated full-time staff of one – an Economic Development Coordinator who is managed by the Town’s Director of Community Development and overseen by a Community and Economic Development Committee.

The Town’s legislation requires that the oversight committee includes at least one member from the Yarmouth Chamber of Commerce, ensuring constant lines of communication and collaboration between the Town’s Economic Development Office and the local chamber.

The Economic Development Coordinator is focused on promoting Yarmouth as a friendly business community by providing support for business permit/license regulations and procedures. In addition, the Coordinator administers programs such as the Tourism Revenue Preservation Fund Grants which fund the marketing and/or production of events that further promote Yarmouth as a tourist destination, and manages reimbursable marketing grants that are distributed every three years to a contracted organization that provides marketing support for businesses in Town.

While the Town covers the full-time staff position in the Office, programs administered by the Economic Development Coordinator are funded by various means including through a portion of the Town’s meals and rooms tax and the Town’s Tourism Revenue Preservation Fund, a special account comprising a portion of the total local room occupancy tax (upwards of \$50,000) as well as other grants, gifts, or donations made to the Town.



Photo: Cindi Griffin

Best Practice: Town of Barnstable MA

The Office of Economic Development for the Town of Barnstable sits as one of six core programs within the Planning Department & Development. Other core programs (with dedicated staff for each) include Comprehensive Planning, Conservation, Housing & Community Development, Parking Management, and Regulatory Planning.

The Office of Economic Development is overseen by Director of Planning & Development and includes a full-time staff of three – a Planning & Economic Development Coordinator, a Marketing Outreach Manager, and an Arts & Culture Coordinator (who assumes the management responsibility for the HyArts Cultural District). Operating budget of the Town, or 1.17% of the Town's General Fund budget, covers the full-time staff positions in the Office.

The Office primarily leads Town functions related to business outreach and support, and the growth of arts and culture – taking the lead from the Town's economic development plan in which the Town recognizes arts and culture as key economic drivers that contribute to the vibrancy of the area. The Office's main goals include promoting downtown Hyannis' revitalization, coordinating/collaboration with local business groups, and the revitalization of Route 132 Regional Commercial area, Hyannis Harbor and Route 28 corridor. In addition, the Office administers grants such as small business grants and tourism mini grants that invite civic associations and nonprofits to activate public spaces and drive visitor traffic to key commercial areas.

Key partners for the Office include the Hyannis Area Chamber of Commerce, the Hyannis Main Street Business Improvement District, and the Hyannis Cultural District: Cultural District, Main Street



Photo: Streetsense

Create an economic and tourism development fund to support implementation of priority strategies

Category	Organizational Capacity
Guiding Principles	Identify economic development leadership roles and resources to align community efforts toward common economic development goals
Priority Locations	Town-wide
Magnitude of Time & Cost	Medium 1-5 years ●●○ High \$200,000+ ●●●
Diagnostic/ Why is this Important?	<p>As mentioned in the previous strategy, an Economic Development Manager will need to procure funds to implement priority strategies in the economic development plan as part of his/her scope of work.</p> <p>While many towns in the Cape including Yarmouth, Plymouth, and Provincetown have chosen to set aside a portion of local room occupancy tax revenues to advance economic development projects, at this time the Town of Orleans has committed 100% of its local room occupancy tax funds to the completion of the sewer infrastructure. Until the project is completed, it is unlikely there will be available funds for other economic and tourism development projects. The Town will therefore need to consider building a separate fund consisting of available State tourism grants and receipts from other taxes.</p>
Key Actions & Processes	Among its chief priorities, the Town’s newly-appointed Economic Development Manager should work closely with the Town’s Select board and Finance Committee on establishing a dedicated Economic and Tourism Development Fund similar to that of Town of Yarmouth’s Tourism Revenue Preservation Fund.

Key Actions & Processes
(cont'd)

The Fund should be set up as a special account in the town treasury into which select receipts may be deposited toward the use of economic and tourism development activities. Receipts may include grants, gifts, donations, or portions of tax receipts. Given that local room occupancy tax receipts will not be available for expenditure on other projects in the near future, the Town of Orleans should consider two available options: a) a new short term rental community impact tax, and b) sales tax on marijuana.

a) Short Term Rental Community Impact Fee

For short-term rentals only, cities and towns are permitted to charge an additional community impact fee up to 3% if an operator has more than one property in that locality. By a separate vote, towns may choose to also include owner-occupied 2 or 3 family dwellings that are rented on a short-term rental basis. This is an optional tax a town can add via their legislative body for those who own multiple properties.

