## **Appendix A**





Town of Avon, Connecticut

**Avon Center Study** 

## Acknowledgments

### The Town of Avon

#### **Avon Planning and Zoning Commission**

Robert M. Meyers, Chairman Duane Starr, Vice-Chairman Douglas Thompson Carol Griffin Brien Bialaski David Pena Pamela Samul

Henry Frey, Jr., Alternate Member Linda Keith, Alternate Member Elaine Primeau, Alternate Member

### **Avon Planning Department**

Steven Kushner, AICP, Town Planner Sangee Wallace, CAD/GIS Manager

#### **Consultant Team**

John Netherton, Planning Consultant Dean Johnson, FASLA, Johnson Land Design Landscape Architect

March, 2005



Avon Center looking west along West Main Street

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### 1.0 Introduction

#### Overview

This study of Avon Center was undertaken as part of the 2004 Plan of Development. The Planning and Zoning Commission considers the Center to be of such significance that this special planning and design study was developed. This report summarizes the existing conditions, opportunities, challenges and recommendations for the Center of Avon.

For this study, Avon Center is considered to be the commercial and residential area centered on East and West Main Street and Routes 10/202 and Old Farms Road. The study area extends approximately 0.4 miles north from Route 44; 0.4 miles south of Route 44 along Old Farms Road; 0.3 miles east on Route 44; and 0.3 miles west on Route 44. This area includes retail, industrial, residential, office, and institutional uses; Avon Town Offices; parts of Avon Park North; the Post Office; residential streets; and the Towpath School property. **Map 1** indicates the general study area of this plan.

This study identifies challenges and opportunities and makes recommendations for improvements to Avon Center in order to make it an identifiable, vibrant, pedestrian-friendly, and economically viable place. An important theme of this study is to enhance a sense of place for Avon Center, building on its traditional and historical roots.



Avon Center



Attractively landscaped streets make pedestrians feel more comfortable

## 1.0 Introduction

The major planning and design issues that are addressed in this report include:

- Identity
- Sense of place
- Pedestrian-friendly spaces
- Landscaping and street furniture, including lighting and street trees
- Pedestrian and bicycle access
- Road circulation
- Additional housing
- Viability of existing residential neighborhoods
- Future land use for the Towpath School property

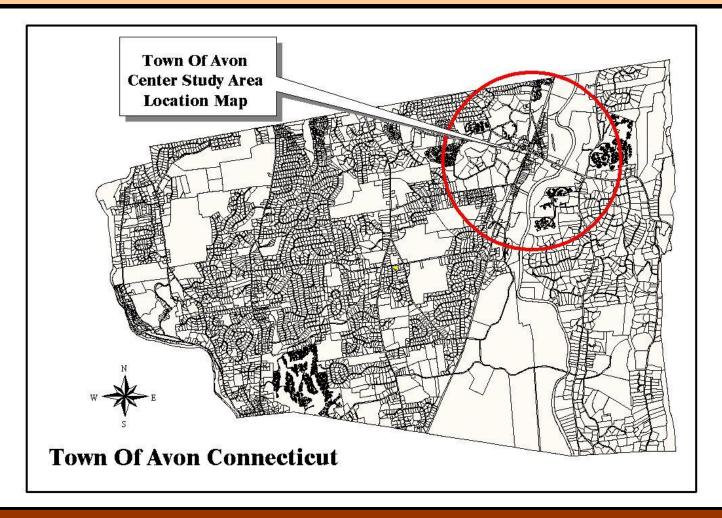


A Vibrant Town Center



Landscaping Greatly Improves Appearances and adds life to a street

## **Map # 1 Avon Center Location Map**



## 2.0 Avon Center Background

Avon Center is the traditional village of Avon. It was, at one time, the main This study recognizes that Avon Center has the basic infrastructure of a town business area of town and contained most retail, services, transportation, insti- center, but needs a bit of assistance in making it an even more vibrant and tutional, and industrial uses in Avon. As Avon and the surrounding towns economically successful place to visit and do business. grew, so did the demand for more retail and service uses.

Route 10/202 to the north. The orientation changed from pedestrian friendly to forting, pleasing, and welcoming in a traditional, pedestrian-oriented center automobile friendly. Sidewalks were no longer desired or necessary. Today, that provides a sense of community. It is that somewhat elusive but very real Avon Center is less identifiable as a traditional town center, yet still retains sense that this study is attempting to re-establish. much of the charm of a New England village.



Buildings at the front property line create intimate spaces

It is also understood that the retail strip centers and large free-standing department stores in Avon and the surrounding towns have their place in the econ-The center of Avon expanded along Route 44 and, to a lesser extent, along omy and will continue to fulfill a need as well. Yet, there is something com-

> Avon Center contains buildings which vary widely in architectural style; however, there are many fine examples of well preserved 19<sup>th</sup> century structures. Planning efforts should encourage the preservation of these buildings where possible, and new construction should emulate these architectural styles wherever possible. A study prepared for the Planning and Zoning Commission in 2003 presents an inventory and analysis of these properties and is incorporated as part of this plan.

> The Center is not purely about buildings and architecture but, rather, about how to bring people to a town center that is easy to walk around, safe, pleasant, and even stimulating to the senses.

## 3.0 Community Participation

form of informational meetings, a citizen survey, written comments to the to improve the physical appearance of the Town Center. The remainder of Planning and Zoning Commission, and a public hearing.

