The Avon Plan

PART II: SUMMARY

Avon Planning Board
Avon, Massachusetts 1974

The Avon Plan: A Plan for the Future Growth of Avon, Massachusetts

Part II: Summary Plan

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March, 1974

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April 1, 1974

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Gentlemen:

It is my pleasure to submit to you Part II: Summary Plan of the Avon Plan. This submission in conjunction with the earlier submission to you of Part I: Technical Studies fulfills our agreement with you dated December 27, 1972 to update the 1964 Avon Master Plan.

The Summary Plan is a document designed for all Avon residents to become familiar with the community development issues facing their community and the policies with which to deal with those issues. The issue of growth and the related questions of housing opportunity, environmental protection, and economic development are too important to be left just to the community leaders to discuss.

I sincerely hope this document and the Technical Studies portion of the Avon Plan can serve as a catalyst in bringing the entire community into the planning process for the future development of Avon. The Old Colony Planning Council will, of course, be more than willing to further discuss the Plan with you, other Avon leaders, and the community.

Very truly yours,

Daniel M. Crane

Daniel M. Crane
Executive Director

DMC:jm

The Avon Plan has only been possible through the excellent cooperation received from the Avon Planning Board and its Chairman John J. DeMarco. The Old Colony Planning Council is also grateful for the cooperation from all of the Avon town boards and departments. Mrs. Violet C. Netinho, Town Clerk, in particular, has been especially helpful throughout the planning process.

The Avon Plan was compiled and published through the combined efforts of the following members of the Old Colony Planning Council staff, under the direction of Daniel M. Crane, Executive Director:

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THE AVON PLAN: A PLAN FOR THE FUTURE GROWTH OF AVON, MASSACHUSETTS

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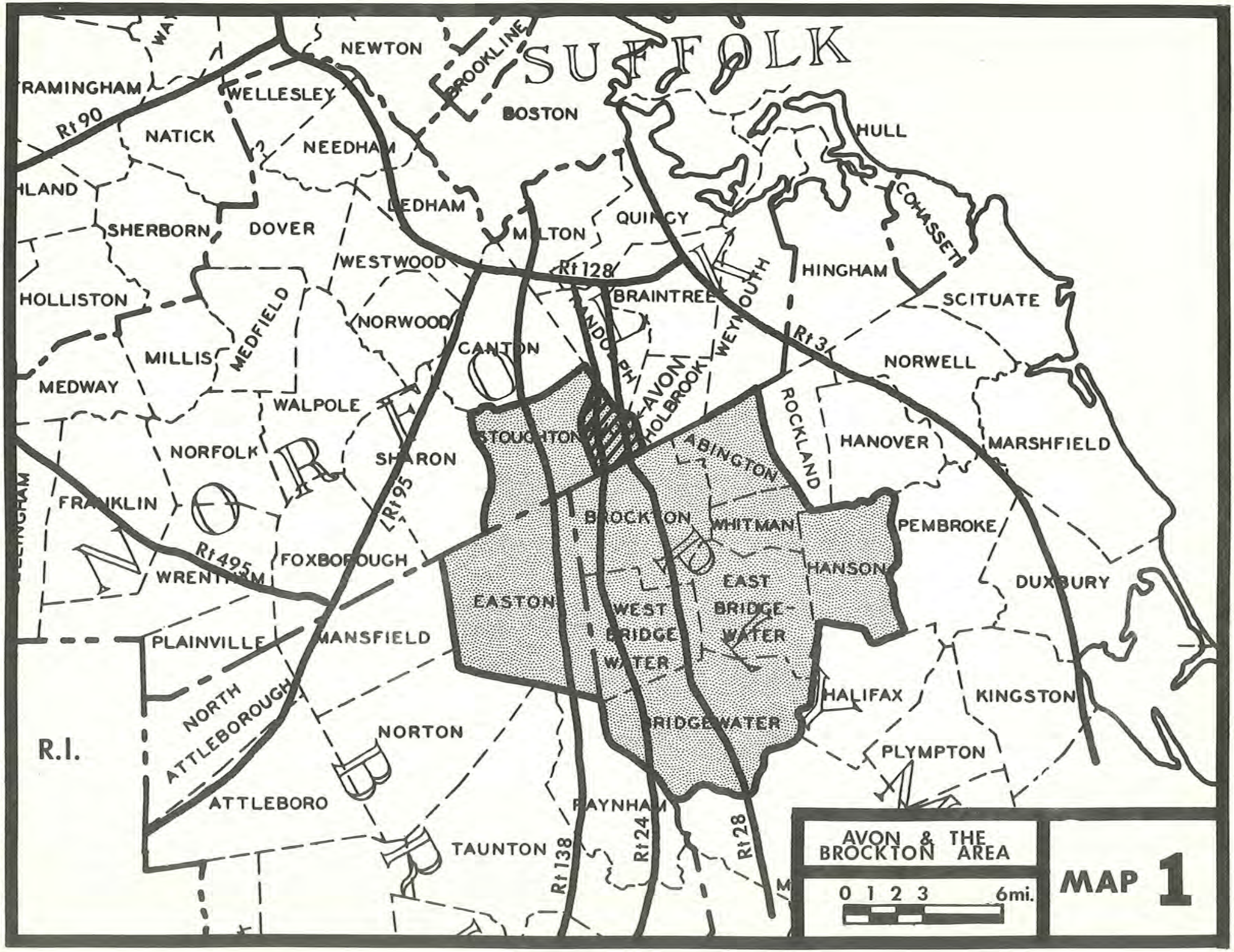
For most residents of Avon, the character of Avon is perceived as very similar to the other suburbs that comprise the Brockton region. Largely residential in nature and dotted with an occasional shopping center, Avon, like other Brockton area communities, has a way of life that is typical of a "bedroom community." Most Avon wage earners commute out of town to the Boston area or to the city of Brockton for work; Avon school children attend fairly modern and well-staffed schools; and many Avon residents are involved in an array of social, civic, and fraternal organizations.

While Avon displays these and other facets of a suburban community, it is also distinctively different in many respects. Its industrial development is unmatched by any other suburban locale in the Brockton area; its population growth for the last 10 years is the lowest in the Brockton region; and its developed areas are devoid of the large scale apartment complexes that dot the landscapes in surrounding communities.

What accounts for these differences? While there are distinctive physical characteristics of Avon that have shaped its growth pattern the last ten years, decisions made outside of Avon have been significant in determining the growth characteristics of the town. Many of the changes taking place in Avon have their roots in events that took place outside of Avon many years ago.

A primary impact has been the decline of the shoe industry in Brockton since World War II. For many years the Brockton area shoe manufacturers dominated the region's economy. Much of the Avon labor force either walked to work at the Avon Sole Company or took a bus to one of Brockton's mills. Accompanying this decline of the Brockton Shoe industry has been the rapid industrialization in the Boston region along Route 128. Because of these two developments, new sources of employment for the region and Avon have been found in the Boston area.

Avon, like other towns in the Brockton region, has also seen itself become economically tied to the Boston region through Route 24. As seen on Map 1, this primary north-south route has enabled many Boston area residents to move to the Brockton region. The population impact in the region has been dramatic - between 1960 and


SUFFOLK
NORFOLK
NEWTON
BROOKLINE
BOSTON
WELLESLEY
NATICK
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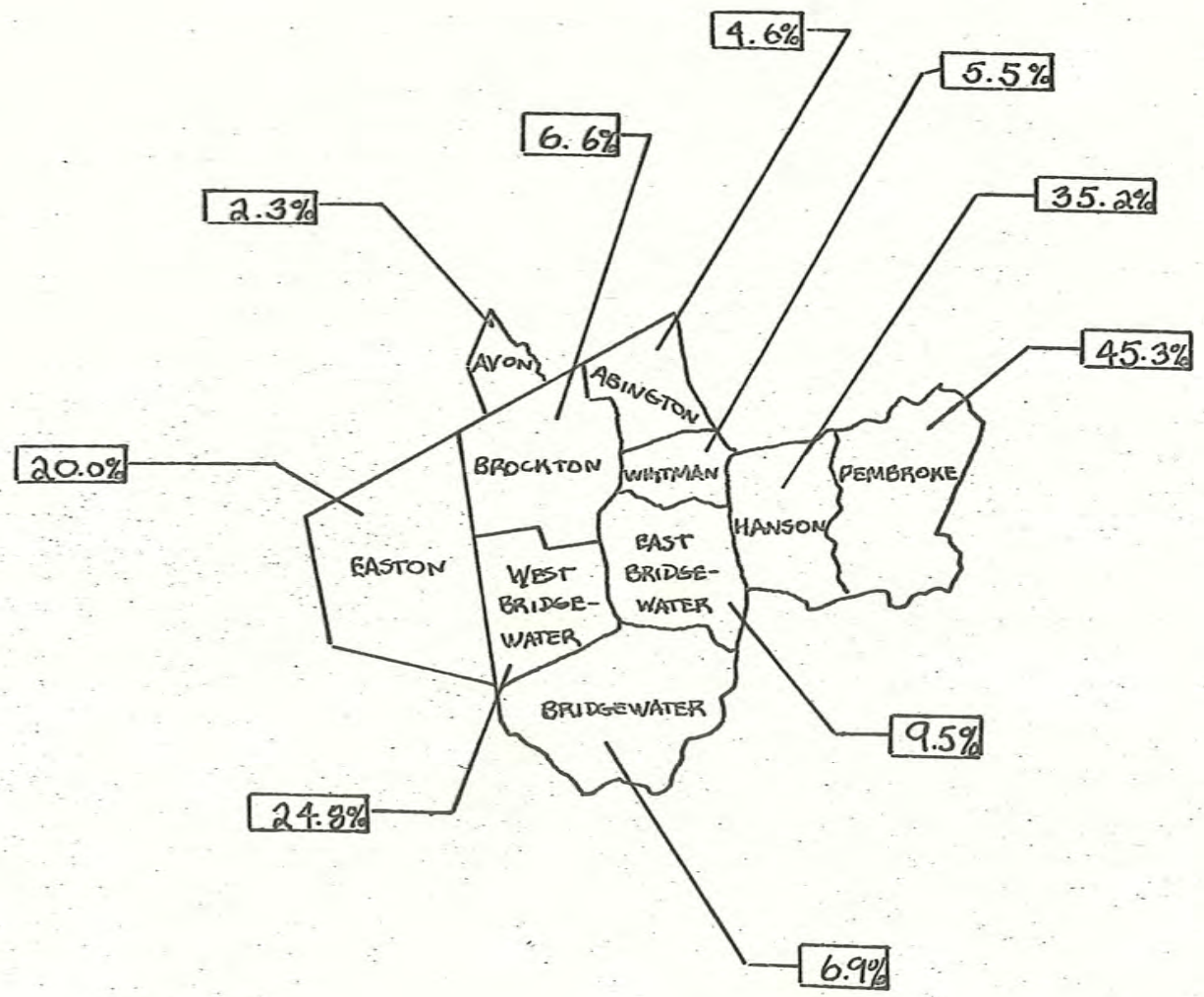
DEDHAM
MILTON
QUINCY
HULL
COHASSET
SHERBORN
DOVER
WESTWOOD
Rt 128
BRAINTREE
WEYMOUTH
HINGHAM
SCITUATE
HOLLISTON
MEDFIELD
NORWOOD
CANTON
AVON
HOLBROOK
Rt 3
NORWELL
MILLIS
MEDWAY
WALPOLE
STOUGHTON
ABINGTON
ROCKLAND
HANOVER
MARSHFIELD
NORFOLK
SHARON
Rt 95
FRANKLIN
BROCKTON
WHITMAN
PEMBROKE
Rt 495
FOXBOROUGH
HANSON
DUXBURY
EASTON
WEST BRIDGE WATER
EAST BRIDGE-WATER
PLAINVILLE
MANSFIELD
NORTH ATTLEBOROUGH
HALIFAX
KINGSTON
BRIDGEWATER
R.I.
NORTON
PLYMPTON
ATTLEBORO
RAYNHAM
TAUNTON
Rt 138
Rt 24
Rt 28
AVON & THE BROCKTON AREA
0 1 2 3 6mi.
MAP 1

1970 population in the Old Colony region increased by 20% from 138,000 to 177,000. Avon's population, buoyed by Boston area residents, increased by 23% to 5,295 during this same period.

Most of this population increase in Avon occurred between 1955 and 1965 and reflects the influence of an additional regional factor - local land use controls. The movement of people out from the Boston area to the Brockton area has been shaped by the response of Brockton localities to growth. Some communities have been popular with developers for a variety of reasons. A principal factor has been the trend towards apartment construction in the region and the relative ease with which land use controls in some OCPC communities allow apartment construction.