Note: At this time, the Town's standard short term rental tax revenues have been designated for wastewater infrastructure for at least the next three fiscal years. Town Meeting could change the dedication by a two-thirds vote.

b) Sales Tax on Marijuana

Cities and Towns in Massachusetts have a local sales tax option of up to 3% to charge on sales of marijuana products, not including medical marijuana.

Other sources of funds that should be considered as deposits into the economic and tourism development special account may include a portion of meals tax receipts and any grants pursued through the Massachusetts Office of Travel & Tourism, MassDevelopment, and various other state agencies.

Partners & Resources

In order to pass a new short term rental community impact fee, the Town's Economic Development Office should carefully engage in outreach with local, professionally-managed short term rental properties to articulate the proposed uses of the tax receipts to build understanding of mutual benefit and co-develop a plan of action that will guide the use of funds.

In addition, the Town's Economic Development Office should also work closely with the Cape Cod Commission and Cape Cod Chamber of Commerce, the regional tourism council, to align on pursuits of State grants, particularly for planning and marketing grants.



Photo: Paul Scharff

Best Practice: Town of Yarmouth MA Tourism Revenue Preservation Fund

The Town of Yarmouth’s Revenue Preservation fund, approved in 2006, was established to set aside a dedicated funding source for the Town to support “public improvements including beautification, recreational resources, and public improvements related to the mutual needs of visitors and residents with the balance available for related marketing, and promotional programs, projects and events.”

The Town’s Community and Economic Development Committee makes annual recommendations to the Town on amounts that should be appropriated for programs and projects which are of clear mutual interest to the residents and visitors of the town, and which strengthen the Town as an attractive tourism destination, and for related purposes of the visitor industry. With approval from the Community and Economic Development Committee, the Town’s Community Development Directors then expends the approved amounts from the fund for specific programs, services, and projects – including expending amounts with partnership of other Town departments or through vendor contracts.

For example, every three years funds are appropriated to release an RFP for a marketing contract that has enabled the local Chamber to apply for reimbursable funds for any marketing activity held over the three years – including events, promotional campaigns, etc. In the last few years, funds have also been appropriated for the marketing and production of key events by local community groups that promote Yarmouth as a tourist destination and that strengthen community character.

Best Practice: Provincetown MA Tourism Fund

Although, in the near term, this option is unlikely to be available to the Town of Orleans given its 100% commitment to completion of sewer infrastructure in Town, the dedication of a portion of local room tax receipts to economic and tourism development activities is a widely-leveraged funding model for many Towns across the state.

In the example of Provincetown, where the select board publicly recognizes tourism as a key economic driver for the Town, 35% share of local room tax receipts, or about \$700,000 annually, is deposited into a Tourism Fund whose purpose is to “market, beautify, and enhance tourism” in Provincetown – including marketing projects, promotional events, municipal projects, beautification, coordination and support.



Photo: Provincetown Tourism

Create safer pedestrian and bike connections that connect seaside assets to Village Center + Rail Trail

Category	Public Infrastructure
Guiding Principles	<p>Manage and protect natural assets to sustain tourism activity, retail spending, and blue economies</p> <p>Create memorable seaside town experiences to extend visitor dwell time and increase local and visitor customer spending</p>
Priority Locations	<p>Main St/Village Center</p> <p>Town Cove/Rte 6A Waterfront</p> <p>East Orleans</p> <p>Rock Harbor</p>
Magnitude of Time & Cost	<p>Medium 1-5 years ●●○ Medium \$50,000-\$200,000 ●●○</p> <p><i>Based on total distance of proposed improvements:</i></p> <ul style="list-style-type: none"> • Cape Cod Rail Trail/West Road (crossing rte 6 hwy – 0.35 miles (<3 min bike ride) • West of Main St to Rock Harbor – 1 mile (7.5 min bike ride) • East of Main St to Nauset Beach – 2.5 miles (15-18 min bike ride)
Diagnostic/ Why is this Important?	<p>The Cape Cod Rail Trail is a large visitor generator. Over 200,000 users are recorded annually on the trail, as counted at two intersections in Falmouth and Brewster. In addition, annual events such as Coast to Coast and bike races generate additional traffic in the Summer. At this time, however, Orleans is not fully maximizing/capturing traffic from the trail and leveraging it as an asset and trip generator for Village Center.</p> <p>While significant streetscape investments were recently made on Main St in Village Center, those improvements did not include significant safety measures for cyclists who are entering Town (via the rail trail or otherwise). Overall, the Town is limited in its bike infrastructure and will need to make enhancements to create a safer pedestrian and cycling environment, particularly to connect Village Center and the Trail to its natural assets (Rock Harbor, Town Cove Nauset Beach, Skaket Beach) – for both peak season visitors and year-round residents.</p>