Two informational meetings were held at the Avon Senior Center to present the concepts for Avon Center and gather public comment. Approximately 50 The vast majority of residents consider it more important to make Avon Cenpersons attended each of these meetings.

The University of Connecticut Center for Survey Research and Analysis conducted a town-wide, citizen survey in January, 2004. Among the many questions in this survey, six were specific to Avon Center. It is interesting to note that 7% of the residents thought Avon did not have a center; another 5% thought Avon Center was in the Route 167 and Route 44 vicinity; and another 3% thought Simsbury Commons was the center of Avon. It is evident from the survey that Avon lacks an easily identifiable Town Center.

Regarding the physical appearance of Avon Center, the survey found that only 11% of the residents gave it an excellent rating and 58% gave it a good rating. A full 31% of Avongs residents viewed the Centergs appearance negatively, with 23% giving it a fair rating and 8% a poor rating.

The planning process for Avon Center involved input from the public in the A majority of the residents (58%) conveyed that it is important for the Town residents said it was either not too important (32%) or not at all important (11%).

ter pedestrian friendly and to improve its physical appearance.



Outdoor seating areas and wide sidewalks encourage pedestrian activity.

## 4.0 Existing Conditions

Avon Center still retains much of its original charm and character. There are a **Open Space** wealth of historic structures within the Center. These include numerous buildings associated with the Ensign-Bickford Realty Corporation, including the The 20 acres of open space in Avon Center are a significant asset. The major Town Hall Complex, the Avon Congregational Church, and many 19<sup>th</sup> century open space pieces consist of the Enford Street property, Sperry Park, and the homes, most of which have been converted to commercial uses. It remains as Town Green. These spaces should remain as open public areas. A master the center for Town government. It includes two significant residential plan for the Town Green should be prepared. Additional amenities should be neighborhoods known as the Mountain View Avenue neighborhood and the added over time to further enhance this special place. Map 6 describes Columbus Circle neighborhood. All of the homes are within easy walking dispossible improvements to the Enford Street property. This open space is curtance to the Town Hall complex, post office, retail shopping, restaurants, and rently underutilized. other services. At the present time, there is approximately 225,000 square feet of retail, office, and professional services space in the Center.

#### Land Use

Map 2 depicts the Centergs current land uses. The core area of Avon Center consists of about 100 acres. Of this, 38 acres are used for retail and service uses; 1 acre is industrial use; 10 acres are governmental or institutional use; 4 acres are residential use; 2 acres are cemetery; 20 acres are in open space; 15 acres are roads or right-of-way; and 10 acres are vacant.



Avon Town Green

## 4.0 Existing Conditions

### **Towpath School**

The redevelopment of the Towpath School property, located on Simsbury Road (Rt10/202), is a critical element to the future of Avon Center. This site consists of approximately 8.5 acres with two existing structures. The first is the old Towpath School, built in 1909, and currently houses the Avon Board of Education offices. The other structure is the õnewö Towpath School, built in 1949, and is currently partially rented to the Farmington Valley Health District and the Farmington Valley Arts Center. The building is in some disrepair and will require major renovation if it is to be used for other purposes. The site abuts Sperry Park to the north and the Farmington Valley Greenway to the east.

This property is one of the largest single properties in Avon Center and contains over 2,000 feet of frontage on Simsbury Road. It is of critical value and has great potential to enhance the Center. Any increase in activity will only help bring more people and vitality to the Center. At the same time, any use must be respectful of the existing residential uses to the east through proper landscape buffering.

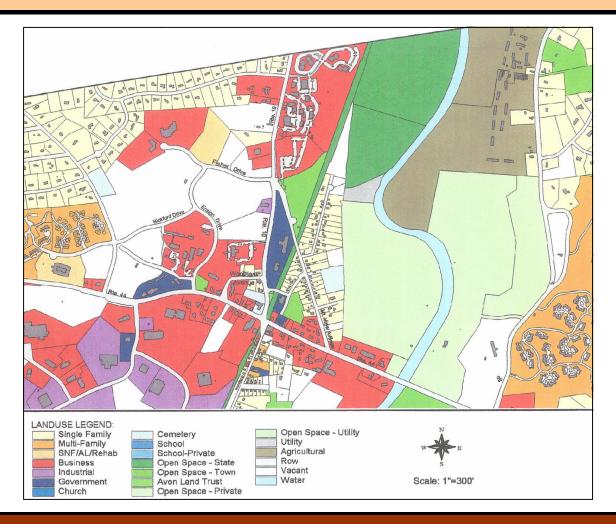
**Section 8.0** of this report contains specific recommendations regarding redevelopment scenarios for this site.

Parking at Sperry Park is presently inadequate during baseball season. Any redevelopment of this parcel should provide for parking which can be shared with Sperry Park. Consideration should be given to a revision of the lot lines giving each of these parcels a more regular, rectangular shape.