Since 1965 Avon's own population growth rate has been minimal, while apartment construction has boomed during this period in other Brockton area communities.

From 1965 - 1970 the town's population growth decreased dramatically to an average of less than 1/2 percent per year. The decline in growth is due in large part to the availability of more developable land in neighboring communities. Map 2 illustrates Avon's population growth between 1965 - 1970 in relation to other local communities.



REGIONAL POPULATION INCREASES 1965-1970
BY PERCENTAGE

SCALE IN MILES
0 10 20

N

MAP 2

Population growth, in general, is expected to continue to be moderate in the short and long term. A population projection analysis was done for Avon and the following projections developed:

	1970	1975	1980	1988	1990	1995	2000
* Avon low growth projection	5295	5602	5750	5800	5850	5800	5800
** Avon high growth projection	5295	5602	5938	6294	6772	6839	7006

*Based on minimal single family construction and multi-family housing replacing, rather than adding to, existing housing stock.

**High estimate based on assumption that currently "undevelopable" land will become suitable for housing construction; based on a growth rate of 6 percent every five years, until 1990, then 5 percent every ten years.

The combination of the various responses of neighboring localities to growth and the distinctive features of each community in the region will influence Avon's growth in the future as well as Avon's own community development policies.

Avon's proximity to the Boston area and to Route 24 has also been a significant factor in enabling the town to capture a large amount of industrial growth in the last six years. While the suburbanization of the Brockton region has seen population and commercial growth by-pass Avon in the last eight years, the suburbanization trend of jobs following people has brought rapid industrial growth to Avon. Local factors, such as Avon's attractive tax rate and receptivity of community decision makers to industrial development, in concert with regional trends has been largely responsible for this industrial growth.

One method of easily determining the impact of growth in a community is to review changes in land use. By looking at the way land is used in Avon, it is possible to generally gauge the change in the character of the town. Concern for the way land is used in Avon is particularly important because of Avon's limited size. As more and more of Avon's limited land becomes developed, it becomes increasingly more important to deal with issues relating to growth and different types of growth.

By looking at Map 3 and Table 1, it can be seen that the predominant land use category in Avon is residential. Within this category, single-family housing accounts for almost all of the land use.

TABLE 1 AVON LAND USE 1973*

USE	ACRES		% OF TOTAL LAND	
Residential	601.3		21.6	
single-family		594.0		21.3
multi-family		7.3		0.3
Commercial	28.5		1.0	
Industrial	135.8		4.9	
Public	249.1		8.9	
Semi-Public	36.5		1.3	
Vacant	1405.7		50.4	
Streets, Railroads, Utilities	333.1		11.9	
	2790.0		100.0	

Source: 1973 OCPC Field Survey

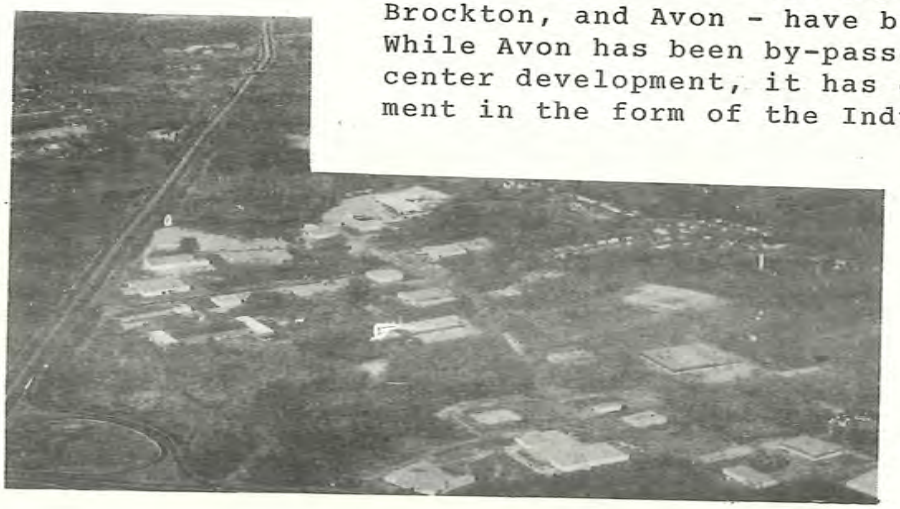
*Data on land use was gathered in February/March, 1973 via tax assessors maps and field survey. Since that time certain minor land use changes have probably occurred. Land use changes should be monitored by the Avon Planning Board at least every five years and preferably prior to any major zoning map amendments.

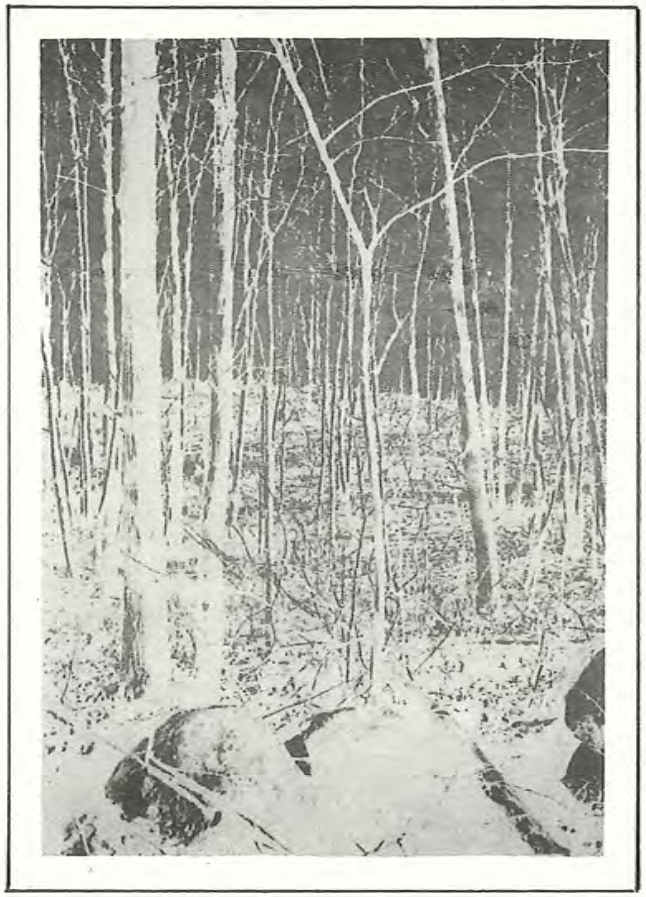
The suburbanization trend has also seen an increased amount of retail and service establishments locate in the region. This second phase of suburbanization has also largely by-passed Avon. Commercial uses, in fact, have declined slightly since 1963 as seen in Table 2.

TABLE 2 AVON LAND USE TRENDS, 1963 - 1973

USE	1963 (ACRES)	1973 (ACRES)	%CHANGE
Residential	403	601	49.1%
Commercial	37	29	-16.2%
Industrial	40	136	240.1%

A traditional third phase of suburbanization - the movement of jobs out to the suburbs - is also beginning to be seen in the region. The three northern-most communities in the region - Stoughton, Brockton, and Avon - have been the prime beneficiaries of this trend. While Avon has been by-passed thus far by multi-family and shopping center development, it has experienced extensive industrial development in the form of the Industrial Park on Bodwell Street.





Perhaps the most striking land use statistic in Avon is the amount of undeveloped land remaining in town. Over 1,400 acres, or 50% of Avon, is presently vacant. Thus, despite an increase in developed land from 1963 to 1973 of 359 acres, much of Avon remains undeveloped. With the major exception of the Industrial Park Area, most of Avon's land use changes have occurred primarily in vacant parcels within developed areas. Large vacant areas of Avon have simply not been developed in the form of new residential subdivisions.

Avon is not blessed with natural features that provide dramatic views or with physical characteristics that provide significant recreational opportunity. Topographical differences, in particular, do not provide Avon with exceptional scenic vistas. Nor do broad river valleys grace Avon's landscape.

Despite this lack of aesthetic character, Avon's physical features play an important role in Avon's community development. The lack of prime developable land has been an important constraint for residential development in Avon during the last eight years. Drainage patterns, soils characteristics, stream flood plains, wetlands, groundwater aquifer areas and other natural conditions all act as development constraints. Development in Avon prior to the 1960's largely took place in those areas of town where development constraints were limited.

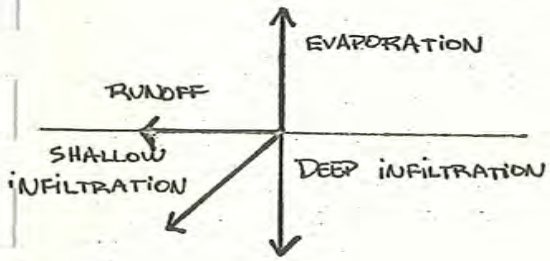
As the most favorable land for development has begun to be used up, development has begun to occur in areas that are not suitable for septic tanks, roads, parking lots, etc. As a result, problems with flooding, groundwater pollution, septic tank failures, erosion, and destruction of stream valley vegetation have begun to occur and affect individuals and property in Avon. The new Industrial Park is an example of where the economic value of the Park has tended to outweigh environmental safeguards. Slowly, the lessons from the Park are beginning to be realized by the Avon citizenry.

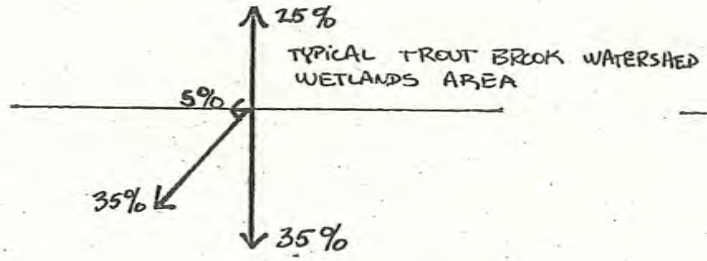
The drainage pattern in Avon is typical of the southeastern Massachusetts area. Topographic features are relatively subdued giving Avon a gently rolling land form. Streams tend to follow meandering courses with broad flood plains. Wetlands in the town are rather extensive; in the area east of Page Street wetlands predominate.

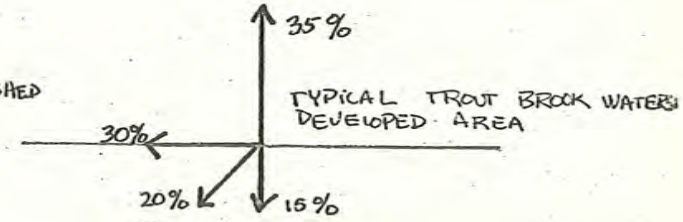
Avon's wetlands, streams, and flood plain areas form a complex pattern and constitute the town's drainage system. This natural drainage system, as opposed to the man-made system that has been interwoven with it, does not simply function to channel water and runoff. Rather, they act also as holding areas and sponges for excess water. Thus, they serve to regulate the volume and rapidity of stream flow.

Not only do they serve an important flood protection function but wetlands and floodplains in the Trout Brook watershed help to replenish Avon's groundwater supply. With wetlands and floodplains fully developed, rainwater would be accelerated into Trout Brook and out of Avon. The wetlands and floodplain areas help to store the rainwater and thus give it time to <u>infiltrate into the gound-water system</u>.

WHAT HAPPENS TO RAINWATER WHEN IT HITS THE EARTH?







As seen in Map 4, an additional important watershed in Avon is the Brockton Reservoir watershed which drains approximately 2000 acres. This watershed drains the Industrial Park area and control of stormwater runoff pollutants is important if the Brockton Reservoir, a secondary source for Brockton's water supply, is to remain unpolluted.

In conjunction with the 1964 Avon Master Plan, a soils suitability study for Avon was conducted by the U.S. Soil Conservation Service. This soils study was formal recognition by the town that soil suitability is a development factor that is crucial to a successful land use policy. The soils limitation developed for Avon in concert with Avon's drainage pattern should serve as a framework for Avon's future pattern of growth. Well drained soils can support greater densities than flood plain areas, wetlands, or other very poorly drained areas.

There are several properties of soil that determine suitability for development. Three critical characteristics, however, are depth to bedrock, soil texture, and depth to seasonal high water table. Other soil characteristics which serve as development constraints are depth to hardpan, slope, and surface stoniness. The limitations of soil characteristics will determine the type of structure that can be built, drainage ability, and septic tank suitability.