Priority corridors for pedestrian/bike improvements

- Cape Cod Rail Trail
- Priority Corridors:
 - West Road/Crossing Route 6
 - Cove Road to Rte 28
 - West Main St to Rock Harbor Road
 - East Main St to Beach Road

Diagnostic/
Why is this Important?
(Cont'd)

In a previous survey of businesses from the Village Center Study (2019), over three quarters of respondents reported that making the Village Center more walkable and bike-friendly would increase sales.

To create safer pedestrian and bike connections between Cape Cod Rail Trail/Village Center and the Town's key natural assets (including Rock Harbor, Town Cove Nauset Beach, Skaket Beach), the Town should build on its streetscape improvements to further slow down traffic on key corridors, including Main St (East and West of Village Center), Rock Harbor Road, Beach Road, Cove Road, and a section of Route 28 (S Orleans Rd).

This includes a suite of potential improvements such as shared use paths, bike boulevards, buffered or conventional bike lanes, or separated bike lanes.

Key Actions & Processes

To determine the feasibility of such improvements, the Town should develop an active transportation* master plan that comprehensively assesses potential corridors or sections of corridors that could be enhanced for both increased pedestrian and bike use. Historically, the Town's transportation planning efforts have heavily focused on vehicular circulation and parking, however in recent years with support of the Town Traffic and Parking Study Committee and the Bike and Pedestrian Committee, greater attention is being given to enhance rail trail connections (West Orleans) and expansion of pedestrian improvements from Main Street to Beach Road (currently in planning stages).

Following the development of an active transportation master plan, the Town can test sections of proposed pedestrian and bike infrastructure improvements through pilot projects. Pilot projects are an effective way to demonstrate to local residents the possibilities of permanent installations and the impacts they might have in the long-term to build buy-in on any eventual capital projects.

Partners & Resources

The Town's Departments of Planning and Public Works, Traffic & Parking Study and Bike & Pedestrian Committees should work closely on the active transportation master planning effort and any short-term pilot projects.

Potential grants for the planning effort, pilot projects, and long-term capital investments include the following:

- Commonwealth of Massachusetts Department of Transportation Shared Streets and Spaces Grant program
- Commonwealth of Massachusetts Department of Conservation and Recreation MassTrails Grants
- MassWorks Infrastructure Program

**Note: Active Transportation refers to a means of getting around that is powered by human energy, primarily walking and bicycling.*

Best Practice: Wayland/Natick MA Route 30 Shared Winter Streets and Spaces Sepa- rated Bicycle and Shared- Use Lanes



Total length of project: 3,708 linear ft of improvements

Total project cost: \$40,000

Route 30 is a wide two-way arterial street with wide shoulders and no on-street parking which encourages high traffic speeds with no protection for pedestrian and bicyclists. Traffic volumes and speeds are moderate to high along the corridor. Demand for pedestrian and bicycle use along the corridor is moderate to high as it connects with businesses and the Cochituate Rail Trail on the west end with recreational opportunities in Cochituate State Park to the east.

The pilot project included the installation of vertical flex posts within the buffer area between the travel lanes and the separated bicycle and shared-use lanes. The flex-posts were installed with anchor cups that allows them to be screwed into the anchors for the Spring, Summer and Fall seasons, and unscrewed during the winter to allow for snow plowing. The Town of Wayland staff led the effort to obtain funding through the MassDOT Shared Winter Streets and Spaces Program while Town of Natick staff led the implementation and construction effort.

Since implementation, the number of pedestrians and bicyclists using the shared use lanes has increased and vehicle speeds have reportedly decreased.




Today, the Town of Wayland is studying the feasibility of extending the bicycle and shared-use lanes to connect with Route 27 one-half mile to the east.