Towpath School

## Map # 2 Land Use - Avon Center



## 4.0 Existing Conditions

### **Current Zoning**

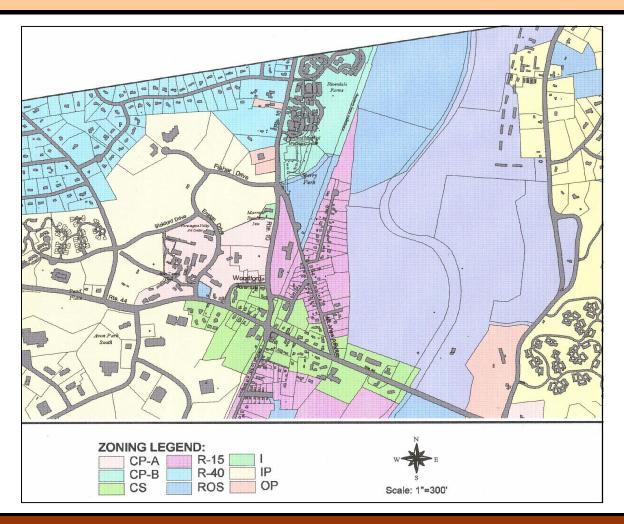
**Map 3** depicts the present zoning categories for the Avon Center area. This consists of nine different zones permitting a number of varied uses.

The purpose of each zoning district is as follows:

- **CP-A Commercial Park A Zone...** to establish space for office, commercial, light industrial, and other related uses; permit flexible site development; retain the natural features and open character of the area; and create a park-type environment.
- **CP-B Commercial Park B Zone...** to establish a district for compatible commercial and residential uses, and to permit flexible site development in order to retain natural site features and promote harmonious development.
- CS Commercial Specialized Zone... to establish a district for specialty stores and other compatible land uses which do not generate large volumes of traffic; encourage the most appropriate use of land; and retain the present architectural and aesthetic character of the area for the purpose of conserving property values.

- I Industrial Zone... to establish a district for light manufacturing and
  other suitable uses to encourage the most appropriate development of industrial land in harmony with the neighborhood.
- IP Industrial Park Zone... to establish a district for industry and other suitable uses; to permit flexible site development in order to retain the natural features and open character of the areas; and to produce a park type environment for industry and other compatible uses.
- **OP Office Park Zone...** to establish a district for business and professional offices as a gradual transition between commercial and residential areas; to retain open space and natural features of the area; and to promote the construction of buildings that are architecturally compatible in type, scale, and exterior materials with the character of the area.
- R-15 Residential Single-Family, 15,000 sf lots
- R-40 Residential Single-Family, 40,000 sf lots
- **ROS Recreation/OpenSpace -** This zone permits golf courses, playgrounds, recreation areas, parks and open space.

## **Map # 3 Existing Zoning - Avon Center**



## 5.0 Identifying the Issues

### **Avon Center's Strengths**

- The majority of Avon residents favor enhancing the Center to make it more pedestrian friendly.
- Avon Center is already an aesthetically pleasing place. It has the infrastructure in place to further enhance and energize it.
- Avon Center is relatively compact. It is generally thought of as the area in the vicinity of Route 44 (East/West Main Streets), Old Farms Road, and Routes 10/202 (Simsbury Road).
- Avon Center has significant historic, economic, and recreational amenities that can be built on to strengthen its setting as a Town Center.
- Avon Center contains a mix of land uses, including residential, commercial, governmental/institutional, and recreational.
- Topographically, the Center and surrounding area is quite level, making pedestrian and bicycle usage very practical.
- There is a significant amount of traffic through the Center.

- There is a fairly high concentration of daytime workers close to Avon Center. The Avon Chamber of Commerce estimates that about 1,800 persons work within one mile of Avon Center.
- There are a number of residential uses within walking distance to the Center.
- Substantial infrastructure of roads, water, sewer, gas, and drainage facilities are already in place and do not need major modification.
- Although Avon Center is burdened by traffic, the section of Simsbury Road from Route 44 to Fisher Drive carries about one-half the volume of traffic of East and West Main Streets. This area also contains the largest number of undeveloped parcels of land, including the Towpath School property. This is an asset that, if properly developed with a mix of housing and retail uses, can significantly add to the vitality of Avon Center.
- A recent survey recognized many buildings and structures of historical significance. (A historic resource inventory was completed by Jan Cunningham Associates and is an addendum to this study.)

## 5.0 Identifying the Issues

#### **Avon Center's Weaknesses**

- Avon Center is not fully integrated as a traditional, cohesive New England town center.
- Avonøs Town Center has become õdilutedö through the years as major commercial areas have grown along other sections of Route 44. For the Center to be successful, there needs to be a critical mass of attractive retail, restaurant, and service uses. Concentrated development within the existing Center is required in order to create a traditional village.
- There must be retail and other services that fill a niche that the newer shopping centers fail to provide.
- There needs to be better presentation within shops, aesthetics, hours of operation, customer service, and marketing efforts.
- Although there is a lively mix of land uses in the Center, it appears they are not operating at an optimal level.
- There is a lack of adequate sidewalks to encourage walking within the Center.

- There is a lack of pedestrian connections to ease walking between shops and services.
- There is a lack of theme elements such as lighting, sidewalks, benches, and trees that help identify and unify the Center.
- Traffic currently is traveling at speeds that are not considered to be appropriate for a town center.
- Although there are many workers near Avon Center, there is a lack of convenient pedestrian connections to the Center.
- Although there are a number of nearby residential areas, a lack of sidewalks inhibits walking to the Center.
- Although there is significant traffic in Avon Center, very little is destined for shopping or services available there.

### 6.0 Vehicle and Pedestrian Circulation

Avonøs major thoroughfares cross Avon Center. Route 44 (East and West Main Streets) carries approximately 34,000 vehicles per day through the Route 44/Route 10/202 intersection. The number of vehicles utilizing Route 10/202 (Simsbury Road) drops off significantly to about 15,000 vehicles per day. These two roads are where the great majority of Avon Centerøs businesses are located.