Because Avon presently lacks public sewerage, it is dependent on soils that allow for on-site disposal systems. The U.S. Soil Conservation Study rated the Avon soils as to their suitability for sewage effluent disposal. This rating as seen in Map 5 indicates that Avon is not blessed with good soils in its vacant land areas.

The classes of soils indicated on the map are as follows:

1) Good

Soils in this class are usually suitable for densities associated with multi-family housing.

2) Fair-Poor

These soils are usually not suitable for closely-spaced septic systems. Leaching fields have to be designed very carefully and/or cluster housing should be used.

3) Very Poor

Soils in this class are unsuitable for a variety of reasons and are virtually unbuildable in terms of on-site disposal systems.

SOIL RATING--VACANT LAND

MAP 5

Growth Impacts

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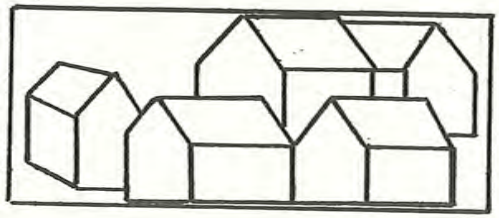
Besieged by rapid growth and increased municipal costs, many suburbs are attempting to find means to slow their rate of growth or indeed to institute a moratorium on further growth for specific time periods. The most common methods of slowing down local growth are large lot zoning and multi-family development restrictions. The rationale behind these efforts is to exclude those types of growth that are 1) expensive to service or are 2) "out of character" with the community.

While some communities are justified in using exclusionary zoning to regulate growth, the motives for regulating growth are often based on false assumptions concerning growth impacts. Multi-family apartments do not always add to the school population. Residential development does not have to sprawl over the countryside. An industrial park can be a visual attraction in a community.

While Avon has not been deluged by residential growth problems in the last few years, there are several reasons to expect that the community might be faced with increased development pressure in the next 5-10 years. The most obvious source of this pressure will probably come from Industrial Park workers looking for housing near their work. A second and far more complicated impact that may increase development pressure in Avon will be the attitude of surrounding communities to growth.

As an initial step in formulating policies about Avon's future growth, it is useful to examine the impacts of Avon's recent development beyond the general land use impacts sketched in Section One. While Avon's growth has been primarily industrial in character, there have been impacts from all of Avon's growth trends. The major impacts are summarized in the following categories:



HOUSING

- Housing construction in Avon has been at a virtual standstill for the last ten years. Since 1963 the number of residential permits has averaged only 20/year. This documents the extent to which developers have by-passed Avon in recent years to build in other areas of the region.

- Because housing activity has been moderate in recent years, Avon's housing stock is predominately single-family. According to the 1970 Census, 82% of Avon's housing falls into this category.

- While construction activity has been slow, the quality of housing being built in Avon has been rising. According to the 1970 Census, the median value of housing in Avon is $18,965 - one of the highest in the Brockton region.

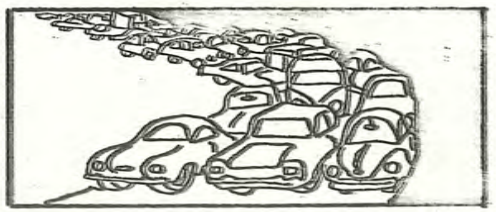
- The lack of large quantities of developable land suitable for residential development remains as a primary constraint for new housing activity in Avon. In the next five years, land in surrounding communities will continue to be more attractive to potential residential developers.

- Contributing to Avon's relatively high housing value is the fact that over 50% of its existing units have been built since 1946.

- The new 70 unit Elderly Housing in Avon will be sufficient to handle the demand for low cost elderly housing for Avon residents for at least the next 5-10 years.

- Because there has been little construction in Avon, there are few vacant houses available in Avon. Consequently, there is virtually no housing opportunity for people desiring to live in Avon who are of moderate financial means. The high value of housing makes it particularly difficult for low and moderate income people to find housing in Avon.

- In general, Avon's zoning By-law does not act as a roadblock to residential development. Minimum lot sizes of 15,000 sq. ft. are reasonable when compared to neighboring communities. There is also provision for cluster and planned unit development type of housing development. While multi-family development regulations are more restrictive than some neighboring communities, the regulations are identical to other communities where apartment growth has boomed.



CIRCULATION

- The lack of significant residential and commercial development in Avon in the last ten years has generally resulted in only moderate increases in traffic on local roads.

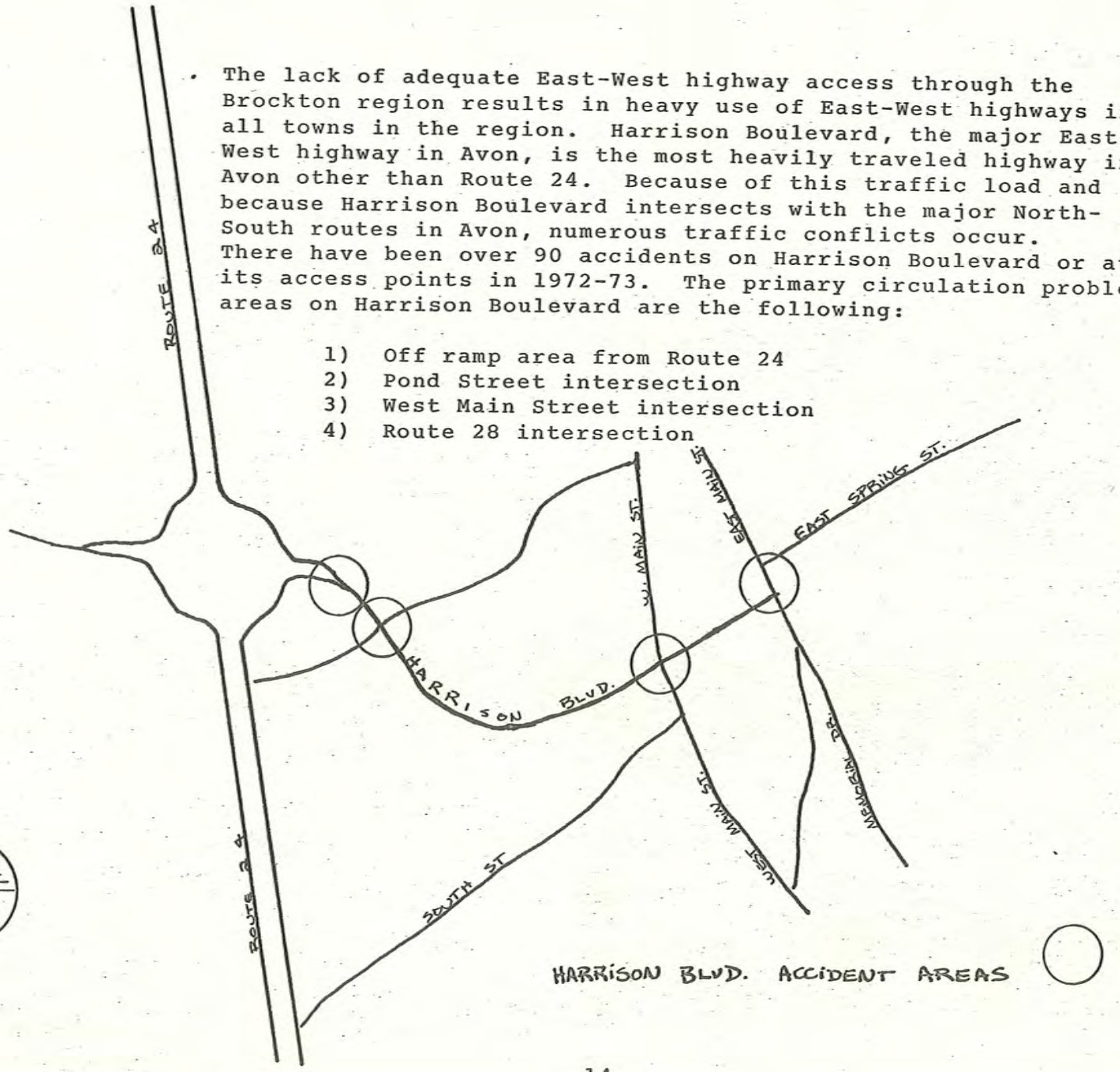
- Route 24 continues to funnel away North-South interregional traffic from Route 28. Thus Memorial Drive and East Main Street in Avon have been spared significant traffic problems that would normally result from such traffic. Route 28 continues to serve as a primary intraregional and local traffic route.

TABLE 3 SELECTED AVON TRAFFIC VOLUMES (AVERAGE DAILY TRAFFIC)

Road	Year/1969	1970	1971	1972
Rt. 24 (at Brockton city line)	N.A.	N.A.	49,950	46,900
Rt. 24 (at Stoughton town line)	N.A.	44,300	48,150	49,100
Memorial Drive (at Brockton city line)	N.A.	N.A.	13,450	13,500
West Main St. (at Brockton city line)	8,600	N.A.	N.A.	N.A.
North Main St. (at Randolph town line)	N.A.	N.A.	11,200	12,500
Harrison Blvd. (at Rt. 24 off ramp)	N.A.	15,050	16,400	N.A.
Harrison Blvd. (at West Main St.)	N.A.	27,750	N.A.	N.A.

- The lack of adequate East-West highway access through the Brockton region results in heavy use of East-West highways in all towns in the region. Harrison Boulevard, the major East-West highway in Avon, is the most heavily traveled highway in Avon other than Route 24. Because of this traffic load and because Harrison Boulevard intersects with the major North-South routes in Avon, numerous traffic conflicts occur. There have been over 90 accidents on Harrison Boulevard or at its access points in 1972-73. The primary circulation problem areas on Harrison Boulevard are the following:

    1) Off ramp area from Route 24
    2) Pond Street intersection
    3) West Main Street intersection
    4) Route 28 intersection



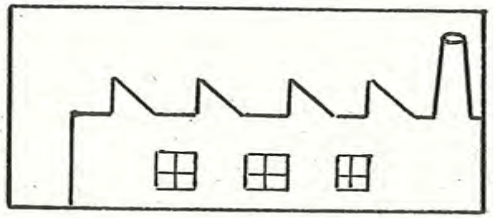
HARRISON BLVD. ACCIDENT AREAS

- A variety of land use transportation issues have also been significant:

    1) Route 24 is a major factor for the demand for industrial land in Avon.
    2) Because regional commercial needs have been provided in Brockton, Route 24 has not had any impact on Avon in terms of commercial development. Land presently zoned for business on Harrison Boulevard has the potential for development, but not in the next few years.
    3) The funnelling away of North-South traffic from Route 28 to Route 24 has prevented strip commercial development from being even more intense on Memorial Drive/East Main Street.
    4) The existing commercial development on Route 28 has resulted in traffic conflicts and the Goeres Square and Memorial Drive areas have been subject to numerous accidents in the last two years.

- The lack of residential subdivision activity in Avon in the last ten years has enabled street maintenance in Avon to be relatively small financial item. Future street maintenance in Avon can be even further reduced by the encouragement of cluster type development.

- The lack of extensive commercial development in Avon in recent years has also meant relatively few parking problems in town. The Goeres Square area of town experiences occasional parking problems. Other parking problems in town are more closely related to community facilities - the Town Hall, the Library, and the Junior-Senior High School.



ECONOMIC BASE

- Avon, like other Brockton area communities, has seen itself become increasingly tied to the Boston region through Route 24 for employment opportunity. According to the 1970 Census, 54% of Avon's labor force commutes to Boston area communities for employment.

- The suburbanization of the region, spurred by Route 24 has enabled Avon to garner some of the new industrial development in the region. The Avon Industrial Park has had a significant economic impact on Avon. Among the major impacts of the Industrial Park are the following:

    1) Between 750-1000 jobs have been directly added to the Avon work force from the Park.
    2) The Park has helped the manufacturing sector to become the dominant economic sector in Avon's local economy.
    3) The Park has enabled Avon to diversify its industrial base. No longer does the town's employment base depend on the Avon Sole Company or other traditional neighboring manufacturers. The products being produced in the Park are representative of newer growth industries.
    4) A major impact of Avon's increased manufacturing base is the high level of wages associated with manufacturing. As seen below, Avon now leads the region in terms of per capita wages.