Increase public access to Town Cove waterfront

Category	Public Infrastructure
Guiding Principles	<p>Manage and protect natural assets to sustain tourism activity, retail spending, and blue economies</p> <p>Create memorable seaside town experiences to extend visitor dwell time and increase local and visitor customer spending</p>
Priority Locations	<p>Main St/Village Center</p> <p>Town Cove/Rte 6A Waterfront</p>
Magnitude of Time & Cost	<p>Medium 1-5 years ●●○ Medium \$50,000-\$200,000 ●●○</p>
Diagnostic/ Why is this Important?	<p>Orleans' waterfront area is characterized by tourism-supporting businesses such as fishing stores, boat dealers, bike trail rentals, surf shops and local inns/motels. Its business mix aligns closely with the outdoor recreation assets located in the area - Town Cove and J Young Windmill Park.</p> <p>However, the area currently lacks pedestrian/cyclist infrastructure. Despite being adjacent to a natural asset (Town Cove), the public realm does not currently encourage pedestrian circulation near the waterfront and has limited views of the water for enjoyment by the public.</p> <p>Key public realm issues on Rte 6A to Town Cove include the limited widths of sidewalk and significant breaks in the sidewalk network due to driveway entries/exits.</p> <p>In addition, there is limited signal crossings to encourage cross-visitation between businesses, as well as the lack of pedestrian-scale lighting to promote evening pedestrian traffic.</p>



Increasing walkability between Village Center and Town Cove

-  Area for streetscape expansion
-  New access points to the waterfront through license agreements/trail easements
-  J. Young Windmill Park Enhancement



According to the Cape Cod Commission’s 2015 Reset Study, “Town Cove presents a unique opportunity that could define the Eastham gateway to Orleans.” The study outlines targeted improvements along Route 6A that would enhance views to the water, emphasize the natural resource in the area, and increase public access to the water by walking and cycling – including:

- Adding on-street parking
- Adding pedestrian amenities such as street furnishings in proximity to sites with views
- Moving utility lines behind the buildings or underground where feasible.
- Narrow the roadways to widen sidewalk widths and provide additional space for low landscaping, street trees and pedestrian/bicycle and transit amenities
- Identify sites for long-term acquisition that would enable the Town to improve visual and physical access to the waterfront

Key Actions & Processes

Additional actions to consider:

- Negotiate license agreement/trail easement with property owners to create new points of access to the water for pedestrians and cyclists (excl. boaters) - [Click here for a sample trail agreement from Commonwealth of Massachusetts](#)
- Adding medians and mid-block crossings
- Enhance site ingress/egress design
- Separated bike lanes
- Enhance furnishings at J. Young Windmill Park (temporary picnic tables and benches, outdoor games)

These improvements should be planned and designed collectively in a streetscape plan for the area. Planned improvements should serve to increase pedestrian activity and facilitate cross-visitation between Town Cove waterfront and Village Center, while reducing vehicular congestion and reliance on vehicles to travel within Town of Orleans (i.e. park once and walk).

Partners & Resources

The Town’s Planning Department and Department of Public Works should work closely on a streetscape plan for this section of Route 6A. In addition, the partnership and/or participation of property owners along this section of Route 6A will be critical to implementation.

This effort should also be closely coordinated with the Town’s bike master planning effort (see previous recommendation).

Potential grants for the planning effort, pilot projects, and long-term capital investments include the following:

- Commonwealth of Massachusetts Department of Transportation Shared Streets and Spaces Grant program, Complete Streets Grants
- Commonwealth of Massachusetts Department of Conservation and Recreation MassTrails Grants
- MassWorks Infrastructure Program



Photo: Google Maps

Best Practice: Whately MA Complete Streets on Chestnut Plain Road

Total project cost (incl. planning and construction): Medium Budget (\$50,000- \$200,000)

The Whately Historic District Complete Streets project included the construction of new sidewalks and pedestrian infrastructure on the town's main street, Chestnut Plain Road.

Design and engineering work was funded by the Town of Whately with additional public participation process and construction funded through Massachusetts Complete Streets grant. Key partners for the project included several municipal committees focused on the target area and technical assistance providers, including a landscape architecture consultant team and the regional planning agency.

The project also included the construction of a new section of sidewalk in front of the Whately Inn. The town worked cooperatively with the Whately Inn to redesign and relocate its parking area to allow for the construction of a sidewalk. By relocating the ingress/egress to the parking area, additional parking was created, and a continuous sidewalk was constructed.