The Farmington Valley Greenway presently bypasses Avon Center. At the present time it follows Fisher Drive west, then turns south on Ensign Drive, goes through the Town Hall and Police Department parking lots, then runs under Route 44 to Darling Drive. The right-of-way is in place to continue the pedestrian and bicycle path through the Center and along Old Farms Road to connect with the existing trail. This is a critical pedestrian connection that should be implemented in order to provide easy access to Avon Center businesses and recreational assets. Design for the trail must be done in a manner which is sensitive to nearby single-family residences. See Avon Center Study Maps 5 and 6 for the proposed general location of the trail.

Close cooperation is also required with the CT DOT regarding landscaping, lighting, and creating and maintaining safe pedestrian crossing points along State highways.



A section of the Farmington Valley Greenway in Avon

Although there are some sidewalks in Avon Center, improvements are needed to make it more pedestrian accessible. This includes upgrades to existing walks and the addition of new walks. A theme sidewalk pattern, such as brick, will also make the Center more identifiable. Safe pedestrian crossings are required in strategic locations to enhance pedestrian movement. **The Avon Center Study Map 6** presents a pedestrian plan for the Center.



Avon has some sidewalks. Adding trees will help identify the Center, provide shade, and help slow traffic.

## 7.0 Proposed Avon Center Overlay Zone

The establishment of an Overlay Zone will aid in imple-menting many of the recommendations found in this Study. This proposed Overlay Zone is shown on **Map 4**. The Overlay Zone is proposed for the core business area of the Center.

It is recommended that this Overlay Zone retain the underlying zoning, but incorporate new design standards aimed at providing positive incentives to • property owners and developers. This will, hopefully, result in the creation of a more vibrant and economically viable Center.

The components of the Overlay Zone should include:

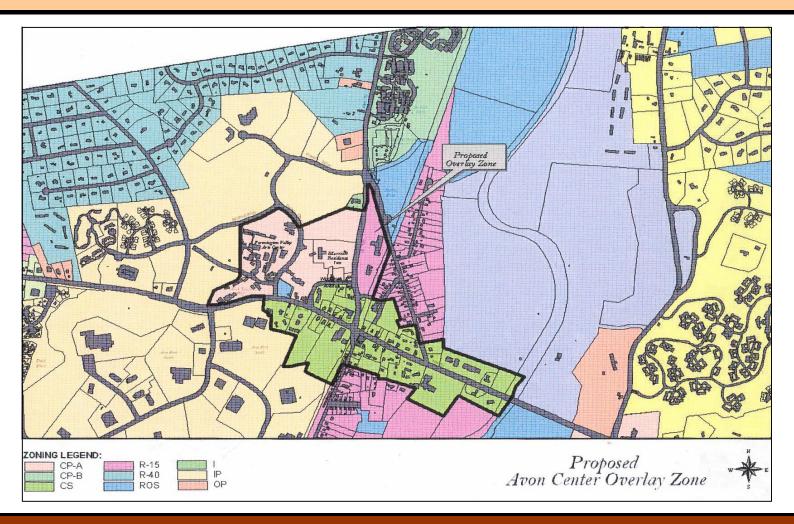
- A decrease in the front yard and side yard setbacks for buildings. Side yards could be reduced to zero where appropriate.
- An increase in the amount of permitted building coverage on a parcel of land.
- Reduced parking standards
- Promotion of projects which include more usable public open areas, such as gathering areas, landscaped gardens, and seating areas, and amenities such as public art or recreational spaces.

- Provision for multifamily residential uses either as stand- alone prospects or as parts of a mixed-use development.
- Design guidelines which promote excellence in building design and emulate the Center 19<sup>th</sup> century, colonial-style buildings.
- Excellence in landscaping to achieve these standards.
- Special permit requirements to ensure compliance with design objectives.



Avon Center has many historic properties

# Map # 4 Proposed Avon Center Overlay Zone



#### Recommendations

In order to achieve the goals outlined in this Study, it is necessary to have a plan of action. This plan offers two methods of doing that. First, there are the following overall goals and policies, followed by more specific recommendations. Secondly, there is the graphic plan, which depicts those recommendations on a map enhanced with written recommendations. Together, these tools can be a resource to the Planning and Zoning Commission in setting land-use policy and in decision making.

#### General Goals

- Promote a sense of place and community in Avon Center that brings meaning, enjoyment, and pride.
- Develop a pedestrian-friendly and aesthetically pleasing environment.
- Integrate commercial, residential, institutional, and open space uses, creating a dynamic atmosphere that will bring more people to the Center.

#### **Policies**

- Ensure that Center land uses are appropriate for each location, giving extra consideration to abutting residential areas.
- Provide a mix of residential, commercial, institutional, and open space uses that encourages interaction among people.
- Define and enhance the õgatewaysö to Avon Center.
- Avoid a sterile õthemeö type of development. Rather, consider how all uses and buildings will blend with architecturally significant structures.
- Carefully consider the mass and scaling of buildings including height, spacing between structures, setbacks from the street, proportions, architectural style, lighting, materials, finishes, and overall landscaping.
- Encourage outdoor areas of interest, such as public art, sculptures, farmer's markets, family-oriented recreational games such as oversize chess, or other interest-generating activities.