TABLE 4 - AVERAGE ANNUAL WAGES, BROCKTON SMSA, 1961 - 1972

AREA	1961 ($)	1972 ($)	% INCREASE
Avon	4150	8565	106.4
Stoughton	3960	7279	83.9
Brockton	3970	7057	77.7
Hanson	3150	7053	124.3
Bridgewater	4490	6850	52.5
East Bridgewater	3750	6845	82.6
Easton	3760	6582	75.0
Whitman	3600	6235	73.2
Abington	3820	6145	60.9
West Bridgewater	3200	5843	82.5

Source: 1964 Avon Master Plan,
Mass. Dept. of Employment Security

5) The most important impact of the Park has been to increase Avon's tax base. As seen below, industrial land uses now have a significant impact in terms of Avon's land uses. In 1962 commercial and industrial valuations comprised only 10.4% of total valuations. In 1973, they had risen to 25.3% on the strength of the new industrial expansion.

TABLE 5 1973 AVON VALUATION BY LAND USE

LAND USE	VALUATION	% of TOTAL
Residential, Vacant, Semi-Public	28,077,971	74.7
Commercial	1,455,315	3.8
Industrial	8,073,070	21.5
	37,606,356	100.0

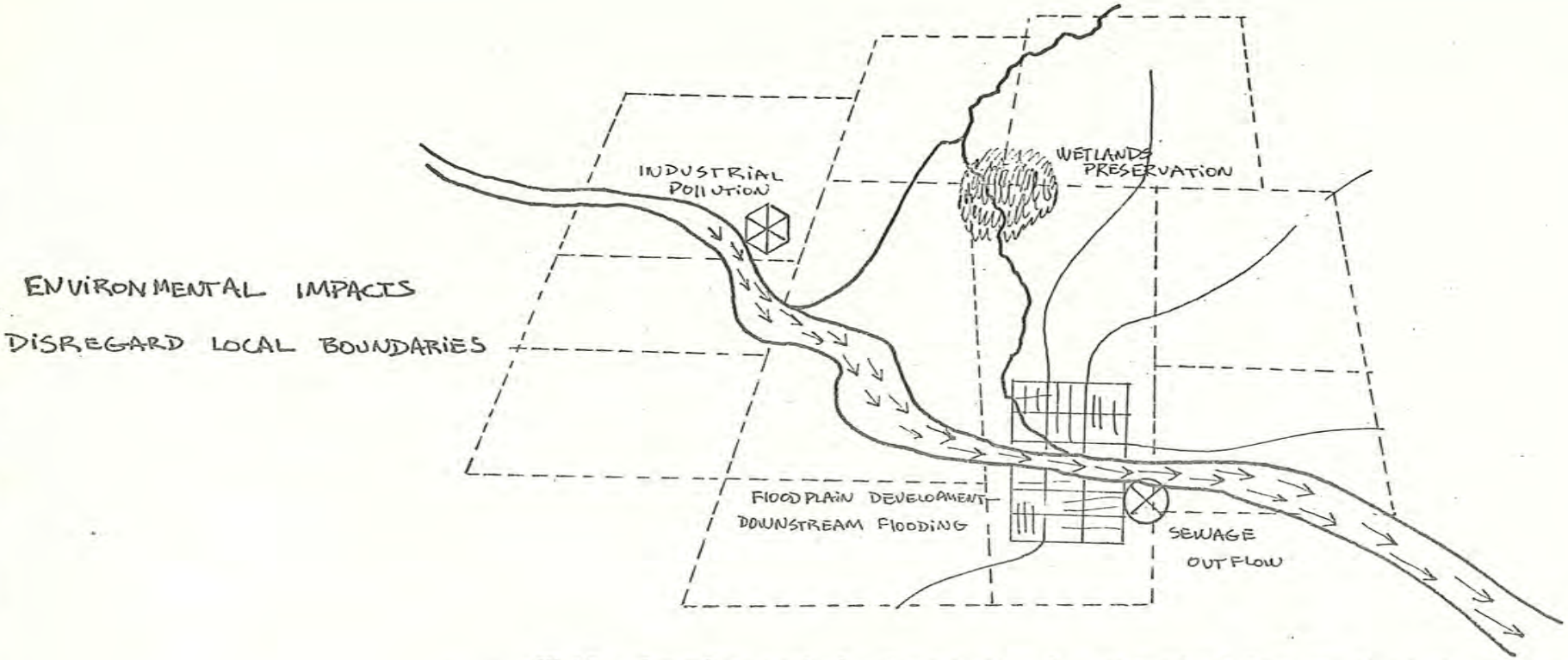
6) Because of the lack of housing opportunity in Avon and because many of the industries in the Park have recently moved from the Boston area, only about 10% of the Park work force live in Avon. Consequently, most of the wages from the Park are flowing outside of the community.

- While most of the Park work force does not live in Avon, Avon's own labor force (those who live in Avon but who do not necessarily work in Avon) also shows diversification and high earning power. Forty percent of Avon's labor force are employed in the traditionally better paying occupations of craftsmen, professionals, and managers.

ENVIRONMENTAL

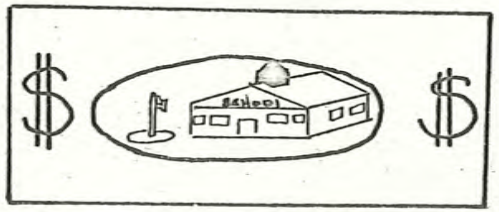
- The Industrial Park is the forerunner of future development pressures in environmentally sensitive areas. The alteration of the Beaver Brook flood plain area by the Industrial Park has caused some drainage problems on Pond Street. In addition, stormwater runoff from the Park has occasionally resulted in pollutants being dumped into Beaver Brook which drains into the Brockton Reservoir.

- Previous developments in various portions of town have been built in areas where soil is unsuitable for adequate on-lot sewage disposal. Many on-lot sewage systems have consequently failed. Most of these are concentrated in the Trout Brook watershed which is also Avon's groundwater supply watershed. Presently there is a study being conducted for the Conservation Commission to determine the extent of pollution of Avon's groundwater supply.



- While development in Trout Brook watershed has an impact on Avon's own water supply system, development in other areas of Avon have an impact on other communities as well. Development in the Beaver Brook flood plain impacts the Brockton Reservoir; development east of Page Street impacts Holbrook and Randolph. In turn, Avon is susceptible to development in Stoughton's portion of the Beaver Brook flood plain.

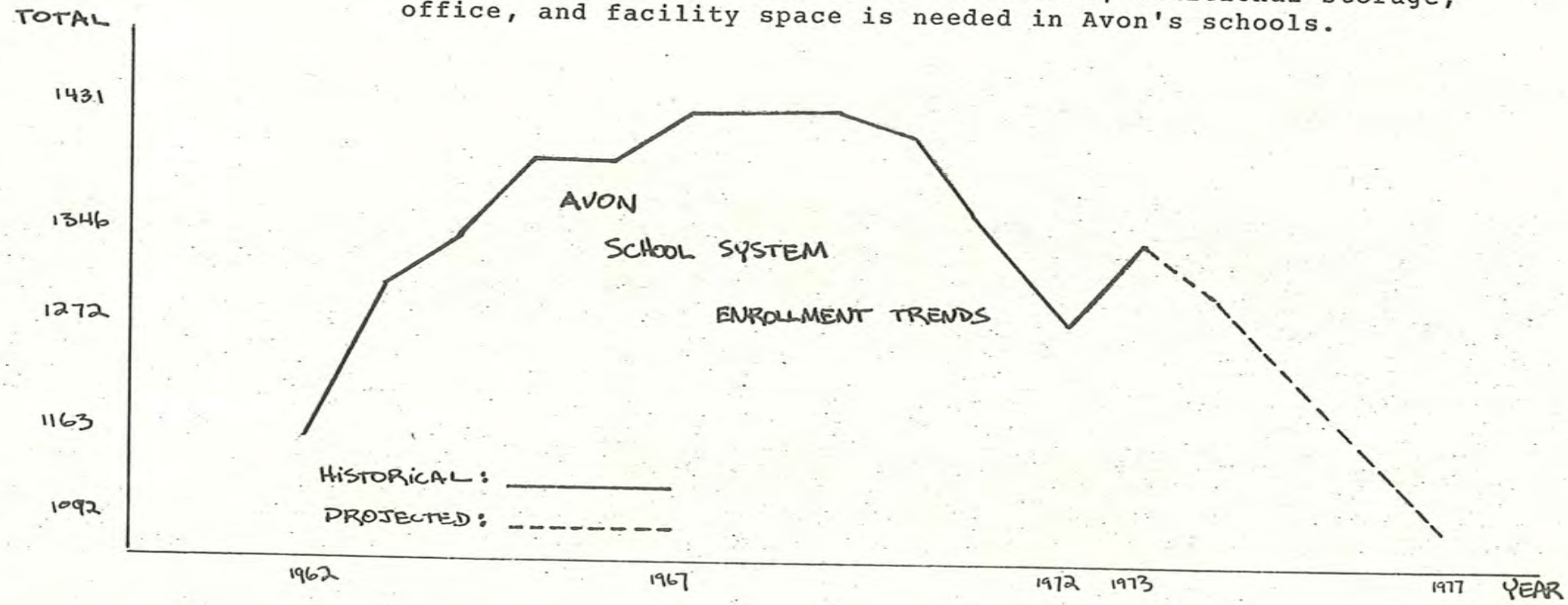
- Avon took a major step in protecting flood plains with the adoption of a Flood Plain Zoning Ordinance in 1972. Avon has also increased its regulation of wetland areas through the Conservation Commission and the Massachusetts Wetlands Protection Act. Unfortunately, the Trout Brook flood plain was not included in the flood plain delineation for the ordinance. The lack of a sophisticated flood plain delineation and the lack of definitive wetlands delineation will hamper effective regulation in these areas in the future.



COMMUNITY FACILITIES & SERVICES

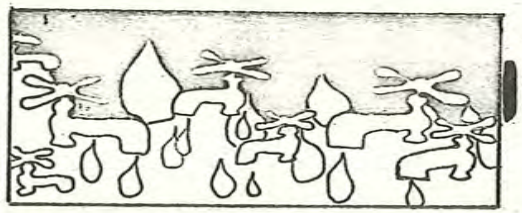
- Accompanying the moderate increase in population in Avon in the last 10 years has been a gradual decline in the school population since 1970. Rapid population growth in the 1955-1965 period, however, necessitated double sessions in the Junior-Senior High School in the 1967-1973 period. Recent declines in K-6 enrollments indicate that future school enrollment will continue to decline until at least 1980 when it should stabilize and perhaps begin to modestly increase again.

- While there should be no need for additional classroom space in the Avon school system prior to 1985-1990, additional storage, office, and facility space is needed in Avon's schools.



- The major impact of growth in Avon on community facilities has been the impact on water supply. Increased usage by industrial and residential growth has begun to tax Avon's groundwater system which is limited to approximately 700,000 gallons/day. While a possibility exists that there might be additional limited water from Avon's groundwater system, it is likely that outside sources of water will have to be sought in the 1975-80 period.

AVON WATER CONSUMPTION

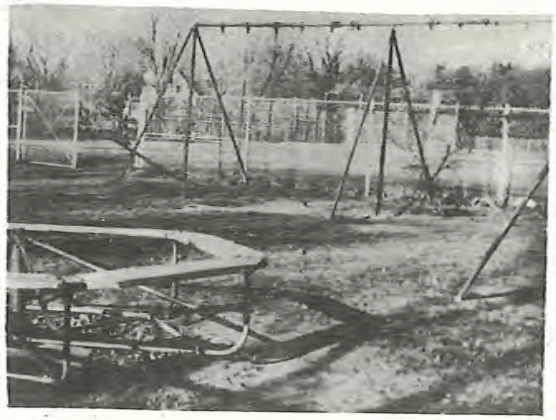


1960	81.3 MILLION GALLONS
1972	151.7 MILLION GALLONS

- Previous development in poorly drained areas has presented numerous on-lot sewage problems in Avon. Existing residential density and the necessity of maintaining continued industrial development potential requires that a 1964 recommendation for public sewers be acted upon as soon as possible.

- The sanitary landfill is adequate for the next five years. Rising maintenance costs associated with the landfill, however, are making new regional solutions more attractive to towns with local landfills. The Old Colony Planning Council is presently formulating alternative proposals for local communities' solid waste disposal problems.

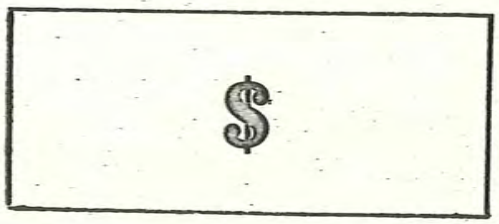
- Recreation facilities are presently inadequate in Avon. While many programs have been added to the town's recreation budget, there still is a lack of facilities in town for specific neighborhoods and specific population groups. Avon's adults, in particular, do not have sufficient recreation options. The Central Street area is also poorly served by existing facilities.