The project also improved pedestrian connections between the Whately Inn and the recently renovated old Town Hall, which is now a community center and local history museum. As in-person events begin to be held again at the old Town Hall, residents and visitors can safely and easily park and walk to and from the Whately Inn and Town Hall/museum events.

Best Practice: Penn Yan, NY Keuka Lake Hotel

The village and hotel developer CN Iversen Family LLC signed a development and easement agreement for development of the Hampton Inn that will be built next to Top of the Lake Restaurant near the Keuka Lake shoreline.

The four page agreement, approved by the Village Board April 21, identifies utility easements and the development of a waterfront pathway that will extend from the south line of Mace Street to Red Jacket Park.

With the pathway agreement, Village officials plan to connect the waterfront to a similar walkway crossing the Firemen's Field and the yet to be developed Keuka Outlet Development on the former Penn Yan Marine property, and eventually extend it to connect with the Keuka Outlet Trail.

According to the agreement, Iversen will fund construction and installation of the walkway, which will be for public use by foot or otherwise.



Enhance existing landings and commercial fishing infrastructure

Category	Public Infrastructure
Guiding Principles	Manage and protect natural assets to sustain tourism activity, retail spending, and blue economies Create memorable seaside town experiences to extend visitor dwell time and increase local and visitor customer spending
Priority Locations	Town Cove/Rte 6A Waterfront
Magnitude of Time & Cost	Medium 1-5 years ●●○ High \$200,000+ ●●●
Diagnostic/ Why is this Important?	<p>Biodiversity at Town Cove is rapidly in decline and commercial fishing/recreational boating activity is at risk.</p> <p>In recent years, local water channels in Town have been filling in due to shoaling exacerbated by climate change and erosion, hindering access to the Town's harbors for commercial fishing. This has resulted in both navigation and public safety issues that have forced a large share of commercial boats to leave Town for other neighboring towns like Chatham and Harwich with deep water access. Of boats that continue to use Orleans to access waters, many also face the challenge of limited availability of boat trailer parking. The demand for parking at town landings has resulted in visitors using adjacent roadways to park their boat trailers.</p> <p>Overall, the Town needs to enhance and maintain its maritime infrastructure (Town Cove, Rock Harbor and its Ponds) if it is to continue being a choice location for both recreational and commercial fishing boats.</p>

<p>Key Actions & Processes</p>	<p>The Cape Cod Commission recommends adding and enhancing existing landings and commercial fishing infrastructure such as bulk-head repairs, addition of hoisting boom, fuel service upgrade, dredging, ice/storage facilities, parking, aquaculture support, and more dock space.</p> <p>To make these improvements, the Town should engage a professional coastal/maritime engineering consultant to conduct hydro-graphic surveys and assess existing conditions to determine the right expansion/maintenance/reconstruction efforts for Town Cove, Rock Harbor and its Ponds. The engineering consultant should also follow through with providing permitting services in connection to any new construction, reconfiguration, and replacement of existing infrastructure.</p> <p>Additionally, to avoid large commercial boats leaving town cove for larger harbors unaffected by shoaling, Orleans should consider applying a priority model to its waitlists for mooring spaces – giving priority to commercial fishing vessels over recreational vessels as a strategy to preserve commercial activity (to the extent it is legally permitted).</p>
<p>Partners & Resources</p>	<p>Town of Orleans Department of Natural Resources should lead this effort (preferably with the support/participation of the Town of Eastham).</p> <p>Potential funding sources include the Seaport Economic Council grant program.</p> <ul style="list-style-type: none"> • Supportive Coastal Infrastructure Project Grants: Infrastructure grants are available when, in order to fulfill the job or economic growth potential within a coastal community, investments may need to be made in coastal infrastructure to achieve these aims. Best available science and information regarding potential threats to coastal communities from sea level rise and extreme weather events will be used to evaluate and improve the sustainability and resilience of projects in which the Council invests. Matching funds of 20 percent of overall project funding request is necessary. Acceptable sources of matching funds include the municipality, federal grants, private funds, or contributions by partner organizations.