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Town of Avon
Avon Center Study

#### **Specific Recommendations**

The following recommendations are reflected in the accompanying sketches.

- 1. Thematic Lighting See Sketch 1 and Avon Center Map 5 Install lights which will recall Avonøs historic past and provide a unifying element to the area.
- 2. Sidewalks/Bicycle Routes See Sketches 2, 5 & Avon Center Map 5 Strengthen the present network of walks by completing sidewalks which presently dead-end; extend the walk system to existing homes in the area; and renovate walks which are underdesigned or in need of repair.

Provide parking racks for bicycles in strategic locations throughout the Center.

Provide convenient connections to the Farmington Valley Greenway, wherever possible, for both pedestrians and cyclists. Consideration should be given to constructing a dedicated bicycle path along Darling Drive and Security Drive connecting with the existing Farmington Valley Greenway. 6. This trail could be constructed within the existing right-of-way owned by the Town of Avon. Consideration should be given, also, to extending the dedicated greenway south of the Public Works garage utilizing the existing

abandoned railroad bridge to the northerly property line of 60 Security Drive, then proceeding westerly to join with Security Drive along an easement owned by the Town of Avon.

In cooperation with the Avon Chamber of Commerce, provide a map of Avon Center indicating businesses, institutional uses, walkways, historic sites, and bicycle paths.

- 3. Secondary Road System See Avon Center Map 6 Connect interior road and parking lots. This will create beneficial economic and safety conditions for the businesses and offices in the Center area.
- 4. Landscaping See Sketches 1-6 Begin an infill of shade tree clusters along main streets in the Center and replace existing fruit trees (which have a short lifespan) where they now exist.
- 5. Farmington Valley Trail Greenway See Avon Center Maps 5 & 6 Extend the trail system into the Center so the users can easily access the shops and support the Center retail and cultural functions.
- Towpath School Site See Sketches 7 & 8 Create mixed uses in close proximity to Simsbury Road; provide for a service road through the interior of the site.

Should the Town Council decide to sell this property, or retain it and use it for another purpose, four development possibilities are presented:

Scenario A contemplates use of the Towpath School site for public uses, particularly a performing arts center; a community center; a recreational center; or other place of public assembly that generates pedestrian traffic. This use could be operated and or owned by a public or private entity. The existing buildings could be reused or removed and the site redeveloped. This scenario also contemplates that the area along Simsbury Road could be used for a combination of retail uses with residential uses on the upper floors. A portion of the northerly area of the site should be used for additional parking for Sperry Park.

**Scenario B** contemplates the reuse of the existing Towpath School Building as a place of public assembly, such as a community theater; art cinema; art school in association with a local arts group; a recreation center; or a

combination of two or more of these uses. Each of these uses, or combination of uses, will generate activity in the Center which will complement other businesses. The remainder of the site along Simsbury Road should be developed with commercial uses on the first floor and residential uses on the upper floors. These buildings must be small in scale and meet the design objectives discussed elsewhere in this report. A portion of the northerly area of the site should be used for additional parking for Sperry Park.

Scenario C contemplates 2 or 3 new buildings along Simsbury Road and adds a new building on the corner of Simsbury Road and Enford Street. It also retains the Towpath School building and suggests a conversion to housing or an institutional use, such as a community center or art college. A portion of the northerly area of the site should be used for additional parking for Sperry Park.

Scenario D contemplates 2 or 3 new buildings along Simsbury Road with commercial uses on the first floor and residential uses on the second and third floors; razes the Towpath School; and suggests a number of smaller structures as part of a multifamily housing development. A portion of the northerly area of the site should be used for additional parking for Sperry Park.

- 7. Crosswalks See Avon Center Map 5 At key areas throughout the Center, provide walks across the main thoroughfares for the safety of pedestrians and to diminish the speed of traffic movement.
- 8. Seating See Sketch 5 Provide seating areas throughout the Center which fit within the setting of trees and buildings that will offer an inviting presence to visitors or employees.
- 9. Signage See Sketch 1 Encourage a sign system which has a common Center and visually unify it.
- 10. Enford Street Grounds See Avon Center Map 6 Continue this area as a park; add flower gardens and possibly a decorative fountain; provide additional parking for the Center area; and increase screening for residents

east of the park.

- 11. Zoning See Map 4 Create an Avon Center Overlay Zone as a tool to implement many of the recommendations of this plan. The zone must provide incentives to developers in the form of increased coverage, decreased front yard and side yard setbacks, relaxation of the parking requirements, and flexibility of design and layout of projects. In exchange for this bonus, developers will be required to provide exceptional design and off-site as well as on-site public improvements beyond what is typically required under present regulations.
- 12. Parking See Sketches 1, 6, 7, and 8 Encourage shared parking arrangements among businesses and institutional uses. Permit on-street parking in certain locations in order to increase the parking supply. Look at the possibility of creating additional parking on Town-owned property, such as the Towpath School site and the Enford Street property.
- theme of color, lettering style, and/or form which begins to identify the 13. Retain Institutional Uses See Map 2 Retain critical institutional uses in Avon Center. These would include the Post Office, Town Hall, Board of Education, and the Farmington Valley Arts Center. Encourage the location of other appropriate institutional uses in Avon Center that will add to pedestrian use.