- D. W. Field Park is a restricted recreational resource because of its role as a secondary water supply reservoir for the City of Brockton. Other than D.W. Field Park, there are no natural features in Avon amenable to recreational development.

- The present Town Hall Building Committee is considering the space requirements for a new town hall to replace the existing facility which is outmoded in light of increased municipal administrative demands.

- The Public Safety Building and Library are relatively new facilities and both have adequate space. The Library is presently in need of additional parking space and is attempting to acquire additional land for that purpose.



FISCAL

- During the five year period from 1969 to 1973, annual revenues received by Avon increased by 102% as seen below. Expenditures increased during that period by 85% to over $5 million.

TABLE 6 RECEIPTS & EXPENDITURES 1969-1973

Year	Receipts ($)	Expenditures
1969	$2,642,798	2,712,743
1970	3,895,613	3,533,957
1971	4,091,668	3,848,824
1972	4,970,103	5,016,759
1973	5,339,776	5,029,243

- While $700,000 more was spent for school related operating expenses for education in 1973 than in 1969, expenditures for education in 1973 accounted for only 33.9% of total expenditures as opposed to 40.2% of total expenditures in 1969.

- Federal revenue sharing and increased state assumption of local education expenses have begun to play a larger role in Avon's receipt picture. For example, in 1969 property taxes accounted for 41.9% of revenues and have declined to 38.6% in 1973.

- Assessed valuations have increased dramatically in Avon since 1969 due to the revaluation and the new Industrial Park as seen below:

TABLE 7 TOTAL ASSESSED VALUATIONS, 1969 - 1973

Year	Property	Motor Vehicle	Total
1969	10,679,038	3,540,860	14,219,898
1970	33,759,340	3,692,615	37,451,955
1971	34,112,608	4,284,064	38,396,672
1972	36,185,582	4,063,820	40,249,402
1973	39,037,319	4,100,000*	43,137,319*

Source: Avon Town Reports; Town Clerk
*estimated

Avon's bonded debt service has remained relatively stable during the last five years due to the lack of major new school construction:

TABLE 3 AVON BONDED DEBT & DEBT SERVICE, 1969 - 1973

Year	Bonded Debt ($)	Debt Service ($)
1969	1,205,000	195,552
1970	1,065,000	195,627
1971	925,000	187,407
1972	1,260,000	183,919
1973	1,030,000	195,000

The Issues

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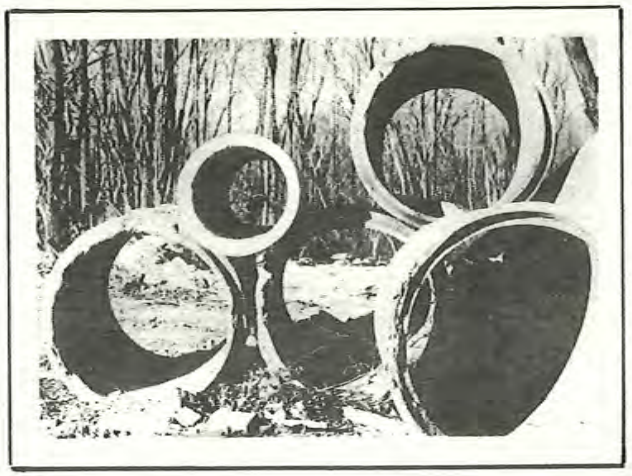

Certainly, the major land use change in Avon in the last ten years has been the development of the Avon Industrial Park. This form of growth has had significant impact on the community and a limited amount of environmental impact. Perhaps the most significant aspect of Avon's growth in the last ten years, however, has been the amount of non-growth. Over one-half of Avon is still undeveloped. Avon, then, is fortunate in that it can learn from the development problems of other communities as well as its own.

While Avon has the opportunity to plan for its future community development armed with the lessons from neighboring development problems, the task will not be an easy one. Planning is more than just the rational application of standards and solutions to specific community problems. Community development takes place in an arena of competing goals. Consequently, the one correct solution is sometimes very difficult to achieve. Planning, then, accomplishes an important role in defining issues, outlining policies, setting priorities, and making recommendations consistent with a community's own values.

The planning process implicit in this plan is based on the belief that community development planning requires both detachment and advocacy. Consequently, the issues, goals, priorities, and recommendations in this plan represent the values from both the Avon residents and the planners.

As a first step in the planning process, key issues were identified. Perhaps the best way to illustrate the conflicts posed by Avon's community development is to pose the issues as a series of questions:

> Should growth continue in Avon?
>
> Should the tax base be increased at all costs?
>
> What should be the character of Avon's future growth?
>
> Where should different kinds of growth occur?
>
> What land resources should be conserved indefinitely?
>
> How should environmental, economic, and social tradeoffs be made for different forms of proposed land use?
>
> Does Avon have the necessary tools to regulate the quantity, the character, and timing of its future growth?

From these general questions which serve to illustrate the dimensions of Avon's growth questions, more detailed issues can be developed.

ISSUE # 1 The most immediate issue facing Avon and the one with the potential for the most far-reaching effects on Avon's future growth is water supply.

Comment: Avon's existing groundwater system which supplies virtually all of the town is limited. Current projections are that it will be insufficient by 1975-1980 to adequately serve the town and its industries. This shortage situation magnifies the importance of protecting the existing supplies and planning for additional sources.

ISSUE # 2 Perception of natural resource protection and environmental issues in the past in Avon has been somewhat limited; protection of Avon's physical resources in the future is essential.

Comment: Protection of Avon's groundwater supply is not the only environmental issue in Avon. Protection of floodplains throughout Avon is essential if drainage and flooding problems are to be avoided. The filling in of large areas of wetlands is also harmful. In the Trout Brook, watershed wetlands serve as recharge areas for the groundwater system. In other portions of Avon, the development of wetlands would result in drainage and septic tank problems. Development of other areas with soils limitations such as high water tables or bedrock problems result in inadequate septic tank functioning. Numerous areas of Avon are presently suffering from sewage problems because of poor planning in the past. The pressure to develop unsuitable areas with environmental constraints will continue in Avon as developable land is used up.

ISSUE# 3 Previous growth in Avon has built up a demand in Avon for better town services; one of the key questions facing Avon is whether the town can use its enlarged tax base to improve the quality of life in Avon.

Comment: As Avon has remained small in terms of population size, the demand for better community services has not swelled the town's budget. Recently, however, the enlarged tax base and a growing awareness by Avon residents of the lack of services in town has increased the demand for better quality services. In particular, public sewers and better recreation facilities are two areas where most Avon citizens see a need for municipal commitment. The continued projection of limited population growth in Avon insures that major investments in school facilities will not be necessary. Avon is in an opportune position, then, to use a growing tax base to improve the quality of life in town.

ISSUE # 4 The lack of housing construction activity in Avon in conjunction with a limited vacancy rate has meant limited housing opportunity in Avon for low and moderate income families.

Comment: While Avon's relatively slow growth in population and housing units has minimized harmful growth impacts in the last ten years, it has also meant that many families of modest means are excluded from living in Avon. Many industrial park workers, in particular, are simply unable to buy housing in Avon. It is also unlikely that many of Avon's present homeowners would be able to afford to move within Avon. More developable land in other communities has been a major factor; as the Industrial Park expands, however, and as surrounding communities begin to restrict growth, increased pressures will develop to construct residential development in Avon. The town will have to balance the need for environmental protection in responding to these pressures.

ISSUE # 5 Essential to Avon's ability to provide needed services in town is the continued enhancement of its tax base. As long as local communities are dependent on the property tax as a primary source of income, Avon should continue to strive for economic growth.

Comment: Avon has been in the forefront in the Brockton region in attracting new industrial development. While the Avon Industrial Park serves as a showcase for other neighboring communities, there are concerns relating to continued industrial development. Expansion of the Park will require continuing efforts to resolve Avon's water supply problem. In light of environmental problems associated with the existing Park, further expansion of the Park will require a more sensitive approach by both the developers and the town. There is also the question of Avon attempting to balance its industrial growth with housing opportunity. Should industrially zoned land be limited in the future?

ISSUE # 6 Above and beyond Avon's attempt to determine the nature of its future growth is the more practical problem of whether Avon can properly influence the shape of its future growth at all.

Comment: Despite a phalanx of land use controls embodied in the zoning by-law, the subdivision regulations, wetlands administration, building code, etc., there are numerous factors that hinder local land use administration. Regional influences, such as employment and shopping facilities and major transportation investments, exert a tremendous influence on local land use. The large number of local regulatory agencies, sometimes working at cross purposes, in Avon also results in complex land use administration. Overreliance on the zoning ordinance also does not enable Avon to influence the timing and staging of development. Controlling land use in Avon should be characterized by an attempt to guide development rather than merely to respond it.

Policy Framework

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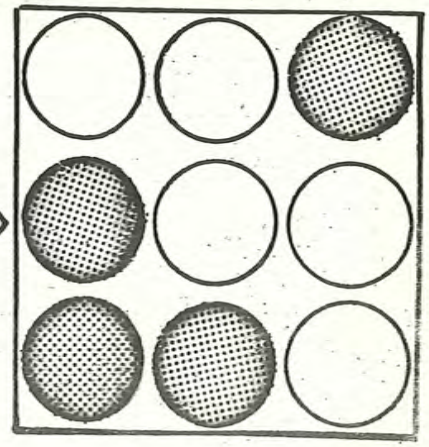
Reaching a representative consensus on goals for community development in Avon is a difficult process. Like most suburban communities most Avon residents could agree on a very broad level that at least the following goals should be accomplished in Avon:

- increase the tax base by encouraging industrial development
- protect Avon's natural resources, particularly the groundwater system
- control town growth such that Avon can meet the demand for services and facilities
- provide adequate housing opportunity for a variety of lifestyles
- insure that compatibility is maintained between varying types of land uses

From a planning point of view, it is necessary to go beyond community goal formulation and translate these goals into a set of working planning policies. The difficulty in getting from goals to policies is a problem of setting priorities between conflicting goals. There are tradeoffs between housing, economic development, and natural resource protection in whatever growth strategy Avon pursues. There are three alternative general growth strategies that Avon could pursue in the next twenty years:

GROWTH PATTERN #1: CONSERVATION PLAN

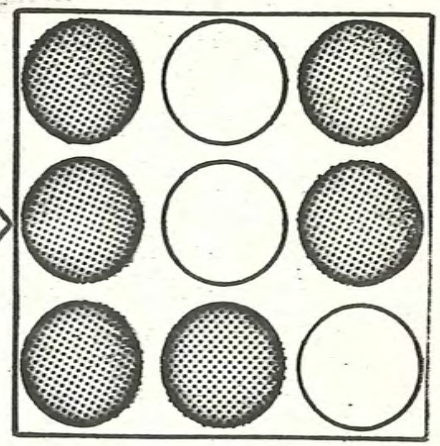


Many Avon residents would like to see Avon strictly enforce all available environmental regulatory tools. A strict environmental approach would absolutely limit development in all flood plain and wetland areas and in areas with severe soil limitations. Growth would occur only in areas that are presently buildable and probably at a slightly greater rate than presently exists. Single family development would probably characterize most of the residential development with occasional multi-family unit developments. Future industrial development would proceed at a slower rate under this strategy as closer environmental scrutiny is given to new development.

This approach would maximize the benefits that accrue to conservation planning: further pollution of groundwater system would be minimized, drainage and flooding problems associated with floodplains and wetlands development would be stopped, and more open spaces in Avon would remain. This strategy would also curb the rate of future public expenditures for services as the needs of a stable population would be reduced.

The drawbacks to this plan are complicated. By excluding virtually all growth on strict environmental grounds, many Avon residents will be deprived of substantial investments made in their property holdings. This political problem is increased by the social consequences of excluding all but those who can afford to build in Avon's remaining developable land.