Best Practice: Stonington ME

In Town of Stonington, assignments for the privilege of maintaining a mooring in Vinalhaven Harbor is made in the order received according to the following ordered priorities:

1. Full-time commercial fishing vessel
2. Part-time commercial fishing vessel
3. Commercial Vessel
4. Pleasure Vessel
5. Guest Mooring/Rental Mooring



Photo: Downtown East Acadia Regional Tourism

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Other Long-Term Recommendations

Enhance broadband access for Village Center & Town Cove residents and visitors

Category	Public Infrastructure
Guiding Principles	Promote growth in Village Center & Town Cove/Rte 6A Waterfront to support year-round labor pool, grow resident base, and diversify commercial tenants
Priority Locations	Main St/Village Center Town Cove/Rte 6A Waterfront Finlay Industrial
Magnitude of Time & Cost	Long 5 years+ ●●● High \$200,000+ ●●●
Diagnostic/ Why is this Important?	<p>Beyond streetscape and roadways, there are other less visible but incredibly critical public infrastructure that impact business operations and success including fiber optic networks. In particular, businesses that do not have access to broadband are often unable to maintain a strong web presence/gain customer attention or access supplies/labor easily.</p> <p>While “there is more fiber than any other town” and Orleans is currently well-equipped with fiber optic networks provided primarily through ComCast and OpenCape, the Town should consider enhancing broadband connectivity for both residents and businesses - especially as it grows its year-round resident base.</p> <p>Local businesses reliant on broadband connectivity are increasingly showing interest in OpenCape as an alternative provider and the Town should, in the long term, support subsidy of this service offering as more downtown residents and businesses cluster in Village Center.</p>

The Town should partner with Open Cape to create shared Giga-bit and wide area networks for use by residents and businesses in Village Center.

Key Actions & Processes

- Build Gigabit Ethernet passive optical network (GPON) with single point to multipoint 100% fiber optic internet connection via passive optical splitters that offers higher downstream speeds in Village Center and Town Cove area. This should be leveraged by businesses that will have the ability to utilize VOIP phone service and stream any digital media service for less than \$100 a month.

Best Practice: Falmouth Business Gigabit Pilot Program

Falmouth Economic Development Commission reached out to Open Cape in 2019 after merchants along Main Street in downtown Falmouth collectively reported issues with credit card transactions on the weekend of 4th July due to slow or intermittent internet.

With partnership of the Chamber of Commerce and Falmouth Economic Development Commission, OpenCape collaborated with MassDevelopment to become initial recipients of a newly launched loan program – TechDollars – which helps nonprofit organizations in Massachusetts implement regional technology initiatives. In addition, OpenCape worked with Falmouth’s Statehouse Delegation to secure a grant from the Executive Office of Housing and Economic Development’s Mass Office of Business Development to complete the necessary funding package. Using \$50,000 of the TechDollars, the Falmouth Business Gigabit Pilot Program was established and OpenCape built a Gigabyte Passive Optical Network (GPON) with single point to multipoint 100% fiber optic internet connection.

Today more than 55% of downtown businesses are connected to the affordable shared gigabit and pay \$117/month for the service, with free initial connection.



Support enhancement/development of hotel/hospitality assets

Category	Redevelopment & Tenant Mix
Guiding Principles	Create memorable seaside town experiences to extend visitor dwell time and increase local and visitor customer spending
Priority Locations	Town Cove/Rte 6A Waterfront East Orleans
Magnitude of Time & Cost	Long 5 years+ ●●● High \$200,000+ ●●●
Diagnostic/ Why is this Important?	<p>In Massachusetts, approximately 40% of adults live in households with at least one adult who worked remotely due to COVID-19. A task-time analysis and examination of Massachusetts sectors and occupations reveal that up to 32 percent of workers, or 1.4 million, could effectively work remotely in the long term – presenting an opportunity for Orleans and various other communities on the Cape to grow shoulder season overnight stays and dwell time by visitors.</p> <p>To do so, however, hotels/motels/inns in the region (many owned by individual operators with limited resources and expertise) will need to invest heavily in creating/enhancing spaces that enable co-working and work-related interactions. A large number of hospitality brands are in fact already growing on-site spaces for co working in hotel lobbies, mezzanines, and on-site restaurants/coffee shops to align with the off-peak rhythm of hotels.</p>
Key Actions & Processes	<p>In the long term, once the local room occupancy tax rates can be appropriated for uses other than the sewer system, the Town should consider establishing a financial incentive program for hotel/motel/inn owners to assist existing hospitality properties with six or more rooms in renovating their properties by providing grants/low interest loans for individual room upgrades and/or common space upgrades that facilitate remote work. This may also include enhancement to broadband infrastructure – a key amenity for remote workers.</p> <p>To support mom-and-pop-run hotels/motels/inns in Orleans, the program should also be established with a technical assistance component with support of hospitality consultants that may provide architectural design, branding strategy, and engineering support for approved applicants.</p>