- 14. Bus Stops Consider adding bus stops in the Town Center on both the north and south sides of Route 44.
- 15. Housing ó There are several parcels within Avon Center that are suitable for cluster or multifamily housing. These include:
  - Two parcels, one containing 12 acres and the other containing 20 acres, south of Old Avon Village and east of Old Farms Road (see Maps 5 & 6).
  - A parcel containing 2 acres located off of Garden Street could be a
     combination of commercial/office uses and residential uses.
  - Two parcels in Avon Park North one parcel contains 30 acres and is west of Ensign Drive and north of Bickford Drive; the second parcel contains 16 acres and is located east of Ensign Drive and south of Fisher Drive (see Maps 5 & 6).
  - Two adjacent parcels totaling 12 acres located on the west side of
     Simsbury Road, across from Riverdale Farms (see Maps 5 & 6).
- 16. Building Architecture

- Encourage the use of two-story buildings; three-story buildings that are gabled may be appropriate in some areas.
- Require large, storefront windows to create interest and pedestrian activity.
- Require a high standard of materials and finishes that reflect and respect the area@ architectural heritage, such as stone, wood, or brick.
- Avoid sterile, stereotypical, or õtrademarkö architecture facades.
- Multitenant buildings should have the appearance of several individual stores and be able to function independently. Each shop should have its own entrance from the street.
- Avoid long, large, and unarticulated structures.
- Build elements such as canopies, stairs, columns, wall or roof projections, and recesses to human scale at sidewalk level to encourage pedestrian use
- Create public gathering, recreational, or play spaces within larger developments.
- Emphasize plantings and amenities to the rear of buildings.
- Signs should complement the architecture.
- Minimize the number of building and directional signs to avoid repetition and clutter. Conceal garage doors and loading areas from view of the street.
- Encourage the use of both front and rear entrances to buildings.

- 17. Utilities ó To enhance the aesthetics of the Center, it would be beneficial to bury all utilities under ground.
- 18. Possible Alignment of Enford Street ó Consideration should be given to realigning Enford Street northerly of where it presently intersects with Simsbury Road to align with Woodford Avenue, resulting in a 4-way intersection. If this were done, it would segregate a small portion of the Towpath School property from the remainder of the site. However, if Enford Street were abandoned at its current location, it could be added to the Towpath School property. If this road is realigned, this new intersection should be signalized. Even in the instance where the roadway is not realigned, consideration still should be given to signalizing the intersection of Enford Street and Simsbury Road as well as Woodford Avenue and Simsbury Road.