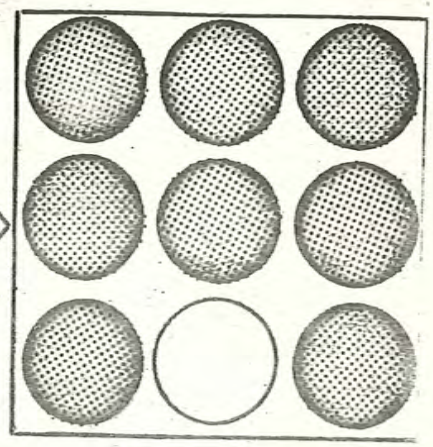
GROWTH PATTERN #2: LIMITED DEVELOPMENT PLAN



Under this approach a more conscious effort would be made to balance environmental demands with development needs. Residential development would occur in buildable areas but increased use of cluster development would allow for more housing opportunity than Growth Pattern #1. Development would also later extend into some areas presently unsuited for development because of soil problems through extension of the public sewerage system. The floodway portion of flood plain areas, large wetland areas, and groundwater recharge areas, however, would remain undeveloped.

Such a strategy recognizes that pressures for development will eventually increase in Avon and that with proper planning harmful environmental impacts can be minimized. This development approach, however, requires careful and enlightened development decisions. Maximum cooperation between town boards involved in the development process is also necessary if environmental problems are not to occur.

GROWTH PATTERN #3: MAXIMUM DEVELOPMENT PLAN

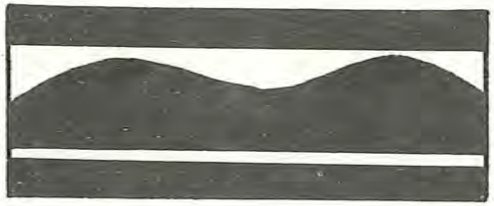


Under this approach, Avon decision-makers would attempt to maximize development potential as it occurs in Avon. The market place would reign supreme and would be the primary influence in guiding future development in the town. This strategy would involve a maximum use of engineering solutions to areas that pose development problems.

The benefits of this approach to development are varied. The tax base would probably be enlarged at a more rapid rate than in either of the previous two approaches. Large scale housing construction in town would also probably relieve the tight housing situation and eventually provide for a more diverse community. The larger population would also make it more likely that better recreational facilities and services would be in demand in the community.

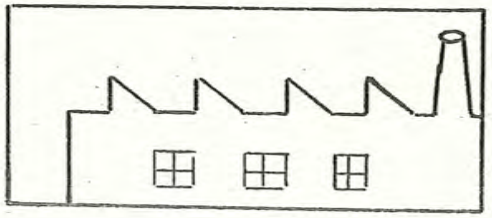
Naturally, this strategy would involve a number of impacts in Avon. The most obvious would be the probable development of wetlands and flood plain areas with long term flooding problems a distinct probability. Depending on the amount of development, Avon's water supply could be threatened in a couple of ways. A large and rapid increase in population would definitely require a quicker attempt in securing an outside water supply to supplement Avon's existing system. In addition, continued intensive development in the Trout Brook watershed would increase the liklihood of septic tank pollution of Avon's groundwater system. Rapid development in Avon would also cause a surge in town expenditures for services and facilities demanded by a swollen population. Gradual long term growth might tend to allocate these new expenditures in such a way that sudden demand shocks would not disrupt the budget process.

While there are obviously several variations on each of the above development strategies, they do serve as generalizations and frameworks from which to generate development policies. The approach recommended by the Avon Plan is Growth Strategy #2: The Limited Development Plan. This approach more accurately reflects the sentiment and goals from the majority of Avon residents and leaders. Most importantly, such a strategy gives Avon the opportunity to balance growth with environmental protection. To more definitively outline this growth strategy, the following policies are presented:



LAND USE/ CONSERVATION

- Promote a balanced growth policy that allows for a variety of residential, industrial, and commercial development.
- Insure that development is related to the environmental holding capacity of Avon's remaining vacant land.
- Encourage development in those areas of town which can be most efficiently and economically serviced by the town.
- Insure that development is in compliance with development standards as detailed in Avon's land use regulations. Assess the appropriateness of these standards periodically.
- Preserve primary natural resources such as flood plains, wetlands, and aquifer recharge areas as much as possible.
- When desirable, insulate residential areas from business and industrial uses which generate excessive noise and traffic.
- When a public sewerage system is implemented, amend Zoning Map to allow for greater densities in certain areas.



ECONOMIC BASE

- Rezone existing industrial land in areas according to environmental suitability, accessibility, and relationship to existing development.

- Discourage future strip commercial development by clustering business growth designed to improve the visual impact of shopping areas and promote convenience, ease, and safety of access.

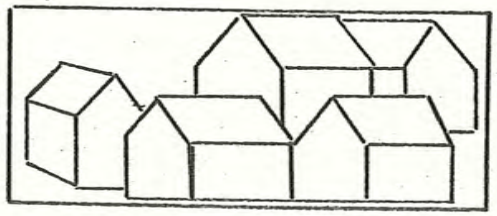
- Allow for auto-oriented and drive-in facilities and services to be only in locations which will not be detrimental to traffic flow or residential areas.

- Strive to provide water and sewer facilities to industrial areas to insure the continued expansion of the industrial base.

- Zoning and subdivision regulations should be periodically revised in light of problems that occur in existing industrial areas.

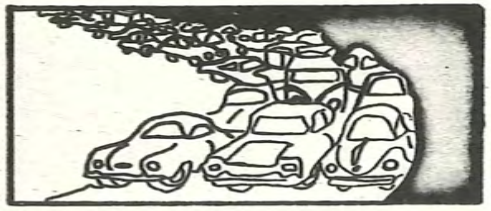
- Support should be given to regional economic development efforts in the Brockton area to strengthen the overall regional economy.

- The Avon Industrial Development Commission, the Avon Industrial Park Association, and other town boards should work closely together to solve mutual problems.



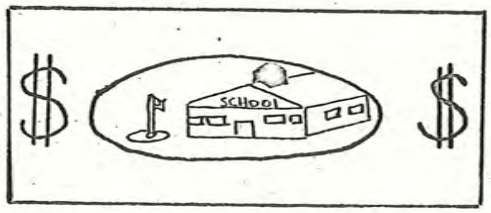
HOUSING

- Encourage a variety of housing types and housing prices within the town.
- Insure that the standards of new housing construction follow the specifications of the Building Code.
- Insure that neighborhood integrity is enhanced by adherence to subdivision regulations and zoning by-laws.
- Work with state and regional officials for the promotion of low and moderate means housing.
- Provide a suitable level of town services, such as street repair, adequate water supply, recreational opportunities, and the promotion of public services.



TRANSPORTATION

- Develop an improved Avon transportation planning capability; upgrade existing linkages with other transportation planning agencies.
- Encourage a variety of transportation modes in Avon designed to meet the differing needs of people, activities and travel purposes.
- Insure that the circulation system provides safe and efficient movement of goods and services for both local and regional needs.
- Insure that town maintenance functions for the circulation system are minimized by future development decisions.
- Insure that transportation decisions serve and shape land use goals of the community.



COMMUNITY FACILITIES AND SERVICES

- Future capital investments should be planned through a capital improvements program. The Planning Board and the Finance Committee should insure that all departments use a capital improvements planning process in order to properly anticipate future community facility investments.

- Insure that all community services such as street repair, water supply, and police and fire protection are maintained in all areas of town.

- Through land use controls channel development in those areas of Avon that can be efficiently served by the town.

- Continually monitor school enrollment trends to anticipate any future need for new school construction.

- The provision of recreation facilities should be geared to a hierarchical concept, i.e., Avon should recognize that recreation needs should be met on neighborhood, townwide, and regional levels.

- Recreation efforts should attempt to serve different population groups in the community and wherever possible recreation facilities should be designed for multiple-use.

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The Plan

A number of very detailed and specific recommendations have been made in the Technical Studies concerning transportation, water and sewer, land use, and other functional areas. For the sake of clarity the major points are summarized here. The reader is urged to consult the Technical Studies if more complete information on these recommendations is desired.

While Avon's community development will require expenditures for basic capital expenses (a suggested Capital Improvements Program is detailed in the Technical Studies). The major influences on Avon's development rest with basic planning decisions by Avon's community leaders. These decisions can be costly, however, when not applied with proper planning principles. It is essential, then, that the planning policies developed in the previous section be used as a framework by Avon's leaders when evaluating the following specific recommendations.

QUALITY OF LIFE

.**Recreation.**

.Bartlett St. Tennis Courts. The Park & Recreation Commission should work with the Avon Bicentennial Commission in the development and promotion of four tennis courts on Bartlett Street. Consideration should also be given to the provision of equipment to make these courts available for street hockey during the fall and winter months.

.Industrial Park Recreation Facility. The Planning Board should utilize the provisions of the Planned Industrial District provision of the Avon Zoning By-law to provide land for a softball field in the Avon Industrial Park expansion. The Park & Recreation Commission should seek an appropriation to develop the land as a softball field.

.Page St. Water Department Land. The Park & Recreation Commission should immediately seek approval of the Avon Water Department for the use of a portion of the 6.2 acre Water Department land on Page St. for a multi-purpose tennis courts/street hockey facility. The State Department of Health has given approval for the use of the land that surrounds the Water Department standpipe for recreational purposes. Future considerations should be given to the provision of a playlot and an outdoor basketball court also at this site.

.Community Park. The Avon Park & Recreation Commission should survey land owners east of Page St. about the possibility of selling land to the town for a 20-50 acre town-wide park. Such a park would include play-fields, picnic areas, and a pathway system in the wooded areas.

.South Elementary School Playground. The Park and Recreation Commission should develop plans for a neighborhood playground to include swings, benches, and other equipment. Neighborhood participation should be incorporated into the design and construction stage. The Park & Recreation Commission should seek to obtain as much of the materials as possible by donation.

.Harrison Blvd. Water Department Land. The Park & Recreation Commission should reinvestigate the possibility of utilizing a 5 acre portion of the Harrison Blvd. Water Dept. land for a softball field/playground complex. Access would be via Ekberg St./Brentwood Ave.

.Central St. Neighborhood. The Park and Recreation Commission should survey the Central St. neighborhood to determine neighborhood preference for a recreational facility. This neighborhood is isolated from the rest of Avon and the commission should determine whether a combination outdoor basketball court/street hockey facility or a playground is the most desired neighborhood recreation facility. Water Department land on Sanborn Hill Road would be an appropriate site.

.Community Pool. The Park & Recreation Commission should request the Annual Town Meeting to appropriate money for a Community Pool study committee to be formed to study the feasibility of constructing a community pool. Particular consideration should be given to constructing a pool at Avon Jr.-Sr. High School, thereby enabling a pool to receive state school construction assistance. In selling a community pool to the voters, the Avon Park & Recreation Commission should point out that such a pool, through user fees to outside groups, can be eventually self-supporting.

Community Facilities

.Barring any state mandated changes, there should be no need for added classroom space prior to at least 1985-1990 in Avon. The School Department should, however, monitor school enrollment trends closely and have enrollment projections updated annually.