Best Practice: City of Palm Springs CA Hotel Incentive Program

Similar to Orleans, Palm Springs depends heavily on growth and expansion of tourism and tourism-related industries. Its hotel/motel/inn stock was aging and needed significant improvement in order to be able to continue providing visitors an attractive and memorable experience. As such, the City re-established its Hotel Incentive Program in 2019. The newest iteration of the program is designed to assist existing hotels with six or more rooms renovate their properties by investing no less than \$5,000 per room, and/or to renovate any common area or amenity for guest use (minimum \$5,000). Hotels applying to the program must be in operation for a period of five years prior to application, and may include changes in ownership and/or name of the hotel.

The program is funded through the City's transient occupancy tax receipts.



Photo: PRG Hospitality

Best Practice: Town of Ashland VA I-95 Corridor Hotel Incentive

In 2016, the Town of Ashland established the I-95 Corridor Hotel incentive program which offers a rebate of up to fifty percent of transient occupancy taxes paid to the Town, over a period not to exceed six years, to qualifying businesses who have demolished an eligible property and constructed a new hotel. In Ashland, hotels on the I-95 corridor were hitting 30- and 40-year marks, and increasingly becoming less desirable properties that were impacting the Town's lodging and meals tax rates.

The program was therefore designed to improve economic viability and the overall appearance of properties in and around the I-95 interchange in Town and to mitigate rising costs associated with the redevelopment of hotel properties. Eligible hotels must have a minimum of 85 rooms, generate a minimum of \$100,000 in transient occupancy tax to the Town every twelve months, and the amount of the rebate is capped at \$550,000.