Old Avon Village

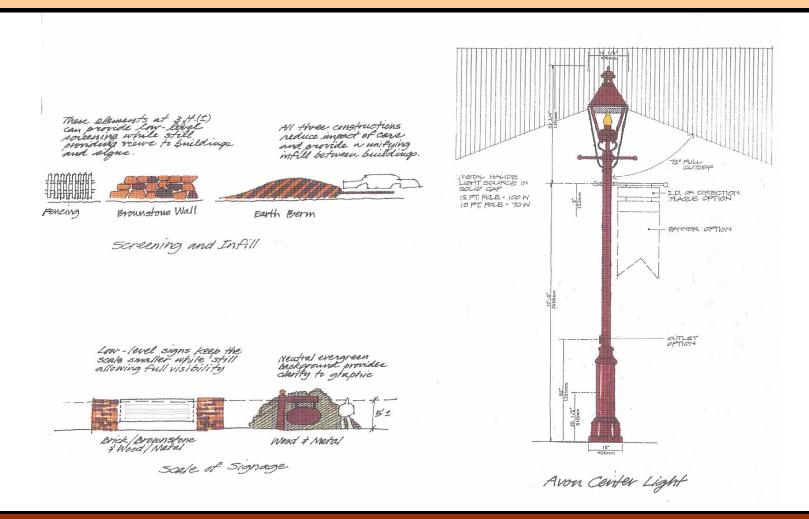


Intersection of Route 44 and Simsbury Road

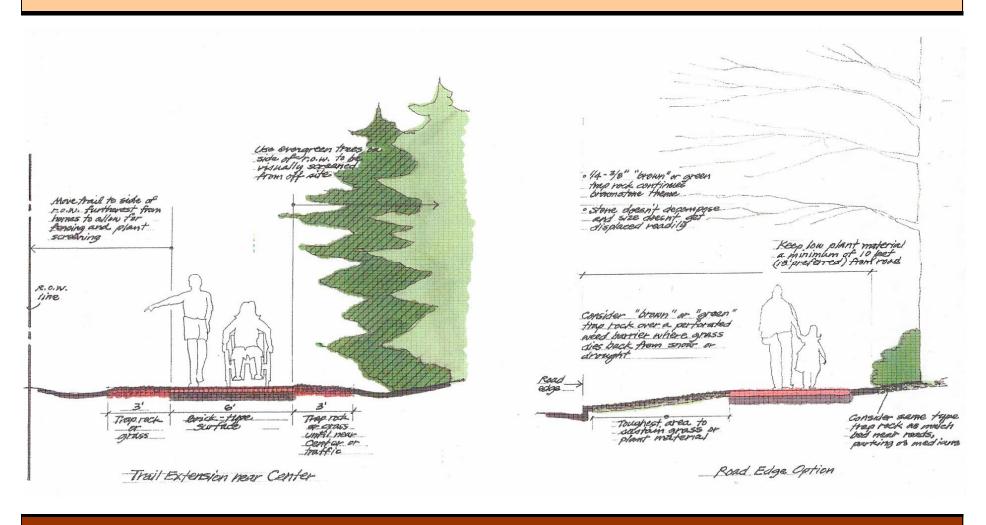


Avon Center

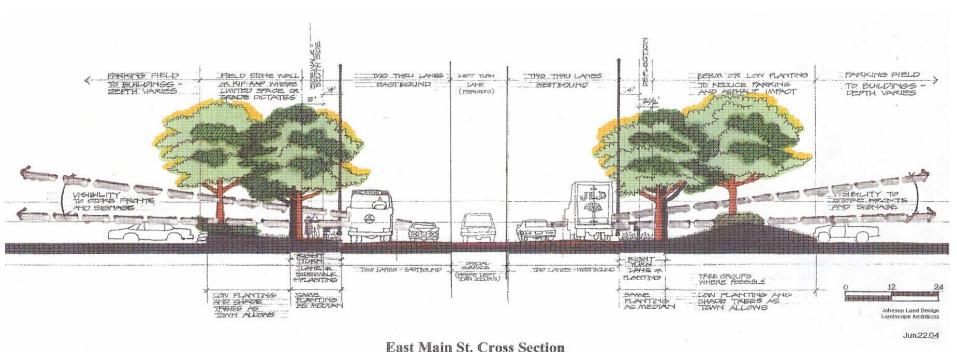
## Sketch # 1 Lighting, Screening, and Signage