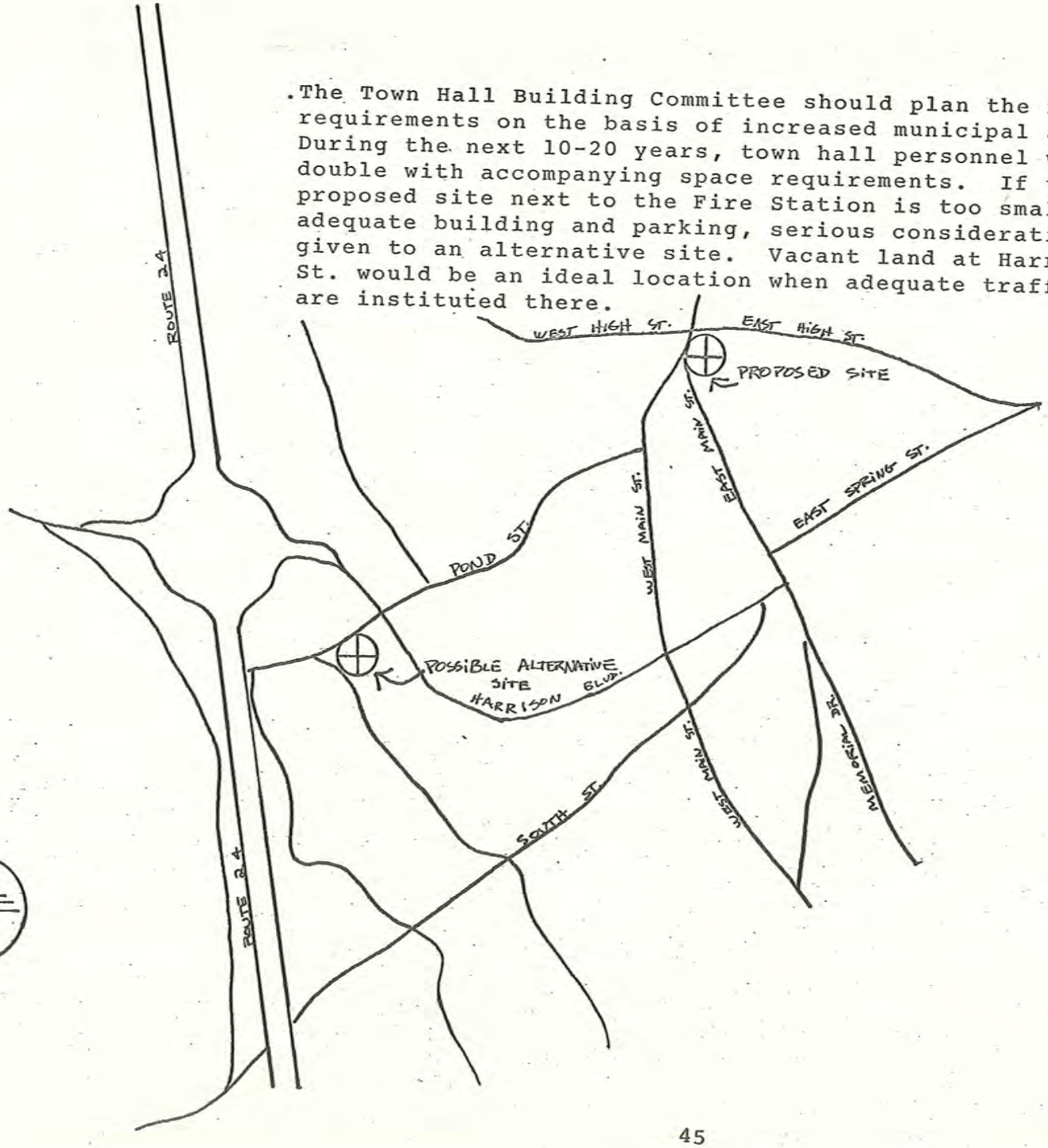
.The School Superintendent and School Committee should concentrate their efforts in upgrading the existing curriculum at all levels and in optimizing the new space at the Jr.-Sr. High School.

.The School Committee should work with the Park & Recreational Commission for an appropriation to study the feasibility of constructing an indoor swimming pool and increased locker facilities at the Jr.-Sr. High School. In light of inadequate athletic facilities at the school and inadequate recreational facilities in the town, a swimming pool would have the support of a great deal of Avon's population. While the Jr.-Sr. High School site is limited, the appropriateness of a swimming pool for town-wide use might be used as leverage in negotiating the purchase of a small portion of existing Park and Recreation land behind the high school as a site for the swimming pool.

.The Town should maximize use of the excellent library facility by buying adjacent land for a parking lot which can be later used for possible expansion purposes. The dire parking situation at the library is presently creating a traffic hazard.

.The town should seriously consider the economics of entering a regional system for solid waste disposal instead of continuing the existing land fill site. While the present land fill site is adequate for the next 5 years, a regional approach has the potential for offering certain economies. If a regional system is entered, the present land fill site should be regraded and made part of the proposed Community Park.

.The Town Hall Building Committee should plan the new town space requirements on the basis of increased municipal administration. During the next 10-20 years, town hall personnel will almost double with accompanying space requirements. If the present proposed site next to the Fire Station is too small for an adequate building and parking, serious consideration should be given to an alternative site. Vacant land at Harrison and Pond St. would be an ideal location when adequate traffic controls are instituted there.



Water Supply

.The Town should clear up all doubts about the amount of yield from its Trout Brook aquifer with an additional engineering study. There is conflicting evidence concerning the amount of yield; if, indeed, the yield is greater than .58 million gallons/day, then Avon should consider digging an additional well there.

.In conjunction with the above, the Avon Water Commissioners should begin negotiations with the City of Brockton to explore the possibility of Avon obtaining Brockton's water on an interim basis in the future. Avon should attempt to negotiate a 5-10 year agreement in order to give the town and the region sufficient time to explore longer-range alternatives.

.Avon should work with neighboring communities and the Old Colony Planning Council in exploring the possibility of tieing into the Metropolitan District Commission or a regional Plymouth County system for long range supply purposes.

.Avon should seriously consider a building moratorium by 1978 if an additional source of water supply has not been found by that time.

.The preliminary engineering study for the proposed public sewerage system should determine the impact of public sewers on Avon's groundwater supply.

.Future development should be sensitive to the protection of the groundwater supply. Proposed changes to the town's wetlands and streams should be rigidly reviewed and controlled through the Flood Plain Ordinance and the Wetlands Protection Act.

.The Water Commissioners should begin immediately to plan to construct a 1,000,000 mgd standpipe to replace the existing 212,000 gallon tank on Page St. A thorough review of water pressure needs in the Industrial Park and for future growth in the northern section of the town should be first conducted by the Water Commissioners.

TRANSPORTATION

.The Avon Selectmen should immediately contact the District Office of the Massachusetts DPW to begin action on the specific circulation problem areas outlined in Section Two.

.The town should work through the Old Colony Planning Council's JTC to continually strive to expand MBTA rail service to the Brockton region.

.If and when MBTA extension occurs in the region, planning assistance should be sought from the Old Colony Planning Council to determine the land use impact of such a transportation investment and the appropriateness of existing zoning.

.The Housing Authority and Local Council on Aging should immediately begin to search for a minibus/school bus option to meet the medical, economic, and social needs of the new elderly housing project if present donated bus proves to be unreliable. These agencies should work through the Old Colony Planning Council's JTC to determine if elderly transportation funds of the new LINKS program would be an appropriate mechanism for partially filling the transportation needs of Avon's elderly.

.Land use decisions, particularly zoning decisions, should insure that land development is controlled along regional arteries and access to these arteries is restricted in order to maintain their carrying capacity.

.Zoning regulations concerning off-street parking should be enforced with minimum exception in order to accomodate the efficient movement of traffic within Avon along arterial streets for the convenience and safety of Avon's residents.

- The subdivision control process should insure that new streets are coordinated with the existing street system. In particular, local and collector streets should not excessively intersect with existing arterials. Intersections of new streets with the existing circulation system should minimize sharp curves, acute angles, and jogs.

- Newly upgraded subdivisions regulations pertaining to road design, construction, and inspection should be strictly enforced. The subdivision process should encourage the use of cluster design which minimizes the amount of future maintenance costs.

A COMMUNITY DEVELOPMENT STRATEGY

The primary area of the Plan deals with the central issue facing Avon: How can Avon strike the balance between development and environmental protection? In guiding Avon's future land development the following are recommended:

Resource Protection

- The Board of Health should absolutely insure that on-lot septic systems are not allowed on soil that will not properly leach the effluent. Particular concern should be paid to new construction in the Trout Brook watershed which is Avon's groundwater watershed.

- The town should proceed with a proposed Town Mapping project which, in addition to mapping topographic contours, should definitively map flood plain and wetland areas in Avon. This information should be combined with existing soils data to specifically determine buildable, marginal, and non-buildable areas.

- The Mapping information should be used to vigorously enforce environmental restrictions of the Flood Plain Zoning Ordinance and of the Wetlands Protection Act.

- Avon, through the Conservation Commission, should initiate a conservation easement and land purchasing program for the critical aquifer recharge areas in the Trout Brook watershed.

- Additional environmental performance regulations, outlined in the Technical Studies, should be added to the Zoning By-law to deal with sediment and stormwater runoff pollution associated with new construction in Avon.

Sewerage System

- Avon should immediately begin negotiations with the City of Brockton to establish an agreement whereby Avon could eventually tie in with the Brockton Sewerage System. The Old Colony Planning Council will assist in this effort.

- As an additional initial step, funds should be authorized to update the 1964 Avon Preliminary Sewerage Study to reflect changes in cost, engineering requirements, and recommendations of the Master Plan update.

- The Sewerage System should be used as a land use control to guide development to certain areas and to restrict it from other areas that should not be developed for environmental reasons. As an initial guide the sewerage system should be limited to the priority area indicated in Map 7.

- Upon completion of a portion of a local sewerage system, the subdivision regulations should be amended to include the requirement for the provision of public sewers by the developer.

- Also upon completion of portions of the local sewerage system, increased densities should be considered for multi-family units and for cluster developments.

Housing Opportunities

.Encourage the use of cluster and Planned Unit Development zoning by revising the existing By-law to reflect the following (See Technical Studies for proposed new ordinance):

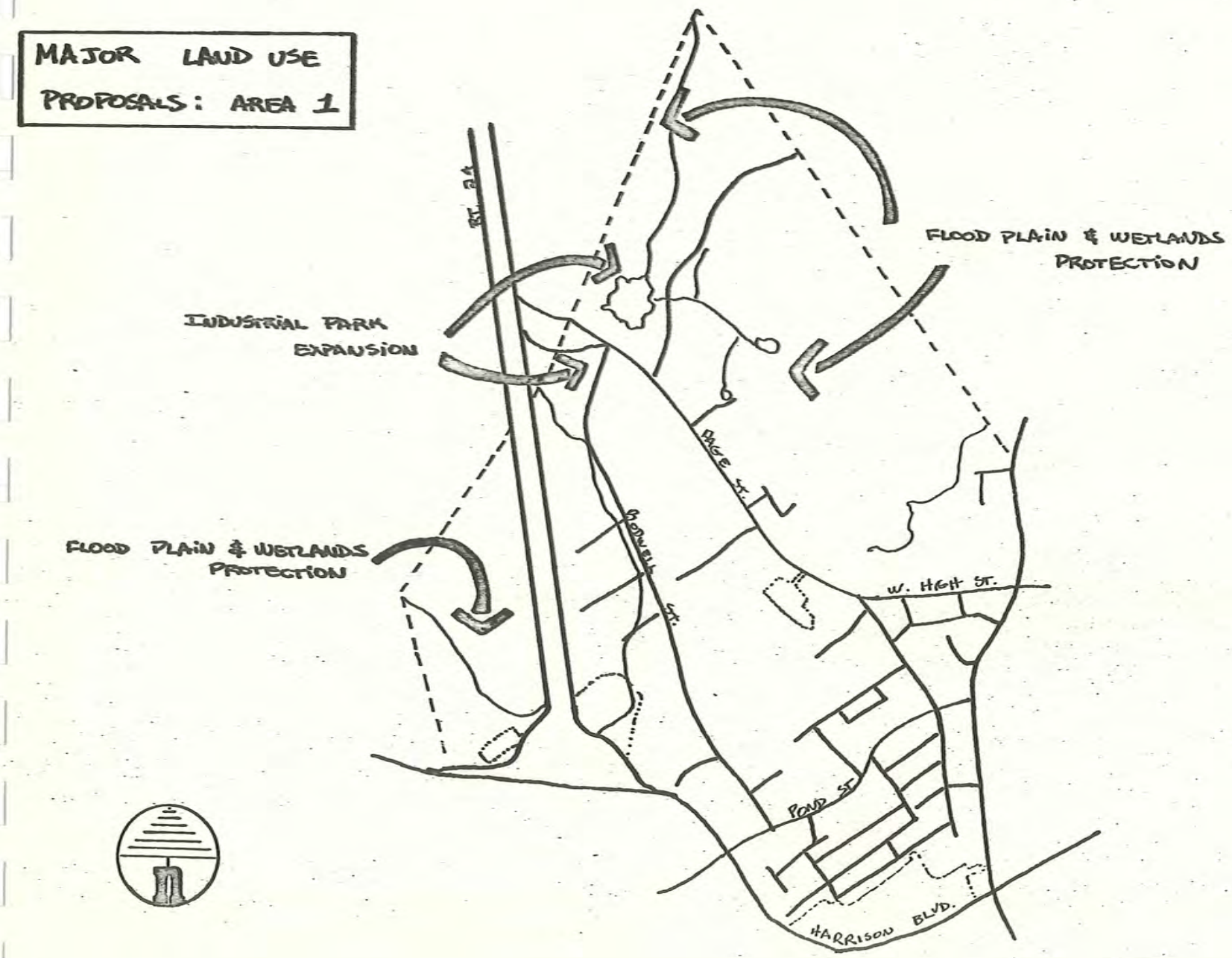
- -purpose of PUD and Cluster use
- -more specific safeguards for the town with respect to open space, uses, etc.
- -encouragement of PUD and Cluster uses through more flexible density requirements

.Before a sewerage system is built, channel potential apartment growth into the most suitable areas on the basis of soils, transportation access, and neighborhood impact. Thus, apartments should be allowed by "right" in certain multi-family zones rather than by the present method of special permit.