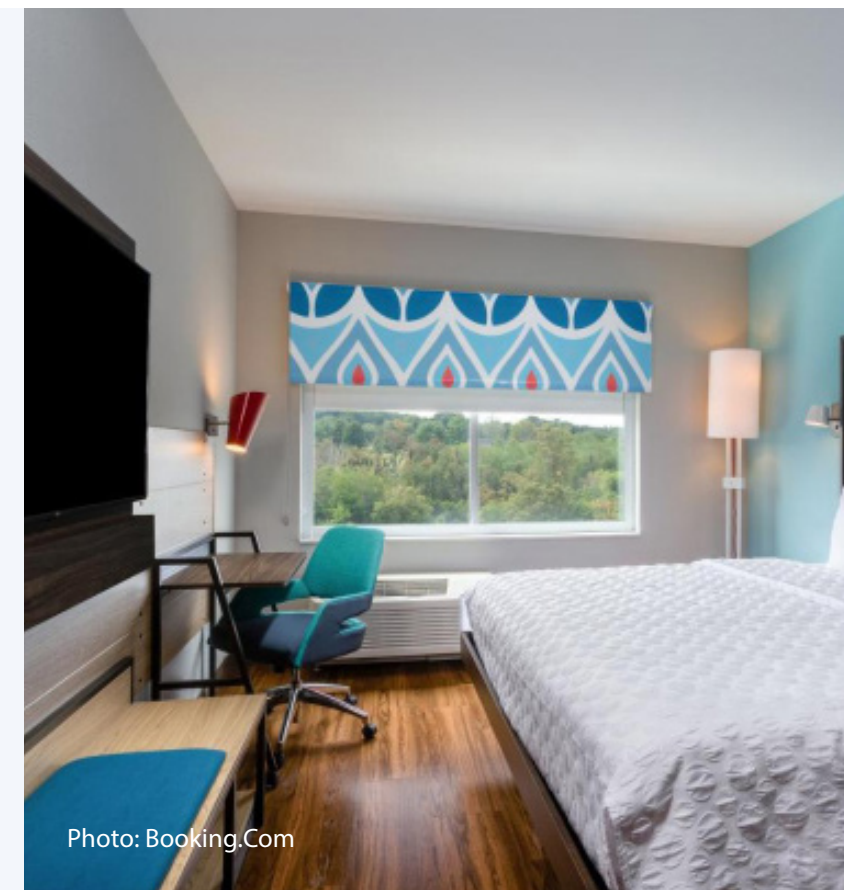
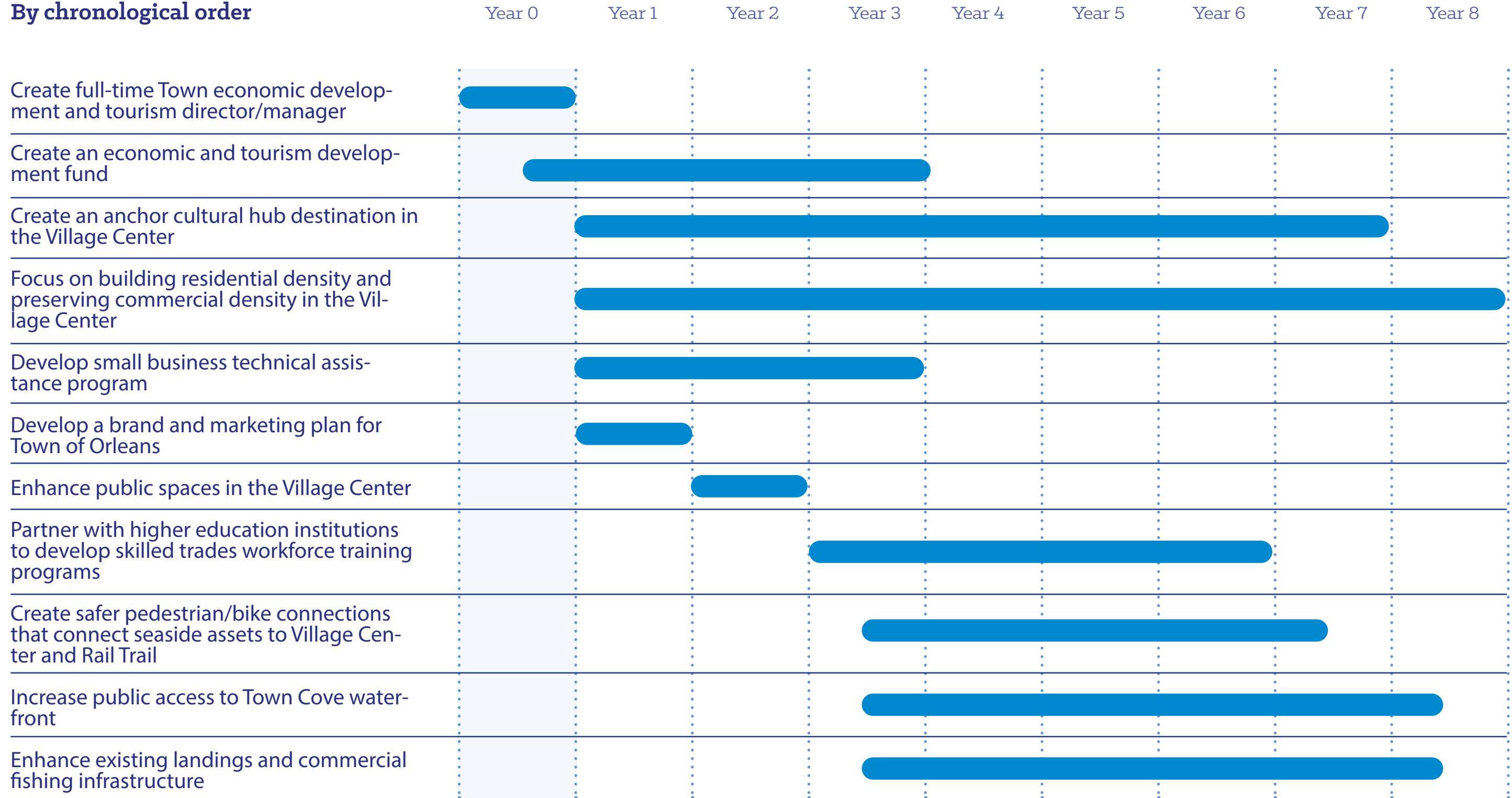


Photo: Booking.Com

Proposed Schedule for Implementation



By chronological order





FOR MORE INFORMATION, CONTACT GEORGE MESERVEY
(G.MESERVEY@TOWN.ORLEANS.MA.US)

streetsense.