## **Sketch # 2 Trail and Road Edge Considerations**

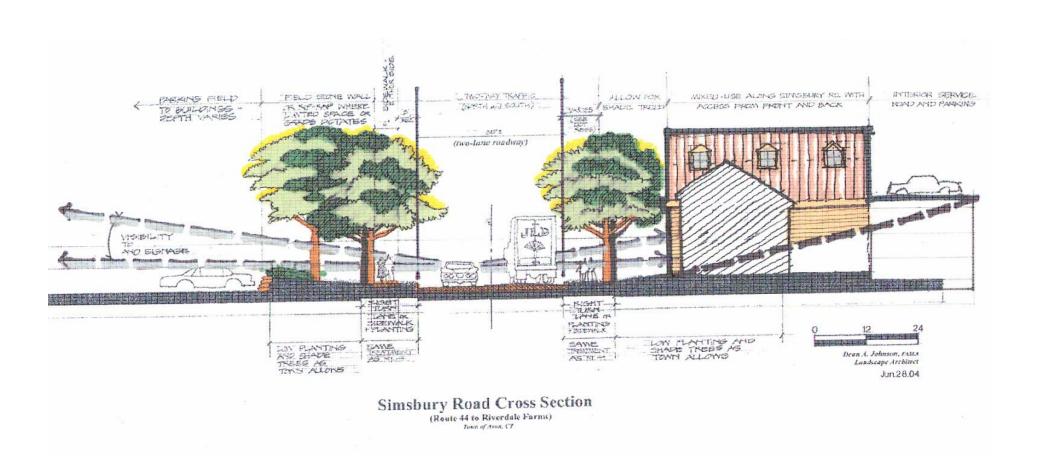


### **Sketch #3 East Main Street Recommendation**

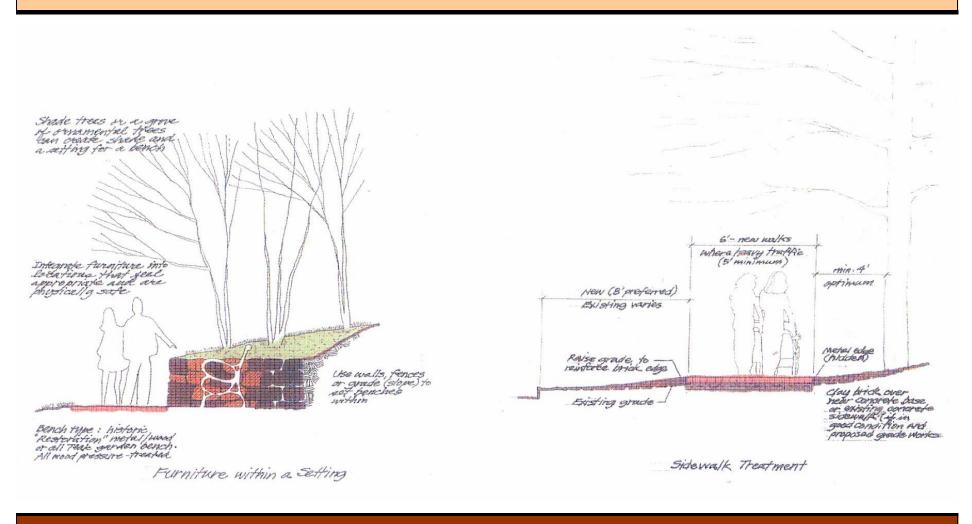


East Main St. Cross Section
(Farmington River to Darling Drive)
Town of Avon, CT

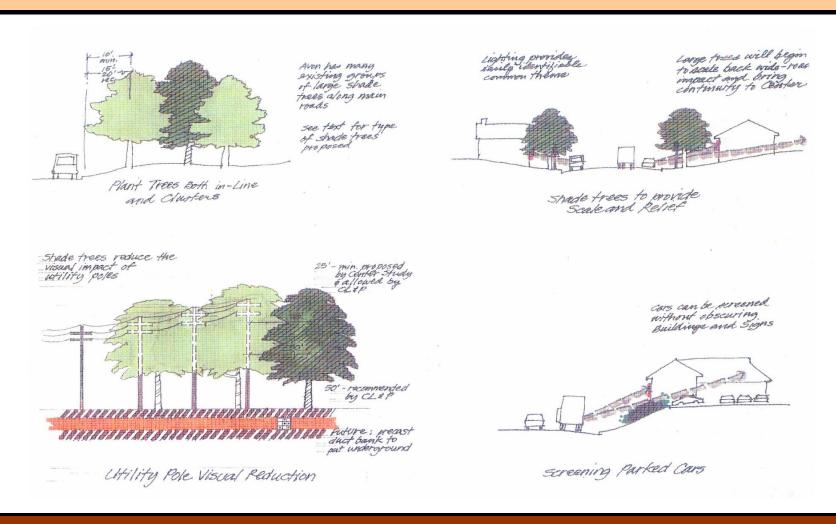
## **Sketch # 4 Simsbury Road Recommendation**



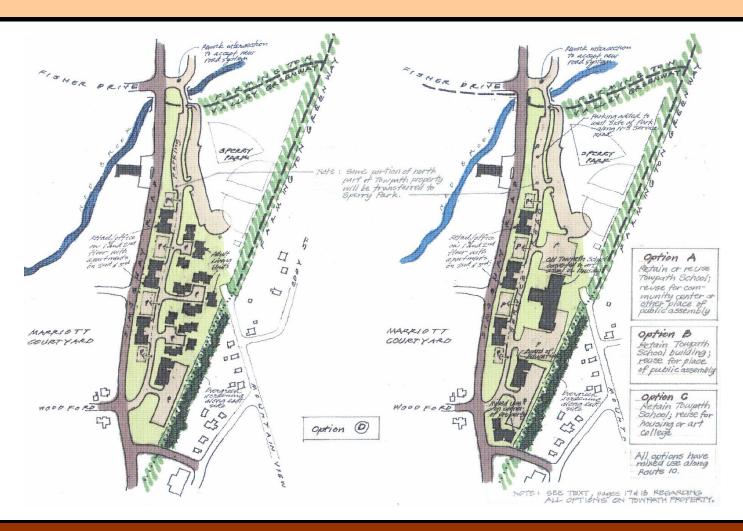
## **Sketch # 5 Seating and Sidewalk Considerations**



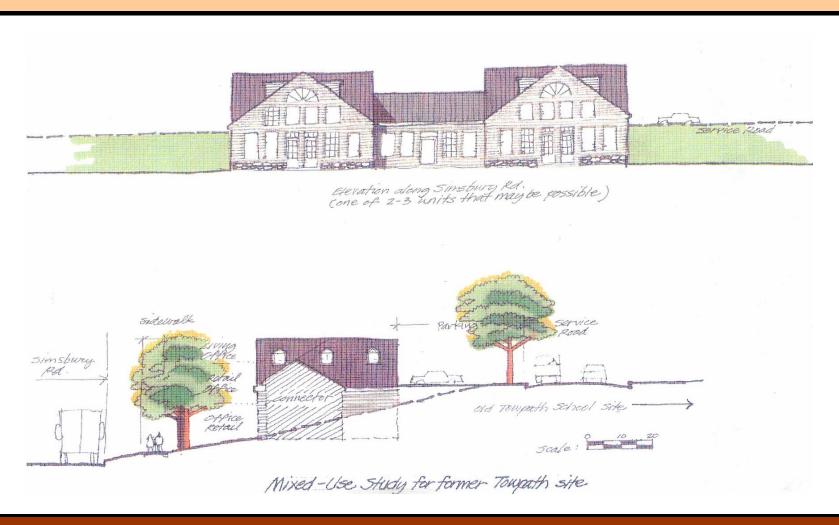
### **Sketch # 6 Plant Material Considerations**



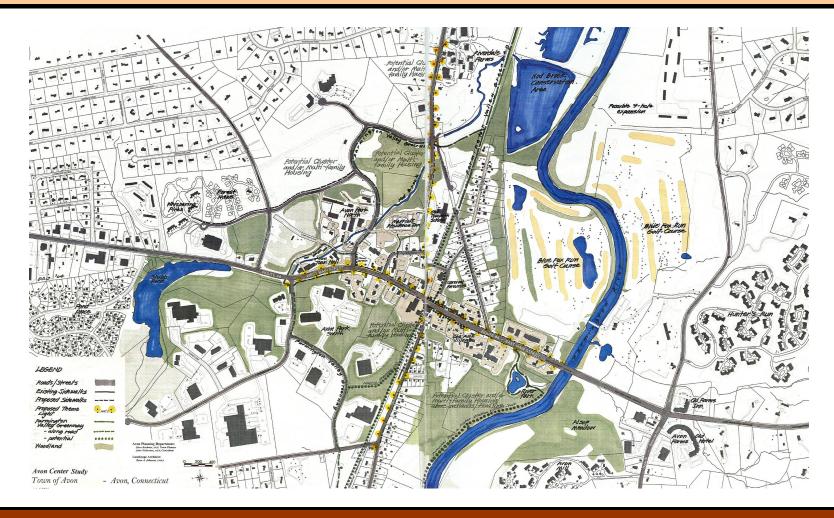
## **Sketch #7 Towpath School Site - Options**



## **Sketch #7 Towpath School Site - Options**



## Map # 5 Avon Center Map



## Map # 6 Avon Center Map