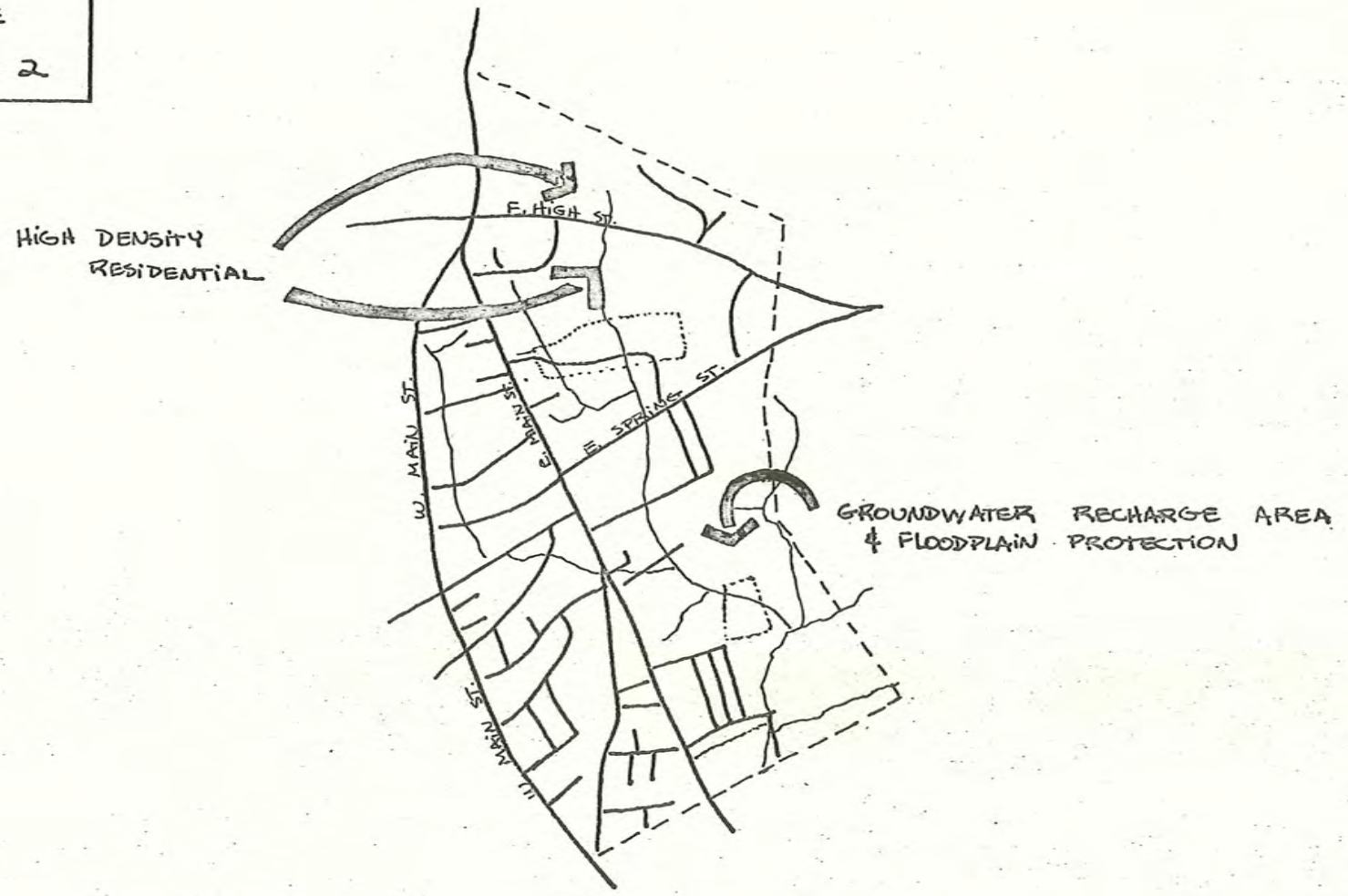
.Avon should strongly attempt to restrict amount of industrially and commercially zoned land to current levels. When the Avon Industrial Park expansion is completed, Avon community leaders should seriously revaluate the demand and desirability for additional industrial land use in Avon. In particular, land currently zoned industrial in the southeastern portion of town should be rezoned to a conservation use in order to protect Avon's groundwater system.

.When and if federal and state money is available for low and moderate income housing units, the Avon Housing authority should actively consider the desirability of seeking units for Avon. The authority should be careful to solicit community attitudes concerning proposed housing and location.

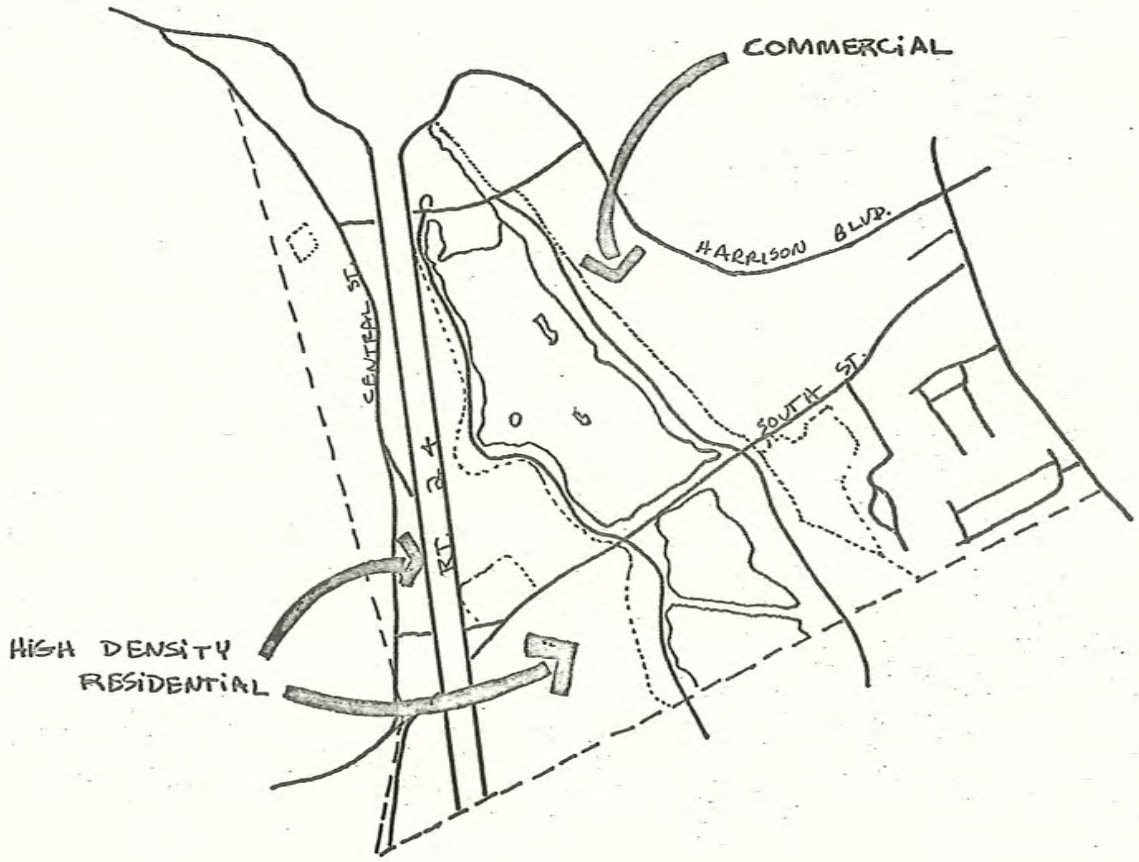
A suggested Community Development Plan is presented in Map 8. This Plan is an illustration of the way in which different areas of Avon can grow. The basis for this Plan are the policies and recommendations made in the Summary Plan and in the Technical Studies. Different uses of land exert different requirements in community resources and facilities. Specific land uses will have to be carefully assessed by Avon's officials. The Plan should serve as a useful guide in making these decisions. It should be stressed, however, that the Plan is more than just this Map. Avon's officials should carefully evaluate the policies and rationale behind the recommendations. An understanding of the philosophy behind the Plan is just as important as the proposals illustrated on the Map.


MAJOR LAND USE
PROPOSALS: AREA 1
RT. 24
INDUSTRIAL PARK
EXPANSION
FLOOD PLAIN & WETLANDS
PROTECTION
FLOOD PLAIN & WETLANDS
PROTECTION
PAGE ST.
SHOWELL ST.
W. HIGH ST.
POND ST.
HARRISON BLVD.

MAJOR LAND USE PROPOSALS: AREA 2



MAJOR LAND USE
PROPOSALS: AREA 3



PLANNING & ADMINISTRATION

As the impact of growth has become clearer in Avon, the necessity for bolstering the operational and planning capacity of Avon's local government becomes even greater. The management of Avon's community development has been remarkably good over the past ten years. The demands in many of the existing part time boards, however, is reaching a point where effective planning and operation is being neglected.

This plan does not advocate more staff for staff's sake. The cost of running local government is increasing every year. There are key personnel positions needed in Avon, however, that would result in substantial payoffs to the town. In addition, there are procedures that involve no expenditures at all that should be obviously considered.

A major implementing action will be to revise the Zoning Map to approximate the changes suggested on the Community Development Map and to add to the Zoning By-law suggested new provisions for Planned Unit Development and environmental protection. In addition to these changes, the following recommendations should also be closely examined:

.A Capital Improvements Program should be used to anticipate major capital expenditures in advance. Avon faces major capital expenditures in utilities and recreation - these and other improvements should be scheduled in an orderly fashion to minimize the impact in the tax rate and to improve Avon's ability to attract industrial development.

.A full-time Public Works Director should be hired to meet all the current and near - future demands in such areas as street maintenance, construction, and inspection; sewerage system planning; and formulation of a comprehensive drainage plan.

.A full-time Recreation Director should be hired to properly plan recreation facilities; seek outside funding; and administer a growing department.

- The Police Department should continually chart accident information by location on a map. An annual assessment of circulation problems resulting from the police departments traffic enforcement should be written in coordination with the Public Works Director.

- The Selectmen, in cooperation with the Police Chief and Public Works Director, should submit an annual report of problems, needs, and priorities to the Department of Public Works District Office.

- More interdepartmental meetings should be instituted to discuss mutual problems and issues of concern to Avon's community leaders.

- The Industrial Development Commission should work more closely with the Planning Board and the Avon Industrial Park Association in formulating a strategy for attracting industrial development. A specific strategy should include Avon's locational advantages and tax advantages. The Old Colony Planning Council will gladly assist the Commission in formulating a more comprehensive strategy than presently exists.

AVON CAPITAL IMPROVEMENTS PROGRAM
1974-79

Project	1974-75	1975-76	1976-77	1977-78	1978-79	Deferred
Recreation						
R-1 Bartlett St. Tennis Courts	15,000A					
R-2 Community Pool Study Comm.		5,000A				
R-3 Page St. Recreation Area		5,000A				
R-4 South School Playground		3,000A				
R-5 Industrial Park Softball Fld			10,000A			
R-6 Wales St./Page St. Com. Pk.				100,000B		
R-7 Ekberg St. Playground				3,000A		
Utilities						
S-1 Preliminary Sewer Eng. St.		*A				
S-2 Sewerage System Construction			*B	*B	*B	*B
W-1 Page St. Standpipe Repair	20,000A					
W-2 Page St. Standpipe Replcmt.				*B		
W-3 Water Main Replacements	300,000C					
D-1 Town Mapping Project		30,000A				
Public Safety						
PS-1 Police Cruisers(2)	9,000A		9,500A		10,000A	
PS-2 Power Rescue Tool	4,300A					
Highway						
H-1 Annual Street Repair Fund		15,000A	15,000A	15,000A	15,000A	
Community Facilities						
TH-1 New Town Hall			300,000D			
L-1 Library Land Acquisition		30,000A				
L-2 Library Parking Lot						10,000A
Conservation						
C-1 Conservation Fund		10,000A	10,000A	10,000A	10,000A	
Total of all Projects	348,300	98,000+*	344,500+*	128,000+*	35,000+*	
Proposed for Borrowing (A+B)	300,000	------	*	100,000+*	*	*
Proposed for Current Rev. Paymt	48,300	98,000+*	44,500	28,000	35,000	10,000
Proposed for Rev. Sharing Paymt	------	------	300,00	------	------	

A--Payment from Current Revenue
B--Bonds to be authorized
C--Bonds authorized but not issued
D--Payment from Revenue Sharing
*--Cost undetermined at this time